

HOMELESS SERVICES & HOUSING RESOURCES
RFP # 14026-2025

AGENCY APPLICATION

Instructions:

Each applicant agency (or group of collaborative partners) must submit one completed Agency Application. Program-specific information must be submitted separately in the appropriate Program Application(s).

Please limit the total length of your completed Agency Application – including the questions, tables and narrative responses – to no more than **7 pages**. Applications that exceed this limit may not be fully reviewed. This page limit does not include requirement attachments (e.g., financial audits or financial statements).

AGENCY INFORMATION

Applicant Organization:	The Salvation Army of Dane County
Contact Person Name and Title:	Laura Heilman
Address:	630 East Washington Ave, Madison, WI 53703
E-Mail:	Laura.Heilman@usc.salvationarmy.org
Phone:	(608) 250-2225
Website:	https://centralusa.salvationarmy.org/danecounty/
Federal Tax ID or EIN:	36-2167910
Unique Entity ID (UEI) Number:	NDM9CJA8ZSH8
Legal Status:	<input type="checkbox"/> Corporation <input type="checkbox"/> Limited Liability Company <input type="checkbox"/> General Partnership <input type="checkbox"/> Sole Proprietor <input type="checkbox"/> Unincorporated Association <input checked="" type="checkbox"/> Other: Private, Non-Profit
Tax Exempt Status:	<input checked="" type="checkbox"/> Non-profit: 501 (c)(3) since 1913 <input type="checkbox"/> For-profit with a primary mission focused on housing and homelessness

AGENCY REQUEST SUMMARY

Program Type	Request Amount
Homeless Services	
A. Homelessness Prevention	\$0.00
B. Diversion	\$62,050
C. Emergency Shelter	\$170,000
D. Street Outreach	\$0.00
E. Extreme Weather Hotel for the Unsheltered	\$0.00
F. Rapid Rehousing (RRH)	\$0.00
G. Permanent Supportive Housing (PSH)	\$0.00
H. Other Permanent Housing (OPH)	\$0.00
I. Other Programs that Promote Pathways to Stable Housing	\$0.00
Housing Resources	
J. Tenant Support	\$0.00
TOTAL REQUEST	\$232,050

AUTHORIZATION TO SUBMIT PROPOSAL

This application is submitted with the knowledge and approval of the organization's governing body. To the best of the undersigned's knowledge, the information provided is accurate and complete. The undersigned also certifies that they have reviewed and accept the terms and conditions outlined in the Request for Proposals (RFP).

Signature Rochelle McIntosh Date 6/24/25

AGENCY QUALIFICATION

1. AGENCY MISSION AND RELEVANT EXPERIENCE (10 POINTS)

1) **Mission Statement:** Provide your agency's mission statement.

The Salvation Army's mission is "The Salvation Army, an international movement, is an evangelical part of the universal Christian Church. Its message is based on the Bible. Its ministry is motivated by the love of God. Its mission is to preach the gospel of Jesus Christ and to meet human needs in His name without discrimination".

2) **Relevant Experience:** Describe your agency's experience delivering the types of services proposed in this application.

The Salvation Army of Dane County has served the Madison community since arriving in Dane County in 1890 and has provided a wide range of social services based on the needs of our community. The Salvation Army often adapts and creates new programs as our community has evolved over time. Over the past several decades, The Salvation Army of Dane County has become a leading provider in emergency shelter services, housing case management, and homeless prevention services in the community.

The Salvation Army currently operates a 24/7 family shelter that serves up to 38 families at a time, and one of Madison's only low-barrier drop-in shelters for singles that identify as a woman. These programs are designed to offer immediate safety while supporting guests in securing permanent housing. Each shelter offers a safe space, basic needs (such as meals, hygiene, and rest), and supportive services such as case management and housing navigation. In recent years, The Salvation Army has created and expanded a Diversion program to assist individuals and households in avoiding the need to enter the homeless shelter system through problem solving, mediation, resource support and short-term financial assistance.

In March of 2024, The Salvation Army of Dane County opened The Shield Apartments, an affordable housing project designed to support individuals that have experienced domestic violence and homelessness as well as a rapid-rehousing program designed to support individuals that are actively fleeing a domestic violence situation and are experiencing literal homelessness. The Salvation Army continues to acknowledge that affordable housing is a significant barrier to overcoming homelessness in Dane County and is interested in collaborating in innovative efforts to support individuals and households in our community in their journey towards affordable housing.

Salvation Army staff are trained in Housing First principles, trauma-informed care, racial equity and system coordination. We are active participants in the Homeless Services Consortium of Dane County and align our programs with both local goals and national best practices. With more than 130 years of community service, and an evolving commitment to addressing homelessness, The Salvation Army of Dane County brings trusted experience, innovation, and strong partnerships to all the services proposed in this application.

2. ORGANIZATIONAL AND FISCAL MANAGEMENT (10 POINTS)

1) **Quality Improvement:** Describe your agency's internal quality improvement processes, including how you review program outcomes and incorporate feedback from program participants.

The Salvation Army of Dane County uses a comprehensive quality improvement framework that combines performance data analysis, structured participant feedback, and cross-functional collaboration to ensure our programs meet high standards of effectiveness, equity, and responsiveness. The Salvation Army engages in annual strategic planning to assess agency-wide goals, review past performance, and prioritize initiatives for the

coming year. This process includes leadership, program managers, and staff representatives, and is informed by program outcomes, system-levels of data, and client feedback.

Program outcomes are tracked using HMIS and include metrics such as length of stay, exits to permanent housing, and successful diversion resolutions. Data is reviewed monthly by program managers and quarterly with senior leadership to identify areas of improvement. Outcomes are disaggregated by race, gender, and other demographic factors to monitor equity and address disparities.

Program staff enter and review data weekly or daily. Program managers such as the Housing Services Director compiles and reviews outcomes monthly to ensure that the benefits of the program are maximized for the program participants. The Executive and Assistant Directors of Social Services conduct monthly reviews of data to ensure accuracy and to review total enrollment information or common trends in programs. Adjustments can be made after reviewing data to make sure that Salvation Army programs remain equitable, in compliance with documentation standards, and that current processes best reflect whether program outcomes are being met.

The Salvation Army of Dane County collects participant feedback through program surveys, exit interviews, informal conversations that can be inputted as case notes in HMIS, and town halls in the shelters. The Salvation Army is considering initiating a participant feedback committee to ensure that our efforts to gain the perspectives and ideas of our guests and clients are holistic across programs, fair, and comprehensive.

The Salvation Army of Dane County has also improved our efforts to gain board and staff participant from those that have experienced housing insecurity or homelessness, and we are making efforts to incorporate their feedback in higher level programmatic decisions. The Salvation Army actively participates in the Lived Experience Council facilitated by the local HSC.

Quality improvement is about taking measurable action. When a change is identified, the responsible staff lead and timeline are assigned. Changes are documented and approved locally or divisionally when written policy and procedures are impacted. Results are reviewed in weekly, monthly, and quarterly check-ins. Supervisors develop follow-up plans to ensure that the quality improvement is properly executed.

2) Financial Management: Describe how your agency ensures sound financial accountability and sustainability.

The Salvation Army of Dane County ensures financial accountability through a combination of centralized financial management and strong local oversight processes that support transparency, grant compliance, and strategic use of resources.

The Salvation Army Divisional Headquarters manages the core accounting functions of The Salvation Army of Dane County including bookkeeping, financial reporting, and audit coordination. All financial activities follow GAAP standards and are subject to both internal and external audits to ensure accuracy, compliance and accountability.

At the local level, grant compliance and financial oversight are managed by program leadership in coordination with our finance and social services teams. The Salvation Army hosts monthly meetings that bring together our grant compliance manager, finance staff, and social services leadership to review contract requirements, reconcile expenditures, and ensure proper documentation and fund usage. The Salvation Army engages in strategic financial planning during the annual budget process and continues to monitor fiscal health monthly, using data and financial trends to track spending against goals and adjust proactively. The Salvation Army places a strong emphasis on maximizing available resources – identifying opportunities to leverage funding across programs, and ensure every eligible cost is covered by the most appropriate funding source. The Salvation Army

prioritizes diversified funding – including local government grants, federal and state contracts, and philanthropic support – and assesses funding alignment with program priorities.

In response to a projected budget deficit in FY24-25, The Salvation Army of Dane County took decisive steps to realign our operations by eliminating our Community Center program and reducing eight staff positions. This realignment reflects a strategic decision to prioritize our core programming in Dane County – housing and shelter services – which we’ve identified as the future of The Salvation Army’s impact in Madison. These changes have improved our financial outlook while strengthening our commitment to serving singles and households experiencing homelessness.

Through disciplined stewardship, financial management, strategic decision-making, and mission-driven planning, The Salvation Army believes that we are positioned to continue delivering high-quality, essential services to the Madison community.

3) Financial Audit:

Does your agency complete annual certified financial audits? ☒ Yes ☐ No

If yes, were there any significant deficiencies or material weaknesses identified in the most recent audit?

☒ Yes ☐ No

If yes, summarize the findings and describe how they are being addressed.

Please see the auditor’s summary of a “significant deficiency” noted in the 23-24 financial audit - “During our audit of expenses and accounts payable, we noted that the Corps’ bookkeeper has the ability to create new vendors in the accounting system without approval in addition to having the ability to post payments against accounts payable invoices. We are aware that management has discussed this feature with the accounting software provider and although it does not appear a resolution is easily achievable within the accounting system, management believes controls are in place to assist in reducing the risk of payment to false vendors.”

The Salvation Army has rolled out a new accounting software, *Acumatica*, effective April 2025. The new software has eliminated the risk posed in the noted significant deficiency. The results of the most recent external audit are attached as requested in the submission of this application.

4) 2025 Agency Operating Budget

AGENCY REVENUE

Source	2025 Budget
City of Madison	\$140,703
Dane County	\$2,026,063
State of Wisconsin	\$496,423
HUD	\$739,688
Other Government	\$50,000
United Way of Dane County	\$175,245
Other Foundations	\$62,850
Fundraising	\$3,347,631
User Fee	\$0
Other (Specify: Investment/Interest)	\$554,989
TOTAL REVENUE	\$7,602,592

AGENCY EXPENSES

Category	2025 Projected Expenditure
Personnel	\$3,962,028
Operating	\$2,318,989
Space	\$463,600
Special Cost	\$998,919
TOTAL EXPENDITURE	\$7,743,445

	2025 Projected
Surplus or (Deficit)	\$-140,853

3. SYSTEM COORDINATION (10 POINTS)

- 1) Collaboration with Other Providers: Describe how your agency collaborates with other providers in the homeless services and housing systems. Include examples such as referrals, case conferencing, shared service planning, and delivery.

The Salvation Army of Dane County actively collaborates with a broad network of partners to ensure that individuals and families experiencing homelessness receive coordinated, comprehensive, and person-centered support. The Salvation Army works closely with organizations such as United Way, Catalyst for Change, Porchlight, Inc., YWCA Madison, The Beacon, MPD, MMSD, DAIS, Friends of State Street and others across the Dane County Homeless Services Consortium. These partnerships strengthen service continuity and ensure timely access to shelter, housing, health care, and supportive services. Referrals are a routine and essential aspect of The Salvation Army's work. The Salvation Army receives referrals for housing programming such as the DAWNS and RISE program through Coordinated Entry and makes referrals directly to external providers for mental health care, domestic violence services, legal aid, and substance use treatment and other mainstream resources.

The Salvation Army engages in service planning through our Diversion program and family shelter, where collaboration with other agencies ensures that clients have access to public benefits, job training, behavioral health services, and rental assistance. The Salvation Army of Dane County also participates in collaborative initiatives and improvements in HMIS data collection with the ICA and homeless community planning efforts led by the Homeless Services Consortium. These platforms allow The Salvation Army to improve our service system design, identify gaps in our services, and develop collective solutions to reduce homelessness in Dane County.

- 2) Integration into the System of Care:** Describe strategies your agency uses to ensure alignment with the broader local system of care such as the Homeless Services Consortium (HSC). Include strategies such as support planning, or participants in system-level planning, participating in HSC committees or workgroups, and providing staff training aligned with system priorities or best practices.

The Salvation Army of Dane County is committed to aligning our services with the goals, priorities, and standards of both the local Homeless Services Consortium (HSC) of Dane County and the City of Madison's planning priorities as outlined in *Imagine Madison* and neighborhood plans. We maintain strong integration with the local homeless response system through regular participation in the HSC standing committees and workgroups, including –the Shelter Services Committee, Core Committee, Lived Experience Committee, and Written Standards Workgroup. These committees allow The Salvation Army of Dane County to participate and contribute to strategic planning, refine internal program delivery to reflect local goals, and respond to emerging needs across the Dane County community. Participation in the Shelter Services Committee, for example, ensures that our operations are aligned with the priorities identified in “Dane Forward: A Five-Year Plan to Prevent and End Homelessness” and the Dane's positive movement towards equitable, housing-first strategies. Coordination with other shelter service providers ensures that The Salvation Army is up to date on current trends and is ready to collaborate on new efforts to enhance our services.

To improve upon these priorities, The Salvation Army of Dane County maintains several internal committees within our local agency:

- The Landlord Committee strengthens regional housing partnerships with the goal of advancing our network or affordable housing opportunities.
- The Policy & Procedures Committee keeps Salvation Army internal practices aligned with local written standards, HSC guidance, and best practices.
- The Engagement Committee supports staff retention and improves the continuity of service delivery by retaining talented and compassionate supportive services staff.
- The Mainstream Resources Committee enhances our approach to connecting all those seeking services to public benefits and housing resources.
- The Longest Stayer Committee supports our efforts to help all those utilizing our shelter services overcome barriers to homelessness and obtain and sustain permanent housing.

The Salvation Army of Dane County reflects *Imagine Madison* and HSC's goals of equity and inclusion by embedding racial equity and lived experience into our training, recruitment, and service design. Our staff participate in training that aligns with HSC and HUD best practices such as trauma-informed care, diversion, and coordinated entry. The Salvation Army Wisconsin Upper Michigan Division is committed to providing consistent opportunities for ongoing education for Salvation Army social services professionals.

The Salvation Army of Dane County is committed to emboldening best practices in the conduct of our staff and in our procedures and practices. We affirm that our alignment with the goals of The City of Madison and the local HSC represents what is best for those experiencing homelessness in the Dane County community.

HOMELESS SERVICES & HOUSING RESOURCES
RFP # 14026-2025

PROGRAM APPLICATION
C. EMERGENCY SHELTER

Instructions:

This Program Application form must be completed for each proposed **emergency shelter** program. Applicants may submit multiple program applications if applying for more than one program area under the RFP.

Please limit the total length of your completed Program Application – including the questions, tables and narrative responses, to no more than **14 pages**. Applications that exceed this limit may not be fully reviewed. This page limit does not include requirement attachments (e.g., HMIS reports, agency outcome reports).

Agency Name:	The Salvation Army of Dane County
Program Name:	Single Women’s Shelter
CDD Funding Request:	\$85,000

1. PROGRAM DESCRIPTION (30 POINTS)

1) Shelter Location and Capacity

Describe the location and capacity (bed or unit count) of your shelter program.

The Salvation Army’s Women’s Shelter is located at 630 East Washington Ave, Madison WI. There is a capacity of 140 beds.

2) Target population

Describe the population you expect to serve, including:

- Projected number of participants per night
- Projected number of unduplicated participants annually
- Key characteristics of the target population (e.g., age, household type, length of homelessness, special needs)

The Salvation Army Women’s Shelter in Dane County serves anyone who identifies as a woman and is experiencing homelessness. This includes any woman regardless of age, sexual orientation, or marital status. The shelter operates with a low-barrier, housing-first approach, allowing women to access services without prerequisites or conditions.

- **Projected number of participants per night:**

We anticipate serving an average of 100 women per night

- **Projected number of unduplicated participants annually:**

We project serving approximately 400–450 unduplicated individuals each year.

- **Key characteristics of the target population:**

- Household type: The Salvation Army Women’s Shelter serves women 18 years and older, experiencing homelessness in Dane County. This includes individuals of all backgrounds, regardless of sexual orientation, or legal status, who self-identify as women and are in need of safe, temporary emergency shelter. Entry is low-barrier, and there are no prerequisites beyond meeting the definition of literal homelessness.
- **Age:** 18 and older
- **Length of homelessness:** A mix of newly homeless individuals and those experiencing long-term or chronic homelessness.
- **Special needs:** Many of the women who stay at the shelter have experienced long periods of homelessness and face multiple, overlapping challenges. These often include past trauma, mental health struggles, substance use, domestic violence, and chronic health issues. It's also common for guests to be disconnected from things like healthcare, steady income, or supportive relationships. The women’s shelter serves a diverse group of individuals from many different racial, cultural, and personal backgrounds. Staff work to provide care that is trauma-informed, respectful, and focused on helping each woman find stability and move toward permanent housing as quickly as possible.

3) Intake Process

From the perspective of a participant, describe the intake process that will be used. What is the number of new intakes you expect on a weekly basis?

For women seeking shelter, the process is simple and designed to allow entry into shelter services with few barriers. Women seeking shelter can drop in between the hours of 5:00 PM and 8:30 PM without an appointment or prior registration. If they are working or require access to the shelter after intake hours, they can call and reserve a bed. Since the shelter operates on a night-by-night basis, admission depends on available space each evening. Upon arrival, staff greet guests, verify basic eligibility (experiencing homelessness and verify the individual identifies as a woman), and offer a safe place to sleep for the night. There are no long-term commitments or prerequisites to access the shelter.

The number of new intakes varies based on nightly availability and demand. On average, we expect to admit around 10 to 15 new individuals per week, with fluctuations depending on the season and capacity. Supportive services and information about other mainstream resources are available and offered to single women accessing Salvation Army shelter services.

4) Services Provided

Describe how you will deliver each of the following core components of emergency shelter services, incorporating best or evidence-based practices:

- a. Meeting basic health and safety needs of individual participants
- b. Maintaining a safe environment for shelter participants and staff
- c. Assisting participants new to homelessness in resolving their housing crisis and connecting them to immediate housing options
- d. Connecting participants to the Dane CoC Coordinated Entry system and ensuring prioritized individuals are linked to Coordinated Entry housing programs
- e. Supporting participants who are not prioritized for Coordinated Entry housing in identifying and addressing specific barriers to housing, including connecting them to income and resources that improve housing outcomes, such as employment, social security benefits, healthcare, behavioral health treatment, recovery support, and case management

The Salvation Army Women's Shelter is committed to providing safe, supportive, and trauma-informed emergency shelter services for women experiencing homelessness. Open every day of the year, the shelter offers not just a place to stay, but also structured case management and personalized support to help women move toward permanent housing and long-term stability.

a. Meeting Basic Health and Safety Needs

Women staying at the shelter receive two daily meals, a snack, and access to essential hygiene and medical services. The facility includes a commercial kitchen, laundry room, communal dining space, and an outdoor area. There's also a computer lab and transportation support to help residents stay connected to job opportunities, appointments, and other resources. Located on a public bus line, The Salvation Army Singles Shelter makes it easier for residents to reach schools, workplaces, and services across the city.

b. Maintaining a Safe, Supportive Environment

Safety and dignity are central to how the shelter operates. The building is equipped with shelter staff seven days a week and 24 hours a day, with secure access and clear safety protocols. The Salvation Army prioritizes adequate staff to client ratios and utilizes community resources to help respond to safety and mental health crisis. Semi-private rooms offer a sense of personal space, and all staff are trained in trauma-informed care and de-escalation practices. The facility also includes quiet spaces for one-on-one meetings, staff offices, and lounge space, helping guests feel both physically and emotionally safe. In 2025, The Salvation Army of Dane County initiated a Safety Committee with the intention of identifying key safety concerns and opportunities to improve local policies and practices.

c. Helping Women New to Homelessness

For women experiencing homelessness for the first time, the shelter provides a full intake assessment and offer weekly case management focused on finding housing. Staff help explore options such as reconnecting with family, short-term rental assistance, or referrals to community housing programs. We also offer diversion services to help women avoid shelter altogether by finding other immediate solutions.

d. Connecting to Housing Through Coordinated Entry

The Salvation Army is an active partner in the Coordinated Entry (CE) system, which helps connect people experiencing homelessness to housing based on their level of need. A Salvation Army CE Specialist helps women navigate the process, complete assessments, and submit documentation. From there, participants may be offered programs like Rapid Rehousing or Permanent Supportive Housing, depending on their situation. Our staff stay involved throughout to ensure a smooth, timely process. The Salvation Army is committed to improving our intake and Coordinated Entry process and recently purchased equipment to

issue shelter residents ID cards that will improve bed nights data collection and make shelter entry more efficient.

e. Supporting Those Not Prioritized for Housing

Not everyone qualifies for or is prioritized by CE, so we make sure those women still get support. Case managers work closely with them to build income, apply for benefits, access public assistance, or connect with healthcare, mental health, and recovery resources. We help with resources and referrals like legal aid, SSI/SSDI applications, or job training programs. Our shelter also partners with organizations to support education financial literacy.

5) Contingency Planning

Identify what you consider potential threats to uninterrupted emergency shelter operations (e.g., staffing shortages, public health emergencies, facility issues) and describe your agency's contingency plans for meeting them. What steps will your agency take to maintain basic shelter operations and participant safety during disruptions?

The Salvation Army is committed to keeping our emergency shelter services running without interruption, even when unexpected challenges arise. We've identified some of the most common threats—like staffing shortages, public health emergencies, and facility issues—and have plans in place to respond quickly and effectively.

To address staffing shortages, we cross-train team members and shelter advocates, so they can step into different roles when needed, and we maintain an on-call staff list to help cover shifts during emergencies. We also focus on staff support and supervision to help retain experienced employees and reduce burnout.

During public health emergencies like COVID-19, The Salvation Army of Dane County follows all local and federal health guidelines and maintains local policies and procedures (that align with the CDC and HUD) regarding situations like infection Control or other maintenance issues. Our use of private rooms makes it easier to support isolation and quarantine protocols when necessary. We also stay in close contact with local health partners to adapt as situations evolve.

For facility-related disruptions—such as power outages or heating and cooling failures—we have regular maintenance schedules and access to backup systems. If the shelter ever becomes temporarily unusable, we have agreements with local hotels and the flexibility to use other Salvation Army-owned spaces, including our community center gym. Having multiple sites available gives us options to keep people safely sheltered.

Security is always a priority. The shelter is staffed around the clock and access to the building is controlled. Staff receive regular training in trauma-informed care, de-escalation, and emergency response, so they're prepared to handle crises calmly and effectively. Staff are trained in how to access camera footage and document or address safety incidents that arise in shelter.

The Salvation Army of Dane county works closely with Dane County Emergency Management to stay aligned with broader emergency planning efforts and to ensure we're part of any county-wide response when needed. With strategic planning, collaboration with community partners, and maximizing existing resources, The Salvation Army is equipped to operate the Women's Shelter and make sure guests are safe and supported during any disruption.

6) Staff Training

Describe your agency's plan for staff training. Include both new staff and ongoing training plans.

The Salvation Army understands that providing high-quality, compassionate care starts with having well-trained and supported staff. We know that investing in training isn't just about delivering effective services—it's about respecting the dignity, safety, and success of the families and individuals we serve.

The Salvation Army maintains a consistent and structured approach to staff training for all employees that emphasizes organization values, compliance with funding, community expectations, and high-quality service delivery.

The Salvation Army has a clear training plan in place for all staff, both new and experienced. Every new team member goes through a thorough orientation where they learn about The Salvation Army's values, policies, and how we operate. A big focus is on the Housing First Model, which guides everything we do by keeping barriers low, respecting client choice, and helping people find permanent housing as quickly as possible.

Our training covers important areas like trauma-informed care, ways to safely de-escalate crisis situations, cultural awareness and humility, strong communication skills, and maintaining professional boundaries.

All staff are required to complete Safe From Harm training within 60 days of hire to ensure staff are aware of mandated reporting requirements and techniques to ensure all vulnerable children and adults are safe on Salvation Army property. All staff are offered the opportunity to complete CPR training for free through the Salvation Army. It is an expectation that all shelter staff participate in the training and receive certification. All shelter food services staff are required to complete SERV Safe training and certification.

Women's Shelter staff are trained to provide low-barrier services to single adult women including those with histories of violence, behavioral health conditions, or chronic homelessness while consistently applying shelter policies and expectations. Training topics include conflict resolution, domestic violence awareness, harm reduction, intake engagement, working with guests with co-occurring disorders, and crisis de-escalation. Shelter staff also receive training on documentation standards regarding incident reporting, capturing intake information. The Salvation Army is beginning to equip intake staff with HMIS training to make the intake and coordinated entry process more efficient. Because of the drop-in nature of the program, staff are also coaching on maintaining structure while offering flexible, individualized support. Case Managers and appropriate intake staff will receive training on Medicaid 1915(i) requirements to support future billing and documentation readiness.

The Administrative Manager is tasked with managing training on a regular schedule and assess with managers the benefits of new training initiatives. It is The Salvation Army of Dane County's goal to ensure that all staff feel equipped to serve those utilizing our services and to reduce turnover in vital direct service positions. Improving staff training is an important aspect of our 2025 strategic plan in social services.

7) Staffing Structure

Describe the proposed staffing plan. Fill out the table below.

Staff Position Title	Hiring Plan (Current / New/ Expanded)	Total Program FTE	City-Funded FTE	Proposed Hourly Wage	Responsibilities
Shelter Advocate	11.5	11.5	0	\$18.50	Completes intakes, ensures guest safety, and responds to guests' immediate needs.
Laundry Attendant	0.4	0.4	0	\$15.91	Washes, dries, folds and organizes laundry to ensure clean linens are available for shelter guests.
Shelter Manager	1	1	0	\$28.05	Oversees daily shelter operations, supports staff, ensures a supportive environment for guests.
Shelter Case Manager	2	2	0.7	\$25.86	Helps guests set goals, access resources, and navigate housing, employment and other support services.
Cook	1	1	0	\$18.00	Prepares and serves meals for guests while maintaining a clean and safe kitchen.
Kitchen Manager	0.5	0.5	0	\$21.22	Oversees meal planning, food inventory, and kitchen staff to ensure safe and efficient meal service.
Food Services Director	0.25	0.25	0	\$33.74	Oversees all aspects of meal operations including menu planning, budgeting, and nutritional standards.
Housing Services Director	0.1	0.1	0	\$35.14	Oversees shelter housing programs, coordinates staff, and ensures guests receive housing support.
Assistant Director of Social Services	0.15	0.15	0	\$42.44	Supports program operations, supervises staff, facilitates data collection, and ensures quality shelter services.
Executive Director of Social Services	0.1	0.1	0	\$57.44	Provides strategic leadership, oversees all shelter programming, guides long-term planning and cultivates community partnerships.
Facilities Director	0.25	0.25	0	\$38.25	Manages maintenance, safety and functionality of shelter buildings and equipment.
Administrative Manager	0.03	0.03	0	\$35.70	Oversees financial and programmatic grant compliance as well as local HR functions such as staffing.

8) (New or Expanded Programs Only) Implementation Plan

Milestone	Target Date
Program staff hired	N/A
Program staff onboarding/training completed	N/A
First client served	N/A
Full-service operation capacity reached	N/A

2. OUTCOME AND PERFORMANCE (20 POINTS)

Select one and complete the appropriate section below:

- ☒ A. Existing Program with HMIS Data
- ☐ B. Existing Program without HMIS Data
- ☐ C. New Program With No Past Outcome Data

A. Existing Program with HMIS Data

Use HMIS-reported data for past outcome fields. Refer to RFP **Appendix C** for instructions on generating the required reports. The HMIS report must be submitted with your application.

1) Data Standards

The Wisconsin HMIS data quality standards for emergency shelters require: 95% for data completeness and 6 calendar days for data entry.

Please complete the following:

- 2024 data completeness score: **97.95%**
- 2024 average days to data entry for new entries: **18.11days**
- 2024 average days to data entry for exits: **59.9 days**

Describe your agency's current practices to meet these standards and any planned improvements.

In 2024, The Salvation Army of Dane County's Singles Shelter received a data completeness score of 97.95%, exceeding the standard. However, the average data entry timeline was 18.11 days for new entries and 59.9 days for exits. Case managers and the Coordinated Entry Specialist are currently responsible for timely data entry into HMIS for program entry, service, updates and exits. Program Managers, such as the Housing Services Director and the Assistant Director of Social Services conduct monthly data quality reviews using HMIS-generated reports to track completeness and identify delays. Data timeliness and accuracy are discussed in weekly social services manager meetings and during individual supervision. The Salvation Army has identified intake staff that are receiving HMIS training. Adding intake or assessment information while meeting with the client during intake will improve data completeness and efficiency. Some factors impacting current data timelines include high shelter occupancy and staff shortages. To meet the 6-calendar day requirement and maintain strong data completeness, The Salvation Army proposes to implement the following changes – providing additional cross-training to support HMIS data entry coverage during staff absences or onboarding, improving communication efforts of data expectations to all staff and

departments, introducing bi-monthly spot audits focused specifically on timeline metrics with direct feedback to staff, reviewing data expectations consistently with management and in strategic planning sessions.

2) Use of Data for Performance Improvement

Describe how your agency uses data to evaluate and improve outcomes. Include the key data points or reports that are reviewed, who reviews them, and how the data are used to inform program changes.

The Salvation Army of Dane County uses data from HMIS and internal tracking systems to evaluate performance and continuously improve the quality of services in the Singles Shelter. Given the complexity and vulnerability of the population served, data is used not only to assess outcomes but also inform real-time operation decisions and strategic planning. Key data points that are reviewed include daily occupancy rates, length of stay, exit destination, returns to shelter, case management engagement, service connection, demographic trends and data completeness. Housing Services Director and Assistant Director of Social Services review weekly occupancy, exit/engagement data, and HMIS reports monthly. Data is regularly used to identify services gaps and guide resource allocation. For example, when The Salvation Army observed that the length of stay has increased post Covid-19, we created a Longest Stayer Committee to identify strategies to help singles overcome complex barriers and obtain permanent housing. If exits to permanent destinations decrease, The Salvation Army will engage in strategic planning to identify next steps in allocating resources, improving landlord relationships or improving staff training. Demographic data is used to identify equity concerns (e.g. BIPOC guests with lower exit rates) and adjust staff support, housing plans, and solidify external partnerships. Informal guest feedback is reviewed at monthly Townhall events at the singles shelter to make improvements in communication and service delivery.

The Women's Shelter team uses data as a critical tool for both accountability and adaptation. By reviewing performance metrics routinely and aligning them with participant feedback, the HSC and community, the program ensures it remains responsive, equitable, and focused on housing stability.

3) Performance Outcomes

Performance Measure	CDD Target	2022 Outcome	2023 Outcome	2024 Outcome	Proposed Outcome
Length of Time Persons Remain Homeless in Emergency Shelter (Leavers Length of Stay)	90 days	84.98	90.55	79.44	90
% of Leavers Exiting to Permanent Destinations	30% for singles; 70% for families	41%	50%	14%	30%

4) Outcome Analysis

Compare your agency’s past performance to CDD targets. Discuss trends and what you think explains your successes or challenges. What changes/strategies do you think could help improve outcomes?

Over the past few years, The Salvation Army has generally done well in keeping the length of stay in shelter within the CDD target of 90 days. In 2022 and 2024, the average stay was below target, with 2024 showing a particularly strong result of just under 80 days. This suggests that efforts like improved case management and faster housing referrals are having a positive impact.

The percentage of people exiting to permanent destinations has been more challenging. While we were above the CDD target in 2022 and 2023, 2024 saw a sharp drop to just 14%. This is concerning and likely due to a combination of factors, including reduced access to affordable housing or difficulties connecting clients with landlords willing to rent to individuals with barriers. It's also important to note that we are not always made aware of where people go after leaving the shelter, which is probably the main reason for the declined percentage of leavers exiting to permanent destinations. Many clients simply stop returning without notifying staff, making it hard to track whether they found stable housing, moved in with family. This gap in information directly affects our reported outcomes.

To address these challenges, we plan to improve follow-up procedures and strengthen relationships with housing partners. Expanding housing navigation support and removing common barriers—like lack of documentation or steady income—will also help improve the percentages. With more consistent tracking and stronger community partnerships, we believe we can return to meeting CDD goals and better support clients in their transitions to permanent housing.

5) Additional Outcome Measures

List any additional outcomes your agency tracks or proposes to measure.

- Number of singles served.
- Number of singles who have successfully moved into permanent housing.
- Number of singles engaged in case management
- Amount of gas cards/bus tickets provided
- Length of shelter stay

B. Existing Program without HMIS Data

Use non-HMIS agency data for past outcome fields. The agency reports must be submitted with your application.

Not applicable.

1) Use of Data for Performance Improvement

Describe how your agency uses data to evaluate and improve outcomes. Include the key data points or reports that are reviewed, who reviews them, and how the data are used to inform program changes.

Not Applicable.

2) Performance Outcomes

Performance Measure	CDD Target	2022 Outcome	2023 Outcome	2024 Outcome	Proposed Outcome
Length of Time Persons Remain Homeless in Emergency Shelter (Leavers Length of Stay)	90 days	N/A	N/A	N/A	N/A
% of Leavers Exiting to Permanent Destinations	30% for singles; 70% for families	N/A	N/A	N/A	N/A

3) Outcome Analysis

Compare your agency's past performance to CDD targets. Discuss trends and what you think explains your successes or challenges. What changes/strategies do you think could help improve outcomes?

Not applicable.

4) Additional Outcome Measures

List any additional outcomes your agency tracks or proposes to measure.

Not applicable.

C. New Program With No Past Outcome Data

Complete this section if the proposed program is new and does not have historical performance data.

Not applicable.

1) Proposed Outcome

Proposed outcomes should be ambitious but realistic based on population, service model, and timeline.

Performance Measure	CDD Target	Proposed Outcome
Length of Time Persons Remain Homeless in Emergency Shelter (Leavers Length of Stay)	90 days	N/A
% of Leavers Exiting to Permanent Destinations	30% for singles; 70% for families	N/A

2) Anticipated Challenges and Mitigation Strategies

Describe any anticipated challenges in implementing the program or achieving the proposed outcomes. Include how your agency plans to address or mitigate these challenges.

Not applicable.

3) Additional Outcome Measures

List any additional outcomes your agency tracks or proposes to measure.

Not applicable.

3. PROGRAM BUDGET (20 POINTS)

1) Leveraging Medicaid Resources

Describe how your agency will utilize Medicaid 1915(i) and/or Comprehensive Community Services (CCS) to support the proposed program. Include:

- Specific services or costs for which you expect to seek Medicaid 1915(i) or CCS funding
- A realistic estimate of revenue you expect these sources to generate
- Steps, if any, your agency has already taken to access these funding sources and/or a timeline for securing necessary certifications and training
- Any preparation or infrastructure you think your agency will need to support billing and compliance

Note: City-funded emergency shelters and outreach programs selected through this RFP will be required to utilize Medicaid 1915(i) to support eligible services and/or move-in cost assistance. Other program types are not required, but are strongly encouraged to incorporate Medicaid funding strategies where feasible.

The Salvation Army of Dane County is actively preparing to utilize Medicaid 1915(i) as a funding source to support case management services across our shelter, diversion, and housing programs. While we are not yet billing through the 1915(i) program, The Salvation Army of Dane County is currently in the enrollment and onboarding phase, with the goal of beginning service delivery and billing at the beginning of the fiscal year – October 1st, 2025.

The Salvation Army of Dane County seeks will seek reimbursement from 1915(i) for housing-focused case management services, including housing navigation. We anticipate that 1915(i) revenue will support a portion of case manager and/or intake staff salary and benefits – with the remaining expenses supported by public, philanthropic, or other sources, based on time spent on non-Medicaid eligible tasks. The Salvation Army will braid all available funding sources to ensure adequate service delivery at the Singles Shelter while avoiding duplication between funding services.

Based on initial modeling, The Salvation Army anticipates 1915(i) could fund 40-60% of eligible case manager time, depending on:

- Client Medicaid enrollment rates and intake structure
- Staff time spent on billable activities (pending no-shows, etc.)
- Administrative capacity for documentation and compliance.

We conservatively estimate revenue of \$30,000-\$50,000 per case manager FTE annually, though this will be refined once billing begins and actual enrollment data is available.

Timeline and Steps Taken

The Salvation Army of Dane County has begun the 1915(i) application and enrollment and is actively communicating with our Divisional Quarters regarding the approval process and potential billing structures. The Salvation Army of Dane County attends Dane County Medicaid work group meetings and has completed

online training materials provided by DHS. We have started engaging internal planning meetings with divisional and local finance and social services professionals to ensure compliance structures are in place prior to starting the billing process. We anticipate enrollment to be completed by the end of July 2025, and we are on target for live billing by the end of the fiscal year, contingent on successful provider certification and staff training.

Singles Shelter Program Model

The Salvation Army does anticipate some challenges in conducting the 1915(i) program in the singles drop in shelter.

- Less client stability and continuity. Guests may come irregularly, making Medicaid enrollment and relocation supports or assessment follow-up harder.
- Fewer billable hours per client, due to short visits and high turnover.

Infrastructure and Preparation

To support Medicaid billing and compliance, we are:

- Researching and creating time tracking systems that will allow staff to log hours appropriately under the 1915(i) program, and that will prompt assigned staff to keep documentation certifying time spent on eligible Medicaid activities.
- Developing a cost allocation plan to ensure accurate separation of Medicaid vs. non-Medicaid expenses. The Salvation Army anticipates utilizing diversified funding sources to fund The Salvation Army shelter and supportive services programming.
- Updating workflows and supervision necessary to conduct prior authorizations and documentation standards.
- Identifying a designation Medicaid billing coordinator to oversee compliance and income reconciliation.
- Collaborating with other HSC agencies to share best practices and reduce system-wide duplication

By integrating Medicaid 1915(i) as a new funding stream – without relying on it to fully support any one role – The Salvation Army will build a sustainable, compliant, and flexible approach that supports long-term program viability and aligns with City funding priorities.

2) Use of Tenant-Based Rental Assistance (TBRA) Funds

Federal HOME TBRA funds are available for move-in cost assistance:

- Available only for shelter guests with an income at or below 80% of the County Median Income who have secured a housing unit that meets Housing Quality Standards (HQS) or HUD-established inspection standards.
- Eligible move-in costs include:
 - Security deposit (up to two months' rent)
 - First month's rent

Will your agency accept federal HOME TBRA funding for move-in cost assistance for your shelter participants? Programs must comply with all applicable federal HOME regulations.

☒ Yes ☐ No

If yes, identify:

- Estimated number of shelter participants to be assisted with TBRA funds: **10**
- Amount of TBRA funds requested: **\$30,000**

3) Use of Emergency Solutions Grant (ESG) Funds

Can your agency accept federal ESG funding for this program, either in full or in part? ESG-funded programs must comply with all applicable federal regulations.

☒ Yes ☐ No

If yes, identify:

- Source(s) of required 100% matching funds (cash or in-kind): Cash – Dane County Singles Shelter Operations Funds or matching income supported by The Salvation Army fundraising efforts.
- Maximum estimated annual match your agency can provide: \$1,342,304 or the total Singles Shelter Budget minus the proposed city allocation.

4) Program Budget Form

Complete the **Program Budget Form (Excel)** for a full program year. Only expenses listed as eligible in Appendix B of the RFP may be included in the funding request to the City of Madison.

Attached.

5) Budget Narrative and Clarifications

Use this section to explain any assumptions, nuances or clarifications needed to fully understand your budget proposal as presented in the Program Budget Form (Excel).

The total operating budget for The Salvation Army of Dane County Women's Shelter is \$1,342,304. We are requesting \$85,000 in City funding to support core operational needs not fully covered by other sources.

\$55,000 to support the salary and benefits of a Case Manager working in the Women's Shelter. This position provides trauma-informed, housing focused case management to unaccompanied singles that identify as a woman experiencing homelessness, many of whom experience complex barriers including domestic violence and mental health concerns.

\$25,000 to help cover building operating costs necessary to run a high-volume, low-barrier shelter serving an average of 100 women per night.

\$5,000 in transportation assistance for guests, including bus passes, gas cares, and cab services to support access to medical appointments, job interviews, case management meetings etc. Many guests do not have access to reliable transportation, and these flexible funds help address a major barrier to housing and stability.

This request represents a small portion of the total budget – approximately 6.3% - but fills essential gaps in staffing and operations, particularly in a drop-in shelter environment. The City’s investment would support The Salvation Army of Dane County’s ability to maintain low-barrier access, prioritize housing-focused services, and serve some of Dane County’s most vulnerable women with dignity and care.

6) (New Programs Only) Minimum Viable Funding

It may not be possible for the City to provide the requested amount of funding. What is the smallest amount of City support that would allow your program to proceed? How would a reduced level of City funding affect operations (e.g., reduced capacity, scope of services, staffing). Be as specific as possible, that is, to what extent would program capacity or staffing levels be affected by lower funding.

AGENCY, PROGRAM AND CITY SHARE EXPENSES

Agency & Program:

The Salvation Army of Dane County Singles Shelter

ACCOUNT CATEGORY	City of Madison Request Amount	Non-City Sources	Total Program Budget	Budget Details (e.g., Case manager and supervisor wages; \$1,000 for application fee; \$3,000 for bus passes)
A. PERSONNEL				
Salary	38,000	710,132	748,132	
Taxes/Benefits	17,000	233,197	250,197	
Subtotal A.	55,000	943,329	998,329	
B. OTHER OPERATING				
Insurance			0	
Professional Fees		67,535	67,535	
Audit			0	
Postage/Office and Program Supplies	5,000	33,500	38,500	
Equipment/Furnishings/Depreciation		5,000	5,000	
Telephone		4,440	4,440	
Training/Conferences		1,500	1,500	
Food	5,000	60,000	65,000	
Household Supplies	5,000	15,000	20,000	
Auto Allowance/Travel			0	
Vehicle Costs/Depreciation			0	
Other (Specify):			0	
Subtotal B.	15,000	186,975	201,975	
C. SPACE				
Office or Facility Rent			0	
Utilities	5,000	65,000	70,000	
Maintenance	5,000	57,000	62,000	
Mortgage Principal/Interest/Depreciation			0	
Property Taxes			0	
Subtotal C.	10,000	122,000	132,000	
D. SPECIAL COSTS				
Assistance to Individuals - Rent (monthly rent and rent arrears)			0	
Assistance to Individuals - Other Financial Assistance (security deposit, application fee, bus passes, etc.)	5,000	5,000	10,000	\$5,000 Transportation assistance
Program Subcontracts (Specify):			0	
Other (Specify):			0	
Other (Specify):			0	
Subtotal D.	5,000	5,000	10,000	
TOTAL (A.-D.)	85,000	1,257,304	1,342,304	