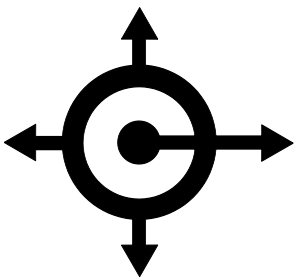


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An update and recommendations by
Bay Area Community Council



Poverty in Brown County

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Progress Report 2015

Printing thanks to Hospital Sisters Health System



Purpose and History of the Bay Area Community Council

In 1989, The Green Bay Area Chamber of Commerce adopted a strategic plan in which it expressed a desire to promote the general prosperity and quality of life of the greater Green Bay area. As part of the implementation of that plan, a task force recommended the establishment of a community strategic planning council. This recommendation resulted in creation of the Bay Area Community Council (BACC). Established in 1990, BACC is a Brown County citizens' think tank made up of volunteers representing business, education, community, and government.

Mission Statement

With awareness of current issues, BACC provides Brown County with insight into future issues of our community through:

- Examination of anticipated community concerns that affect the growth and health of Brown County.
- Analysis of those issues through rigorous discussion and discovery.
- Effective communication of those issues to the community.
- Engaging the community in the issues.

Objectives

To ensure that the identified issues become part of the total vision of community efforts, BACC will endeavor to:

- Articulate the vision.
- Measure critical indicators.
- Coordinate strategies with broad-based community interest groups.
- Coordinate strategies with public sector planning and regulatory groups.
- Identify a process for stakeholder participation in planning and implementation

Self Sufficiency Working Group Members

Bobbie Lison
Operations Manager
Catholic Charities

Robert Johnson
Executive Director
American Foundation of Counseling
Services

Andy Rosendahl
Mayor's Chief of Staff
City of Green Bay

Lisa Clark
Former 2-1-1 United Way Manager
Brown County United Way

Pat Finder-Stone
Advocate, BACC Council, League of
Women Voters, AARP

Howard Endow
Community Impact Manager
Brown County United Way

Devon Christianson, BS, MA, CIRS-A
Director, Aging & Disability Resource
Center of Brown County

Poverty in the Green Bay area is worse now than it was in 2007. But the infrastructure that deals with it is better thanks in part to a 2007 report by the Bay Area Community Council (BACC), our year-long study shows.

In producing *“Poverty in Brown County: The Urgency of Moving People to Self-Sufficiency”* in 2007, BACC members canvassed social-service agencies, talked to low-income workers and called for action in five areas – children, health care, housing, neighborhood services and transportation. What has happened in each of those areas is detailed in this report.

“Since 2007, our community rallied, our community created safety nets, and programs increased. Systems were developed but it hasn’t been enough. The root causes of poverty elude us,” says Devon Christianson, director of the Aging & Disability Resource Council of Brown County.

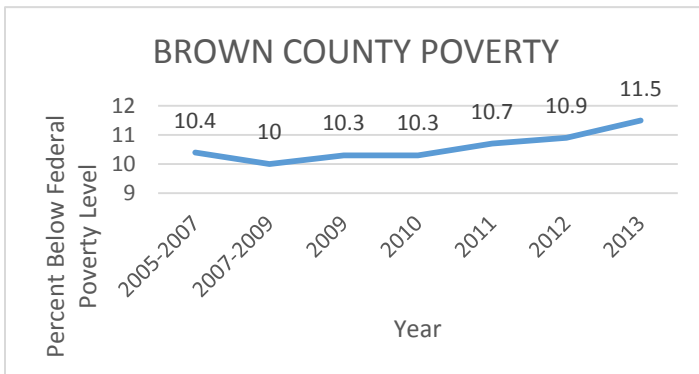
She leads a seven-member group of volunteers who updated two earlier poverty studies. This Self-Sufficiency Working Group is a BACC subcommittee convened following the 2012 *Brown County 20/20 Envisioning the Future* conference attended by 240 community leaders. During its year of work, the group met with local experts to assess current conditions and opportunities.

Poverty Rates

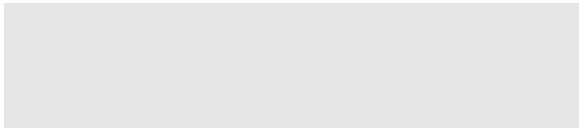
A comparison of two key data sets shows how poverty as defined by the federal government (see Definitions box) has grown:

In 2007, the U.S. Census Bureau put the Brown County poverty rate at **10%** – a total of 23,269 people.

In 2014, the bureau showed a poverty rate of **11.9%** – a total of 29,211 people.



Source: US Census American Community Survey Estimates, factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?sro=CF



Definitions

In 2007, the federal definition of **poverty** was an annual income of just under \$20,000 for a family of four.

In 2014, the federal definition of poverty was an annual income of \$24,250 for a family of four.

In 2015, students in a household of four with an income of \$23,850 qualify for **free school meals**. **Reduced price meals** are available for students in a family of four with an annual income of \$44,123.

In 2007, **more than half** the students in 13 of the Green Bay Area Public School District's 35 attendance areas qualified for subsidized meals (see Definitions box, page 4). Nine elementary schools had in-building subsidized-meal averages of 70% or higher. A total of 9,583 children qualified for meals.

In 2014, **61.5%** of students across the district qualified. Thirteen elementary schools had rates of 70% or higher and five 90% or higher. A total of 12,926 district students qualified for meals.

Response to 2007 Study

While those numbers are disheartening the community has taken big steps since 2007 to ease the burdens of poverty, particularly in areas dealing with children. That is important because, as the 2007 report noted, "thousands of children in families now in need will be more likely to grow up with little hope," if no action is taken. "They and their children will become the poverty cases of tomorrow. If that is allowed to happen, the costs to the community will only increase."

An example of the progress made comes from Brown County United Way President and CEO Greg Maass.

"While poverty and its implications are well known in some sectors of Brown County, it remains a hidden problem in others. The 2007 report provided a means to help educate the public at large as to poverty's prevalence and impact on individuals, families and society," Maass says.

Specifically, he notes, "The report provided a catalyst for our summit on women and children in poverty in 2008. Co-sponsors of the event attended by more than 300 people included UW-Extension, Catholic Charities, Integrated Community Solutions, NEWIST/CESA7, ETP-NEW and Wisconsin Public Television, Schreiber Foods and Start Smart/The Early Childhood Council of Brown County.

"Key outcomes included a long-running poverty page on the United Way website, which acted as a resource for information, research and events; a boost for the Seeds of Hope effort, which gained momentum and volunteers; and an upswing in poverty simulations. All were beneficial in building overall awareness and understating" of poverty in the community, Maass says.

David Pamperin, president of the Greater Green Bay Community Foundation, notes that the 2007 paper "helped strengthen the case for supporting the Community Partnership for Children to create a system of screening and support for children born into risks caused by poverty so those children are better prepared to enter school ready to learn and achieve. Before the paper, not all area hospitals participated in screening. Today they do, and non-profit provider capacity for the system has also grown."

The paper helped the Foundation as it worked with lead funding partners to create the U.S. Venture Fund for Basic Needs and the Basic Needs Giving Partnership Grant program to address root causes of poverty, Pamperin says.

"The paper helped point to the need for more collaborative efforts to address root causes that went beyond the charitable efforts of supporting basic needs. The Foundation structured a new multi-year grant program available to strategies involving more than one non-profit or government entity to leverage the resources of multiple organizations. The grant program has most recently awarded multi-year funding to four new community strategies to begin in summer of 2016 involving 19 non-profit and government organizations working in literacy, health, education and workforce development, and mental health to address poverty."

“Since the 2007 paper, we have more collaborative services to assist the homeless; and more targeted youth programs, in-school partnerships, and community services to support at-risk children and their families,” Pamperin says.

The lack of good data to make community decisions was also cited in the 2007 paper. One result was the first comprehensive quality of life assessment published in 2011 by Brown County United Way, the Greater Green Bay Chamber, and the Foundation. *The LIFE Study: Leading Indicators for Excellence*, focused on community sectors like self-sufficiency.

The LIFE Study helped lay the foundation for the BACC 20/20 *Envisioning the Future* conference in 2012. Consensus was reached in realizing that the most significant issues facing our community were complex and too difficult for single organizations to tackle effectively. A call for more collaboration and the initiation of community systems resulted in Achieve Brown County (ABC), an effort to support children from cradle to career so they can achieve more in school and be better prepared for careers that can support family formation.

Local Trends Today

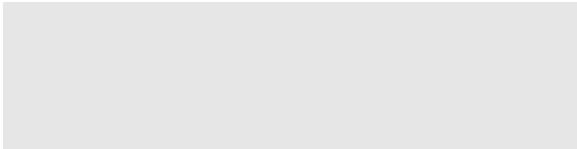
One measure of poverty is the Department of Public Instruction’s data on economically disadvantaged students who qualify for free or reduced-price meals (See Data Resources box).

The concern shared by the BACC in 2007 and 2009 was the concentration of poverty in Green Bay’s inner city. Today, outside of Green Bay the percentage of students who qualify for subsidized meals ranges from 18% in De Pere to 32% in Ashwaubenon, compared to 61.5% in Green Bay.

The 2007 poverty paper call to action reads:

As we researched and thought, the major impacts of poverty became clearer. Cost is the most obvious. Government and private programs spend more than \$150 million a year to help the needy here. The figure rises when education and health care costs are included. School and housing data suggest that Green Bay, the core of Brown County, is becoming an economically segregated community... Economic segregation historically leads to deteriorating neighborhoods, increasing crime rates and rising tension across the community as the gulf between haves and have-nots becomes wider. Add racial and cultural differences and, sadly, it increases much, much more.

These trends are continuing.



Data Resources

The 2007 paper can be found at <http://www.bayareacommunitycouncil.org/media/3509/Poverty%20in%20Brown%20County%20May%202007.pdf>

The 2009 update can be found at [http://www.bayareacommunitycouncil.org/media/59229/bacc%20final%20poverty%20proj%20rep%205-12-09%20\(2\).pdf](http://www.bayareacommunitycouncil.org/media/59229/bacc%20final%20poverty%20proj%20rep%205-12-09%20(2).pdf)

Current poverty information for the Green Bay Area Public schools can be found at www.wisedash.dpi.wi.gov

Current data on poverty in Wisconsin can be found at <http://www.irp.wisc.edu/index.htm>

State and National Trends Today

The Wisconsin Institute for Research on Poverty unveiled a report in April 2015 (Data resources box, page 6). The Institute examines national poverty measures and has created a Wisconsin Poverty Measure (WPM) that takes into account tax credits and non-cash benefits.

The report reveals a counter intuitive premise. More jobs have not resulted in less poverty. Many of the jobs created between 2008 and 2013 are part-time or low-wage service sector jobs that do not help people get out of poverty -- particularly families and children.

The report also stresses that programs like SNAP (FoodShare), are effective and important to keep people out of poverty. The number of people in Wisconsin receiving SNAP benefits doubled between 2007 and 2012, an increase of 119%. Most strikingly, the reduction of benefit programs and tax credits has reduced the positive effect of an increase in employment.

“Despite an increase in employment in 2013, market-income poverty remained flat, and both official poverty and WPM poverty measures show an increase in poverty. This increase is unexpected in a time of economic recovery, and suggests that the recovery remains fragile for low-income families,” the report says.

Children and older adults are the most fragile. Work expenses, FoodShare benefits and tax credits have the largest impact on children and medical expenses have the greatest impact on older adults. The increase in older adults in poverty now measures higher in all indexes since 2010.

In short, we are not doing better as a state and poverty rates are increasing as non-cash support programs are reduced.

Needs Identified

While progress has been made, many areas need further improvement.

- The Community Partnership for Children Initiative: Successful but only 40% funded. It needs to be funded at 100%.
- Transportation: Limited progress in becoming an easily accessible element of daily life for the working poor, despite its importance in providing access to basic needs.
- Education: Children need to leave high school with plans for further education and employment. Achieve Brown County (ABC) has been created to coalesce attention and resources in a cradle-to-career framework.
- Health: The Brown County Oral Health Partnership needs greater support for its successful children’s initiatives, and the N.E.W. Community Clinic needs additional funding.
- Mental health services: Limited for people in poverty, on Medicaid or without insurance. Support for mental health services for children, in particular, and support within the school system need expansion. More counselors are needed to work with families of children who create behavioral problems in the classroom, especially in the elementary schools.
- Housing and homelessness: We have excellent initiatives in NeighborWorks and the Housing Choice Voucher Program, but they are still insufficient. A ten-year plan to pull together partners and programs is needed and long overdue.
- Focus on volunteerism: Commitment by local businesses to support volunteerism, additional funding and ongoing volunteer support are needed instead of just one-day events.

Call to Action

So, how far has the community come since 2007? Reviewing and updating initiatives and programs that strive to tackle poverty's impact in our community over time has been useful. We are able to see trending poverty rates, elements that contribute, and programs that are impactful. We are fortunate in Brown County to have some insulation from significant increases in poverty compared to national and statewide statistics. However, we are not immune with the trend moving in the wrong direction.

The 2007 report, the update in 2009 and this study have created documents that place the community on the same page as it explores poverty. They provide a look into the community's poverty challenges and opportunities for change. The material can be used as a tool, a historical look at what has worked and what has not.

"Our hope is that it will support motivating collaboration of service providers, funders, and interested influencers who can provide leadership towards meaningful strategies and change," Christianson says.

BACC's Mission is to examine anticipated community concerns affecting the growth and health of Brown County, to analyze and communicate effectively about those issues and to engage in a community response. This project has been successful by those standards, and yet there is more work to be done. We hope this paper is a catalyst for community action.

In order to address poverty, gain traction on its root causes, and develop meaningful strategies that create change, a full assessment of our community and those living in poverty is required. New strategies to address, evaluate, and explore poverty must:

- **Include all ages and all target populations**
- **Engage the whole community including business, funders, providers, and people in poverty**
- **Organize an education/awareness campaign to break the poverty stigma**
- **Break down boundaries**
- **Analyze root causes -- not just create more programs**
- **Collect solid data to inform decisions**
- **Create a dedicated neutral position to concentrate on collaborations and solutions**

Such steps are needed, Pamperin says, even in light of the progress made since 2007.

"We do not have in place a community-wide effort and systems to address root causes of poverty. We do not have the data to be able to analyze and evaluate the effectiveness of community efforts to address poverty. And we need more focused community and political will to create and adopt a vision for poverty and shared outcomes that we can rally around and address through non-profit, government, business, volunteer, and funding efforts driven by data in partnership with those who live in or are susceptible to the ranks of poverty," Pamperin says.

BACC's updating of the 2007 papers shows that, "we must invest in individuals in poverty because our whole community will benefit economically, socially, and culturally. The BACC hopes this call to action is a catalyst for the needed assessment, data collection and collaborative project to begin this challenging but impactful work," Christianson says.

The second section of this paper is a detailed look at poverty-related information in 2014 compared to our last update in 2009.

Details on Where We Stand Today

The updated poverty 2014 information below is organized by topic and date. The committee felt, instead of a long narrative around complex information, it would be easier to review the 2009 information alongside updated information from 2014. The Self-Sufficiency Working Group reviewed each topic by calling in local experts and having a dialog about the current state of the issues and opportunities for consideration. These opportunities are recommendations and questions to consider.

Poverty is the root of many challenges in social, economic, health, and community divisions. We do not feel that this is a comprehensive review of every issue related to poverty in Brown County. This is simply a reflection on the earlier work of the BACC and what has been considered the main areas that indicate concern in our community. There are many stones still to turn.

Updates by Topic and Date:

Community Summit on Poverty:

- *Support a Catholic Charities initiative to convene a summit of interested parties to spotlight poverty and increase awareness and coordination among those who can impact it.*

2009	2014
<p>In December 2008, the Brown County United Way followed up with another Poverty Summit and Call to Action, an event that was attended by nearly 300 people. Co-sponsors included Catholic Charities, Integrated Community Services, Brown County UW-Extension, NEWIST/CESA 7, Wisconsin Public Television, ETP-NEW, Schreiber Foods and Start Smart/The Early Childhood Council. Several action steps were taken as a result of this event:</p> <ul style="list-style-type: none"> • The creation of a comprehensive, central repository for poverty information on United Way's website • An announcement by several organizations to come together in launching a local poverty coalition. The coalition (led by representatives from Catholic Charities, The Salvation Army of Brown County, Integrated Community Solutions and Harbor Credit Union) is in the planning stages. 	<p>While there has not been an additional formal summit on poverty there have been several community gatherings and focus groups to address the issue.</p>

Future Opportunities and Considerations for our Community

While there has not been an additional poverty summit, many other larger community events and initiatives are in the works and readiness for change is in the air:

- The work of an independent community task force, commissioned through the City Council (Team 23), has been handed off to a coalition of community partners which is working on developing a community-wide comprehensive approach to addressing the root causes of poverty.
- The Self-Sufficiency Working group created a document that reviewed several successful 10 year plans around the country to support the work of the city. Common themes that created success were explored and recommended.
- We encourage further collaborations and the possible impact of pulling together diverse and robust community members around this issue and feel like the symposium is opportunity to be a catalyst to energize and mobilize around future projects in order to support a comprehensive 10-year plan.
- We encourage development of a 10-year plan that has defined roles and responsibilities. There has to be leadership and funding for this to be successful. The leadership can and should come from many different diverse community players.
- We encourage our community to hold listening sessions regularly around these issues. This can't be a one system solution.

Children

- *Expand Family Services' Healthy Families Program*

2009	2014
<p>The Community Partnership for Children is the largest and broadest childhood coalition in Brown County history and involves nearly 100 businesses, nonprofits, schools, service clubs, and other partners. They have commenced a five-year \$5,000,000 fundraising campaign to provide targeted early childhood development services to every family in need in Brown County; Healthy Families program is one of the</p>	<ul style="list-style-type: none"> • The CPC was launched by the Brown County United Way in 2005 following more than two years of planning, research and needs identification. The CPC remains the largest early childhood coalition in Brown County history involving partners from every sector of the community. It is now a Wisconsin state model. • In 2007/08 the CPC Executive Committee announced a \$5 million fundraising goal to help ramp-up targeted early childhood development services to serve every family in need in Brown County; the Healthy Families home visiting program was one of several earmarked for

<p>programs earmarked for significant growth. Their Executive Committee has raised in excess of \$1,100,000 as of March 1, 2009 and is making good progress toward the goal. They are also searching for government programs that will financially support this initiative.</p>	<p>significant growth based on asset mapping and gaps analysis by United Way and CPC volunteer leaders.</p> <ul style="list-style-type: none"> • Despite a struggling economy, by 2011 the CPC had raised in excess of \$1.7 million in multi-year investments toward its goal (housed in a segregated CPC Fund at United Way). By 2012, United Way had integrated major gifts fundraising for the CPC into its business model to help build up the CPC Fund again, as most of the initial private multi-year pledges secured by the executive committee were near to being fulfilled. Local and state government, foundation grants and the United Way annual campaign also provide financial support; however, the CPC is not yet to full scale, nor is it sustainably funded. The ultimate goal is to expand the CPC's public/private partnership so that the initiative can grow and be sustained over time.
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- *Improve the coordination of current early childhood education initiatives by establishing a paid coordinator for early childhood education initiatives*

2009	2014
<p>The Coordinator position is still unfunded, so the Community Impact Manager of the United Way and Start/Smart/The Early Childhood Council is performing some of those functions.</p> <p>Start Smart, along with the Green Bay Area Chamber of Commerce's Partners in Education program, Encompass and United Way, has since 2007 co-hosted several large early childhood education events, including a Northeast Wisconsin regional summit on early childhood and two "Forward with our Children" luncheons.</p>	<p>The Brown County United Way is the backbone organization for the CPC Initiative, serving as a hub for early childhood needs identification and collaboration. Full-time staff support is provided for system-level coordination, facilitation of committee activities, partner recruitment, projects, grant writing, research and public relations. Several committees comprised of nearly 100 volunteers work with United Way staff on strategic planning, community-based engagement, fundraising and advocacy. In 2014, a merger occurred between the CPC Initiative and Start Smart.</p> <p>Visit the CPC website at www.browncountychildren.org for more information.</p>

▪ *Link at the State Level*

2009	2014
<p>Many local people are working with several organizations including Wisconsin Council on Children and Families and Partnership for Wisconsin's Economic Success attempting to raise attention and push for action around early childhood investment.</p>	<p>United Way staff and CPC volunteer leaders have worked since 2005 with several Wisconsin organizations, including but not limited to the Wisconsin Council on Children and Families, Governor's Early Childhood Advisory Council and the Partnership for Wisconsin's Economic Success, in raising awareness at the state level and pushing for action around early childhood investment.</p>
	<p>A multi-partner cradle-to-career effort called Achieve Brown County (ABC) was established in 2014.</p> <p>Led by an executive director hired in June 2014 and additional "backbone" staff, ABC aims to help all local children, from birth to career, achieve their greatest potential. Achieve Brown County rallies its efforts around critical indicators of success, taking action through:</p> <ul style="list-style-type: none"> • Shared priorities and outcomes • A culture of continuous improvement which effectively uses data to drive improved results • Aligning our community's resources toward common goals <p>The collective effort of existing local initiatives, organizations and coalitions will all contribute to the success of vision, goals and outcomes. For more information visit: www.achievebrowncounty.org</p>

Future Opportunities and Considerations for our Community

Our commitment as a community to children sends a strong message about Brown County's family values and the current and developing initiatives to combat poverty for future generations.

- Early intervention has proved successful and we agree with data that supports it as a weapon against poverty.

- In order for Achieve Brown County to be successful, the Community Partnership for Children has to be successful as early childhood is the starting point.
- We applaud the development of Achieve Brown County.

Considerations:

- Poverty’s reach goes beyond families with children – it affects everyone in the community. The impact can be greatest when we consider all members of the community in the solution.
- It is often a small number of expensive, chronically impoverished populations that undercut larger preventive opportunities.

There are cross-cutting strategies that should be capitalized on:

- Asset mapping
- Data collection and outcomes-based measurement
- Evidenced-based efforts
- Strong project management
- Funders and agencies willing to fail forward by taking risks
- We recommend that our community capitalize on the Wisconsin employment initiatives for persons with disabilities to reduce poverty in this population. There are many important innovative ideas such as Wisconsin Promise and the Better Bottom Line.

Health Care

- *Establish a local emergency reserve fund; provide a staff person to solicit donated medications from pharmaceutical companies to support chronic illnesses; and achieve monetary donations from local businesses.*

2009	2014
<ul style="list-style-type: none"> • 2007 United Way provided funding for a part time paid staff person at N.E.W. Community Clinic. • In the first year \$154,000 worth of donated medications was received at wholesale prices. 	<ul style="list-style-type: none"> • \$1.4 million worth of medication was brought into the community. • Hepatitis C medication costs \$100,000/person per year and is not included in the above figure. Hepatitis C cases add 10-12 new persons per year with initial dose costing \$6,000. • Persons with diabetes, asthma and epilepsy and COPD have the greatest need.

<ul style="list-style-type: none"> • Schreiber Foods extended funding for two more years and similar benefits were being realized for donated medications for chronic illnesses. • Local hospitals donated medications and local donors donated money but at lower levels. 	<ul style="list-style-type: none"> • Schreiber and JJ Keller continue their support of the N.E.W Community Clinic. • Some physicians donate money for prescriptions. • N.E.W. Community Clinic intends to obtain a license to purchase medications wholesale.
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▪ *Assessment Program*

2009	2014
<ul style="list-style-type: none"> • Bellin College of Nursing in partnership with N.E.W. Community Clinic and Encompass Early Education and Care support a program that provides nursing services, education, and wellness for at-risk children at two Encompass sites. • Currently, no organization is providing leadership, ownership, or resources for one-time physical assessments of at-risk children. The scope of the nursing colleges at Bellin and NWTC is to support, but not to organize this program. 	<ul style="list-style-type: none"> • Bellin College of Nursing is providing funding. N.E.W. Community Clinic donates supplies. • NEW Community Clinic provides the services of a physician who oversees the nurse practitioner who is able to prescribe medication. • Encompass Sites of Excellence are locations where services are provided. Services include fluoride varnish, preventive care, and intervention. • There has been some expansion of this program to Nicolet Elementary School.

▪ *Dental Care Services are Poor or Nonexistent for People in Poverty*

2009	2014
<ul style="list-style-type: none"> • The Dental Service Expansion Project, a collaboration between NWTC and Brown County Oral Health Partnership, expanded the dental hygiene clinic to a full service dental clinic at NWTC. • The effort received a three-year grant from the Greater Green Bay Community 	<ul style="list-style-type: none"> • When the three-year grant expired, a federal grant was written and received. The grant provided funding until October 2014. This grant was renewed. St. Mary's and St. Vincent provided \$330,000 for equipment and NWTC provided space. • Services expanded to five days/week. Currently, there is a full time dentist as well as a 30 hour /week dentist on staff. The client base is

<p>Foundation/U. S. Oil Open Fund for Basic Needs.</p>	<p>those who typically visit emergency rooms, are pregnant, have diabetes, and are low income, uninsured.</p> <ul style="list-style-type: none"> • The clinic triple books due to high no-show rates. There is a policy in place regarding no-show appointments. The clinic has achieved a status ranking as a Federal Qualified Health Center and thus breaks even. • There is now an oral surgeon available one day a week. St. Vincent's/St. Mary's contributed \$50,000 toward this need. • Oral Health Partnership will increase the focus on 0-3 year olds.
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▪ *Mental Health Services for People in Poverty are Poor or Non-existent*

2009	2014
<ul style="list-style-type: none"> • The Mental-Health Outreach Resource Expansion (MORE) program was established to help persons in shelters and clinic environments who are homeless, abused, or disenfranchised get access to mental health counseling, medical prescription management, and an improved outlook. • This collaboration is led by American Foundation for Counseling Services and includes Golden House, House of Hope, NEW Community Clinic, New Community Shelter, Saint John the Evangelist Homeless Shelter, and Bellin Psychiatric Center. • The MORE program is significantly funded by a grant from the Green Bay Community Foundation/US Oil Open Fund for Basic Needs. 	<ul style="list-style-type: none"> • The MORE program through the auspices of American Foundation of Counseling Services is locating on-site state licensed outpatient mental health and substance abuse clinics at Golden House, House of Hope, New Community Shelter, N.E.W. Community Clinic and St. John the Evangelist Homeless Shelter. • The Brown County Alcohol Task Force is working to re-establish detox services for persons with financial and other barriers to care. • The Medical of College of Wisconsin-Green Bay will be opening at St. Norbert College in September and offering a resident track in psychiatry. • Gaps in services continue for children and uninsured adults. • Brown County Community Treatment Center inpatient psychiatric beds decreased from 32 to 16 in 2014. • There is a limited number of practicing child psychiatrists in Brown County (currently 8). • Bellin has embedded mental health providers into its primary care teams. • The Green Bay Area Public School District has initiated two pilot programs to address mental health needs at one middle school and at the alternative school. • Brown County Department of Human Services has received a grant to redesign their system of care for children and adolescents. • There is a lack of community wide planning to improve the system.

	<ul style="list-style-type: none"> • Many efforts have occurred to increase access and to integrate primary care with mental health care. Despite these efforts, there is still a lack of coordination and collaboration between providers. The continuum of care is fractured between mental health systems and difficult for consumers to navigate. This results in high drop-out rates and poor outcomes. • Untreated mental health & substance abuse is a public health epidemic. • The Affordable Care Act includes mental health and substance abuse treatment as essential services providing a foundation having the potential to increase access and improve outcomes. • The Brown County Drug Alliance has been reconstituted and is addressing drug and alcohol in adolescence. It conducted a successful heroin conference the fall of 2014.
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Future Opportunities and Considerations for our Community

While mental health continues to be a major challenge, there are several initiatives that are starting to have an impact:

- The work of the Brown County Alcohol Task Force continues to be successful and should continue. This collaboration of providers and professionals increases communication and can target projects where the greatest impact can occur.
- The Mental Health Task Force is re-focusing and has made many positive changes. The current focus on children and schools has been identified as a critical place to start.
- The work of N.E.W. Community Clinic in health care and dental care continues to be critical to Brown County's access to care. The additional financial support and impact of the Affordable Health Care Act are still being realized as additional changes in the law will occur over the next several years. This act does not address those in poverty who are not citizens impacting our economy and health care system in major ways.

Opportunities:

- Detox supports are limited since Brown County Community Treatment Center stopped providing inpatient detox services. Our community needs to continue to advocate for adult in-patient detox services.
- Lack of access to psychiatric and detox care are two major barriers to pulling folks out of poverty. Those on Medicaid or uninsured have difficulty securing psychiatric care and are on wait lists. Prevention of acute mental health crises is not available. The new residency program available with the Medical College of Wisconsin-Green Bay will offer new opportunities for access to psychiatric care.

- The Affordable Care Act assures that individuals have insurance to receive care, however, the reimbursement rates are still unknown and the numbers of those able to provide care is still in question. With Mental Health Parity as required by law, access to mental health care should be part of the advocacy for providers.
- Specialized Drug, Veterans and the Mental Health Courts are promising initiatives that have garnered community support. Treatment in lieu of incarceration is a step in the right direction. Long term sustainability for these courts is needed.
- Two local legislators are proposing new legislation to strengthen Wisconsin's OWI statutes.

Housing

- *Improve housing options for low-income individuals by increasing awareness of the Housing Choice Voucher Program.*

2009	2014
<p>Since publication of the poverty study, members of the Brown County Board have advocated reducing the number of vouchers in the community. This proposal has mobilized housing and poverty advocacy practitioners in the county to defend the utility of the program and argue for its continued need.</p>	<ul style="list-style-type: none"> • In October 2009, the Brown County Housing Authority (BCHA) gave a presentation to the County Board regarding the voucher program, providing an overview and history, current statistics, the waiting list, eligibility, screenings and investigations and benefits to the community. In May of 2010 the BCHA also conducted a study comparing the number and types of all subsidized housing units in similarly sized communities throughout the nation and found that Brown County has a comparable number of units. • Subsidized housing options continue to be needed and critical to addressing issues of poverty. The previous Port Plaza Towers, a large subsidized downtown complex, was closed and residents were relocated into two separate housing-voucher buildings—Woodland Park and Trail Creek. This changed the complexion of downtown housing. • RE Management can point to many examples of homeless individuals able to change their lives with access to affordable housing and support. The key has been the relationship within the housing complex and the support of a service coordinator within the unit or other resources connected to the individual. • There are 8,000 housing units that are being managed by the Wisconsin Housing Preservation Corporation. There is concern that there will be federal cuts to the subsidized housing allocation.

- *Provide financial literacy programs and family self-sufficiency programs in the community*

2009	2014
<p>Based in part on our report, the United Way Basic Needs and Self-Sufficiency Impact Council is exploring funding initiatives. The Catholic Charities' Budget Counseling program offers financial education to individuals and families to give them a better understanding of their finances, provide them with the knowledge to make sound management decisions and guide them toward financial stability.</p>	<ul style="list-style-type: none"> • Catholic Charities' Financial Health Program continues to be the key provider of one-on-one financial counseling, debt management, financial literacy classes/workshops, bankruptcy counseling, housing counseling, representative payee services, SOAR services (assisting individuals access SSA disability benefits), and Individual Development Accounts (matched savings account). They collaborate with other agencies. • Catholic Charities' Financial Health Program and The Salvation Army's Transitional Living Program (with Ecumenical Partnership for Housing) has moved families from homelessness to homeownership (in addition to permanent housing.) • Catholic Charities' Financial Health Program has been recognized as a leader in family strengthening and asset development practices. • Brown County UW-Extension provides basic budgeting to a specifically defined population. • Financial Information Service Center (FISC) provides basic budgeting, debt management, and housing counseling on a limited basis. • Funding continues to be precarious in this area.

- *Develop new models of affordable workforce housing to meet the needs of working families.*

2009	2014
<p>JOSHUA and others continue to meet to discuss workforce housing. JOSHUA has developed a video to educate leaders and citizens on the importance of workforce housing and have made more than one dozen presentations.</p>	<ul style="list-style-type: none"> • Employers are beginning to play a role in workforce housing opportunities for their employees. Since the housing recovery, foreclosure assistance calls are declining, rental market remains strong and the number of aspiring home owners continues to increase. Homeownership remains a fantastic opportunity for some families and it is good for the stability of our community.
<p>Brown County has incorporated traditional neighborhood design and workforce housing affordability principles in its plans for the Brown County Farm property.</p>	<ul style="list-style-type: none"> • The Transitional Neighborhood Development (TND) proposal at the Brown County Farm failed. County leaders are pushing for a technology park in this area.

<p>NeighborWorks Green Bay has continued to promote Employer Assisted Homeownership Programs and has added a home health care company to its list of employers who subsidize home purchases by their employees.</p>	<ul style="list-style-type: none"> • NeighborWorks Green Bay will be re-launching an expanded workforce housing program in 2015. Employers can partner with employees to create homeownership opportunities which improve employee retention. • Businesses such as American Food Groups, Service Plus, and Clarity Care are implementing workforce housing programs.
<p>NeighborWorks and JOSHUA are exploring the models used in Illinois and Milwaukee around Employer Assisted Homeownership and are contemplating the development of a legislative agenda that would offer tax credits to employers who promote home ownership.</p>	

Future Opportunities and Considerations for our Community

Until affordable housing is successfully addressed, poverty will continue to stress our community. We have more housing vouchers than many larger communities. These vouchers are able to be “ported” out to other locations as they are federally funded. The need for additional subsidized housing, particularly for families, is great. Brown County lacks permanent supportive housing that offers a longer term solution. There are challenges in finding good landlords willing to work with the voucher program due to paperwork and regulations. These barriers can be overcome.

Opportunities:

- HUD released new funding- \$140 million nationwide; Wisconsin received \$1.8 million for permanent supportive housing and rapid rehousing. Non-profit organizations and housing providers are able to apply.
- New veterans housing opening in Brown County for 50 veterans to have permanent supportive housing in Green Bay.
- Brown County should support an initiative to collect accurate data on the number of at risk individuals in order to develop solutions
- Engaging the housing providers to let them know why it is to their advantage to accept Housing Choice Vouchers or build new affordable housing property.
- Revitalizing the self-sufficiency program at Integrated Community Solutions and capitalize on its successes.
- Create supports within housing, not just a roof. To remain successfully housed, individuals and families may require case management support, education and mentoring.
- The newly developed Coordinated Access Model is a starting point.
- Learning from other models: The Appleton Housing Authority has been pursuing a program sponsored by the Wisconsin

Collaborative for Affordable Housing called A Home for Everyone. A good example of this program in action can be found in Texas: <http://ahomeforeveryone.org/> What can we learn from them?

- Supporting reform for the Housing Voucher Porting Policy. The responsibility for the funding of the voucher for someone who moves to our community should fall, and be reimbursed, to the local Housing Authority.
- Encouraging employers to take a larger role in supporting the creative development of workforce housing and assisting interested employees in homeownership.

Neighborhood Services

• *Support the 2-1-1 System in Brown County*

2009	2014
<p>In June 2007, the Brown County United Way launched a 2-1-1 call center and website. 2-1-1 is a universally recognizable telephone number that connects individuals and families seeking services or volunteer opportunities to the appropriate community-based organizations and government agencies. The 2-1-1 staff works with local agencies to maintain a communitywide database of more than 1,700 resources, and collaborates with other call centers across Wisconsin. United Way has done a good job of rolling out this service and publishes excellent reports from the tracking data accumulated.</p>	<p>United Way continues to partner with the Aging and Disability Resource Center and Crisis Center to provide an up-to-date, comprehensive database of available community services. 2-1-1 is an easy to remember, non-emergency telephone number that provides comprehensive information and referral services that are free, confidential and available 24 /7. Certified information and referral specialists assist callers by helping them assess their needs and identify appropriate community-based resources. 2-1-1 offers access to:</p> <ul style="list-style-type: none"> ▪ Basic human-needs resources ▪ Physical and mental health resources ▪ Employment support ▪ Support for children ▪ Volunteer opportunities

Future Opportunities and Considerations for our Community

The Brown County United Way is committed to providing an accredited 2-1-1 system by:

- Maintaining and manage a comprehensive database of current community resources in collaboration with the Aging and Disability Resource Center and Crisis Center
- Collecting and reporting out caller needs data
- Ensuring customer satisfaction within national accreditation standards

2-1-1 will continue providing access to:

- Basic human needs resources
- Physical and mental health resources
- Employment support
- Support for children
- Volunteer opportunities

Transportation

- *Survey Addressing Requirements of People in Poverty*

2009	2014
<p>The BACC/St. Norbert Transportation Study led by David Littig and Harry Maier (BACC board members), David Wegge (St. Norbert College Survey Center professor) and Jenna Hendricks (student), along with an incredible outpouring of support from at least 26 local organizations and service providers (organized by Cathy Putman and others) completed more than 1,300 surveys during the winter of 2008-09.</p>	<p>Public Transit</p> <ul style="list-style-type: none"> • The deep national recession and economic changes have weakened political support for public transportation. Brown County can see the upgrading of Highway 41 and the financial muscle behind road and road building. There had been local and state support for legislation creating Regional Transit Authorities around the state, but the bill was never brought to the floor for a vote. Today support for Regional Transit Authorities has not moved ahead. • Marketing efforts are improving visibility and services on Green Bay Transit -- Green Saturday, free rides for Packers games and special fares for college students. A major restructuring of routes and levels of service would be required to significantly improve the system. Currently, the resources are not available for a major overhaul of public transit.

	<ul style="list-style-type: none"> • Green Bay Metro has established a connection point near Sears on Military Avenue. Now all west side routes do not need to come downtown. There are hopes of developing another modest hub on the Westside, perhaps closer to NWTC. While Suamico is interested in joining Green Bay Metro, Howard has not demonstrated support. Once Howard joins the transit system, the development of service to the Westside will both improve and expand. • Service Hours: The hours of operation are still Monday through Friday 5:15 a.m. to 9:45 p.m.; Saturday from 7:15 a.m. to 8:45 p.m. and no service on Sunday. Expansion of service requires more buses, drivers, and maintenance, and major permanent influx of financial support. There is a gap in services for individuals who work a third shift.
<p>While the resulting report with recommendations will not be published until the late Spring of 2009, David Littig wrote an article published in the March 29, 2009 <i>Press-Gazette</i> with an early picture of the recommendations covering changing traffic patterns, the need to think and plan outside the malls, and the need for a regional solution.</p>	<ul style="list-style-type: none"> • The transportation survey and report was published in 2009 with recommendations and results presented by David Littig throughout the community to build support for the recommendations. It is available at: http://www.bayareacommunitycouncil.org/media/59244/transportation%20study%20executive%20summary.pdf • This was a no-cost solution with private sector volunteers supplying virtually all of the labor and a small grant from St. Norbert College to help defray the costs of analysis and printing. The public sector provided no assistance.

• *Shared-Taxi Ride*

2009	2014
No progress yet	No shared-ride taxi service available.

▪ *Recycling Used Cars Including Low Interest Loans*

2009	2014
<p>Family Services in 2007 established the Ways to Work program for low-income parents who cannot get loans to pay for a reliable used car to assist in sustaining employment. They can borrow up to \$4,000 and must pay it back in two years. No progress on recycling used cars.</p>	<ul style="list-style-type: none"> • The Ways to Work program closed in December 2013. After a loss of revenue that could not support the local match required to maintain the grant, it was decided that it could not continue.

▪ *Employers Developing Creative Transportation Options for Their Employees*

2009	2014
<p>Forward Service Corporation hired a Mobility Manager, housed at the Brown County Job Center, to assist lower income workers and job seekers in finding transportation solutions. Working with other agencies and businesses in Brown County, the manager may help with:</p> <ul style="list-style-type: none"> ▪ Vehicle repair loans ▪ Gas vouchers ▪ Bus passes ▪ Ride share options <p>The Mobility Manager is building relationships with transportation planners, providers and recipients in the local community to gain a better understanding of needs and the means to provide solutions.</p>	<ul style="list-style-type: none"> • Forward Services no longer provides bus passes, gas vouchers or taxi rides to job seekers. Forward Services still continues to loan money to job seekers to repair their vehicles and provide information about rideshare options. The Mobility Manager is also working with local employers to set up vanpools. • Not having a valid license is a barrier for job seekers. Forward Services developed a Driver's License Recovery program. Working with Legal Action, those who have a suspended or revoked license are assisted in the recovery effort. <p>Medical Transportation for Medicaid and non-Medicaid recipients: The ADRC provides specialized transportation services through State 85.21 funds via contracts with NEW Curative, Brown County Human Services, and others and the ADRC directly provides volunteer rural driver escort rides. Through its planning process, the needs and gaps for specialized transportation services have been identified. This is a major change as Red Cross provided specialized transportation for the past 50 years.</p>

Brown County is fortunate to have multiple providers. However, many seniors and persons with a disability cannot afford specialized transportation. This issue is magnified in rural areas that do not have access to Red Cross or Green Bay Metro's Para-Transit services.

Medical, nutritional and work-related activity trips to day programs are considered a priority for programs funded by s. 85.21 program funds mentioned above. Gaps in service include accessible/affordable transportation to work for seniors and individuals with disabilities. Challenges arise to find meaningful work opportunities if the employment hours occur outside of public transportation operation hours. High demand to meet service priority trips, limits availability for transportation to recreational and social opportunities, thus increasing the feelings of isolation and loneliness in the elderly and those with disabilities.

Medicaid Non-Emergency Medical Transportation

Logisticare, the contracted statewide Medicaid transportation broker, began in 2011. Many concerns from consumers arose regarding service. There were numerous reports of individuals not receiving service because Logisticare had no providers, there were difficulties in scheduling trips and the ride arrived so late or not at all so appointments are missed. This decision impacted Brown County's transportation services and has resulted in an increase in ride requests to the Red Cross and Para-Transit services. At the time of writing this plan, Logisticare's contract was terminated. A new provider, MTM, was selected and concerns continue. A state audit of the Non-Emergency Medical Transportation program is underway.

Future Opportunities and Considerations for our Community

Transportation is a lifeline for all Brown County community members. Individuals in poverty and persons unable to afford or able to drive a vehicle are dependent on the complex and gap-filled public-transportation network. The 2-1-1, ADRC and the Crisis Center’s year-end report consistently identifies gaps in transportation as one of the top 10 unmet needs for low income people.

Transportation concerns:

- Limited public transit routes-especially outside of the urban center
- Limited affordable transportation to support second and third shift employment
- Complex and challenging non-emergency medical transportation for those on Medicaid
- Growing population and growing needs of older adults
- Large gap in rural transportation including Howard and Suamico

Opportunities to increase collaboration and coordination exist to create affordable access to transportation. This is critical for economic development, workforce support and need to connect people to people.

Opportunities to explore include:

- Improving non-emergency medical transportation for Medicaid participants following the state audit.
- Coordinating available funds and programs through the local Transportation Coordination Committee
- Exploring the possibilities of adding mobility managers
- Continuing to expand the reach of public transit via local municipalities
- Developing public/private transportation partnerships to expand employment related opportunities.

For Green Bay to move in this direction requires a major transformation in public attitudes, views of elected officials, and dramatic changes in the policies and practices of land use development.

Additional Recommendations

- *Increase Neighborhood Centers for Support Services*

2009	2014
There is much interest by human service agencies to set up “one-stop-shop” offices	There has been increased interest and further development of neighborhood resource centers and one-stop shop agencies.

within neighborhoods to better serve their clients. There is local space for more educational programs and networking, perhaps the Howe and Fort Howard Neighborhood Resource Centers concepts will be expanded.

Little progress has been made. Fort Howard has consolidated into the Family & Childcare Resources of NEW. Howe requires new funding efforts. Both are collaborating with other support services to provide space.

Howe Community Resource Center (HCRC)

Serves all of Brown County and is accessible to downtown neighborhoods. Located in HCRC are a Head Start classroom and a Brown County Oral Health Partnership dental clinic site. Provides parenting support and education, community programs such as Brown County UW-Extension nutrition classes, Brown County Health Department services, and collaborative on-site programming with Family Services of N.E.W.

Family and Childcare Resources of Northeast Wisconsin (FCRNEW)

Provides parenting support and childcare resources and referral services in Brown and Oconto Counties. Also offers citizenship classes, cooking classes, and a variety of programs with community partners such as Literacy Green Bay, UW-Extension classes, etc.

City Neighborhood Associations

There is a significant number of Neighborhood Associations and their presidents meet monthly to discuss city-wide issues.

Kroc Center

The Salvation Army's Kroc Center on the far-east side of Green Bay offers family programming. Sliding-fee memberships are available and enhanced programming is available on both sides of town.

Casa Alba Melanie

Hispanic Community Resource Center for Latino wellbeing and assistance for the Greater Green Bay Area. It is an expansion of St. Willebrord's Parish ministry. Hours of services are limited to Wednesday, Friday, Saturday and Sunday. Grzeca Law Group Immigration Attorneys are available on Wednesdays.

Hmong Center of Green Bay

Provides supportive services, information and referral assistance, networking and multicultural education for Southeast Asian families. Also provides elderly programs, after-school, and summer youth programs. There are no fees and no eligibility requirements.

	<p>Multicultural Center of Greater Green Bay The Multicultural Center exists to provide advocacy, empowerment, and multicultural education toward creating a community that welcomes people of all cultural and ethnic backgrounds and invites their participation at all levels of community affairs. It serves as a center for diverse groups and sponsors programs, workshops, and presentations to promote cultural sharing.</p>
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▪ *Increase Visibility of Volunteer Needs*

2009	2014
Fresh emphasis should be placed community-wide on the need for volunteers to help those who are in need become more self-sufficient.	A significant effort was given to the revamping of the Volunteer Center of Brown County's website and database. Volunteers may now browse for opportunities and sign up more easily. Sections for volunteerism are broken up by topic. Perhaps a topic area could be added to include self-sufficiency. To learn more visit www.volunteergb.org
Expansion of the Volunteer Center of Brown County. Little progress. This remains the primary resource for getting additional needs fulfilled. Voluntarism and support for the Volunteer Center of Brown County need major expansion and promotion	<p>The Volunteer Center, like many community non-profits, felt the impact of the economic recession both in their financial statements and level of services. The center experienced not only significant loss of donations, but also a greater need for services to connect struggling non-profit and basic-need organizations with available volunteers. The response was to focus on basic services, utilizing reserve funds and staff furloughs for two years of deficit budgets as financial support was regained.</p> <p>In 2012, the organization was able to increase its efforts to pre-recession levels, leading to increased strategic branding awareness, technological advances in volunteer management and focused training/connection to local organizations needing volunteers. Though staff has been cut and the budget is still recovering, some successes include:</p> <ul style="list-style-type: none"> ▪ Dramatically increasing the number of local nonprofits served – from roughly 50 to now over 160 ▪ A new, expanded searchable website with database links, available to organizations and volunteers. In 2015, the Volunteer Center will provide training and consultation with organizations to ensure full utilization of this tool. The website/database can be found at www.volunteergb.org

	<ul style="list-style-type: none"> ▪ Strategically and systematically reaching out to potential volunteers and volunteer groups including corporate groups, university and school-aged students, religious groups, older adults, and more. ▪ Launching weekly e-newsletter to nearly 2,000 potential volunteers. ▪ Implementing a new program, Board Link, to match volunteers with skills in leadership and board development to local organizations needing committee or board volunteers. <p>The Volunteer Center continues to do two things above all else: to search for cost-effective methods to recruit and connect local volunteers to non-profit community partners and to discover the needs of non-profit community partners and then represent those needs to the community.</p>
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Future Opportunities and Considerations for our Community

Neighborhood Associations and volunteers are what make Brown County the community it is. There will never be enough funding or services to replace the need or the impact of neighbor helping neighbor. Coordination of volunteer efforts is important to create an impact, organize effectively and to maximize volunteer potential.

The development of a community wide Time Bank is a step in the right direction. Much care and support will be needed to create a healthy time bank as has been learned through other communities like Dane and Chippewa Counties. Even though the initial local efforts to create a Time Bank are not moving forward, the idea should not be lost. Timing, funding, and willing partners should be revisited.

The growth in diversity and local community centers are positive additions to our community. These grass roots efforts can grow into effective support systems for persons who may otherwise feel disconnected and disempowered. Highlighting their impact and promoting their development through media, social service networks, United Way and the Greater Green Bay Community Foundation can help them thrive.