

MEMORANDUM

TO: Members of City Council

FROM: Jane S. Brautigam, City Manager
Karen Rahn, Human Services Director
Wendy Schwartz, Human Services Planning Manager
Lindsay Parsons, Human Services Planner

DATE: Oct. 27, 2015

SUBJECT: Homelessness: Update on Public Engagement Process, Initiatives and 2015-16 Sheltering Season

I. EXECUTIVE SUMMARY

The purpose of this study session is to provide an update on the Homelessness Strategy, including updates on the public engagement process, homeless initiatives, the 2015-16 winter sheltering season and homeless services criteria. Previous information on homelessness can be found in past [Council Agenda Items and Information Packets on homelessness](#).

The Homelessness Strategy is a city-specific homelessness plan to complement the [Boulder County Ten-Year Plan to Address Homelessness](#) (Ten-Year Plan). A draft Homelessness Strategy Framework (Framework) has been developed based on best practices, local issues and needs, public feedback to date and council input. The Homeless Action Plan (HAP) identifies specific strategies for implementation. The city and community partners have been identifying and implementing strategies in the HAP as opportunities arise.

In addition, the Boulder Homeless Services Collaborative (BHSC), the key adult homeless services providers, has made progress in designing and proposing improvements to the local homeless services system, which are supported by the city and Boulder County, and consistent with identified city goals. Staff have also reviewed criteria for homeless services in the city and recommend ongoing support of the criteria currently in place at this time.

Public engagement on the Strategy and HAP strategies is underway, with outreach expanding during the fourth quarter of 2015. BBC Research and Consulting (BBC) has been engaged to assist in launching a robust public process for both the Human Services and Homelessness Strategies, including a community survey and a variety of online and in-person opportunities. Staff will return to council with an update on the community engagement results in early 2016, with council adoption of the plan scheduled for second quarter 2016.

II. QUESTIONS FOR COUNCIL

1. Does council have feedback on the public engagement process?
2. Does council have any feedback about ongoing or planned HAP initiatives?
3. Does council have feedback on criteria for homeless services?

III. BACKGROUND

Homelessness Strategy and Action Plan

In 2010, the City of Boulder was one of several local governments and community partners in Boulder County to adopt the [Ten-Year Plan to Address Homelessness](#). Despite progress on Ten-Year Plan goals, homelessness remains a significant community concern with a need for targeted, innovative city and regional solutions. Critical needs in the area of housing, mental health and substance use treatment, employment skills training, and individual and family supports continue to be pressing demands. To address this need, in 2014 city staff, in consultation with local stakeholders, began creating a city-specific homelessness plan to complement the Ten-Year Plan.

A draft City of Boulder [Homelessness Strategy Framework \(Framework\)](#) was introduced in the [April 7, 2015 Information Packet](#). The Framework identified a vision statement, guiding principles and goals to formalize and clarify the goals and role of the city in addressing homelessness. Council provided feedback on the Framework and Homelessness Strategy development process at the [April 28, 2015 Human Services Strategy Study Session](#).

The Homeless Action Plan (HAP) contains specific strategies and initiatives to implement the Strategy. HAP is proposed as a nimble, flexible action plan that is a living document and can be updated as needs and opportunities arise. The city and community partners have been initiating and advancing strategies identified in the HAP (**Attachment A: Homelessness Strategy Timeline**).

The process of stakeholder engagement on the Strategy and HAP is ongoing and will expand through the fall of 2015. Early stakeholder meetings completed to date include:

- Boulder Homelessness Planning Group (BHPG), June 4, 2015 – Feedback from this group strongly supported action items focused on supporting development of additional housing and access to housing (Strategy 2 in the Framework).
- Youth Opportunities Advisory Board (YOAB), Oct. 2, 2015 – Key themes in feedback from this group included a need to focus on employment for homeless individuals and attention to youth homelessness and safety.

Broader public input on the Homelessness Strategy will take place as part of the Human Services Strategy engagement process. BBC Research and Consulting has been engaged to assist in the development and implementation of a public outreach process for both the Human Services and Homelessness Strategies. A variety of in-person and online opportunities for public feedback will occur in late 2015 and early 2016 (**Attachment B: Community Engagement Timeline**). Staff will return to council in early 2016 with completed community engagement results.

Homeless Action Plan Accomplishments

As development continues on the Strategy, progress is being made on key action plan initiatives in the five strategy areas.

Strategy 1 – Strengthen Regional Partnerships

1. Consortium of Cities Permanent Supportive Housing (PSH) Study – The Ten-Year Plan Board proposed a countywide PSH study to assess needs and gaps in housing acquisition

and develop recommendations for PSH, for consideration by the members of the consortium.

All members of the consortium committed funding to the study, with funding amounts based on community population. On April 21, 2015, council authorized the city manager to allocate up to \$20,000 to fund the city's portion of the study cost. The city is a member of the Ten-Year Plan Board and is partnering with the county on coordinating this study. An RFP for consultant services to conduct the study was released, with five responses received by the Oct. 5, 2015 deadline. A Consortium of Cities selection committee is scheduled to select the consultant in late October, with work beginning early November and completing by early 2016.

2. Regional Coordinated Entry System (formerly 25 Cities Initiative Pilot) – In the first year of this pilot project, at least 36 of the most vulnerable homeless people in Boulder County (25 from the City of Boulder) have been matched with housing resources from a centralized Metro Denver Regional housing list, and 384 have been assessed and entered onto the list for upcoming resources. Boulder County has submitted approximately 13 percent of the regional clients and received approximately 20 percent of the regional housing resources (vouchers and units) in the pilot. Although Boulder County people matched with housing resources have primarily been placed in housing within the county, at least four have moved into housing in Denver. Some voucher recipients continue to look for housing in the tight local rental market.
3. The Boulder/Broomfield Regional HOME Consortium – the Consortium represents all incorporated and unincorporated areas of Boulder and Broomfield Counties. The Consortium is comprised of 12 local governments with the City of Boulder serving as the lead agency. It was created in 2006 to request and distribute federal funds on a cooperative regional basis from the U.S. Department of Housing and Urban Development (HUD). In 2015, the Consortium will receive approximately \$1.5 million in various HUD grant program funds to be used for development, acquisition of, and investment in affordable housing and community development. The mechanism for determining the need and allocation of these funds is known as a Consolidated Plan. The Plan incorporates a 5-year strategic plan for addressing the housing-related and community needs of the area and defines priorities, objectives and five-year goals for federal funding received by Boulder through HUD. The highest need identified in the 2015-19 Plan is the lack of affordable housing in the City of Boulder, making increasing the amount and affordability of rental housing for the Consortium's lowest income renters a high priority. Other goals include reducing homelessness within the Consortium's geographic area and increasing the economic empowerment of residents to secure a stable income.

Strategy 2 – Innovative Solutions to Increase Housing Options

1. Ready To Work Housing - In Aug. 2015, Bridge House opened the Ready to Work (RTW) House and Employment Center at 4747 Table Mesa Drive as transitional housing for homeless men and women. RTW House combines work, housing and support in one operation. All residents are working a minimum of 20 hours per week in a Bridge House social enterprise – Community Table Kitchen or the RTW outdoor crew - as part of residence. Residents participate in case management and have onsite access to groups, medical care, vocational training and computer education. RTW House offers housing for up to 48 individuals transitioning back to mainstream jobs and housing.

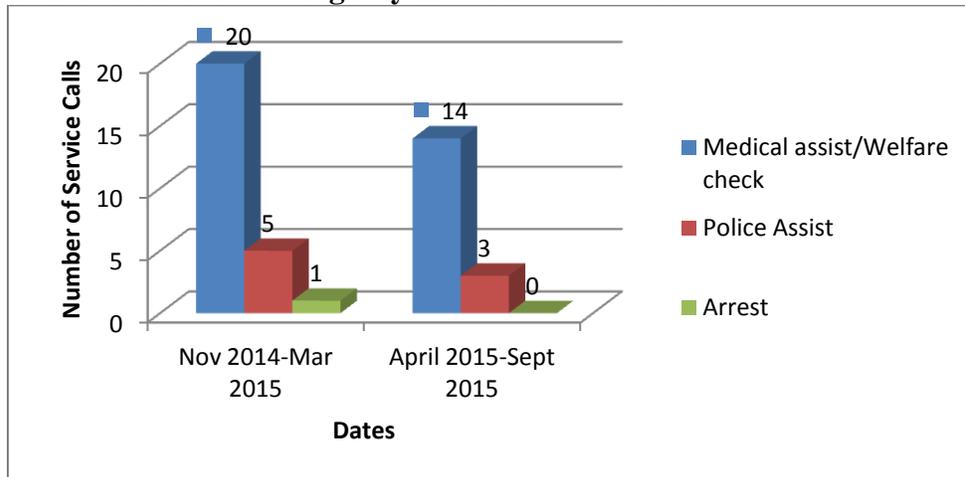
Prior to the addition of housing to the program, RTW had 16 paid positions and has graduated over 50 people into employment and housing since inception. The lack of housing was a major barrier to retention of trainees and the stability of graduates. With the new RTW House, Bridge House expects to significantly improve rates of retention and graduation. Given that RTW is a one-year program, graduate outcomes will not be available until 2016.

The city Housing Division contributed \$1.2 million in capital funding to the RTW House and provided \$50,000 in operating support for Bridge House employment services in 2015.

2. Regional Landlord Recruitment Campaign – The Denver Metro Mayor’s Caucus (MMC) is partnering with the Metro Denver Homeless Initiative ([MDHI](#)) on a regional landlord recruitment campaign to increase the number of units available to homeless people with housing vouchers. To date, 55 landlords throughout the seven-county region have committed to contribute units to the campaign, including one large property management company with units in Boulder. The city committed \$2,500 to this regional effort, which has now raised over \$50,000 from MMC and regional cities to support participating landlords.
3. Planning and Land Use – In 2015, The Ten-Year Plan Board convened a countywide planners group, coordinated by the Longmont Planning Director to identify and assess barriers and opportunities for the development of housing for the homeless. Work with this group is just getting underway.
4. Boulder County Worthy Cause Funds – In spring 2015, Boulder County released an RFP for Worthy Cause pool funds to expand permanent supportive housing in the county. One million dollars was set aside for a project in Louisville. This project will be comprised of affordable options for seniors, families and individuals, including 20 units of permanent supportive housing for homeless families (15 units) and individuals (5 units).
5. 1175 Lee Hill Update – In Nov. 2014, 31 residents moved into the permanent supportive housing apartments. The City supported this project with capital and operating funding. Results to date include:
 - Nine people on the Municipal Court “high utilizer” list were placed in the 1175 Lee Hill apartments and eight remain housed;
 - The retention rate for 1175 Lee Hill for the first 31 clients is 75 percent. Of the seven original residents no longer housed there, one person is now deceased, one went on to a mental health facility and the remaining five either chose to leave or were asked to leave. Attrition in a new program is expected to be higher than in more established programs; and
 - The Lee Hill Advisory Group has had three quarterly meetings. To date, the advisory group’s work has been to review the Good Neighbor Statement of Operations and discuss updates to the document.

Boulder Shelter for the Homeless (BSH) reports there have been no complaint calls to law enforcement from the surrounding neighborhood regarding Lee Hill. Calls to the police and emergency services from the building were highest during the first few months after the opening and have since dropped significantly, with far fewer calls during the most recent six months than the first four.

Chart 1: Calls for Emergency Services – 1175 Lee Hill



The first annual report for 1175 Lee Hill is expected to be released by December 2015 and will include an assessment of client progress on the Self-Sufficiency Matrix (SSM), a case management tool used by Boulder County and other regional partners.

1175

November 2014

1175 Lee Hill Opened to First 31 Occupants

- Approximately \$2 million from the City of Boulder
- Housed approximately 10% of chronically homeless adults countywide
- \$1000's in long-term savings expected in law enforcement, justice systems and medical costs

- Emergency Family Assistance Association (EFAA) has secured the financing needed to begin development of five units of permanently affordable transitional housing located in north Boulder serving homeless families or families at risk of homelessness. The five units will create 25 additional beds serving homeless families. Financial participation includes the City of Boulder, Boulder County Worthy Cause funds, the Colorado Department of Local Affairs and private donations. The project is expected to be complete in 2016.

Strategy 3 – Improve Local Service Integration, Coordination, Data Collection and Outcomes Reporting

- System improvement requirements for city funding – Homeless services system improvement goals include coordinated entry and common assessment and integrated data.

Coordinated entry and common assessment

Boulder Outreach for the Homeless (BOHO), BSH and Bridge House have started implementing elements of coordinated entry, including the regional centralized housing list and a common assessment tool, the Vulnerability Index and Service Prioritization Decision Assistance Tool (VI-SPDAT), for high-need clients, as part of the Regional Coordinated Entry System.

Integrated Data

Options under consideration for integrated data systems for adult homeless services include:

- Joining the regional rapid entry pilot utilizing the Homeless Management Information System (HMIS);
- Linking to the Boulder County client portal system currently under development; and
- Creating an interface between existing agency data systems and county data systems.

Evaluation of technical, financial and regulatory issues of each option is currently underway. Data plan recommendations are planned for the first quarter of 2016, with a final long-term plan by the second quarter 2016 and implementation in the second half of 2016.

2. High Utilizer Project – Human Services, Municipal Court, Bridge House, BSH and Mental Health Partners (MHP) recently launched the “High Utilizer Project.” The purpose of the project is to ensure homeless individuals that frequently interact with the justice system are fully integrated into targeted service and housing efforts for high-need chronically homeless people in Boulder to stop the cycle of criminal justice recidivism and emergency services utilization.

HIGH UTILIZER PROJECT

City of Boulder Human Services, Municipal Court, and local homeless service providers partnering to assist repeat defendants in the justice system

Many defendants referred to Bridge House Resource Center in exchange for modified sentencing conditions

55 people identified for intervention; 32 entered on regional housing list

The High Utilizer Project group has developed a target list of 55 homeless individuals with the highest number of Municipal Court violations since 2009 and who are believed to remain in the Boulder area. As the first step in providing more targeted support, project partners are working together to locate people, conduct vulnerability assessments and enter them into the Regional Coordinated Entry System for supportive housing placement. In less than two months, 32 of the 55 people have been assessed and entered onto the regional housing list. Of the 55 individuals included on the current list, two are

now housed. An additional eight high utilizers are currently housed at 1175 Lee Hill, and only one has had police interaction since moving in.

3. Project EDGE – In mid-2014 the Boulder Police Department implemented the EDGE program (Early Diversion, Get Engaged), in partnership with Mental Health Partners (MHP). Mental health clinicians work out of the Police Department and respond to calls to provide direct intervention services to community members in need. Between third quarter 2014 and second quarter 2015 there were 451 EDGE encounters with 210 unique clients with the Boulder Police Department. Ninety-seven percent of clients were diverted from arrest or ticketing based on their interaction with the EDGE program. Forty-two percent of EDGE clients have had at least one face-to-face visit with a behavioral health provider (e.g. therapist, prescriber, peer support specialist or case manager) within 60 days of their most recent EDGE field encounter. EDGE clients engaged with MHP an average of eight times after diversion.
4. Emergency Family Assistance Association (EFAA) Strategic Plan – The EFAA Strategic Plan 2014-19 outlines a number of priorities that align with city goals of sustainable solutions and partnerships, including more intensive programs to move families to self-sufficiency. Self-sufficiency programs make up 10 percent of EFAA expenses. The goal is to increase this funding to 35 percent. The strategic priorities that emerged from the planning process include:
 - Basic needs - Client-centered, strength-based case management
 - Enhance safety net services;
 - Increase the number of families moving toward self-sufficiency; and
 - Focus resources on improving outcomes.
 - Housing
 - Offer a flexible continuum of housing options for homeless and at-risk of homelessness families with children.
 - Partnership
 - Expand and deepen partnerships that support client families on their path toward self-sufficiency.
 - Strategic education
 - Raise awareness of donors, policy makers, businesses and the general public on issues related to the causes of and solutions to poverty.
 - Communications
 - Build a sense of affinity and partnership through multi-channel communications.

Strategy 4 – Improve Community Education and Dialogue About Homelessness

1. Denver Foundation Public Will Building Campaign – The Denver Foundation is launching a messaging platform for its Homelessness Public Will Building Campaign on Nov. 5, 2015. As part of the Ten-Year Plan Board, we’ll be working with the Denver Foundation to leverage that campaign here in Boulder through training, technical assistance and evaluation around the regional messaging.
2. The city has expanded information on the city website and has released three Channel 8 segments related to homelessness with one more planned in 2015, including:
 - April – 1175 Lee Hill Housing First Project Update
 - October - Homelessness Strategy Update

Strategy 5 – Prevent Homelessness

The City of Boulder and Boulder County support and manage many ongoing programs to help low-income individuals and families avoid falling into homelessness. Examples of progress since the Ten-Year Plan was adopted in 2010 include:

- In 2014, the Boulder County Department of Housing and Human Services (BCDHHS) Housing Counseling Program completed 391 individual and family appointments, of which 106 were foreclosure prevention and another 69 were related to basic budget and credit issues. Over the last year and a half, 1700 individuals have attended group classes focused on financial stability, housing and employment.
- During 2014, the BCDHHS Housing Stabilization Program provided short-term rental assistance to 396 families (with 592 children) facing evictions or homelessness. Since 2011, the total number of families served is approaching 2,000.
- Fifty-eight Boulder County families received Family Unification Program (FUP) housing vouchers in 2014 to keep families together in safe and stable housing.
- The BCDHHS Short-Term Housing program served 11 families (with 24 children) from July 2014 through June 2015. The average length of assistance was five months.
- Fifty-three veterans are currently housed in Boulder County as a result of the HUD-Veterans Affairs Supportive Housing program for homeless veterans.
- At the end of June 2015, the BCDHHS Tenant-Based Rental Assistance (TBRA) program was providing housing vouchers to 24 formerly homeless households with school-aged children (62 children altogether). Twenty-five families have successfully graduated from the program since its inception in 2012.

Annually, over 2,000 people receive assistance with basic needs to prevent homelessness through City of Boulder Human Services Fund (HSF) funded agencies. In 2014 more than 2,800 people at-risk of homelessness received temporary assistance with rent, utilities or other expenses to prevent a costly slide into homelessness.

IV. ISSUES

Boulder Homeless Services Collaborative – Improvements for 2015-16 sheltering season

Bridge House, BSH and BOHO have formed the Boulder Homeless Services Collaborative (BHSC). BHSC’s mission is to improve the efficiency and effectiveness of inter-related programs of emergency and transitional services to adults.

The agencies within BHSC are taking steps to improve services available to homeless individuals in the community including:

- Bridge House has implemented a policy which requires a “welcome meeting,” with outreach case management to promote engagement beyond emergency services, within 14 days of a client seeking services;
- BSH opened an additional 20 “First Step” beds, which lead into the transitional housing program at BSH, for the summer season;
- BOHO has year-round overnight shelter programs, the “residents” and “women’s” shelters, for homeless residents with long-term needs and a record of good behavior; and

- BHSC agencies have completed initial data analysis to compare client overlap for service planning.

In addition, BHSC has proposed a new pilot model for expanded Resource Center and day shelter services.

Expanded Resource Center and day shelter access

Expanded Resource Center Access – The Bridge House Resource Center (RC) provides a “one-stop shop” approach to homeless services, bringing together services from community partners such as benefit sign up, mental health and employment. Currently the RC is available two days per week at First Presbyterian Church. Under this pilot, RC services will be available an additional three mornings per week at BSH. This pilot increases opportunities for service engagement through expanded hours, and maximizes existing space and client convenience by utilizing BSH.

Expanded Day Shelter – Currently day shelter in Boulder is limited to the Bridge House “Carriage House” location, which is very crowded and may result in the library and other public spaces becoming de facto day shelters. This pilot expands day shelter space available through rotating faith-based locations which can more appropriately accommodate those seeking shelter. It also expands day shelter availability from five to six days per week, including Saturdays. The rotating day shelter spaces will be staffed by BOHO.

The new day shelter model is envisioned as a gateway to engagement in longer-term services through the RC. All clients must agree to the code of conduct developed by the BHPG. Within 14 days of accessing day shelter services, clients participate in a welcome meeting. This solution expands appropriate day shelter services by using existing space available in the community without additional investment and process time in purchasing or building a fixed day shelter space.

Alignment of Pilot Services with City Goals

- Increased access to RC services increases opportunities for homeless individuals to move beyond emergency services to engagement in long-term, sustainable solutions.
- Co-location of Bridge House RC at BSH increases system integration and efficiency by combining services of two lead agencies and increasing convenience for the clients already onsite for overnight emergency sheltering.
- Increased access to appropriate day shelter space increases safety for people during inclement weather conditions.
- Increased access to appropriate day shelter space may reduce pressure on public spaces such as the library.
- Strategic linkage of day shelter space to RC and case management furthers the goal of increased service engagement for long-term, sustainable solutions.
- Linkage of day shelter clients to RC also increases opportunities for increased data and understanding of emergency services clients through case management information.

Funding

The city, Boulder County, the Community Foundation of Boulder County and the Denver Foundation, and private funders are funding the expanded RC and day shelter services as a pilot for the 2015-16 sheltering season. The city is supporting this pilot with \$100,000 for the

season, in addition to funding received by BHSC for ongoing day and night sheltering services through the HSF.

Metrics for measuring success of the pilot are currently in development, with a focus on community and client outcomes. After one year, the expanded RC and day shelter pilot will be evaluated for impact, with future funding and metrics based on outcomes and lessons learned.

Homeless Services Task Force

Previous Homelessness Strategy plans included a City of Boulder Homelessness Services Task Force to evaluate and make recommendations on changes to the emergency sheltering system. Given the progress of BHSC in designing, implementing and proposing service system improvements, this initiative is on hold until systems improvement efforts in progress can be evaluated. In the interim, additional community representatives from business and faith areas will be invited to join the existing BHPG, which includes city staff from several departments, homeless service providers, the city housing authority and a faith representative.

Criteria/Prioritization for Adult Homeless Services

Council requested that staff develop recommendations regarding whether to require service or prioritization criteria for adult homeless services supported by city funding. In analyzing this issue, staff considered:

- Service criteria and prioritization systems already in place for local homeless services;
- National recommendations and best practices; and
- Practices in other cities.

Criteria Currently in Place for Boulder Homeless Services Programs

While the most basic overnight shelter in the community is a low-barrier service, other homeless services in Boulder involve some form of criteria or prioritization. Examples are included in Chart 2 below.

Chart 2: Types of Criteria for Boulder Homeless Services

Criteria	Description
Engagement	To encourage engagement beyond emergency services, case management intake and service orientation is now required within 14 days for people seeking daytime shelter and meals. Other programs, such as transitional housing located at BSH, require clients work with a case manager.
Vulnerability	Consistent with national best practices and the regional coordinated entry system, a vulnerability assessment and vulnerability-based prioritization are part of the criteria for permanent supportive housing placement.
Residency	Local permanent supportive housing programs for adults require that clients have been homeless within Boulder County for at least one year.

BOHO’s year-round Residents and Women’s Shelters are for clients that have been homeless in the county for at least six months.

Behavior All services require that clients agree to behavioral standards. BOHO’s Residents and Women’s Shelters are reserved for clients with a record of good behavior.

A more detailed list of local homeless service criteria is included in (**Attachment C: Local Service Provider Criteria for Homeless Services**).

With the exception of some emergency services, it is unlikely that people from elsewhere would be able to access Boulder homeless programs before local residents. Staff at homeless services agencies evaluate and recommend clients for more resource-intensive programs (transitional housing, permanent housing, employment programs, etc.) based on their experience with the individual and his/her interest in and fit to program requirements and purpose. Local residents are generally better known to local service providers and have opportunities to enter programs if they are willing and able to meet program requirements.

National Recommendations/Best Practices

Opening Doors is the federal strategic plan on homelessness, developed and updated in 2015 by the United States Interagency Council on Homelessness, which includes several federal departments including HUD, Department of Health and Human Services, Department of Veterans Affairs, and the White House Office of Faith-Based and Neighborhood Partnerships. Opening Doors describes many characteristics of an effective homeless crisis response system including:

- Provides immediate access to shelter and crisis services without barriers to entry, as stable housing and supports are being secured; and
- The most intensive interventions are prioritized for those with the highest needs.

The National Alliance to End Homelessness (NAEH) is in the midst of creating recommendations for Crisis Response Systems. NAEH does not recommend using local residency as criteria for access to services.

Other Cities

Staff reviewed homeless service requirements in other cities including traditional Boulder peer cities, other low-vacancy college towns and other cities identified through internet searches. The cities reviewed are identified below in Chart 3.

Chart 3: Cities Included in Homeless Services Criteria Review

Peer Cities	Low-vacancy college towns	Other
Fort Collins, CO	Cambridge, MA	Denver, CO
Berkeley, CA	Milwaukee, WI	Portland, OR
Santa Cruz, CA	New Haven, CT	San Diego, CA
Madison, WI	San Jose, CA	Worcester, MA
Ann Arbor, MI	Santa Barbara, CA	Rochester, NY
		Santa Monica, CA

The majority of communities do not indicate service criteria set by the city, with most leaving decisions about who to serve to local homeless service providers. In most cities, service providers had implemented a range of criteria, particularly around long-term, resource-intensive services such as housing, similar to the mix of criteria in place in Boulder. While city funding tends to not have criteria attached, pass-through funding from HUD has some criteria around vulnerability and chronic homelessness for permanent supportive housing.

Some exceptions with residency-based criteria:

Santa Monica, CA requires city-funded resources to be focused on “priority populations” with a heavy emphasis on residency requirements. Priority populations were defined in the city’s Action Plan to Address Homelessness, implemented in 2008. Santa Monica’s homeless population, as measured by the Point In Time (PIT) homeless count, decreased between 2009-10 and has remained relatively stable since 2010. The relationship between the priority populations and the homeless population count is unknown, as Santa Monica has numerous homeless initiatives underway and PIT is not considered highly reliable.

Santa Barbara County prioritizes people for shelter services that can demonstrate residency of at least six months in the county. Santa Barbara County’s PIT homeless count has remained relatively stable since 2011, and in its 2015 PIT count, 54 percent of those surveyed reported living in Santa Barbara County before becoming homeless. This is very similar to the 53 percent of Boulder County PIT respondents that reported Boulder County as their last county of permanent residence.

Worcester, MA does not have city-imposed homeless services criteria. However, in 2013 the city’s homeless shelter was closed and replaced with a Triage and Assessment Center, a temporary shelter with rapid housing triage and placement. People that come to the center are assessed within 48 hours to determine housing needs. There is no limit to how long someone can stay at the Center, however most are placed in rapid re-housing (rental subsidy) or permanent supportive housing within 14 days. In the last three years, three people have stayed longer than 180 days. Individuals unable to demonstrate significant ties to Worcester County, but have ties elsewhere, are given a bus ticket back to their city of origin. Of those provided bus tickets to their cities of origin, about 80 percent are from locations within the state.

There is not yet a report or evaluation of the revised Worcester service model. Housing placement may be less difficult with a Worcester vacancy rate twice that of Boulder. However, the triage center reported being significantly over census on numerous nights last winter with severe weather and closing of a shelter in Boston.

Charts 4 and 5 below highlight residency and mobility of the local and regional homeless population in the metro Denver area from the PIT survey. While there are challenges with PIT methodology, the data provides a snapshot of Boulder County compared to other counties serving non-resident populations based on self-reported address of last permanent residence.

Chart 4: County of Last Permanent Residence – 2015 PIT

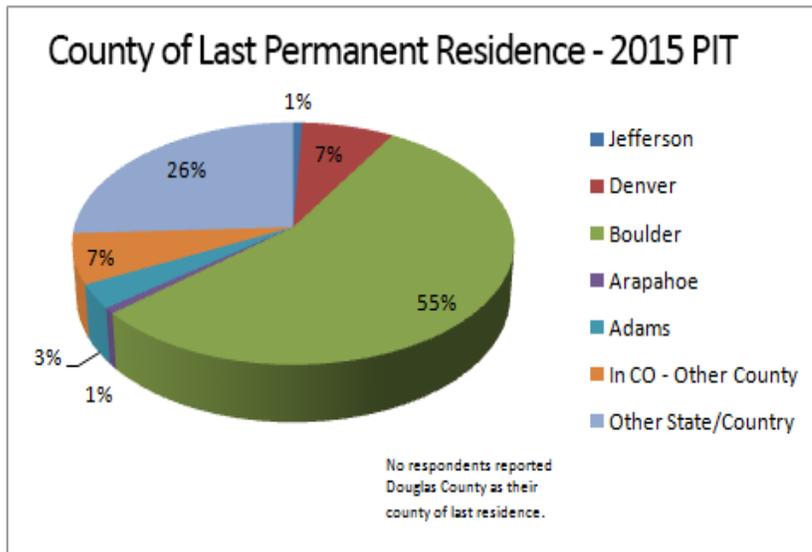
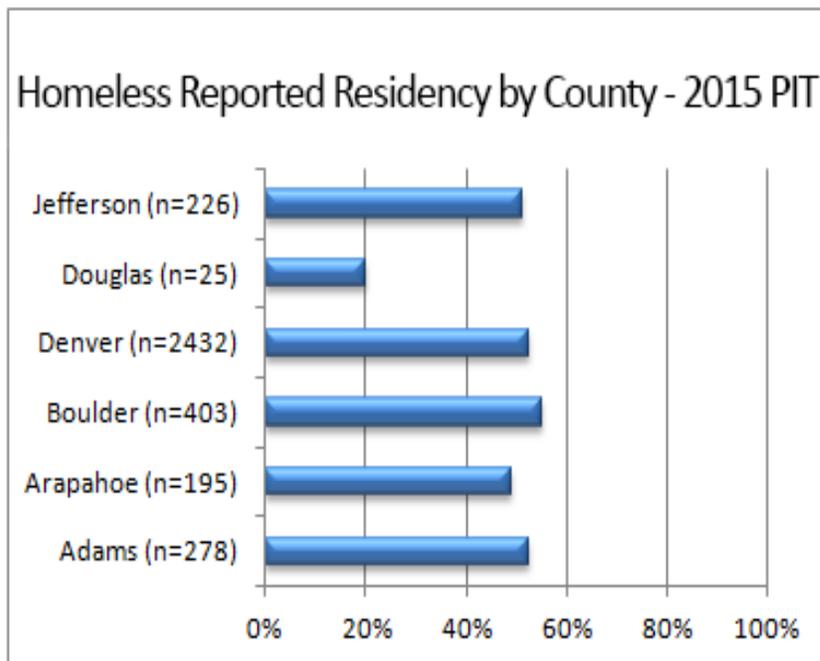


Chart 5: Homeless Reported Residency by County – 2015 PIT



Staff Recommendation on Homeless Services Criteria

After reviewing information available through research on homeless services criteria, staff recommends continuing to support criteria already in place in the community at this time.

Staff recommendations are based on research and local conditions as summarized below:

- National best practices do not include residency requirements, and leaders in the field recommend low-barrier entry for crisis services.
- Research found limited city/county programs with residency priorities for emergency services and evidence does not exist to link those priorities to a change in

homelessness. Two of the three cities identified with residency-based criteria are in Southern California, with different climate considerations.

- The homeless population is very mobile overall, with some Boulder residents seeking services in Denver or other places.
- Some people coming from other places may be fleeing violence or seeking employment and education opportunities.
- The current plan for integrated data implementation includes incorporating questions on where people are from and why they are in Boulder to better understand impact on services and community. This will inform future recommendations.
- Potential unintended consequences of increasing barriers to emergency services:
 - Some individuals may be unable to comply with requirements due to conditions including severe mental health or addiction issues;
 - More people may be pushed into streets;
 - Additional emergency overflow organizations may be created to address people outdoors; and
 - More people using public spaces as de facto day shelters.

Emerging Issues

In October 2015, a district court struck down Grand Junction’s panhandling ordinance and Boulder, Denver and other cities are adapting panhandling ordinances and enforcement to comply with the ruling. On Oct. 6, 2015 council adopted an ordinance amending the city’s aggressive begging ordinance and repealing the “begging in certain places” ordinance.

In August 2015, the United States Department of Justice (DOJ) filed a statement of interest in *Bell v. City of Boise et al*, a case being heard in the United States District Court in Idaho related to a Boise ordinance prohibiting camping and sleeping outside. The DOJ filing questioned the constitutionality of that ordinance under the Eighth Amendment.

At this time, this case does not directly affect the City of Boulder’s Camping or Lodging on Property without Consent Ordinance, last reviewed by council in April 2010. Council carried a motion on Ordinance No. 7719 on April 20, 2010 when the authority of the city manager to issue permits for camping on public property was removed. Under provisions in Chapter 2-2.5, the city manager is able to issue permits for camping on public property during civil emergencies and disasters.

The DOJ filing and the case have increased interest among members of the public about reviewing Boulder’s camping ordinance.

V. NEXT STEPS

- Community engagement process – fourth quarter 2015, first quarter 2016
- Council review of community engagement results and draft Homelessness Strategy – first quarter 2016
- Final adoption of Homelessness Strategy – second quarter 2016

VI. ATTACHMENTS

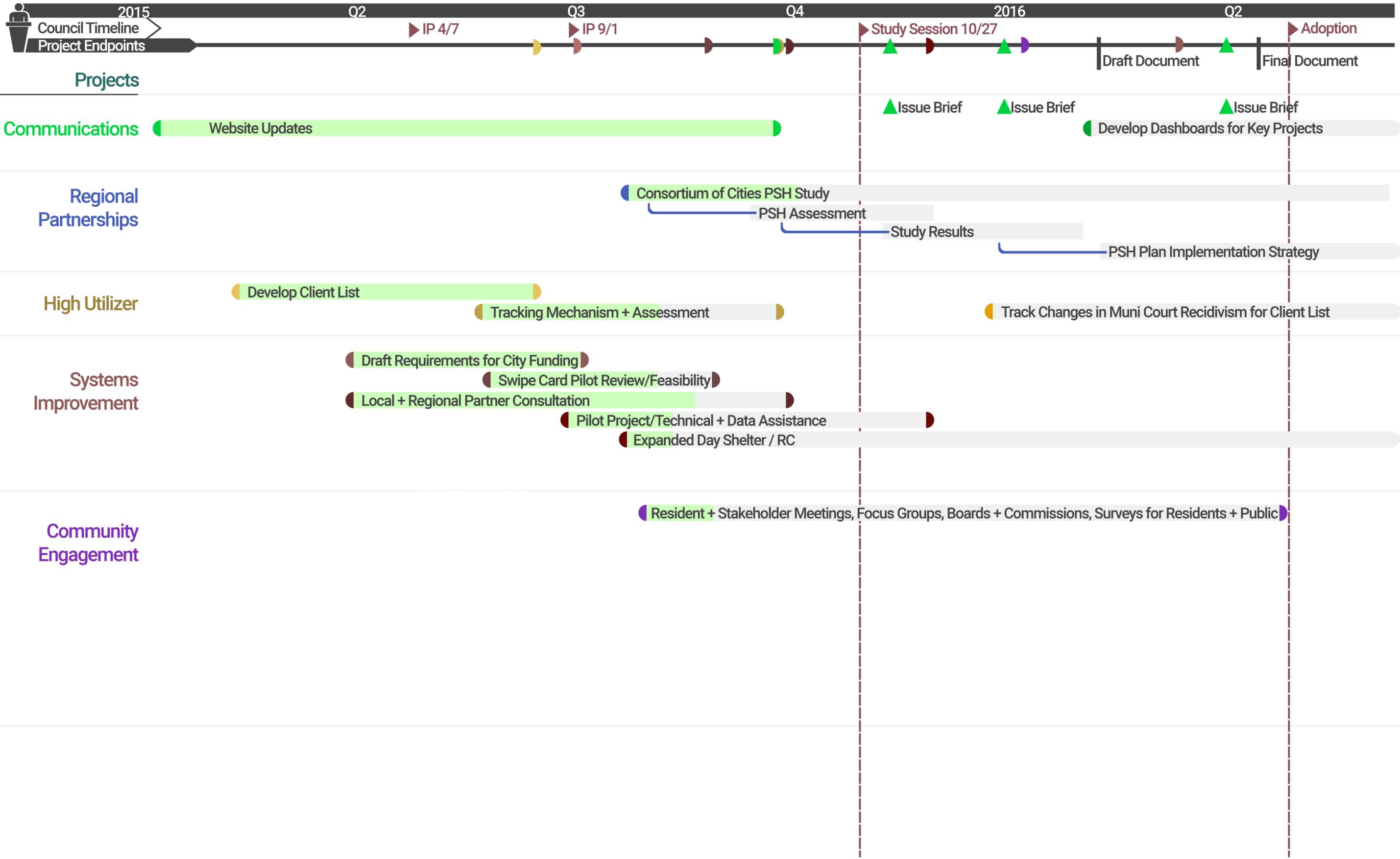
Attachment A: Homelessness Strategy Timeline

Attachment B: Community Engagement Timeline

Attachment C: Local Service Provider Criteria for Homeless Services

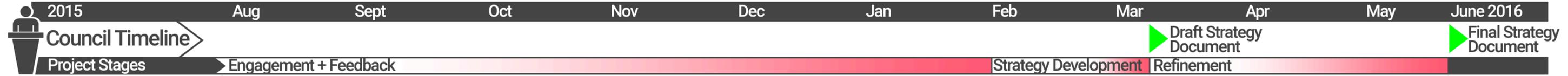


Human Services Homelessness Strategy Timeline





Human Services Community Engagement Timeline



Key: Facilitator
 ◀ City of Boulder Staff
 ◀ BBC Consulting

Resident Meetings

◀ Residents + Public ▶ Residents + Public

Focus Groups + Stakeholder Meetings

- ◀ Nonprofit Community
 - ◀ Older Adults ▶ Older Adults
 - ◀ Pre-K + K-12 Education Partners + BVSD
 - ◀ Low-income /Homeless Families + Boulder Housing Partners Residents
 - ◀ Community Groups ▶ Faith
 - ◀ Mental Health + Health Agencies
 - ◀ Business: Downtown Boulder, Inc + Chamber of Commerce
 - ◀ Homeless Adults + Youth
 - ◀ Latino + Spanish-speaking, Hmong, + Immigrant Community
 - ◀ City Depts: Police, Fire, Transportation, Parks and Rec, Library, Housing, Muni Court, Community Vitality
 - ◀ Boulder Homeless Planning Group ▶ Ten-Year Plan Board
 - ◀ Youth ▶ Higher Ed: CU + Naropa
 - ◀ Funding Partners + Stakeholders: Boulder County, Community Foundation, United Way, City of Longmont
- {
 Housing + Human Services, Community Services, Public Health, Area Agency on Aging

Boards & Commissions

- ◀ Senior Community Advisory Committee
- ◀ Senior Community Advisory Committee
- ◀ Youth Opportunity Advisory Board
- ◀ Human Relations Commission
- ◀ Family Resource Schools Advisory Committee
- ▶ Library
- ▶ Senior Community Advisory Committee
- ▶ Parks and Rec Advisory Board
- ▶ Open Space + Mountain Parks Advisory Board
- ▶ Youth Opportunity Advisory Board
- ▶ Human Relations Commission
- ▶ Immigrant Advisory Committee
- ▶ Planning Board
- ▶ Human Services Fund Advisory Committee
- ▶ Family Resource Schools Advisory Committee

Surveys for Residents + Public

- ◀ Phone
- ◀ Online
- ◀ Paper
- ◀ Online
- ◀ Online

Provider – Program	Program Description	Number of Beds	Criteria	Length of Stay Limits
Boulder Shelter for the Homeless (BSH) – Transitions Program (Transitional Housing at BSH)	Transitional communal housing at the shelter to help clients become more stable and transition to safe, sustainable housing.	30	<ul style="list-style-type: none"> • Clean and sober • Pay a weekly program fee (income-dependant) • Abide by a budget and savings plan • Intake interview with case manager • Some form of income • Create an obtainable transition plan • Work with a case manager while in the program 	Up to 9 months stay Open year-round
BSH – First Steps (Transitional Housing at BSH)	This program leads into the BSH – Transitions program.	50	<ul style="list-style-type: none"> • Clean and sober • Intake interview with case manager • Some form of income 	When space is available in Transitions, clients move into that program
BSH – Summer Beds (Transitional Housing at BSH) (Pilot)	This program serves as short-term transitional housing for those moving into the First Steps program, and provides additional beds during summer.	20	<ul style="list-style-type: none"> • Clean and sober • Abide by shelter policies 	30 days to find a housing solution or move into First Steps
BSH – Emergency Shelter (Winter)	Winter sheltering services are available from Oct. 1 through April 30 for any adult in need. Includes dinner, breakfast, safe place to sleep, storage space, phone and mail service and shower and laundry facilities.	100	<ul style="list-style-type: none"> • Basic behavioral rules • TB test • Admission based on lottery 	90 days for the season
BSH – Transitional Housing	Provides housing and case management services for individuals and families for up to 2 years. The program has 12 condominiums in Boulder.	12 units	<ul style="list-style-type: none"> • Homeless or at imminent risk of becoming homeless • Some source of sustainable income • Ability to live independently • Have ability and resources to secure stabilized housing within 2 years • Must be referred by collaborating agency; referring agency provides case management services • Client pays rent and utilities; rent starts at \$225 a month and won't exceed 30% of household income 	2 years
BSH – Morning Services (at BSH)	Includes breakfast, showers, access to laundry facilities, mail and phones messages. Services are available from 6 – 8 a.m., 7 days a week, year-round.	N/A	N/A	N/A
BSH – Housing First (1175 Lee Hill and Scattered Site)	Provides clients with safe, permanent housing allowing them to become more stable and retain housing. This program provides permanent housing, with ongoing intensive case management.	31 (1175 Lee Hill) 22-27 (Scattered Site, Market Units, number varies)	<ul style="list-style-type: none"> • Chronically homeless (HUD definition): disability, homeless for a year or more or 4 times in the last 3 years • Clients come through 25 Cities metro-wide database for regional coordinated entry system • 1 year homelessness in Boulder County confirmed by Boulder County service provider 	Permanent

Boulder Outreach for Homeless Overflow (BOHO) – Emergency Warming Center (rotating faith locations)	Overnight winter shelter: blankets on congregation floors. Varying additional support (meals, etc.) from congregations.	160	<ul style="list-style-type: none"> • Guests who are not able to care for themselves or cooperate with behavior standards may be asked to leave. 	N/A
BOHO – Resident’s Shelter and Women’s Shelter (rotating faith locations)	Ongoing, year-round shelter for people close to “chronically homeless” definition and not able to find stable shelter.	65	<ul style="list-style-type: none"> • No record of violent behavior among providers in the community • Willing to abide by rules • Has identification of same quality required to get work, will also accept letter from case manager • Homeless in Boulder County for at least six months • <i>Piloting – Welcome Meeting Requirement (similar to Bridge House – within first 14 days)</i> 	N/A
Bridge House (BH) – Carriage House/Day Shelter/Community Table meal program	<p><i>Carriage House</i> – Houses day shelter and a portion of the Community Table, some services offered here, while many are held at the Resource Center.</p> <p><i>Day Shelter</i> – Located within the Carriage House, provided during the week.</p> <p><i>Community Table</i> – Breakfast and lunch at the Carriage House five days a week and dinners at local churches during the week.</p>	N/A	<ul style="list-style-type: none"> • Follow behavioral rules, sign Code of Conduct • Welcome Meeting Requirement – within first 14 days, includes case management intake and orientation with assessment 	N/A
BH – Ready to Work	20 hours/week paid transitional work in sanitation and landscaping or culinary arts social enterprise. Support services including case management, drug testing, life skills training, and financial management. Program works with Mental Health Partners and Addiction Recovery Center. Access to transitional housing for 1 year.	48	<ul style="list-style-type: none"> • Trainees selected based on application, intake and completion of 2 week unpaid internship • Capacity to work • Sobriety • Willingness to engage in case management • Background checks • Follow behavioral rules 	After 6 to 9 months working, trainees will seek full-time, mainstream employment. Residents will find permanent housing after 1 year.
BH – Resource Center	<p><i>Intake and Assessment</i> – Client meet with trained intake counselors who will coordinate initial referrals to RC partners.</p> <p><i>On-site Service Delivery</i> – Staff from partner organizations meet with clients to discuss their case and sign clients up for services.</p> <p><i>Classes and Groups</i> – job skills, money management, and other independence-building classes</p>	N/A	<ul style="list-style-type: none"> • Follow behavioral rules, sign Code of Conduct • Complete case management intake 	N/A