



# **The Salvation Army of Dane County**

## **Shelter and Shield Apartments Operations Plan**

**November 1, 2019**

### **Operations Philosophy and Overview**

While homelessness has been decreasing nationally and locally since 2012, still too many individuals and families are experiencing homelessness in our community. The 2019 Point in Time Count of Homelessness (PIT) identified 578 people experiencing homelessness in Madison/Dane County on a single night in January. 224 persons were in households with children, representing 66 families, and 354 persons were in households without children. The annual number of people experiencing homelessness is far greater. In 2018, unduplicated 3,681 people in 2,509 households were served in homeless services in Dane County.

People sleeping on park benches and street corners are the most visible reminder of our community's continuing struggle with homelessness. Unsheltered homelessness or encampments create additional challenges for the community and the people who experience it. Around the country, homeless encampment has created a public health and safety crisis. Madison is not an exception. According to the most recent July PIT, 40% of the people experiencing homelessness in Madison/ Dane County were found in unsheltered locations, such as on the streets, in vehicles, or in tents. This summer, Salvation Army single women's shelter turned away average 10 women a night and family shelter turned away average 16 families a night due to high volume of request for shelter. When turned away from the Salvation Army shelter, there is no other emergency shelter for single women and families in Dane County that can take them in. On the streets, people's health and safety are easily compromised resulting in significant trauma.

Emergency shelters are designed as a basic safety net that can mitigate the impact of unsheltered homelessness. However, when purposefully designed and carried out, shelters can serve a much bigger purpose—ending homelessness by connecting people to permanent housing.

It is the goal of The Salvation Army (TSA) to develop a two-building campus that will help single women and families regain their lives by focusing on three components: dignified shelter, permanent homes and dedicated self-sufficiency services that will create pathways to opportunities for everyone that walks through our doors. TSA plans to incorporate best practices and build innovative solutions because everyone deserves a home.

The development will also benefit the neighborhood by proposing thoughtful building designs and adequate staffing. The campus will be purpose-built to improve service delivery and have a layout that better fits our neighborhood. The campus will feature a modern aesthetic that complements East Washington's contemporary architecture and a design that reshapes how TSA is positioned in the neighborhood. The new development will feature a two-building campus with repositioned access points and a residential addition to front East Mifflin Street. The 44-unit apartment complex will be a mix of low-income and market rate units. This will aid in returning a residential feel to East Mifflin Street, while refocusing service delivery access points to East Washington Avenue and North Blount Street which are largely bordering non-residential buildings.

The development's layout will feature natural light, open spaces and purposefully designed elements that has been planned in a way to promote a peaceful, productive and safe environment for our guests and neighbors. The front desk will be staffed 24 hours a day, 365 days a year. There will be controlled access points with electronic control to ensure safety for guests, staff and neighbors. Above and below ground parking will also be accessible by monitored controlled access. Additionally, two shelter monitors will be employed to assist in monitoring both inside and outside of the facility.

### **Shelter Hours of Operation**

- 3:00pm – Shelter open for children and their families with bed reservations
- 4:00pm – Shelter open for Pay for Stay guests with bed reservations
- 4:30pm – Shelter open for Women's Shelter guests with bed reservations
- 9:00pm – Shelter doors are closed for entry

New shelter guests may access shelter after 5:00pm pending availability, and may enter after shelter guests with reservations have entered

The following people may be admitted after curfew:

- MPD referrals
- People who are discharged from hospital
- People who have pre-arranged late check-in because of work or school schedule

### **Shelter Capacity**

Once the shelter reaches capacity, individuals are referred to other resources. Capacity exceptions are made during excessive cold events or emergency weather situations.

### **Bed Reservations**

All shelter guests may reserve beds from 6am-8am on the morning of the night they want a reservation. Reservations must be made in person by the shelter guest. If a guest is unable to reserve a bed in person exceptions may be made by telephone. New shelter guests must call in before noon on the morning of the night they want to request a bed.

## Bed Assignments

Bed assignment will be made sequentially in HMIS without discrimination or favoritism. However, staff will accommodate shelter guests who have any physical reason (i.e. seizures, age, injury, physical disability and/or other medical concerns) which make it dangerous for a shelter guest to occupy a top bunk.

## Proposed Shelter Operation Plan by Floor

### First Floor

#### *Layout and access*

The lobby reception area is sufficiently scaled to the size of the shelter and the flow of people. There is space for intake, including those with mobility impairments, to avoid crowding and lining up on the street. This space provides seating areas and a drinking water fountain. The entrance has a vestibule, and surveillance cameras monitored 24/7 by staff. The staff have the ability to control opening/closing of both sets of entry doors from the front office for visitors. The reception office is a secure space, with staff sightlines to the street and parking lot, the entrance/vestibule, circulation, gathering and program spaces, and elevators.

#### *Staffing*

The lobby reception will be staffed 24/7.

#### *Services provided*

1. *Commercial Kitchen and Cafeteria:* The commercial kitchen will have appropriate receiving/loading area and serve two full hot meals a day per resident. For easy service and loading dock access, the kitchen will be located on the ground floor.
  - Breakfast:  
6:30am-7:15am - All shelter guests
  - Dinner:  
4:45pm-5:45pm - Family Shelter guests  
6:00pm-7:00pm - Women's Shelter, Pay for Stay and Medical Respite guests
  - Snack:  
7:15pm-8:00pm – Children in families only
2. *More Smiles Dental Clinic:* Will be utilized by TSA guests, program participants and will be open to community members. More Smiles Wisconsin provides access to quality dental care to Medicaid, BadgerCare, and uninsured populations.
3. *MEDiC Medical Services:* Will continue to be provided for TSA guests and participants.
4. *Mental Health Services:* Will be added to the clinic space to offer therapy services for guests.

5. *Meeting Rooms:* The facility will provide multiple multi-purpose rooms, which can be used for internal or community meetings, trainings, social services programs, activities/art space, additional programming.
6. *Gymnasium:* This will be a gym space that can be used for larger group gathering/meeting space, special events, large trainings, and daily recreation for families and guests. There will be a second floor that has a walking track to assist in promoting guest wellness. This space will also double as a Chapel to provide church services on Sunday's.

## **Second Floor**

### ***Layout and access***

The entire floor is dedicated to family shelter. Entrance into the family shelter is from the elevator lobby and all families will need to be allowed access through the doors to ensure only people that are supposed to be on that floor are entering. There will be a staff office on the family floor with direct sight lines to monitor the elevator lobby, family rooms and lounge space.

Families will follow the same call-in process as we currently operate with the exception being that families will be approved for 7 nights at a time instead of on a nightly basis. The shelter operating hours will be 3pm-8am. Family shelter will consist of approximately 41 individual family rooms. The rooms will be furnished and the beds/bunk beds. The shelter bunks will include electrical outlets, small space for personal items, and linens. Bathrooms will be shared by two families and will be divided into two separate rooms for the shower/toilet room and the sink. The family shelter will have a large activity lounge (including a computer lab) with space for children of all ages and their caregivers as well as a separate quiet room for the families to have a space to relax. Families will also have access to an outdoor rooftop space that will have access to a playground for the children. The outdoor space will be accessible between the hours of 3pm-9pm and monitored by family shelter staff.

### ***Staffing***

The family shelter office will be staffed by shelter advocates during the operating hours of 3pm-8am who will be responsible for overseeing operations, assisting with guest needs, ensure safety and that the rules are being followed. There will also be a supportive services office on the floor for families to meet with a case manager.

## **Third Floor**

### ***Layout and access***

You will see two separate spaces. One space will serve approximately 82 beds for single women and the other side will consist of approximately 48 pay for stay beds. Entrance into the women's shelter and pay for stay shelter will be from the elevator lobby and all women will need to be

allowed access through the doors to ensure only people that are supposed to be on that floor are entering. There will be a staff office on the floor with direct sight lines to monitor the elevator lobby, rooms sleeping quarters and lounge space.

### **1. Pay-for-Stay:**

The pay-for-stay program allow guests to pay a nightly fee of \$7.00/night and must pay for a week at a time. Guests must have stayed at The Salvation Army's Women's shelter for 30 days with no behavioral related issues in the last 3 months, or be employed overnight. An innovative feature of the program is the amount the pay-to-stay guest pays in fees for shelter services are tracked and can be used for first month's rent or security deposits once an apartment is secured in the community. Pay-for-stay shelter is accessible between 4pm and 9am or during the day time hours for guests that are employed overnight and will be monitored by staff and the main reception desk. There will be a staff office on the floor with direct sight lines to monitor the elevator lobby, rooms, sleeping quarters and lounge space. The shelter office will be staffed during the operating hours of 4pm-9am. The pay-for-stay shelter will have a separate large activity lounge (including a small computer lab) as well as a separate quiet room for the women to have a space to relax.

### **2. Women's Shelter:**

Women's shelter operation hours will be between 4:30pm-8am. New women's shelter guests must call in before noon on the morning of the night they want to request a bed. Women will be able to reserve the same bed until they no longer return to shelter, which will eliminate our 90-day shelter policy. All shelter guests may reserve beds from 6am-8am on the morning of the night they want a reservation. Ongoing reservations must be made in person by the shelter guest. The shelter bunks will include electrical outlets, USB, small space for personal items, and linens. There will be two locker room style bathrooms on the floor. There will also be two individual bathrooms and a few individual rooms that can be utilized by guests with special accommodations. The individual rooms will be prioritized for homeless youth ages 18-21. To help young people find acceptance, safety and a chance to rebuild their lives. There will be a staff office on the floor with direct sight lines to monitor the elevator lobby, rooms, sleeping quarters and lounge space. The shelter office will be staffed during the operating hours of 4:30pm-8am. The women's shelter will have a separate large activity lounge (including a small computer lab) as well as a separate quiet room for the women to have a space to relax.

### ***Staffing***

The shelter office will be staffed by shelter advocates during the operating hours of 4:30pm-8am who will be responsible for overseeing operations, assisting with guest needs, ensure safety and that the rules are being followed. There will also be a supportive services office on the floor for women's shelter and pay for stay guests to meet with a case manager.

## **Fourth Floor**

### ***Layout and access***

The fourth floor encompasses two separate spaces. One space will serve approximately 29 Single Room Occupancy (SRO) beds for single women and the other side will consist of approximately 13 medical respite rooms. Entrance into the fourth floor will be accessible by the program participants and medical respite guests from the elevator lobby. There will be an office for support services on the floor with direct sight lines to monitor the elevator lobby, rooms sleeping quarters and lounge space.

#### **1. SRO:**

Program participants will pay monthly program fees and have access to support services. Each room will be furnished with a bed, dresser, desk, mini refrigerator and sink. Program participants will share a bathroom with one other person. Entrance into the bathroom will be from the hallway. There will be a shared kitchen for program participants to prepare meals and a shared lounge space.

#### **2. Medical Respite:**

The 13 bed unit offers individuals experiencing homelessness a place to recover after hospital stays. Medical respite guests may engage with supportive services and staff will assist with nurse care coordination. Hospitals will be key partners in co-creating, operating and funding the unit. The referrals will come directly from hospitals or medical personnel. These beds will be limited to 30 day stays.

### ***Staffing***

This floor will not be staffed 24/7 but there will be cameras that will be monitoring the common areas, elevator lobby, and hallways. Access will be monitored through the front lobby staff. There will be a supportive services office on the floor for SRO and medical respite participants to meet with a case manager.

## **Fifth Floor**

### ***Layout and access***

There will be 13 more SRO's with a kitchen and lounge area located on this floor.

### ***Staffing***

Same as above.

## Staffing and Management Structure

### Staff Roles and Responsibilities:

Capital Area Coordinator:

- Oversees all operations in The Salvation Army Dane County Command

Capital Area Program Director:

- Manages programs in The Salvation Army Dane County Command

Social Services Executive Director:

- Directs the major functions of TSA Social Services.

Security Staff/Shelter Monitor:

- Interact with and monitor guest behavior and maintain good rapport by providing excellent customer service.
- Manage and monitor building access
- Monitor security systems
- Investigate disturbances inside and outside the building

Assistant Social Services Director:

- Responsible for providing supervision of overall operations of housing and shelter services.
- Ensures housing and shelter operations are functioning to full capacity and providing necessary services for individuals and families served to succeed.

Housing Services Director:

- Responsible for providing supervision of operations of all housing services and case management staff.

Shelter Services Director:

- Responsible for providing supervision of operations of all shelter services and shelter staff.

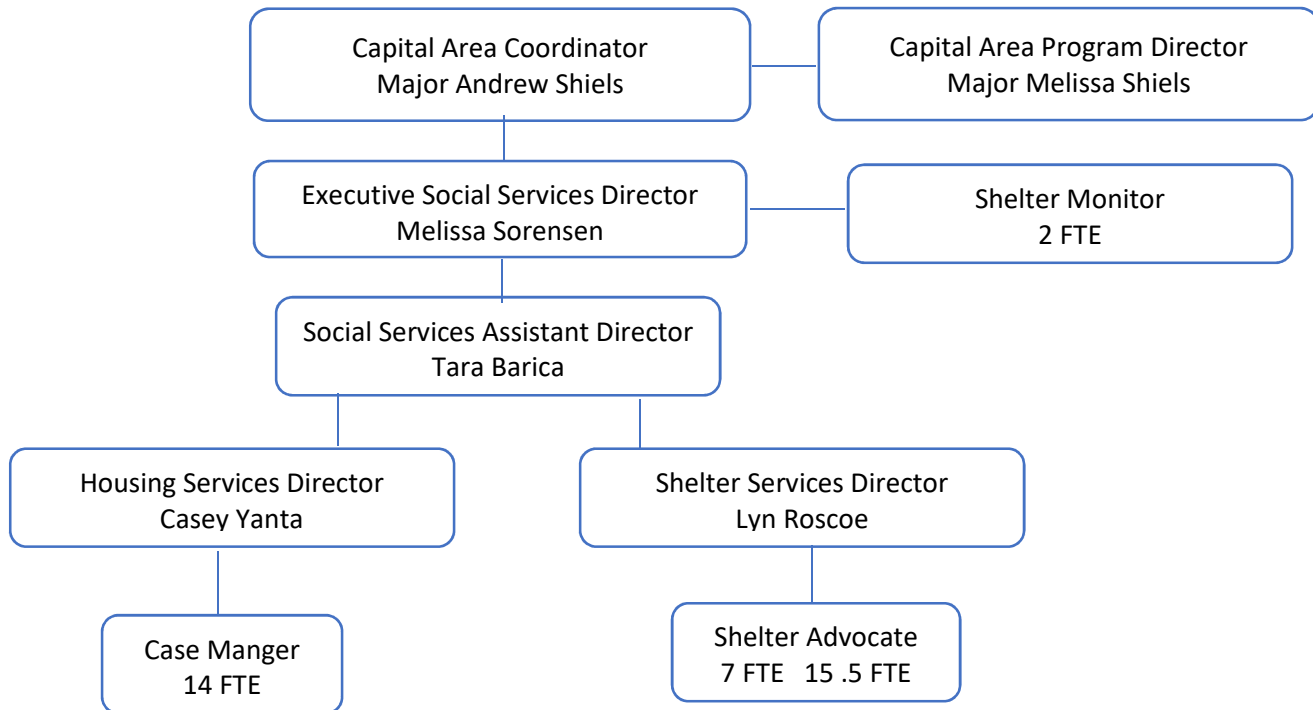
Case Manager:

- Provide housing focused supportive services to guests

Shelter Advocate:

- Monitor and supervise shelter and guest activities, assist guests of the shelter with needs and questions and maintain shelter order in accordance with TSA policies.

## Organizational Flow Chart:



## Supportive Services

Individualized supportive services will be offered to all guests residing in the shelter building as well as any tenant who would like to utilize them in the Shield apartments. These services include but are not limited to:

- Housing search and stabilization
- Employment
- Connecting to mainstream resources
- Budgeting/Budget Repair
- Mental Health
- Physical Health
- Credit Repair
- Education
- Community Connections/Support network growth



## Security

Security is of great importance to The Salvation Army to ensure the safety of the guests and residents that utilize services as well as being a good neighbor to the surrounding neighborhood.

### **Crime Prevention Through Environmental Design (CPTED):**

Site planning and building design will use CPTED strategies, e.g. territoriality, natural surveillance activity support, and access control as well as other recognized CPTED principles.

### **Security Staff:**

Two shelter monitors will evaluate both the exterior and interior operations. This person will be recognizable as security staff and will carry a cell-phone and walkie talkie for internal communications at all times.

In addition to patrols inside the facility, the Shelter Monitor will patrol the outside of the building to monitor activity outside and near the property.

The Good Neighbor Policy was implemented on July 18, 2019 and will continue to be enforced by the Shelter Monitors. All guests will sign this policy upon entry which states that shelter rules extend beyond TSA perimeters and that guests will be denied services if the rules are not followed.

### **Security Fencing:**

Areas of fencing that define the outdoor usable space within the property boundaries are included. The outdoor courtyard and playground area will be surrounded by aesthetically designed security fencing that will be used to control access to the property. There is also rooftop courtyard space that is only accessible by guests from the building. Signage will be posted to prevent after-hours parking.

### **Lighting:**

Exterior lighting for entrances and outside spaces will be designed to adequately illuminate the facility grounds, discourage loitering or trespassing, and provide enhanced visibility for staff, neighbors and Madison Police Department. Adequate interior lighting will be designed throughout the building and will enhance lighting in hallways, elevators and staircases.

### **Security Camera System:**

A security camera system will be installed on the grounds and inside the facility to allow staff to monitor activity during business hours. The system will also provide recorded access to deter loitering or trespassing. Signage will be posted to indicate video surveillance. TSA will also continue to work closely with MPD and provide video footage when necessary.

### **Transportation:**

A private shuttle bus from The Beacon will be provided daily, including weekends and holidays, to transport patrons to the Beacon in the morning and back to shelter at the end of the day.

### **Coordination with Madison Police Department:**

TSA has a very good working relationship and will continue to coordinate with Madison Police Department Central District staff on security procedures. Advice will be sought out on the placement of security cameras, as well as hiring a shelter monitor. TSA will provide video footage to MPD when requested. At a minimum, TSA will convene biannual meetings between MPD and staff to address any emerging issues or concerns.

### **Additional Key Considerations for Safety and Security:**

Include, but are not limited to:

- Shelter guests will only have access to their own floors, rooms, and designated common areas
- Reception area at the main entrance;
- Security mechanisms for staff, including alarms;
- Avoidance of entrapment spaces, and incorporation of surveillance alarms;
- Adequate circulation/gathering areas to avoid spaces that could aggravate tensions;
- For staff supervision, ensure good sightlines for all building spaces that involve outdoor areas, entrance(s), circulation, gathering, or programs;
- Resilient, non-slip floors in critical areas, such as entrances, washrooms, and kitchens;
- Surveillance cameras in selected locations such as hallways, staircases, elevators, exit and entry doors and common areas;
- Secure storage and/or lockers for guest belongings; and
- Maximum glazing common area doors to improve security where appropriate
- Installation of intercoms or emergency call buttons in sleeping rooms, medical rooms, and washrooms will be considered

## **Ongoing Community Engagement**

### **Neighborhood Engagement:**

The Salvation Army will work with nearby neighborhood associations and alders to distribute updates and news related to the Shelter. Open houses for neighbors and the community will be provided on a quarterly basis upon request. TSA will distribute communications protocols, host regular meetings with neighbors, and monitor and provide maintenance of the public areas immediately adjacent to the shelter.

### **Local Government and the Madison Police Department:**

The Salvation Army will reach out to the Madison Police Department regularly to update them on the operations and seek their counsel when needed. Biannual meetings will be held with MPD and TSA staff.

### **Guest Engagement:**

Monthly meetings will be held with guests and TSA to discuss concerns, reiteration of rules/policies, and upcoming events and resources.

### **Extreme Weather Procedures**

When there is extreme weather or cold (overnight temperature is forecasted to be 20 degrees or below including wind-chill) it is referred to as a “cold weather night”. All families and women experiencing homelessness and in need of a safe place to sleep are welcome to use Emergency Family Shelter or Women’s Shelter despite usual capacity and shelter night limits on a “cold weather night”. Even on a “cold weather night” behavioral issues may result in being asked to leave shelter that night or a temporary suspension. As well, outstanding, temporary suspensions for violent/threatening behavior still stand even on a “cold weather night”. Information about “cold weather nights” will also be on the Homeless Services Consortium’s website: [www.danecountyhomeless.org](http://www.danecountyhomeless.org)

### **Emergency Weather Evacuation**

Each facility and/or program will have a daily head count of staff, guests and program participants in case of an evacuation. Each facility will have a displaced head count if temporary shelter is needed due to internal disaster.

### **Fire**

A fire that burns uncontrolled can produce toxic smoke and superheated air that could be fatal. Decisive and correct procedures must be followed immediately when smoke/fire is detected.

All departments will develop and maintain a specific plan of action, which includes provisions for alternative locations to continue vital services, the education of all employees and routine review.

Evacuation routes will be located on the wall in all the hallways, near the elevators and/or on the back of residential doors depending on the facility. Evacuation routes include locations of pull boxes, first aid kits and fire extinguishers. Fire Alarm pull boxes are normally located close to the Fire Extinguishers.

Specific rendezvous areas for each facility will be identified. The purpose of these area is to ensure a safe place for all to congregate after evacuating and to ensure no one has been left behind.

The Salvation Army will work with the Madison Fire Department to develop an updated rendezvous area for the building.

**NOTE: Rendezvous areas are non-smoking.**

#### **PROCEDURE TO EDUCATE GUESTS ABOUT FIRE/FIRE DRILL PROCEDURES**

1. Social Services staff will ensure all guests know information about fire safety.
  - a) All facilities will give instructions either on how to exit the building in a fire emergency or what the proper procedures are, including where the nearest fire exit is compared to their location, that they must use the stairs and not the elevators, and which stairs and hallways to use to exit the building.
  - b) For a fire drill, or fire, all guests and staff must evacuate the building and assemble at the designated evacuation area and wait until they are notified that the building is “all clear” (this is not when the alarms stop sounding, but rather when security or designated personnel has the “Salvation Army All Clear”).
  - c) If in the event return to facility is impractical, staff will determine the relocation facility and implement actions to establish viability of the new location.
  - d) Additional information about exiting the building during a fire/fire drill:

#### **FIRE DRILLS**

Fire drills are conducted semi-annually. Drills are unannounced and scheduled days, evenings, overnights and weekends depending on hours of operation. The drills will alternate, by time of day, monthly so that the greatest number of people can practice the emergency procedures.

Fire drill schedules and summaries of each exercise are kept on file in the Property and Security Directors office. Property and Security Director or Social Services Executive Director, depending on the facility, will ensure that an incident report is completed and submitted in accordance with existing policy.

#### **Tornado Warning**

When there are weather advisories for the Dane County area, the information is monitored by Security and/or designated personnel through cell phone alert messages, Weather Radio Broadcasts, computer weather alerts and television. If needed, Security and/or designated personnel will advise to evacuate to the designated tornado shelter.

Guests and Staff will be educated on tornado shelter area(s) and how to access the area(s) upon hiring, intake/admission or appropriate time.

A staff member will check all spaces to ensure evacuation of guests and volunteers.

All staff, guests and volunteers will remain in the safety site until notified by security or designated personnel that the tornado warning has been cancelled.

The Salvation Army will work with the Madison Fire Department to develop an updated designated tornado shelter for the building.

## **First aid and AED Procedures**

First aid and AED machines will be located in appropriate locations throughout the building and will be monitored by the Property and Security Director to ensure they remain up to code.