

**Boulder City Council
STUDY SESSION**

**Tuesday, December 13, 2011
6-9 PM**

**Housing First Programs
and
Related Issues**

**Municipal Building
City Council Chambers
1777 Broadway**

Submit Written Comments to City Council
ATTN: Alisa Lewis, City Clerk
1777 Broadway, 2nd Floor
P.O. Box 791
Boulder, CO 80306
or Fax to 303-441-4478
or E-mail: council@bouldercolorado.gov

MEMORANDUM

TO: Members of City Council

FROM: Jane S. Brautigam, City Manager
Paul J. Fetherston, Deputy City Manager
Karen Rahn, Director, Housing and Human Services
David Driskell, Executive Director, Community Planning and Sustainability
Charles Ferro, Land Use Review Manager
Valerie Watson, Human Services Planner
Karl Guiler, Planner

DATE: December 13, 2011

SUBJECT: Study Session – December 13, 2011
Housing First Programs and Related Issues

I. PURPOSE

The purpose of this item is to provide information on Housing First programs. Council and the community have raised questions about what Housing First is, including populations served, outcomes of these programs, how and where to best deliver these programs and current land use regulations. This item provides background information on these issues as context for considering next steps for council, such as assessment of density, distribution and site selection of affordable housing, zoning and land use issues, and identification of how council may be involved in future review processes. An update on community outreach efforts and site locations by Boulder Housing Partners (BHP) related to the proposed Housing First project is provided in **Attachment A**.

II. QUESTIONS FOR COUNCIL

1. What questions does council have regarding Housing First or related programs?
2. Should criteria be established to guide decision making regarding the location of Housing First and similar programs?
3. What is city council role in the review process?
4. Does council agree with next steps?

III. BACKGROUND

National Policy

Over the past decade, Congress and the U.S. Department of Housing and Urban Development (HUD) have encouraged a philosophy of permanent housing for people

who are homeless. The prevailing view is before you can address the myriad problems faced by homeless individuals, people must have stable housing. Federal, regional and local plans aim to end chronic homelessness by 2015 and family homelessness by 2020. There has been an increasing shift in homeless policy toward the Housing First approach to permanent housing. Housing First has been recognized by national and international researchers and policymakers as a best practice model. Many American communities have or are piloting projects that employ Housing First principles.

10-Year Plan to Address Homelessness

The City of Boulder has supported and participated in the development of the 2010 Boulder County 10 -Year Plan to Address Homelessness (the Plan) www.buildinglivablecommunities.org/HomelessPlan. Boulder City Council accepted the Plan on April 20, 2010, as a framework for developing priorities for addressing homelessness. Boulder County, the City of Longmont, and the Consortium of Cities have adopted the Plan. The Boulder County Board of Commissioners appointed a fifteen member Board of Directors (Board) in September 2011 to oversee the implementation of the Plan. The Board is currently identifying priorities for implementation of the Plan. The Plan identifies Housing First programs as a key strategy to addressing chronic homelessness across the county.

Prevalence of Homelessness in the City of Boulder

The persistent downturn in the economy has significantly impacted families and individuals. Community nonprofits and public social services have reported steady increases in demands for services, unemployment filings, foreclosures and loss of secure housing – leaving families and individuals vulnerable to becoming homeless or extending homelessness.

A disproportionate number of Boulder County's homeless are in the city of Boulder. On Jan. 24, 2011, the annual Point-in-Time survey conducted by the Metro Denver Homeless Initiative, estimated that 1,773 people were homeless in Boulder County; 914 (52 percent) in the city of Boulder. An estimated 1,087 homeless were estimated to be in families with children under 18 years of age in Boulder County; 527 (49 percent) in the city of Boulder. A total of 149 chronically homeless were estimated to be in Boulder County; 118 (79 percent) in the city of Boulder. Among the city's chronically homeless, about two-thirds were single individuals and about 14 percent lived in households with children under 18 years old. Trend data is difficult to assess given the annual changes to survey methodology and collection practices; however, the point-in-time data provide a snapshot of the status of families and individuals in Boulder.

National research, experiences of other communities and the 10-Year Plan to Address Homelessness identify Housing First as a sustainable and successful approach to addressing chronic homelessness.

IV. ISSUES

Definitions

There are different terms used, often interchangeably, that describe different types of housing provided to people who are homeless. The following are HUD definitions of terms:

- *Emergency Shelter* - Any facility with overnight sleeping accommodations, the primary purpose of which is to provide temporary shelter for the homeless in general or for specific populations of homeless persons. The length of stay can range from one night up to as long as three months.
- *Transitional Housing* - A program designed to provide housing and appropriate support services to homeless persons and victims of domestic violence to facilitate movement to independent living within 24 months.
- *Permanent Supportive Housing* - Long-term community-based housing and supportive services for homeless persons with disabilities. The intent of this type of supportive housing is to enable special needs populations to live as independently as possible in a permanent setting. The supportive services may be provided by the organization managing the housing or provided by other public or private service agencies. There is no definite length of stay.
- *Housing First* - A permanent supportive housing program focused on moving chronically homeless individuals from the streets to permanent housing with supportive services to maximize success in retaining housing stability.

Boulder's land use regulations have a broader definition of “transitional housing”, including both permanent and temporary, as "transitional". According to the Boulder Revised Code, "transitional housing" refers to *a facility providing long-term housing in multi-family dwelling units with or without common central cooking facilities, where participation in a program of supportive services is required as a condition of residency to assist tenants in working toward independence from financial, emotional, or medical conditions that limit their ability to obtain housing for themselves.* A more in-depth discussion of land use regulations is provided in the Zoning and Land Use Regulations section.

A list of common definitions can be found in **Attachment B**.

Housing First Approach

Housing First is part of a system of programs which provides multiple exits from emergency shelter and homelessness. The system is comprised of three main exit strategies:

1. Crisis intervention and prevention and keeping people out of shelters and homelessness;
2. Rapid access to housing and getting people back into housing as quickly as possible; and
3. Permanent supportive housing and housing for families and individuals with significant needs, including Housing First programs.

The primary goal of Housing First is to prioritize community resources to support getting people out of the homeless system as quickly as possible or prevent them from becoming homeless. This approach centers on providing homeless people, particularly chronically homeless, with housing and supportive treatment and services as needed and desired by participants. What differentiates a Housing First approach from other housing models is there is an immediate and primary focus on helping households access and sustain permanent housing as quickly as possible. The supportive treatment services are most commonly mental and physical health, substance abuse, education, income and employment. This approach embraces the notion that vulnerable people are more easily engaged in robust support services and experience greater success once the instability of living on the street has been eliminated and they have safe, permanent housing.¹

The Housing First model does not require participants to be "housing ready" before being housed. Housing readiness refers to requirements that participants need to achieve before being housed, such as substance abuse treatment. Nor does it require participants to participate in support services as a condition of residency. Research has found that these conditional approaches can lead to higher failure rates. A primary emphasis of permanent supportive housing programs is helping persons become good tenants who can remain stably housed, as opposed to requiring them to comply with a treatment plan which enables them to “qualify” for housing.

Housing First programs share critical elements:

- A focus on placing and sustaining targeted homeless people in permanent housing as quickly as possible without time limits;
- A variety of services delivered following housing to promote housing stability and individual well-being on an as-needed and as-desired basis;
- A standard lease agreement to housing as opposed to mandated therapy or services compliance;² and
- A sustained effort to provide case management and to hold housing for participants, even if they leave the program for short periods.

While all Housing First programs share these elements, there is no single model for a Housing First program. A Housing First approach can be implemented by one agency or it can be accomplished through the collaboration of agencies, each providing specialized services. The basic methodology has been successfully adapted to a variety of populations (**Attachment C**). Most cities target their Housing First programs to long-term, chronically homeless individuals – typically those dually diagnosed with mental health and substance abuse disorders who are commonly very heavy users of expensive public services (hospital rooms, emergency rooms, police services, nursing homes, ambulance services, courts, jails and emergency shelters).

The Housing First approach also provides a critical link between the emergency and transitional housing systems and the community-based social service, educational,

¹ Downtown Emergency Services Center documents; <http://www.desc.org/housingfirst.html>

² National Alliance to End Homelessness; http://www.endhomelessness.org/section/solutions/housing_first

employment and health care systems that bring about stability, neighborhood integration and improved health and well-being of individuals and families.

Types of Housing First Models - Scattered Site and Project-Based

In a scattered site model, Housing First units are integrated in proportionally small percentages within economically and socially diverse buildings and/or neighborhoods. In a project-based housing model, a building is occupied solely by Housing First participants. A third model is a hybrid of the scattered site and project-based models whereby a building is shared between Housing First participants and other populations that provide a mix of incomes or ownership. Housing is most effective when participants are matched with the model that best fits their needs. Scattered site housing has an advantage of providing social integration, minimizing density of a particular housing type within a location and reduced neighborhood opposition. With project-based housing there are economies of scale - the unit-cost for the housing and services can be reduced, the range and accessibility of on-site services can be consolidated, isolation among participants is reduced, and the ability to monitor the well-being of participants is enhanced.

All three models benefit residents with stability and permanency of their housing. Most communities conclude that a mix of models is the best option. Those who prefer to live in greater privacy can choose a scattered site apartment while those who prefer or need a more social environment could live in a project-based development.

Factors such as services provided, staffing, location, case manager travel distances and other considerations determine which model is least expensive to provide in particular communities. In some communities one model may be less expensive than the other depending on the specific program.

Criteria for Prioritizing or Selecting Chronically Homeless Persons to be Served

Criteria for prioritizing chronically homeless persons to be served by Housing First programs vary. The national best practice is to serve the most vulnerable chronically homeless. The National Alliance to End Homelessness identifies two assessment tools that are the best instruments available for prioritizing the most vulnerable people into Housing First programs. The Downtown Emergency Services Center (DESC), a pioneer in the provision of Housing First in Seattle, developed the Vulnerability Assessment Tool, which prioritizes potential program participants on the basis of level of functioning and ability to handle one's affairs. This tool has been adopted by several other cities (e.g., Portland, Austin, Phoenix) and by King County, WA. The Common Ground Institute developed a scientifically based Vulnerability Index that assists communities in ranking potential program participants. This Index differs from the DESC Tool in that it ranks the risk of morbidity of chronically homeless populations and prioritizes those served on that basis. Common Ground has worked with several cities (Los Angeles, Santa Monica and New Orleans, London, Toronto, Adelaide, and, in 2010, Denver) to complete community vulnerability index surveys of the entire local chronically homeless population. Through the Vulnerability Index and Vulnerability Assessment surveys, a name-by-name list of all

those sleeping “on the streets” is created and scored, facilitating the most vulnerable homeless individuals being identified and prioritized for Housing First units.

Staff from the Boulder Shelter for the Homeless (BSH), Colorado Coalition for the Homeless and National Alliance to End Homelessness has expressed concerns with reliance on vulnerability surveys. Since the process of identifying the most vulnerable, by definition, results in wait lists, those most vulnerable may not be on them. It takes time for assertive outreach workers to establish the trust required for the most vulnerable to agree to being housed. If the program is unable to house them at the moment they agree to be housed, they will retreat and the opportunity to house them may not present itself again. Prioritization may therefore leave beds unfilled due to challenges in getting the most vulnerable into them.

The Boulder County Housing First Program does not use a vulnerability assessment process. In addition, the community of chronically homeless is small enough that homeless service providers know the population. Vulnerability surveys can set up expectations that housing is available for placements, which has not been the case in Boulder due to lack of inventory.

National Programs

Efficiency: The collective evidence from academic research as well as practice-based studies indicates that placing selected, heaviest service using, and therefore most costly, chronically homeless individuals in permanent housing can yield cost savings, as service reductions more than offset housing costs. Reviewed studies conclude that combined annual per person cost reductions for health and non-health services range from \$5,266 to \$43,045 subsequent to housing placement.

Effectiveness: There is strong evidence that permanent supportive housing is an effective method for getting chronically homeless persons off of the streets, out of shelters, and into stable and satisfying housing arrangements. In addition, Housing First programs have proven to be effective in retaining participants in housing and in reducing communities’ homeless and chronically homeless populations. Programs have also been effective in increasing participants’ self-sufficiency and pro-social behaviors. Property values in neighborhoods surrounding project-based developments have maintained or increased.³ Studies that consider changes in criminal behavior conclude there are reductions in incarcerations and court costs.⁴

³ Furman Center for Real Estate and Urban Policy, *The impact of supportive housing on surrounding neighborhoods: Evidence from New York City*, 2008.

Galster, G., Pettit, K, Santiago, A.M., Tatian, P.A., *The Impacts of Supportive Housing on Neighborhoods and Neighbors*. U.S. Department of Housing and Urban Development, 2000.

Wellesley Institute, *The impact of supportive housing: Community, social economic and attitude changes*. Department of Sociology, University of Toronto, 2005.

Econsult Corporation, *Project H.O.M.E.’S economic and fiscal impact on Philadelphia neighborhoods*. Project H.O.M.E., 2007.

⁴ Culhane, D.P., Metraux, S., Hadley, T. *Public service reductions associated with placement of homeless persons with severe mental illness in supportive housing*, School of Social Policy and Practice, University of Pennsylvania. 2002.

Community Investment: Permanent supportive housing programs require investment. A housing subsidy can cost as much as \$8,000 per year and support service costs for chronically homeless persons with mental illness are generally in the range of \$6,000 to \$12,000 annually (with variations in client costs from year to year). In comparison, if a high user of emergency services continually cycled through the system of services, their average annual cost to the community has been calculated to be \$48,792 in Seattle and \$43,289 in Denver.

Both academic and non-academic studies have demonstrated benefits of Housing First programs to program participants and to communities. Studies consistently report reductions in inpatient hospitalizations, emergency room visits and utilization of other expensive acute services subsequent to placement in permanent supportive housing. The primary implication of these studies is that the costs of supported housing for chronically homeless persons can be offset, either partially or totally, by acute care service reductions in this targeted population.

Attachment D provides an overview of the findings of best known Housing First outcomes research from across the country. The following identifies common outcomes:

Regional Housing First Programs

There are currently approximately 329 Housing First vouchers being used by chronically homeless individuals in Denver, most of which are provided by the Colorado Coalition for the Homeless (CCH). CCH has 15 project based housing developments in its portfolio. Their housing approach combines housing for homeless with affordable homes for individuals and families with lower incomes. All of their Housing First housing is provided through scattered site units located in CCH developments and private market apartments. No more than ten percent of any CCH development is allocated to Housing First participants.

The Fourth Quarter is a new 36 unit development with 28 Housing First units allocated to Denver's Road Home for chronically homeless, disabled veterans, surrounded by an established neighborhood.

St. Francis Center's Cornerstone development includes 26 units for individuals transitioning out of homelessness and 24 units for the chronically homeless. While not consistent with the national model (because the program's selection criteria screen out active drug users and require them to receive treatment prior to entry) is included for discussion because of lessons it may provide. St. Francis Center includes an emergency shelter, a day services center and Cornerstone housing, all on the same site. Cornerstone was built next door to the emergency shelter. It is in an old, now revitalized neighborhood along a major transit corridor on the edge of downtown Denver. Cornerstone is located across the street from \$700,000 town homes and was built to be

Galster, G., Pettit, K., Santiago, A.M., Tatian, P.A., *The Impacts of Supportive Housing on Neighborhoods and Neighbors*. U.S. Department of Housing and Urban Development, 2000.

consistent with the architecture of the neighborhood. The development required city council approval (as it utilized city funds, required the demolition of a poor quality structure which was located on the site, and required a variance for parking). Surrounding neighborhood residents were asked for input on and participated on planning committees related to the development from Cornerstone's initial, conceptual stages.

Attachment E provides an overview of regional Housing First programs.

Housing First in Boulder County

Based on Longmont Housing Authority (LHA) estimates and BSH data, approximately 79 chronically homeless individuals are being housed through a Housing First approach in Boulder County. Twenty-four chronically homeless people in the city of Boulder and up to 55 in the city of Longmont are housed through these two programs currently.

The Housing First program in Boulder County began in early 2000. Beginning as a pilot program, the Boulder County Housing First Program used Tenant Based Rental Assistance (TBRA, formula based HUD funding) vouchers to house about ten participants. More secure Supportive Housing Program funding (competitively awarded \$275,000 annually in HUD funds) replaced the TBRA funds in 2007 and has enabled the program to continue. Locally, the BSH also operates a Transition Program which provides housing and related supports for up to nine months. In addition, the BSH operates the county-wide emergency shelter, providing seasonal shelter for 160 individuals.

The Boulder County Housing First Program is managed by the BSH. Referrals for the Boulder County Housing First Program are received from local agencies that provide services to Boulder and Longmont's chronically homeless. BSH's case management team selects participants. Among the criteria for acceptance into the program are:

- Documented history of meeting HUD's definition of chronic homelessness;
- Desire to be housed;
- Desire to make life changes (required to participate in case management);
- BSH case managers' and referral agency staff assessment that potential participant is likely to succeed in the program (assessment of demonstrated behaviors necessary to be successful);
- BSH case managers' assessment that potential participant is vulnerable in their current living situation;
- Meet HUD criteria for selection (criminal background checks for all applicants which are assessed on a case-by-case basis -- people with histories of manufacturing or using methamphetamines and sex offenders are screened out); and
- Have income (pay 30 percent towards rent).

The program currently houses 26 participants in 24 scattered site apartments and has been at capacity since its inception. About half of its participants are from the Boulder area and the other half are from the Longmont area. Approximately 17 percent of the participants are women and 29 percent are Veterans. All pay 30 percent of their income toward rent.

Currently, Boulder County Housing First Program selects those most ready to successfully participate for the following reasons:

- HUD expectations of success (or improvement) reflected in required annual progress reports;
- Desire to wisely invest the community's limited resources on people who are more ready to succeed; thereby increasing the likelihood of individual and program success; and
- Lack of sufficient case management and treatment staff in the system to address those with greatest barriers to housing stability, who may require years of intensive treatment services.

Longmont Housing Authority

The Longmont Housing Authority (LHA) purchased The Suites in March, 2011 and began leasing units in June, 2011. While not yet fully leased, LHA anticipates that a diverse, hard-to-house homeless population will be housed in this 70-unit facility. Since many of the units are master leased through partner agencies, it is unclear at this time how many units will offer housing that is consistent with a Housing First approach.

Effectiveness and Outcomes of Housing First

Local Program

Boulder County’s Housing First Program reports the following outcomes for its current participants:

- 71 percent have remained in housing for at least two years (goal is 80 percent);
- 100 percent have increased skills (to live independently) or income (striving for financial independence - goal is 80 percent); and
- 95 percent report greater self-determination (for example, improvements in mental and physical health, reduced substance use, improved family relations, healthy food, healthy social support system, community involvement - goal is 80 percent).

In addition to ongoing tracking and reporting of participant progress, BSH sponsored a study in 2008 which followed ten initial clients in the program and found the following benefits to both program participants and the broader community:

| Activity | # Visits before housing | # Visits after housing |
|-----------------------------|-------------------------|------------------------|
| • Visits to detoxify | 78 | 15 |
| • Police contacts | 254 | 54 |
| • Visits to medical clinics | 219 | 73 |
| • Sheriff contacts | 629 | 36 |

Data collected for this study suggest emergency services cost estimates for the ten clients of the Boulder County Housing First Program of \$410,435 pre-housing and \$254,905 post-housing. This reflects a community-wide cost savings of 38 percent or \$15,553 per program participant.

Regional Programs

Social service and emergency services costs are reduced as fewer people who lived in or were at risk of becoming homeless secure housing. A 2006 Denver Housing First Collaborative study found detoxification visits decreased by 84 percent, days in jail decreased by 76 percent, emergency room and outpatient hospital visits decreased by 34 percent, inpatient hospital days decreased by 66 percent and shelter stays decreased by 100 percent. The Collaborative found total emergency cost savings that averaged \$31,545 per participant.⁵

Common Issues with Housing First Programs

The most significant challenges or barriers to providing Housing First programs for the chronically homeless in Boulder include: the requirement of significant front-end and ongoing investments in supportive services and in the provision of or construction of affordable housing units; lack of supply of affordable housing and building sites; and negative neighborhood perceptions of such projects.

Summary of lessons learned from other cities:

- Housing First is not a quick fix to ending homelessness;
- There is no “cookie cutter” approach to developing Housing First programs; programs should be organic to host communities;
- Housing First works if there is an adequate supply of affordable housing and funding for sustainable follow-up support services in the community;
- Housing First models must offer quality supportive services that are optional for residents;
- For programs housing chronically homeless populations, success relies on the relationships between participants and service providers and service providers and landlords and intensity of services provided (generally must be intense for the first 12-24 months or longer)
- Success is often not linear, but progresses irregularly with improvements often followed by setbacks;
- A single point of entry or coordinated intake results in better targeting of appropriate assistance and more efficient use of community resources;
- Identification of priority populations to be served is effective in targeting those most in need (vulnerability scales);
- Recruitment to Housing First programs should be through extensive and intensive multidisciplinary (police, mental health, homeless service provider) outreach teams;
- Education of and housing supports to participating scattered site landlords is critical, especially if supply of these affordable units is limited; and
- A critical element for housing stability is for participants to secure incomes (including entitlement benefits).

⁵ Perlman, J., Parvensky, J. *Denver Housing First Collaborative cost benefit analysis and program outcomes report*. Colorado Coalition for the Homeless, 2006.

Community Impacts

Several issues are consistently raised in communities regarding shelters, transitional living programs or Housing First type programs. Generally, the issues and concerns can be categorized as community impacts including reduction in property values, safety and crime in locations where these housing types are located. The neighborhoods in the north Boulder community have raised concerns regarding these issues as well as the density and distribution of affordable housing and programs such as the BSH and Housing First programs in the area. The following provides general information on the issues of property values and crime concentrations in the city. More in-depth analysis would be useful to fully assess these issues.

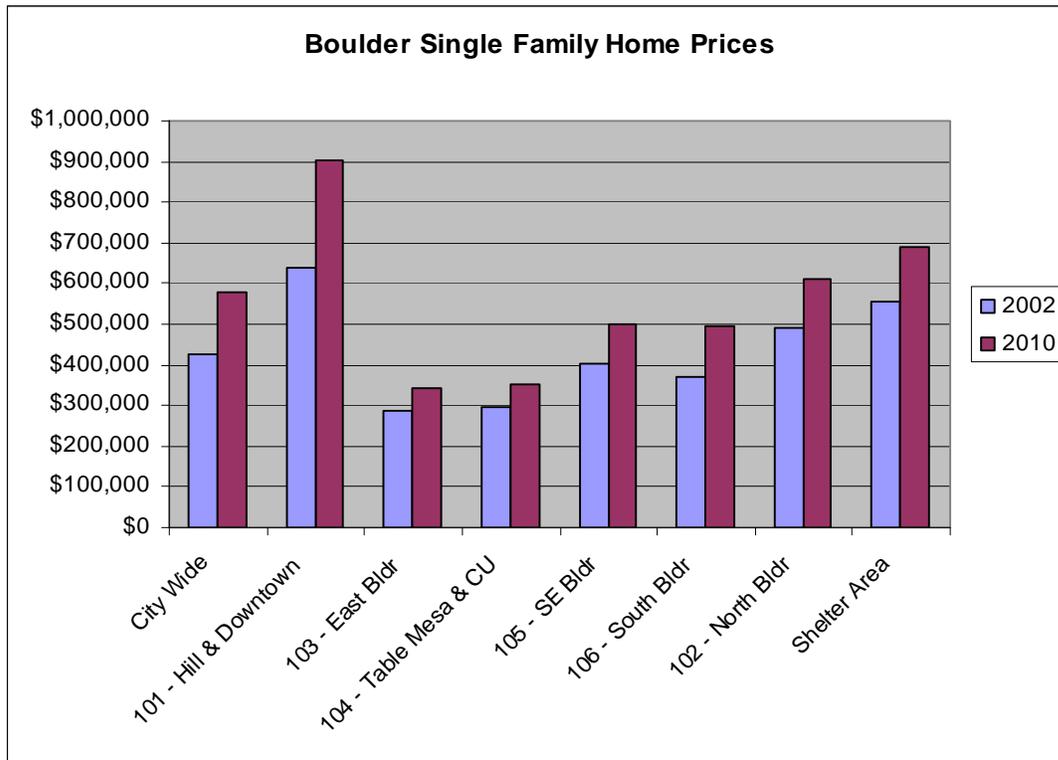
Property Values

National research indicates that residential properties within close proximity to a homeless shelter or Housing First units do not drive down residential property values (see footnote 5). Residential property values in close proximity to these facilities tend to be above average for those communities. It would be difficult to estimate the impact on property values in north Boulder, because the community has a very diverse mix of residential, commercial and industrial uses, all of which impact property value. Nevertheless, based on national research, it is likely additional Housing First units will not have a detrimental effect.

Using data from the Boulder County assessor's office (**Attachment F**), staff compared residential property values near the BSH to the home values in other neighborhood areas within Boulder and compared the values to the city as a whole. With the assistance of the County Assessor's office, staff analyzed property values within the established zones for 2002, the year preceding the construction of the shelter, and 2010, the last complete year of data.

In 2002, average property sales values for single-family homes in the neighborhood surrounding BSH (Broadway, 28th Street, Violet triangle on **Attachment F**) were \$553,924 - 30 percent higher than the city's single-family home average of \$426,302. Newer condominiums were 15 percent lower than the city's average for properties in the respective categories. In 2010, average property sales values for single-family homes in the neighborhood surrounding BSH were \$689,495 - 20 percent higher than the city's single-family home average of \$576,720. Newer condominiums were 19 percent higher than the city's average for properties in the respective categories. These benchmark years indicate that this area of the city had average property values higher than the city's average values in 2010. The charts below show single family home price changes and appreciation from 2002 - 2010.

Average Single Family Home Price Change 2002 – 2010



Average Single Family Home Appreciation 2002 – 2010

| | City Wide | 101 W. Central | 103 East Bldr | 104 T.Mesa & CU | 105 SE Bldr | 106 S. Bldr | 102 N. Bldr | Shelter Area |
|---------------------|-----------|-------------------|------------------|--------------------|----------------|----------------|----------------|--------------|
| 2002 | \$426,302 | \$639,973 | \$285,867 | \$294,704 | \$404,534 | \$369,701 | \$488,958 | \$553,294 |
| 2010 | \$576,720 | \$902,007 | \$343,910 | \$351,104 | \$501,900 | \$493,331 | \$612,568 | \$689,495 |
| Appreciation | 35% | 41% | 20% | 19% | 24% | 33% | 25% | 25% |

Crime Concentrations and Emergency Response

For general comparison purposes, **Attachments G and H** provided by Boulder Police and Fire Departments, provide information on crime concentrations from January 2011 through Sept. 15, 2011 and EMS incidents from 2005 to 2010 in the city. These do not provide information on specific neighborhoods or specific crimes or categories of emergency response. They do provide a picture of the city as a whole and areas within for comparative purposes. For crime concentrations, rates are low to moderate in the immediate vicinity of the BSH. For EMS incidents, on a scale of 1 to 5, with 5 being the most incidents per square mile, the area in the vicinity of the BSH ranked 2. For specific

neighborhoods, increase or decrease in specific crimes, or specific types of EMS response, a more detailed analysis should be completed.

Neighborhood Impacts of BSH and Housing First

Recent concerns expressed by the public related to the emergency shelter program include homeless adults loitering at the Rosewood underpass, sleeping and wandering through surrounding neighborhoods, riding the bus which makes others uncomfortable and concerns related to school children at the bus stops. BSH has provided the following information related to these concerns:

- BSH has reconvened its Good Neighbor Board to assist in identifying and addressing issues, as identified in the Shelter Management Plan.
- The Good Neighbor Board had ceased meeting due to lack of identified issues brought to BSH to address.
- BSH has conducted two neighborhood trash pickups and attended 14 HOA meetings in the past 30 days to listen to concerns.
- BSH Board of Directors has created an ad hoc committee to develop an action plan for addressing the concerns.
- Two BSH board members and staff met with a neighborhood representative of the Good Neighbor board.
- Boulder County Cares, the BSH's street outreach program, has been canvassing the north Boulder area each night for the past five weeks to better determine the location and scope of issues.

Similar issues have been raised about Housing First programs. BSH staff indicate case managers carry out regular visits to all Housing First clients so potential problems can be identified quickly. Occasionally, issues arise and they are worked out with landlords at these scattered site locations. BSH staff indicates they have not received any complaints regarding Housing First clients from the general public.

The North Boulder Alliance community group has submitted information for council consideration and is provided as **Attachment I**.

Zoning and Land Use

Prior to 1997, the city did not have any specific zoning regulations related to homeless shelters or related uses. Essentially, the BSH operated at its previous location at 4645 Broadway as a non-conforming use. The site was originally a hotel/motel use developed in the county and following Board of Supervisor approval in 1987, the hotel/motel use was converted to a homeless shelter. Three years later, the property was annexed to the city.

In 1997, a definition for temporary shelter uses and associated regulations were added to the Land Use Code with a requirement for 'Use Review' approval in certain zoning districts. Use Review is a discretionary review process that requires public noticing and ultimately, findings that the use would be compatible with its surroundings and would reasonably avoid negative impacts. Use Reviews are generally staff level, but staff decisions are subject to call up by any citizen or the Planning Board where if called up, a

public hearing would be required. Requests within residential zoning districts automatically require a public hearing. This reflects the current Use Review procedure.

In 2000, the BSH sought approval of a Use Review to open a new homeless shelter at 777 Broadway on University Hill. After an extensive review process, the Use Review application was denied by Planning Board. At a debriefing of the review, city council directed staff to consider changes to the Land Use Code that may more appropriately regulate such uses. In late 2000 through early 2001, a citizen work group was convened to discuss shelter uses and how they should be regulated. The outcome of this process was the creation of five new Use categories, which are defined differently than HUD definitions above, for zoning purposes:

- Addiction recovery facilities;
- Day shelters;
- Emergency shelters;
- Overnight shelters; and
- Transitional housing.

Ordinance No. 7132, which enacted the changes (see **Attachment J**), contains the definitions of the uses and the applicable regulations for each. These regulations remain in effect.

In essence, a tiered level of review from discretionary Use Review down to staff level Administrative Review for “conditional uses” was established for the uses and is based on potential for impact and the underlying zoning. The uses with the greatest potential for impact require Use Review along with preparation of a Management Plan (and School Safety Plans if a facility is within 600 feet of a school and plans to admit those under the influence of alcohol) to minimize impacts and a requirement to hold a Good Neighbor Meeting. The uses must also meet density and occupancy limits. For instance, Addiction recovery facilities, Overnight shelters and Day shelters may only be approved through Use Review in most residential or mixed-use zoning districts. Conversely, transitional housing, which is viewed more akin to conventional attached housing, is only required to be reviewed under the staff-level Administrative Review in all zoning districts except for Mobile Home or Agriculture zones. Unlike Use Review, Administrative Review applications are not subject to call up or public hearings. In business zoning districts, most of the uses may be approved as conditional uses through Administrative Review if the required criteria, the requirement for a Management Plan, and the Good Neighbor meeting are satisfactorily met.

After Ordinance No. 7132 went into effect, BSH received staff level Administrative Review approval to locate a new overnight shelter at its current location at 4869 North Broadway. This approval occurred in 2002 and was a staff level approval because of its location within a business zoning district where such uses are considered conditional uses. The same process applies to the recent consideration to locate a transitional housing facility, as a Housing First project, at 1175 Lee Hill Drive. This site, like the adjacent 4869 Broadway, is zoned BT-2, Business Transitional-2.

Boulder Housing Partners Update

BHP has provided an update on community outreach and site selection research related to the proposed Housing First project (**Attachment A**). The outreach update summarizes BHP's meetings and concerns from the community. The research into site selection for permanently supportive housing programs is consistent with best practices for programs providing supportive services. Key criteria include accessibility to public transportation, other social and case management services, and amenities of daily living. Success in remaining in permanent housing is dependent upon accessibility to needed services and supports which can help maintain stability.

Community correspondence regarding these issues and other concerns regarding the proposed Housing First project at Lee Hill and Broadway can be found in the city council office at the municipal building and on the city website at www.bouldercolorado.gov.

V. COUNCIL QUESTIONS

1. What questions does council have regarding Housing First or related programs?
2. Should criteria be established to guide decision making regarding the location of Housing First and similar programs?
3. What is city council role in the review process?
4. Does council agree with next steps?

VI. NEXT STEPS

Analysis of density and concentration of affordable housing or housing types in Boulder, land use and zoning issues, and development of criteria for locating projects would be future work programs, as directed by city council.

1. Staff will return to council for direction on next steps in 1st quarter 2012, after city council retreat in January 2012
2. Housing First tours to be scheduled by BHP in December or January 2012
3. Inclusionary Housing Rental Policies (impacts of IH on rental projects including density and distribution of affordable housing) scheduled for council on Feb. 21, 2012

Attachments:

- A. BHP Update and Resolution and Update
- B. Definitions
- C. National Housing First Programs
- D. Summary of Impact Studies
- E. Regional Housing First Programs
- F. Average Sale Prices 2002 vs. 2010
- G. Crime Concentrations 2011
- H. EMS Incidents 2005-2010
- I. North Boulder Alliance Attachment
- J. Ordinance 7132

Memorandum



To: Members of the City Council of the City of Boulder
Jane Brautigam, City Manager

From: Betsy Martens, Executive Director

Date: December 13, 2011

RE: **Supporting information for the City Council Study Session on December 13, 2011**

Summary

Boulder Housing Partners (BHP) has been working to address homelessness for many years. Most recently, BHP and the Shelter have been planning the development of a Housing First community at 1175 Lee Hill Road. As you know, at the November 14, 2011 BHP Board of Commissioners meeting, the Board adopted Resolution 15, formalizing and expanding its commitment to delay submission of a land use review application until the City's land use code regulations governing permanent supportive housing communities are either affirmed or changed. Additionally, BHP will continue to assess the suitability of other locations for Housing First communities and will share that information with City Council and staff. BHP will also seek City Council's endorsement of site selection criteria in order to guide the assessment of sites suitable for permanent supportive housing. A copy of the resolution was delivered to City Council under separate cover.

Consistent with Resolution #15 and in support of the City Council's discussions on December 13, 2011, BHP would like to provide some information describing (1) our outreach efforts to the community to date, and (2) the preliminary results of our research into site selection criteria best practices.

Neighborhood Outreach Efforts

Over the last two months, BHP has made a concerted effort to identify and understand public concerns regarding the development of 1175 Lee Hill. The project's manager, Shannon Cox Baker, and Greg Harms, executive director of the Homeless Shelter, have met one-on-one with several neighbors, as well as requested meetings with representatives from every known Holiday and Dakota Ridge homeowners association (HOA), and related groups. Below is a 2011 timeline of these events:

- April 5th Meeting with John Hinkleman, Dakota Ridge HOA
- April 6th Meeting with Aaron Brockett, Wild Sage HOA
- Meeting with Jim Walker, North Court HOA
- Meeting with Holly Holderby, Main Street North HOA
- May-August Developed neighborhood outreach plan
- September 29th Neighborhood outreach event at National Guard Armory
- October 18th Meeting with Todd Bryan, neighbor
- October 21st Meeting with Jim Hartman, neighbor
- Meeting with Kathy Stoltz, neighbor

- October 24th Silver Sage HOA meeting
Meeting with Jane Klein, neighbor
- October 25th Wild Sage HOA meeting
- October 27th Solar Row HOA meeting
- November 1st North Boulder Alliance meeting
- November 3rd Crescent Condos HOA meeting
- November 7th Harmony Haven HOA meeting
- November 8th Northstar HOA meeting
North Court HOA meeting
- November 11th Meeting with Hugh Walton, neighbor
- November 16th Garden Crossing HOA meeting
- November 30th Dakota Ridge HOA meeting
Sanitas HOA meeting
- December 1st Z-Park HOA meeting
- December 8th Studio Mews HOA meeting

Neighborhood Feedback: Based on the feedback from these meetings, BHP understands the north Boulder neighborhood’s primary concerns to be: (1) a saturation of affordable housing in north Boulder, at the expense of other uses, and its potential to negatively impact the neighborhood character; (2) the impact of transient homeless individuals in north Boulder on public safety and security; and (3) the potential for the proposed 1175 Lee Hill community to exacerbate these issues. While research and experience from across the country indicate the proposed project will not negatively impact the neighborhood character, nor will it contribute to the negative behaviors exhibited by the area’s transient population, BHP is working in collaboration with the Shelter, City staff, and neighborhood leaders to address these concerns.

Addressing Impacts of the Homeless in North Boulder: In response to concerns regarding the behavior of the homeless population in the north Boulder area, the Shelter has expanded its street outreach efforts with the assistance of Boulder County Cares. They are specifically targeting areas where neighbors are experiencing issues, such as camping and panhandling. Neighbors have been instructed to report any issues to Greg Harms at greg@bouldershelter.org. A copy of the Shelter's Management Plan has also been posted to our website. The Shelter has also met with, and has scheduled future meetings with, Beth Silverman from Mock Property Management regarding her concerns in the area.

The Shelter also reconvened a meeting of its Good Neighbor Board representatives on November 18, 2011. The meeting was attended by Greg Harms, two Shelter board members, and the neighborhood representative, John Hinkelman (Dakota Ridge). Jeff Kahn, a Shelter Board member, recently canvassed 18 area businesses in order to ascertain the degree to which homeless individuals were impacting their workplaces. The Shelter Board’s Neighborhood Sub-Committee assembled feedback from these meetings and is creating an action plan.

Addressing Concerns about the Development of North Boulder: BHP coordinated a tour of Lou Della Cava’s affordable housing projects on Yarmouth for neighborhood HOA leaders for Tuesday, Nov 22nd. The tour will be led by Kyle McDaniel, the project’s developer. Jeff Yegian (HHS) also attended. This tour provided an opportunity for neighbors to have their concerns about the increased development of affordable housing in north Boulder addressed.

BHP has also convened a meeting for December 2nd with a select group of HOA leaders to discuss ways to address their concern about the future development prospects for north Boulder. Per Resolution 15, our role in this effort is primarily to facilitate a dialogue between the City planning and housing staffs and the neighbors. BHP will provide a summary of the meeting's outcomes shortly thereafter.

Addressing Concerns about the Neighborhood Impact of Supportive Housing: In an effort to respond to Council's request for information about the impacts of supportive housing developments on surrounding neighborhoods, we have offered to coordinate a tour of three representative projects in Denver: CCH's Renaissance at Lowry Boulevard (located in a mixed-income, mixed-use, community – much like Holiday), RMHDC's Cornerstone Residences (adjacent to a shelter), and The 4th Quarter (primarily houses veterans, overcame fierce neighborhood resistance with city council support).

We have also posted links to the Supportive Housing Network of New York's research and information on our website. Scholars, government agencies, nonprofits and think tanks have conducted dozens of research projects on supportive housing. The following areas have generated particular interest among researchers: cost savings, mental illness, neighborhood impact, and veterans – to name a few.

Site Selection Criteria: When the Lee Hill property was identified as an ideal Housing First site it was based on the following characteristics: it is on the SKIP line; it is less than 2 miles from Boulder's social services campus; it allows optimal and easy access to employment and services; it is in a low crime/low poverty neighborhood; it has commercial neighbors on all four sides; its size accommodates the programming requirements; it has the right zoning; it is available in a time frame that fits with competitive funds for homeless housing and leverages other substantial funds; its nearest residential neighbor is 330 feet (one city block) from the property's front door; and BHP, as the management entity, has the maximum possible oversight.

In response to neighborhood concerns, and consistent with Resolution 15, BHP is assessing the suitability of other sites and actively engaged in site analysis. To that end, we have done a substantial amount of research about how other communities site their Housing First projects. There are several conditions that can impact a site search, not the least of which is the available inventory of appropriate sites and competition from other developers. Regardless of these challenges, the primary components of any site selection criteria – supportive housing or otherwise – are scale, housing type and construction, location, acquisition and development (rehab and construction) costs, zoning considerations, and community acceptance. Attached to this memo, is a consolidation of *supportive housing site selection criteria - best practices* that were assembled from geographically dispersed sources: three supportive housing programs, a nonprofit, and a planning commission. For comparison, we have demonstrated how the 1175 Lee Hill site compares to these criteria. We look forward to Council's feedback.

We have also conducted a preliminary investigation of municipal zoning ordinances governing supportive housing. We have researched the code requirements for siting and developing supportive housing in a cross-section of communities (e.g. Baltimore, Portland, Santa Barbara, and Denver). We have learned that the supportive housing requirements are the same requirements governing residential multifamily dwellings. The rationale for this is twofold: (1) supportive housing operates like any multifamily housing community (e.g. tenants abide by a lease agreement; there is no time limit on the length of stay, etc.), and (2) federal law prohibits zoning policies that discriminate against individuals with disabilities, which is typically a condition of supportive housing residency. Our findings also show that measures such as Good Neighbor Agreements are discretionary and applied on a case by case basis.

Conclusion: We hope you find this update and information helpful in anticipation of the Study Session on December 13, 2011. We are committed to this process, to our outreach efforts, and to the belief that a Housing First community in the City of Boulder will be a benefit to the entire community. We look forward to attending and participating in the Study Session and the process that follows in subsequent months.

DRAFT

ATTACHMENT A

**RESOLUTION #15
SERIES OF 2011**

**A RESOLUTION EXPRESSING COOPERATION WITH THE CITY IN
THE DEVELOPMENT OF 1175 LEE HILL, A HOUSING FIRST
COMMUNITY**

WHEREAS, the City of Boulder (City) and Boulder Housing Partners (BHP) first signed a Memorandum of Understanding (MOU) in 1999 describing the nature of the relationship between the entities and codifying the entities' commitment to work cooperatively to implement the City's housing goals; and

WHEREAS, BHP is the owner and developer of the property at 1175 Lee Hill where the plan to build a thirty-one unit apartment building for chronically homeless individuals has raised significant concern among the neighbors; and

WHEREAS, BHP is committed to developing a permanent supportive housing (PSH) community based on the Housing First model to address chronic homelessness in the city of Boulder; and

WHEREAS, the neighbors have expressed concern that the land use approval requirements, per the Boulder Revised Code, will pre-empt their opportunity to participate in the process on the project;

NOW THEREFORE BE IT RESOLVED by the Board of Commissioners of BHP that consistent with the MOU and in the spirit of cooperation that:

- . BHP will honor its original commitment to delay submission of a development review application until the land use regulations governing PSH communities are either affirmed or changed;
- . BHP will continue to assess the suitability of other locations for PSH communities and will share that information with City Council and staff;
- . BHP will seek endorsement by the City Council of site selection criteria in order to guide the assessment of alternate sites;
- . BHP will facilitate a meeting between north Boulder neighbors and City staff regarding future development in north Boulder;
- . BHP will encourage the Shelter take the lead in addressing homeless impacts in north Boulder, reporting their findings and recommendations to Council; and
- . BHP encourages the City to adopt a reasonable time frame for study, discussion and analysis to lead to a successful resolution of this issue so as to support this underserved population.

Adopted this 14th day of November, 2011

SEAL

Angela McCormick,
Chair, Board of Commissioners
Housing Authority of the City of Boulder

ATTEST:

BETSEY MARTENS
Executive Secretary

DRAFT

ATTACHMENT B

| Supportive Housing Site Selection Criteria - Best Practices | | SOURCE OF INFORMATION | | | | | | |
|--|-----|--|--|--|------------------------------------|-------------------------|---------------------------------------|--|
| INDICATOR | | Boulder Housing Partners - 1175 Lee Hill | Cuyahoga County Housing First Initiative - Cleveland, OH | Rural Alaska Community Housing Program - Anchorage, AK | Corporation for Supportive Housing | NYC Planning Commission | NYC - Supportive Housing Loan Program | |
| Accessible to public transportation | X | X | X | X | X | | | |
| Accessible to amenities (grocery store, pharmacy, bank, laundry, etc.) | X | X | X | X | X | | | |
| Accessible to employment and/or job training | X | | X | X | X | | | |
| Accessible to services (healthcare, case mgt, counseling, etc.) | X | X | X | X | X | X | | |
| Safe neighborhood | X | X | X | X | X | | | |
| Private outdoor community or recreation space | X | | X | X | X | | X | |
| Land is available at a reasonable price | X | | | | | | | |
| Site is an appropriate size (new construction) | X | X | | | | | | |
| Building size is contextual to the area | X | | | | | | X | |
| No environmental constraints (floodplain, toxic materials, protected species) | X | | | | | | | |
| Located in a residential area | X | X | | | X | | | |
| Located in a primarily non-residential area | X | | | X | | | | |
| Located on an arterial street | X | | | | | | | |
| Efficiency unit configuration for SRO (existing structure or new construction) | X | | | X | | | X | |
| Minimal rehab or construction costs | X | | | X | | X | X | |
| Zoning is by-right or conditional use | X | | | X | | X | X | |
| Compatible with (benefits from proximity to) nearby uses | X | | | | | X | | |
| Accessible to the target population | X | | | X | | | | |
| Density is relative to need, management capacity | X | | | X | | X | X | |
| Location contributes to (enhances) operational efficiency | X | | | | | X | X | |
| Able to cultivate neighborhood support | TBD | | X | | | | X | |
| Able to cultivate support of City officials, staff | TBD | | X | | | | X | |
| Consistent with plans adopted by local jurisdiction | X | | | | | X | | |
| Able to cultivate support from related agencies | X | | | | | X | X | |

Definitions

Assertive Community Treatment (ACT): ACT is a service-delivery model that provides comprehensive, locally based treatment to people with serious and persistent mental illnesses. Unlike other community-based programs, ACT is not a linkage or brokerage case-management program that connects individuals to mental health, housing, or rehabilitation agencies or services. Rather, it provides highly individualized services directly to consumers. ACT recipients receive the multidisciplinary, round-the-clock staffing of a psychiatric unit, but in their own home and community. For homeless clients, this can mean providing services on the streets or in shelters. To have the competencies and skills to meet a client's multiple treatment, rehabilitation, and support needs, ACT team members are trained in the areas of psychiatry, social work, nursing, substance use, and vocational rehabilitation.

Best Practice: A program, activity or strategy that has the highest degree of proven effectiveness supported by objective and comprehensive research and evaluation.

Chronic Homelessness: Unaccompanied homeless individual with a disabling condition who has either been continuously homeless for a year or more, or has had at least four episodes of homelessness in the past three years.

Co-Occurring Disorder (Dual Diagnosis): A diagnosis that describes both a mental health disability and a substance abuse disorder.

Disability: According to the U.S. Department of Housing and Urban Development, a person is considered to have a disability if the person is determined to have a physical, mental, or emotional impairment that: (1) is expected to be of long-continued and indefinite duration, (2) substantially impedes his or her ability to live independently, and (3) is of such a nature that the ability could be improved by more suitable housing conditions. A person is also considered to have a disability if he or she has a developmental disability as defined in the Developmental Disabilities Assistance and Bill of Rights Act (42 U.S.C. 6001-6006).

Emergency Shelter: Any facility with overnight sleeping accommodations, the primary purpose of which is to provide temporary shelter for the homeless in general or for specific populations of homeless persons. The length of stay can range from one night up to as long as three months.

Homeless Family: A family living in one of the situations described below (under "homeless person") that includes at least one parent or guardian and at least one child under the age of eighteen, a homeless pregnant woman, or a homeless person in the process of securing legal custody of a person under the age of eighteen.

Homeless Person: A homeless person is someone who is living on the street or in an emergency shelter, or who would be living on the street or in an emergency shelter without HUD's homelessness assistance. A person is considered homeless only when he/she resides in one of the following:

- places not meant for human habitation, such as cars, parks, sidewalks, abandoned buildings, on the street;
- In an emergency shelter;
- In transitional or supportive housing for homeless persons who originally came from the streets or emergency shelters; In any of the above places but is spending a short time (up to 30 consecutive days) in a hospital or other institution;
- Is being evicted within a week from a private dwelling unit and no subsequent residence has been identified and the person lacks the resources and support networks needed to obtain housing or their housing has been condemned by housing officials and is no longer considered meant for human habitation;
- Is being discharged within a week from an institution in which the person has been a resident for more than 30 consecutive days and no subsequent residence has been identified and the person lacks the resources and support networks needed to obtain housing; or
- Is fleeing a domestic violence housing situation and no subsequent residence has been identified and the person lacks the resources and support networks needed to obtain housing. (HUD definition)

Housing First: Housing First is an approach to ending homelessness that centers on providing homeless people with housing quickly and providing services as needed. What differentiates a Housing First approach from traditional emergency shelter or transitional housing approaches is that it is "housing-based," with an immediate and primary focus on helping individuals and families quickly access and sustain permanent housing. This approach has the benefit of being consistent with what most people experiencing homelessness want and seek help to achieve.

Permanent Housing: Housing which is intended to be the tenant's home for as long as they choose. In the supportive housing model, services are available to the tenant, but accepting services cannot be required of tenants or in any way impact their tenancy. Tenants of permanent housing sign legal lease documents.

Permanent Supportive Housing: Long-term community-based housing and supportive services for homeless persons with disabilities. The intent of this type of supportive housing is to enable special needs populations to live as independently as possible in a permanent setting. The supportive services may be provided by the organization managing the housing or provided by other public or private service agencies. There is no definite length of stay.

(PIT) Point-in-Time Count: A community's efforts to determine how many people are homeless on a given night. The Point-in-Time count usually includes, at a minimum, the number of persons who are staying in residential programs on that night but frequently

also includes some attempt at a street count. Since the count is done on one night, the possibility of duplication is limited.

Project-Based/ Single Site Housing: Project-based housing is defined as housing located in single buildings, typically owned by the housing and support services provider. This type of housing allows staff to provide a high level of supervision and offers the greatest latitude in responding to the challenges of housing its participants. Staff is typically located on-site and can respond immediately to issues that may arise. While this approach minimizes community integration and limits participant choices in housing, it can offer its residents more community support.

Scattered Site Housing: Scattered site housing is generally defined as low-density housing in buildings (less than 15 units per site) located in economically and racially diverse neighborhoods. The housing is usually provided through private landlords and management companies and tenants are party to standard leases. Except in places with very low vacancy rates and or high rental housing costs, scattered-site housing maximizes choice in housing for Housing First program participants.

Supported or Supportive Housing: Permanent housing with services. The type of services depends on the needs of the residents. Services may be short term, sporadic, or ongoing indefinitely. The housing is usually “affordable”, or intended to serve persons who are on an SSI income – which is \$552/month.

Supportive Services: Services such as case management, medical or psychological counseling and supervision, child care, transportation, and job training provided for the purpose of facilitating the independence of residents.

Ten-Year Plan – A strategic planning document developed by a locality, with vigorous encouragement from the federal Interagency Council on Homelessness, with the aim of ending “chronic homelessness” within the specified temporal parameters. See: Chronic Homelessness.

Transitional Housing: A program designed to provide housing and appropriate support services to homeless persons to facilitate movement to independent living within 24 months. (HUD definition)

National Housing First Programs

| Provider | Year Program Began | Program Scale ¹ | Populations Served | | Identification of Participants | Immediacy of Placement into Permanent Housing | Treatment Requirements | Approach to Services |
|--|--------------------|--|---|------------------------------------|---|--|--|---|
| | | | Diagnoses | Living on Streets | | | | |
| Pathways to Housing, New York City, NY | 1992 | <ul style="list-style-type: none"> 465 total enrollment 3 placements per month 6% turnover during 1st yr of placement | 90% dual diagnosis | 50% (50% institutional discharges) | Outreach teams from community agencies, hospitals, prison | Clients move immediately into a scattered-site apartment where Pathways to Housing holds the lease | No treatment requirements prior to enrollment; clients must agree to 2 home visits per month | Assertive Community Treatment (ACT) team with off-site services; low demand approach to substance abuse |
| Downtown Emergency Service Center, Seattle, WA | 1994 | <ul style="list-style-type: none"> 306 total enrollment 2-3 placements per month 6-7% turnover during 1st yr of placement | 10% substance abuse only, 40% mental illness only, 50% dual diagnosis | 30% | Case managers and self-referrals | Clients move from a transitional to permanent housing placement in one of three buildings; clients hold their own leases | No treatment requirements prior to or after enrollment | Modified ACT team with on-site services; low demand approach to substance use |
| REACH, San Diego, CA | 2000 | <ul style="list-style-type: none"> 250 total enrollment (200 in permanent housing, 50 in transitional housing) 2 placements per month 25% turnover during first year of placement | 30% mental illness only, 70% dual diagnosis | 80% | Street outreach | 20% of clients move into transitional housing prior to permanent placement, typically by choice; transitional housing is in the Metro Hotel, which may also serve as permanent housing for individuals who do not have Section 8 vouchers; clients hold their own leases | No treatment requirements prior to program enrollment; clients must meet with case manager twice a month | Modified ACT team; low demand response to substance use |
| Sunshine Terrace, Columbus, OH | 2001 | <ul style="list-style-type: none"> 130 total enrollment 16 placements per month 20% turnover during first year of placement | 20% mental illness only, 30% substance abuse only, 40% dual diagnosis | 10% | Outreach, shelters, street, hospitals, jail, veteran's commission | Some clients have transitional moves prior to permanent placement in an SRO owned by the Columbus Metropolitan Housing Authority; agencies that own the buildings hold the leases | No treatment requirement prior to or after enrollment | |

¹ Source: Pearson, C.L., Locke, G., Montgomery, A.E., Buron, L. *The Applicability of Housing First Models to Homeless Persons with Serious Mental Illness*. U.S. Department of Housing and Urban Development. 2007.

| Provider | Year Program Began | Program Scale ¹ | Populations Served | | Identification of Participants | Immediacy of Placement into Permanent Housing | Treatment Requirements | Approach to Services |
|---|--------------------|---|--|-------------------|---|--|--|---|
| | | | Diagnoses | Living on Streets | | | | |
| The Village, Los Angeles County, Long Beach, CA | 1999 | <ul style="list-style-type: none"> 400 total enrollment 8 placements per month 10% turnover during first year of placement | 100% mental illness | 100% | Streets, jail; members must be connected with a case manager to enter program | Clients may choose among a number of housing options, including transitional housing at hotels or shelters; clients held their own lease | No treatment requirements prior to or after enrollment | Community-based services that meet clients "where they are" |
| Community Housing Network, Columbus, OH | 1999 | <ul style="list-style-type: none"> 109 enrollment | All mentally ill, most dual diagnosis | Not available | Mental health agency, homeless outreach team, shelters | Clients move into permanent supportive housing in buildings owned by the agency | No treatment requirements prior to or after enrollment | Stages of change model to address substance use |
| Direct Access to Housing, San Francisco, CA | 1998 | <ul style="list-style-type: none"> 393 total enrollment 30-40 placements per month 33% turnover during first year of placement | 80% disables (substance abuse, mental health, medical disorders) | 90% | Street outreach teams, shelters, emergency department case management teams, primary care clinics, institutional settings | Immediate access to permanent housing in six facilities where the program holds the lease | No treatment requirements prior to or after enrollment | ACT teams with on-site services |
| Horizon House, Philadelphia, PA | 2003 | <ul style="list-style-type: none"> 40 total enrollment 5 placements per month No turnover during first year in placement | 100% dual diagnosis | 100% | Outreach teams, database of homeless | Client chooses among several scattered-site apartments and clients held their own leases | No treatment requirements prior to or after enrollment | ACT team with off-site services |
| Lamp Community, Los Angeles, CA | 1991 | <ul style="list-style-type: none"> 100 total enrollment 304 placements per month 1% turnover during first year in placement | 20% mental illness only, 80% dual diagnosis | 90% | Street and jail outreach, safe haven project | Client chooses to move direction into an apartment or to stay in the shelter first; client holds the lease for some housing locations and program holds the lease for others | No treatment requirements prior to or after enrollment | ACT team with on-site services |

Summary of Impact Studies¹

Research Highlights and References

1. Efficiency

- Permanent supportive housing results in cost savings to communities by reducing the use of public services.

Sample Studies

- Unpublished report studying the impacts of Housing First on service utilization trends of the chronically homeless participants of the Boulder County Housing First Program (2008). The researcher found the following benefits to both program participants and the broader community:

| Activity | # Visits before housing | # Visits post-housing |
|---------------------------|-------------------------|-----------------------|
| Visits to detox | 78 | 15 |
| Police contacts | 254 | 54 |
| Visits to medical clinics | 219 | 73 |
| Sheriff contacts | 629 | 36 |

Sennott, C., "Housing First: Investigating Client and Community Outcomes", University of Colorado at Boulder, Department of Sociology, Institute of Behavioral Science. 2008.

- Report published in the Journal of the American Medical Association found (2009):
 - Ninety-five chronically homeless individuals in Seattle, Washington, with severe alcohol problems had cost local and state governments a monthly average of \$4,066 (in jail bookings, days incarcerated, shelter and sobering center use, hospital-based medical services, publicly-funded alcohol and drug detoxification and treatment, emergency medical services, and Medicaid-funded services) in the year before being housed in permanent supportive housing units. After one year in housing, their average monthly cost of public services was reduced to \$958. Average monthly costs for housing first residents was an average of \$2,449 per month (or 53%) less than the average cost for the wait-listed control group after accounting for housing program costs.
<http://jama.ama-assn.org/content/301/13/1349.full>
- The Lewin Group, undertook an analysis of the costs of serving homeless individuals in nine U.S. cities (San Francisco, Los Angeles, Atlanta, New York City, Columbus OH, Chicago, Boston, Seattle and Phoenix) and found that a day in supportive housing costs significantly less than a day in a shelter, jail or psychiatric hospital (2004).
http://documents.csh.org/documents/ke/csh_lewin2004.PDF
- The Denver Housing First Collaborative conducted a cost benefit analysis of health and emergency services accessed by of a sample of its housing first residents during the 24 month period prior to entering the program and the 24 month period after entering (2006).The program used a Housing First strategy combined with assertive community treatment (ACT) services,

¹ Adapted from: Culhane D.P., Byrne. *Ending Chronic Homelessness: Cost-Effective Opportunities for Interagency Collaboration*. University of Pennsylvania Scholarly Commons, 2010.

providing integrated health, mental health, substance treatment and support services. The study found:

- An overall reduction in emergency services costs for the sample group.
 - Total emergency related costs for the sample group declined by 73 percent, or nearly \$600,000 in the 24 months of participation in the program compared with the 24 months prior to entry in the program.
 - Total emergency cost savings averaged \$31,545 per participant.
<http://documents.csh.org/documents/ResourceCenter/SysChgToolkit/CredibileData/DenverCostStudy.pdf>
- Other studies conducted by community-based entities throughout the country have found combined annual per person cost reductions for health and non-health services ranging from \$5,266 to \$43,045 subsequent to housing placement.
 - The collective evidence from academic research as well as practice-based studies demonstrates that placing selected, heaviest service using, and therefore most costly, chronically homeless individuals in permanent housing can yield cost savings, as service reductions more than offset housing costs.

2. Effectiveness

- There is strong evidence that permanent supported housing is an effective method for getting chronically homeless persons off of the streets, out of shelters, and into stable and satisfying housing arrangements.
- A number of studies, most of which focus on persons with serious mental illness, have found permanent supported housing to be more successful than alternative approaches in terms of improving residential stability among chronically homeless persons. Most evaluations have found housing retention rates of more than 80 percent (for a period of at least two years) of those placed in permanent supported housing. Moreover, tenants report satisfaction with their housing arrangements.
- Effectiveness of Housing First programs for program participants and communities is typically measured by retention rates (the length of time the participant lives in the housing) and, in the context of ten year plans to address homelessness, reductions in communities' chronically homeless populations. Other measures of program effectiveness include increased self-sufficiency and pro-social behaviors of participants and property values in the surrounding neighborhood. (See sections 3 and 4 below for property values and criminality.)

Sample Studies

- Staff of the Downtown Emergency Service Center in Seattle report that 75% of the highly vulnerable, typically chronically homeless people (with severe mental illness and co-occurring chronic addiction,) housed in their housing first units, retain their housing continuously for 2 years or longer. (Reduced use of crisis services and reduced consumption of alcohol is also reported for this population.) In addition, the nearly 800 units of permanent supportive housing provided through this organization, was successful in moving 533 homeless men and women off of King county streets in 2010.
- Staff of Central City Concern, report developing over 1,000 units of permanent supportive housing in Portland, Oregon since 2003. They report housing 1,039 chronically homeless individuals and 770 homeless families with children (about half of whom were high emergency service users). In addition, the number of chronically homeless women reduced from 749 counted in 2005 to 360 in 2007.
- Staff of Santa Monica's, Ocean Park Community Center's Housing First program report that in the last 5-6 years the program has had a 94% retention rate. In addition, since 2008, 98 of the town's 446 most visible and vulnerable homeless are now in permanent supportive housing.

3. Neighborhood Property Values

Sample Studies

- A HUD commissioned study of the impacts of supportive housing on property values and crime rates in Denver, Colorado was conducted by the Urban Institute of Washington, DC (1999). The study examined whether sales prices of single family homes, crime rates and quality of life were adversely affected by proximity to supportive housing sites. The researchers found increased values of single-family homes within 501-2,000 feet; no effect on the rates of violent, property, criminal mischief, and total crime reports within 2,000 feet; and increased rate of disorderly conduct crime reports within 500 feet. When the data were examined for each site separately, they tentatively suggested that: the boost to home prices near supportive facilities occurred in low-value but rapidly appreciating, heavily minority neighborhoods; declines in home prices can occur in certain situations (in the most affluent, predominantly White-occupied neighborhood and the other in a modestly-valued, high-density core neighborhood with Hispanics comprising a quarter of the residents; and larger supportive facilities have greater apparent impacts on disorderly conduct reporting rates, and this relationship appears stronger in lower-valued and Hispanic neighborhoods).

Focus groups conducted with neighbors about quality of life impacts found that when operators of supportive housing facilities seem able to address issues of concern effectively (physical condition of the neighborhood, the presence of numerous or poorly-kept rental properties, social cohesion, increased traffic, and public safety), the supportive housing facility becomes virtually “invisible” to nearby homeowners as a major determinant of their neighborhood quality of life. The study concluded that fears commonly expressed by residents faced with the prospect of a supportive housing facility being developed nearby are generally unfounded, especially when done on a small scale and when effectively managed.

<http://www.huduser.org/portal/publications/suppsvcs/support.html>

- New York University’s Furman Center for Real Estate & Urban Policy conducted a rigorous, large-scale examination of the impacts of approximately 7,500 units of supportive housing created in New York City over the past twenty years had on surrounding property values (2008). The research revealed that the prices of properties closest to the supportive housing (which are the properties opponents of supportive housing claim are most likely to be affected by the development) increase in the years after the supportive housing opens, relative to other properties located in the neighborhood but further from the supportive housing. Prices of properties 500 to 1,000 feet from the supportive housing may fall somewhat while the buildings are being built and as they open, but then steadily increase relative to the prices of properties further away from the supportive housing but in the same neighborhood.

http://furmancenter.org/files/FurmanCenterPolicyBriefonSupportiveHousing_LowRes.pdf

- The Wellesley Institute tested the value of supportive housing and found that property values are unaffected by the existence of the supportive housing buildings studies (in fact, values had increased in the period considered). The study also found that crime rates did not increase (but, rather, had decreased during the study period). Furthermore, supportive housing residents were found to contribute to local businesses, add to the vibrancy of the neighborhood, and contribute to the friendliness amongst neighbors (2008).

http://www.wellesleyinstitute.com/research/affordable_housing_research/the-impact-of-supportive-housing-community-social-economic-and-attitude-changes/

- A study of the impact of Project H.O.M.E. (Housing, Opportunities for Employment, Medical Care, and Education) on Philadelphia neighborhoods found a link between neighborhoods in

which there is Project H.O.M.E. housing and property price appreciation in excess of the city's historical average (2008).

<http://www.projecthome.org/pdf/news/76.pdf>

- A study of three supportive housing developments in Fort Worth, Texas, found that neighborhoods surrounding the developments increased in value in the periods of study (200-2004 and 2004-2008). The largest property value increases for neighboring properties were for those parcels within 500 feet of a permanent supportive housing development. City of Fort Worth staff, in personal communication, indicated that this pattern has held over the 2008-2011 period.
http://www.fortworthgov.org/uploadedFiles/Homelessness/Homelessness/090902_report.pdf

4. Safety/Criminality

Sample Studies

- Staff of Eugene, Oregon's Inside Program, reported an 86 percent success rate (reductions in admission to hospitals and correctional services) from 2008 to 2011.
- A study conducted in New York City used administrative data from seven public service systems to analyze utilization of public shelters, public and private hospitals, and correctional facilities in the two years prior and subsequent to placement in supported housing. Persons placed in housing significantly reduced their utilization of shelters and spent less time incarcerated, creating substantial non-health cost offsets. Moreover, the study did not include additional public costs such as the courts and transportation to emergency departments which, had they been considered, would have further increased the non-health cost offsets resulting from supported housing.
http://repository.upenn.edu/cgi/viewcontent.cgi?article=1067&context=spp_papers&sei-redir=1#search=%22Housing%20Policy%20Debate%20Culhane%2C%20Metraux%20%26%20Hadley%202002%20Public%20service%20reductions%20associated%20placement%20homeless%22
- A study of the extent to which proximity to supportive housing facilities in Denver affects crime rates found that developers paying close attention to facility scale and siting can avoid negative neighborhood impacts and render their supportive housing invisible to neighbors (2002). The researchers focused on facilities likely to be most feared because of crime -- those serving the mentally ill and recovering substance abusers (among others). For all facilities, including those housing more threatening clientele, there were no significant increases in the rates of any categories of reported crime (total, violent, property, disorderly conduct, or criminal mischief offenses). These figures were based upon crimes that occurred within 2,000 feet of a supportive housing facility after it was developed. However, the sample of larger facilities (housing 53 or more residents) found statistically significant increases in total and violent crime reports within 500 feet and criminal mischief within 501 to 1,000 feet after opening. The statistical and focus group evidence suggested that it was not the residents of these large facilities who were perpetrators of crime. Rather, the evidence suggested that large facilities attracted more crime because they provided a mass of prospective victims and/or eroded the perception of the neighborhood that they could influence what happened in public spaces around large facilities. Finally, the researchers concluded that, when operators of supportive facilities are able to address neighborhood quality of life issues effectively, the supportive housing facility apparently becomes virtually invisible to nearby homeowners.
<http://www.hocmc.org/news/pdf/UrbInst.pdf>

5. Cost of Housing First Programs

Sample Study

- Permanent supported housing programs require investment. A housing subsidy can cost as much as \$8,000 per year, and support service costs for chronically homeless persons with mental illness are generally in the range of \$6,000 to \$12,000 average annually (with variations in client costs from year to year). In comparison, if a high user of emergency services continually cycled through the system of services, their average annual cost to the community has been calculated to be \$48,792 in Seattle and \$43,289 in Denver.
http://repository.upenn.edu/cgi/viewcontent.cgi?article=1151&context=spp_papers&sei-redirect=1#search=%22Culhane%2C%20D.%20%26%20Byrne%2C%20T.%20%282010%29.%20Ending%20chronic%20homelessness%3A%20Cost%E2%80%90effective%20opportunities%20interagency%22

6. Appropriate Levels of Concentration and Distribution

Sample Study

- An unpublished thesis reported in a City of Vancouver review of research examining the actual and perceived impacts of health and social services on communities (2005). The author explored the intense opposition of a neighborhood to the development of a ten bed residential facility in Victoria, B.C. The author explored the contention that locating a number of group homes and/or institutions uses on the same block or within a few blocks of one another could prove incompatible with a residential neighborhood and could alter the perception that residents have of their neighborhood. The notion of a “tipping point” or saturation level was not supported by the reviewed studies.
<http://vancouver.ca/commsvcs/socialplanning/initiatives/snrf/pdf/impacts05powell.pdf>

Summary

Both academic and non-academic studies have demonstrated benefits of housing first programs to program participants and to communities. Studies universally report reductions in inpatient hospitalizations, emergency room visits and utilization of other expensive acute services subsequent to placement in permanent supported housing. *The primary implication of these studies is that the costs of supported housing for chronically homeless persons can be offset, either partially or totally, by acute care service reductions in this targeted population.*

Summary of Studies on the Impact Of Supported Housing on Health Services Utilization and Costs

| Study Location | Study Description | Impact of Housing |
|--|---|--|
| Seattle | Tracked acute service use of 95 homeless chronic public inebriates placed in permanent supported housing | In one year after entering housing: -41% drop in Medicaid charges -19% drop in EMS paramedic interventions -42% fewer days in jail -Monthly cost offset of \$2,449 per person |
| New York City | Used administrative data to track the acute care services use of nearly 5,000 homeless persons with severe mental illness prior and subsequent to housing placement | In two years after entering housing: -95% of housing costs offset by acute service reductions -89% of reductions due to declines in inpatient health expenditures -40% drop in Medicaid reimbursed inpatient days -\$4.5 million drop in amount billed to Medicaid |
| Connecticut | Evaluation of Connecticut Supported Housing Demonstration Program that examined services use of 126 tenants who received Medicaid-covered services and stayed in housing for 3 years | In three years after entering housing: -71% decrease in the average Medicaid reimbursement per tenant using medical inpatient services |
| Multi-site: San Francisco, San Diego, New Orleans, Cleveland | Experimental study tracking health and mental health services use, shelter and jail stays of 460 homeless veterans randomly assigned to supported housing, intensive case management only, or standard VA care conditions | Due to a cost offset, the net cost of the supported housing condition was about \$2,000 per unit annually |
| San Diego | Examined the mental health services utilization costs by tenants in a housing program in San Diego for persons with serious mental illness prior and subsequent to housing placement | In two years after entering housing: -41% decline in per person cost of inpatient and emergency mental health services |
| San Francisco | Used administrative data to examine the impact of permanent supported housing on acute public health services by 236 homeless adults with mental illness, substance use disorder, and other disabilities | In two years after entering housing: -56% decrease in overall number of emergency department visits -Significant reduction in likelihood of being hospitalized -Significant decrease in average number of hospital admissions per person |
| Chicago | Examined health services use of 407 homeless persons with a chronic medical condition randomly assigned to supported housing or usual care conditions | In 18 months after entering housing: -Compared with usual care group, permanent supported housing group had fewer hospital days, fewer emergency department visits and used half as many nursing home days |
| Denver | Tracked service utilization of 19 chronically homeless adults with disability two years before and after placement in supported housing | In two years after entering housing: -34% fewer ED visits -40% fewer inpatient visits -82% fewer detoxification visits -73% drop in ED costs -66% drop in inpatient costs -Average savings of \$31,545 per person over 24 month period |
| Maine | Compared service utilization of 163 homeless persons with disabilities in rural Maine in the six months prior and six to twelve months subsequent to housing placement | In six months to one year after entering housing: -79% drop in cost of psychiatric hospitalizations -14% drop in ED -32% drop in ambulance transportation -4% drop in inpatient health care hospital costs -Annual cost savings per person of \$1,348 |

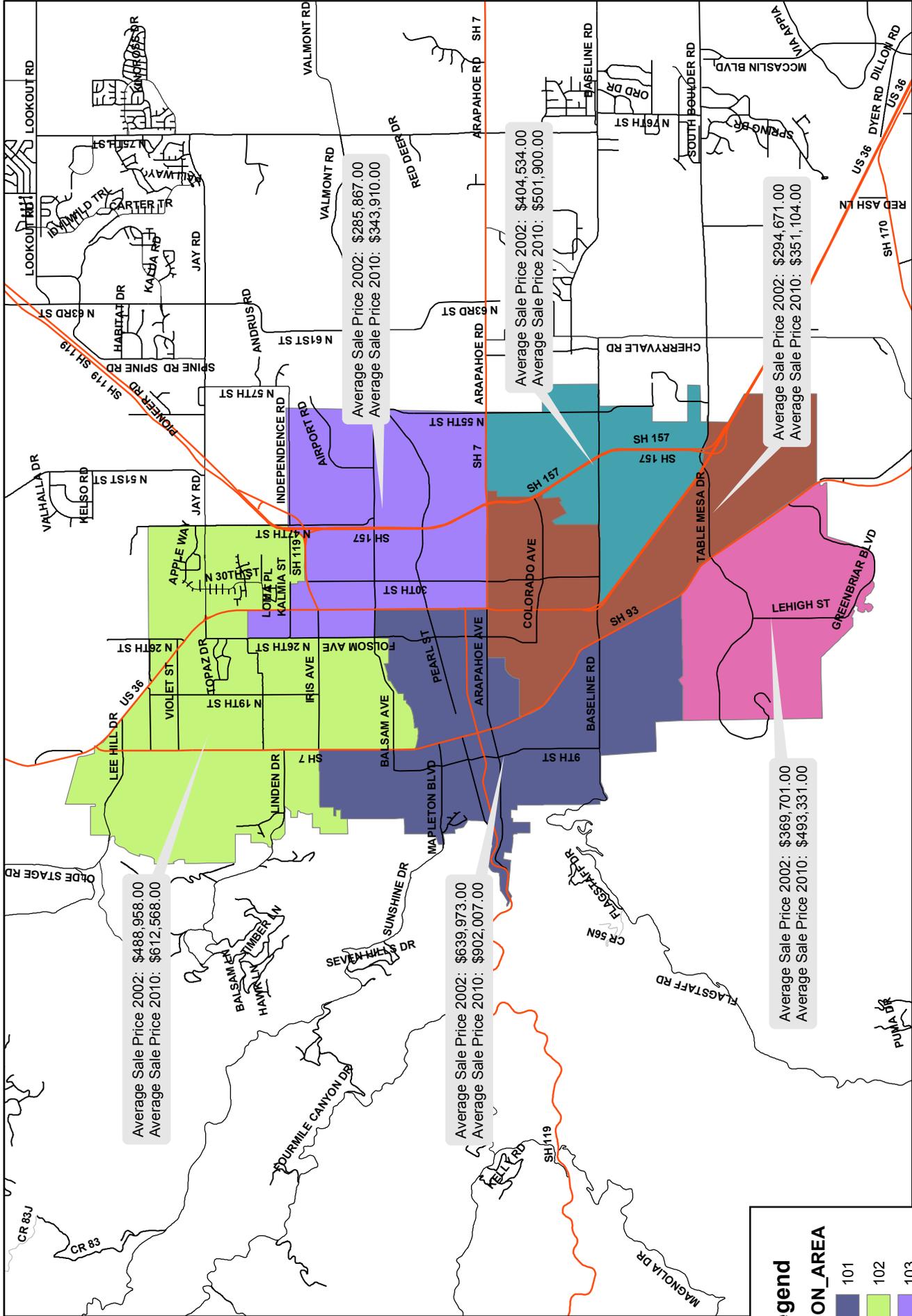
Regional Housing First Programs

| | Program | Number Served/Type of Service | Population Served | Criteria for Selection | Scattered Site/ Project-Based/ Project-Based with Mixed | Impacts/Effectiveness |
|----------------|------------------------------|--|--|--|--|---|
| National Model | National Model | <ul style="list-style-type: none"> -rapid re-housing into permanent supportive housing (rapid re-housing) with support services offered (but not required) -financial assistance to secure rapid re-housing (into permanent housing; support services offered as needed) | <ul style="list-style-type: none"> -chronically homeless individuals and families (according to HUD's definition, homeless for a year or more or four or more episodes of homelessness in past three years; and one or more disabling conditions) -homeless individuals and families staying in shelters/evicted | <ul style="list-style-type: none"> -high users of public/emergency services -most vulnerable (community vulnerability survey scoring prioritized list) | <ul style="list-style-type: none"> -nationally, all models offered, maximizing participant choice -financial assistance to rapidly re-house individuals and families typically in scattered site | <ul style="list-style-type: none"> Nationally- Rapid Re-housing of Chronically homeless -housing retention rates of 85% or more -significant reductions in use of acute care and other public emergency services and related expenditures -improved health, well-being and stability Rapid Re-housing of Shelter Occupants/Evicted -lower cost intervention (often one time shallow subsidies only) -diversion from expensive emergency shelter system -improved health, well-being and stability |
| Boulder County | Boulder County Housing First | 26 individuals, 24 permanent supportive housing apartments | <ul style="list-style-type: none"> -chronically homeless (individuals with documented disabling condition – homeless for 1 year+ or 4 times in past 3 years -4 (17%) women, 20 (83%) men -7 (29%) Veterans -about 50% are Longmont and the other 50% are Boulder residents | <ul style="list-style-type: none"> -desire to be housed -desire to make change (required to participate in case management) -demonstrated behaviors necessary to be successful in program -documented history of homelessness -vulnerable (per case manager assessment) -income (pay 30% towards rent) -criminal backgrounds assessed on case-by-case basis (methamphetamine users/manufacturers and sex offenders screened out) -referrals from BC service agencies attesting to potential client | -scattered site | <ul style="list-style-type: none"> residential stability – 71% increased skills & income – 100% greater self-determination – 95% |

| | Program | Number Served/Type of Service | Population Served | Criteria for Selection | Scattered Site/ Project-Based with Mixed | Impacts/Effectiveness |
|----------|---|---|---|---|---|--|
| Longmont | <p>Longmont Housing Authority – The Suites (motel purchased by LHA in March, 2011, began leasing in June, 2011)</p> | <p>70 units -55 permanent supportive housing units (balance, transitional housing) -some master leased by homeless partner agencies: MHP, Probation, Safe Shelter, OUR Center, Critical Housing Opportunities -19 directly leased to LHA, many tenant based vouchers</p> | <p>-diverse population, few eligibility restrictions: -homeless clients of partnering agencies, voucher holders (HCV, Supportive Housing Program, Shelter + Care Program) -some hard to house; employed, disabled, families, individuals, etc. – undetermined number meet housing first criteria -permanent supportive housing</p> | <p>-low income (30 and 50% AMI) -referrals from Integrated Treatment Court, Mental Health Partners, Center for People With Disabilities, OUR Center, Child Protective Services</p> | <p>-project-based with mixed</p> | <p>New project; effectiveness not yet assessed</p> |
| Denver | <p>Colorado Coalition for the Homeless (CCH); Denver Housing First Team and 16 Street Housing First Team</p> | <p>(currently) 180 vouchers allocated by the two teams: 60 Supportive Housing Program vouchers & 120 Shelter Plus Care Denver Housing First vouchers ; both allocated to individuals who meet HUD definition of chronically homeless for permanent supportive housing</p> | <p>-chronically homeless individuals with diagnosed disabilities</p> | <p>-desire to be housed -3rd party verification of chronic homelessness -criminal backgrounds assessed on case-by-case basis -referred by various sources, primarily street outreach -target the most vulnerable (may utilize vulnerability index as tool to assess)</p> | <p>-housing choice model including agency developed units and market units -scattered site (some CCH owned and some privately owned apartments) -two contacts per month required (no case management requirement)</p> | <p>--94.6% housing stability after 1 year; - 77% reduction in per person cost including: * 77% reduction in incarceration * 64% reduction in ER visits * 41% reduction in in-patient hospitalization</p> |
| Denver | <p>CCH; Dual Disorder Treatment Team of Denver Housing First</p> | <p>50 vouchers -permanent supportive housing</p> | <p>-chronically homeless with dual diagnoses</p> | <p>-desire to be housed -3rd party verification of chronic homelessness -criminal backgrounds assessed on case-by-case basis -referred by various sources, primarily street outreach -target the most vulnerable (may utilize vulnerability index as tool to assess)</p> | <p>-housing choice model including agency developed units and market units -scattered site (some CCH owned and some privately owned apartments) -two contacts per month required (no case management requirement)</p> | <p>--94.6% housing stability after 1 year; - 77% reduction in per person cost including: * 77% reduction in incarceration * 64% reduction in ER visits * 41% reduction in in-patient hospitalization</p> |

| | Program | Number Served/Type of Service | Population Served | Criteria for Selection | Scattered Site/ Project-Based/ Project-Based with Mixed | Impacts/Effectiveness |
|---------------|-----------------------------------|---|--|--|--|---|
| Denver | CCH, Substance Treatment Services | 71 vouchers -permanent supportive housing | -100% homeless -100% with substance abuse disorder -70% chronically homeless -70% with cooccurring severe and persistent mental illness | -desire to be housed -3 rd party verification of chronic homelessness - criminal backgrounds assessed on case-by-case basis -referred by various sources, primarily street outreach -target the most vulnerable (may utilize vulnerability index as tool to assess) | -housing choice model including agency developed units and market units -scattered site (some CCH owned and some privately owned apartments) -two contacts per month required (no case management requirement) | --94.6% housing stability after 1 year; - 77% reduction in per person cost including: * 77% reduction in incarceration * 64% reduction in ER visits * 41% reduction in in-patient hospitalization |
| | Fourth Quarter Partners | 36 unit apartment complex; 28 of which are Denver's Road Home units permanent supportive housing | -chronically homeless veterans | -must apply through VA hospital application and screening process -variable priority chronically homeless subpopulations -low income (up to 40% AMI) -no registered sex offenders -other landlord screening criteria may apply | -project-based with case management services provided by VA | New project; effectiveness not yet assessed |

Average Sale Prices 2002 vs 2010

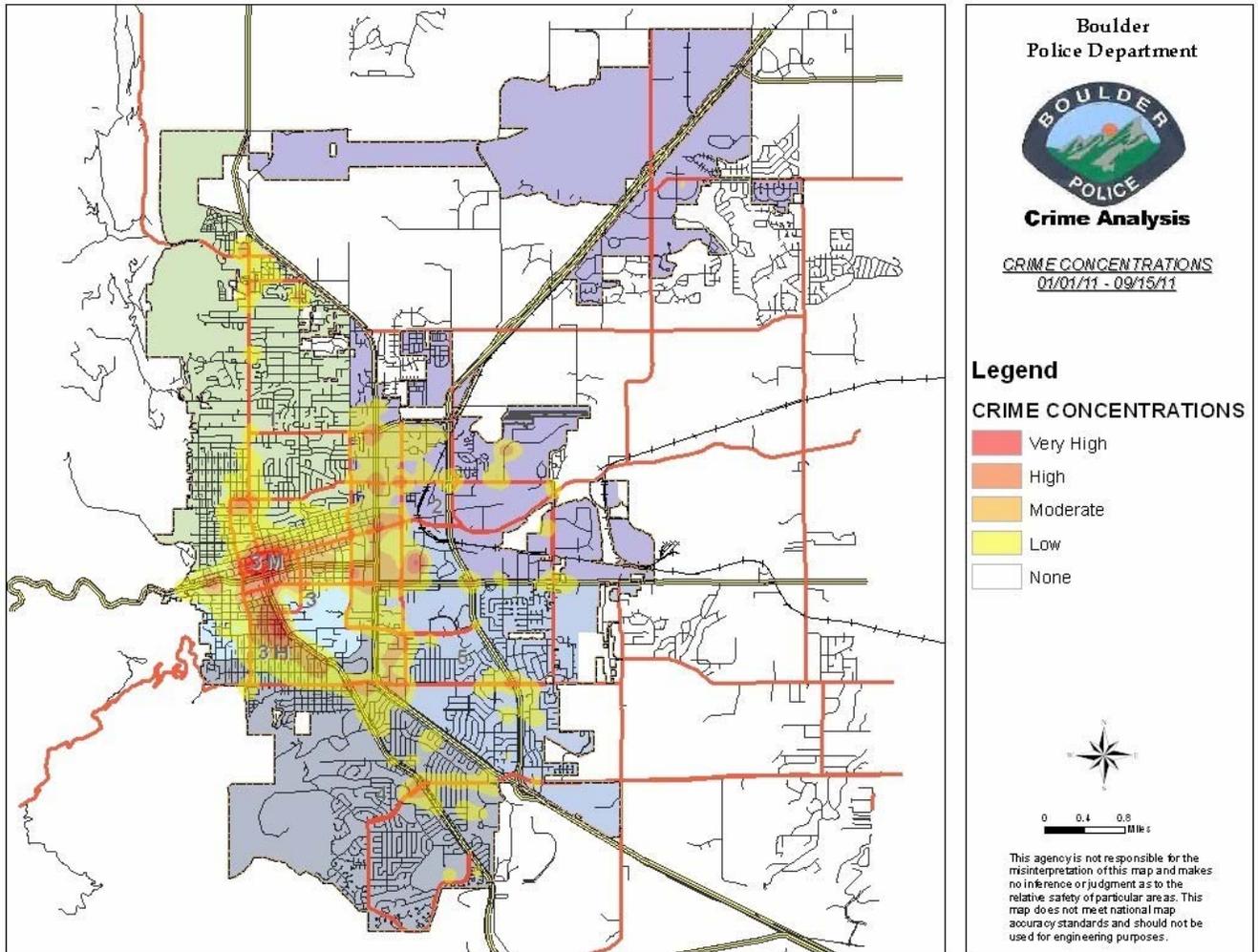


Legend

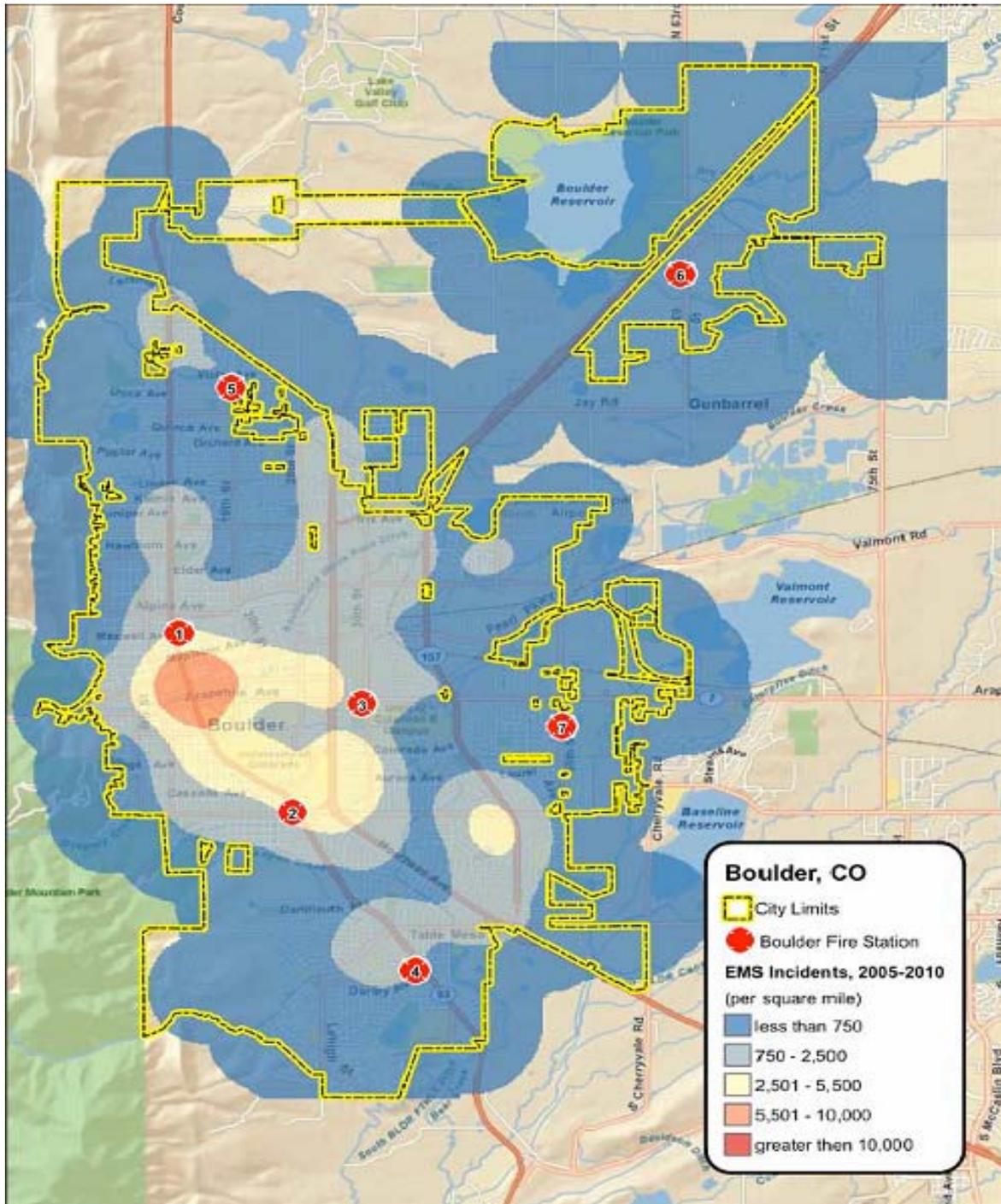
| ECON_AREA | Color |
|-----------|--------------|
| 101 | Dark Blue |
| 102 | Light Green |
| 103 | Light Purple |
| 104 | Dark Purple |
| 105 | Light Blue |
| 106 | Light Purple |

DISCLAIMER
 This map is for illustrative purposes only, and is not suitable for parcel-specific decision making. The areas depicted here are approximate. More site-specific studies may be required to draw accurate conclusions.
 Map Created October 17, 2011

Crime Concentrations 2011



EMS INCIDENTS 2005 - 2010



NORTH BOULDER ALLIANCE

Preserving the integrity of our community as it grows.

Tel: (303) 444-5757

www.northboulderalliance.com

December 1, 2011

***ATTACHMENT TO PACKET
DECEMBER 13, 2011 STUDY SESSION- CITY COUNCIL***
Honorable Members of the Boulder City Council
Jane Brautigam, City Manager
Karen Rahn, Housing and Human Services
P.O. Box 791
Boulder, CO 80306
RE: 1175 Lee Hill Road Chronically Homeless Facility

Dear Sir/Madam:

The North Boulder Alliance respectfully submits the attached information for your consideration during the City Council's study session on December 13th, 2011.

Thank you for the opportunity to tell our side of the story. We represent many of the residents and businesses in North Boulder who believe neither the City nor Boulder Housing Partners have carefully weighed the long-term impacts of concentrating so many homeless facilities in one area.

We are hopeful, that by studying the actual impacts of current governing law, the City of Boulder will begin to broaden the scope and requirements for siting these projects in the future.

Thank you for all you do on behalf of the residents of Boulder.

Sincerely,

North Boulder Alliance Members

EXECUTIVE SUMMARY

The North Boulder Alliance Attachment covers FIVE sections. They are:

1. Housing First Principles

Provides an overview of the Housing First principles intended to help the homeless live as independently as possible and to speed their reintegration into the community.

2. Suggestions for Housing First Facility Site Selection Criteria

Highlights some of the critical criteria considerations and their apparent contradiction with the 1175 Lee Hill proposed project.

3. Current Interface of the North Boulder Residential/Business Community with the Boulder Homeless Population

Summarizes the history and neighborhood impacts of the existing Boulder Shelter for the Homeless.

4. Lack of Oversight for the Proposed Background Checks and Caseworker Services

Defines a few topics in the on-going process of discovery by NBA that has led to flaws in the Boulder Housing Partners' plans for 1175 Lee Hill Drive.

5. Summation of Concerns

Highlights the concerns that are substantiated by research and diligence.

6. North Boulder Alliance: Requests for Action

North Boulder Alliance's recommendations for immediate and future action.

HOUSING FIRST

vs.

BOULDER HOUSING PARTNERS' PROPOSED 1175 LEE HILL PROJECT CONCEPT

The Statutory Origins of “Housing First”

Although the plight of the chronically homeless has taken on increased urgency, due in large part to the deteriorating economic conditions of the past decade, the impetus to assist this demographic dates back to 1987. Congress and the US Department of Housing and Urban Development (HUD) have encouraged the development of permanent supportive housing for the homeless people since the inception of the McKinney-Vento Act in 1987.

The McKinney-Vento Act, under its Supportive Housing Program (SHP), provides for a variety of HUD housing options to help stabilize the lives of homeless people, including emergency, transitional and permanent supportive housing. These housing options are intended to help persons access the various supportive services to “become more independent” and to live as “independently as possible”. With the statutory goal defined as a client’s (relative) autonomy and independence, it is paramount that the housing providers (i.e. Boulder Housing Partners) “assist in (that) goal and provide environments in which this progress can take place”.

By law, HUD’s permanent supportive housing programs for the homeless are designed to serve persons who are seriously mentally disabled and who have chronic problems with alcohol, drugs or both. The inclusion of supportive services for substance and alcohol abuse presumes that clients will be actively using drugs/alcohol at program entry. This seeming contradiction between public policy preference for abstinence and the realities of the chronically homeless population has culminated in the creation of what Congress has called “safe haven” policies and “low demand” programs. These “low demand” programs (i.e. Housing First) are a departure from the continuum of care model and are designed to “do anything to engage chronically homeless people, maintain them in housing and presumes acceptance that (some entering the program) have not agreed or are unable to stop an existing addiction.”

The Practical Origins of Housing First and the Scattered Site Approach

Pathways to Housing, founded by Sam Tsemberis in 1992, is accredited as the originator of the Housing First model. Pathways to Housing is also a proponent of the “scattered site” model where single unit apartments are scattered throughout a community to promote “a sense of home and self-determination.” According to its founder, this approach also “helps speed the reintegration of Pathway’s clients into the community” and generally promotes HUD’s goals of autonomy and independence.

An excerpt from an article written by the Hazelden Foundation in 2010 entitled: Housing First: The Pathways Model to End Homelessness for People With Mental Illness and Addiction” highlights why many Housing First providers prefer the scattered site model:

“Pathways for Housing First (PHF) rents suitable, affordable, decent apartments from property owners in the community. Apartments are rented at fair market value and meet government housing quality standards. This housing model-known as “scattered site independent housing”- honors clients' preferences such as choosing apartments in neighborhoods with which they are familiar. The PHF program does not own any housing. Instead, either directly or through collaboration with another provider, PHF obtains affordable apartments and provides a rent subsidy

on its clients' behalf. (Naturally, some housing and neighborhood choices are restricted by affordability of neighborhoods and units). “

The Pathways program limits leases to no more than 20 percent of the units in any one building. (The percentage may be higher for suburban or rural clients living in small multi-family units.) This "scattered-site" feature of the housing model helps ensure that at-risk populations are not all housed together in one building but are integrated into their communities. In this model, clients don't move into a ready-made unit of a housing program—they move into their own apartments in the neighborhood of their choice. Clients are quick to recognize and appreciate the enormous difference between these two approaches, and they become immediately invested in keeping the apartments and turning them into homes. They also become invested in themselves.

Enormous changes take place when clients move from being homeless to having a place of their own. They place a high value on having their own place and become highly motivated to keep it. Some people spontaneously begin to work on their sobriety and seek treatment as a way of improving their own well being, thereby increasing their chances for successful tenure. This positive outcome is worth emphasizing for PHF, especially given how determined traditional providers are about insisting on sobriety *before* housing.

Another remarkable outcome of the scattered-site model, according to Pathways, is its commitment to social inclusion. The other tenants in the building provide a normative context for neighborly behavior that helps PHF clients participate in community living in ways that, for some, had never before been available.

According to Pathways, this model also allows rapid start-up and ease of relocation. Because the program's housing component consists of renting apartments available on the open rental market, there is no need for lengthy project planning and construction. PHF clients can quite literally go from being homeless on the streets one day to being housed and thinking about grocery shopping and paying the rent the next day. If clients have a difficult adjustment in their first apartment, they can easily and quickly be relocated to another one while maintaining the continuity and support of their off-site mobile treatment team through the transition”

The Applicability of Housing First Models of Homeless Persons With Serious Mental Illness: The 2007 HUD Report

In 2007 HUD issued findings of a study comparing different Housing First models and the impact these models have on the chronically homeless population served and the surrounding communities. The two models principally studied involved Pathways to Housing and DESC, a housing first provider located in Seattle, Washington that has implemented the congregate or group model (similar to the proposed 1175 project).

Of particular significance are the findings regarding to the effects on the homeless population when housed together in a congregate or group setting. The study found that while supportive services can be easily accessed in a group setting, the concentration of homeless in one facility has drawbacks when compared to the scattered site mode. As stated by Pathways:

“In addition, Pathways to Housing (the scattered site model) is committed to limiting the number of its clients housed in any given building to promote mainstreaming clients and encourage community integration. Benefits of this approach include greater opportunities for socialization and community involvement and reduction in the stigmatizing effects of large concentrations of people with disabilities in certain buildings.”

Additionally, while acknowledging the convenience and ease of access when housing the homeless in a group facility, **the study also warned of the effects of locating homeless facilities in close proximity to each other:**

*“DESC owns or controls the housing where its clients live and also serves as the primary service provider. This approach allows staff to provide a high level of supervision and offers the greatest latitude among the three programs in responding to the challenges of housing this population. Staff are located onsite and can respond immediately to issues that may arise—from a client causing damage to his apartment to another who may need crisis mental health services. **However, because all of the housing is located in a small number of buildings within a limited geographic area, this approach does not reduce the stigmatizing effects of concentrating large numbers of people with disabilities within the community**”.*

The above information strongly suggests that while the Housing First model is a sound response to chronically homeless, it is best accomplished through a scattered site approach in which clients live in apartments of their choosing that are scattered throughout existing neighborhoods and are not congregated in a single building. **These findings lead us to conclude that the BHP approach to congregating clients in one building, although more efficient, is not in the best interest of chronically homeless clients.**

BHP, Housing First & Boulder’s Revised Code

When viewing the proposed 1175 project, it could be argued that Boulder Housing Partners is not only ignoring the best practices of Housing First providers but also violating the spirit of the Boulder Revised Code. A reasonable conclusion could be made that the only reason they have proposed the group/congregate project is that it is the most convenient for them in terms of delivering the Housing First supportive services. As the 2007 HUD study and other research has indicated, Housing First providers should consider what is in the best interests of their constituents which include both the homeless and the surrounding communities.

Considering the evidence provided above, it is particularly surprising that BHP has proposed a congregate/group project when they have already proclaimed that their current Housing First project consisting of 10 scattered site units in the Holiday Neighborhood has been a tremendous success. They recently proclaimed the project’s success in their Lee Hill Project literature:

“Boulder Housing Partners (BHP) and the Boulder Shelter for the Homeless (BSH) have decades of combined experience both housing and providing supportive services to chronically homeless men and women. Since 2003, BHP, in partnership with Boulder County Mental Health Partners (MHP), has successfully housed and served formerly homeless individuals with a history of mental illness in 10 rental units **scattered** throughout the Holiday Neighborhood. The program has produced tremendous results. With the assistance of MHP case managers, residents have secured vital mental health services, disability benefits, employment opportunities, and advanced education opportunities”.

Despite the fact that BHP has created a successful Housing First model utilizing the scattered site approach and in spite of HUD’s determination that clustering supportive housing facilities can stigmatize both the homeless and the surrounding communities, BHP insists on moving forward with the 1175 Lee Hill project.

Additionally, the project is clearly in violation of the Boulder Revised Code (BRC), which does not provide a category for “Supportive Housing”, as it does for similar uses (i.e.

Group Home Facilities including Congregate Care). Concerns about how the Boulder City Code does not address the realities of Boulder Housing Partners' proposed 1175 Lee Hill project include the following:

1. Regardless of how the City classifies the Project, the Project is, by all accounts, a long-term shelter facility for the chronically homeless.
2. The way the code is crafted, the Project can be classified as a "Transitional Housing" use, allowing mere sign-off by the City Manager.
3. The Code does not provide for protections, when the Project is classified as Transitional Housing - even when the Project is located directly adjacent to the existing Boulder Shelter for the Homeless - against the establishment of an inappropriate institutional homeless facility setting.
4. The classification of the Project as Transitional Housing is arbitrary - i.e., the impacts of shelter-type uses versus, for example, "Residential Care, Custodial Care, and Congregate Facilities" have not been carefully weighed by the City. This defective classification would allow the Project to create an unprotected institutional homeless shelter facility setting.

HUD has classified all homeless housing options (emergency, transitional and permanent) as part of its Supportive Housing Program. **Although the BRC has a glaring omission when it comes to Supportive Housing, it would make sense that BHP should take the admonition of HUD and not cluster these facilities.**

Conclusion

The goal of supportive housing is "to enable them (homeless) to live as independently as possible" and for housing providers to make available services "essential for achieving independent living". However laudable this mandate is, Housing First projects should not be pursued in a vacuum and are required by law to create an environment that best facilitates the reintegration and assimilation of the homeless into mainstream society.

With respect to the proposed 1175 Lee Hill project, Boulder Housing Partners will have failed to provide the optimum environment for independence on several fronts:

- They have not considered the stigmatizing effect this congregate project will have on the chronically homeless population in North Boulder;
- They have not considered the similar effects the project will have in greater North Boulder community;
- Boulder Housing Partners has not considered the concentrated effects that 1175 and existing shelter will have on the chronically homeless and the community at large;
- They have failed to consider what the effects will be on the neighborhood(s) and the homeless population of having a "low demand" project in our community; and
- Boulder Housing Partners have inexplicably decided not to build on the proven success that they have already experienced with the scattered site model.

SUGGESTIONS FOR HOUSING FIRST FACILITY SITE SELECTION CRITERIA

Introduction

NBA is including site selection criteria in this document in the event that the process for making a decision regarding the location of a Housing First facility is done through an objective analysis by an impartial entity. We do not believe BHP is qualified to make that determination because they are not an impartial entity. Further, as argued above, we do not believe a congregated facility best serves the chronic homeless population and that a scattered site approach is a much more effective alternative. It is important to note that most of the literature BHP cites in support of the viability of its proposed 31-unit project and its expectations of minimal neighborhood impact is based on studies in highly urban settings.

This compilation of proposed site selection criteria for Housing First residences is based, in part, on Boulder Housing Partners' statements interest in providing a Housing First program, the literature on Housing First around the country, Boulder city and county plans, and core community values and practical judgment. It focuses on multi-unit projects such as the one proposed for 1175 Lee Hill.

1. City/County Code and Planning Requirements

Alignment with the Boulder Valley Comprehensive Plan, the North Boulder Sub-community Plan, the Boulder County 10-year Plan to End Homelessness, the Housing First Model and Boulder City Code.

The North Boulder Sub-community Plan and the County's 10-year Plan to End Homelessness seek to avoid excessive concentrations of services for the homeless and of affordable housing. They should not be written and forgotten, but should guide all development decisions. Where zoning regulations do not align with these plans, zoning should be amended.

NBA analysis: With 75% of the County's shelter beds, the majority of BHP's existing Housing First units, and a housing mix that is 29% (and increasing with new construction under way) "affordable," the area north of Violet is already in conflict with the aims of these plans. Every other Boulder sub-community falls short of these levels of concentration; many have virtually no affordable housing or homeless services. To be consistent with such plans, and addressing the fairness of sharing costs and benefits across the community, it would be appropriate to look elsewhere for a site for this project. Adding new Housing First units in North Boulder would risk the outcomes these plans seek to avoid.

Regardless of how the City classifies the 1175 Lee Hill project, the project is, by all accounts, a long-term shelter facility for the chronically homeless. Classification of the project as Transitional Housing does not require consideration of the impacts of shelter-type uses, denies a public process for approval, and is not restricted by the Boulder City Code mandating a 750' setback from like facilities. This defective classification would allow the project to create an unprotected institutional homeless shelter facility setting and to avoid complying with the City of Boulder setback that operates to prevent such a situation. The code does not provide for protections when the project is classified as Transitional Housing against the establishment of an inappropriate institutional homeless facility setting even though it is proposed to be located directly adjacent to the existing Boulder Shelter for the Homeless.

2. Housing First Project Effectiveness

Public transportation access

It is reasonable to assume that most candidates for Housing First lack personal transportation and will need to rely on RTD bus or special transit services.

NBA analysis: The 1175 Lee Hill site is served by one high-frequency route (SKIP) and the 204, which serve large populations of children. The route density in central Boulder offers considerably more direct connections, but Boulder is fortunate to have very few areas lacking in bus service.

Access to employment

Since Housing First residents will be required to pay rent, they need income. Some qualify for disability payments, but others need jobs.

NBA analysis: Given the relative lack of retail establishments and service businesses in North Boulder, there are few entry level jobs. (see Criterion #5 for details). Jobs are hard to get everywhere for those without advanced skills, but the retail and service concentrations in other sections of Boulder appear to offer greater opportunity. Workforce Boulder County at 2520 55th Street offers job search and job readiness assistance, but it is not easily accessible from North Boulder.

Access to health and social services

The Housing First model is predicated on intensive case management that connects residents to health, mental health, addiction, job training/placement, and other social services. These services are scattered throughout the city and county, but can be reached by bus.

NBA analysis: **The planned future closure of Boulder Community Hospital as an emergency response facility will no longer serve the homeless of north Boulder. They will be served by the Foothills campus at a distance of approximately 8 miles, with no direct bus route.** Aside from the services available to those using the existing homeless shelter and EFAA, these services require all North Boulder residents (not just the chronically homeless) to travel outside the neighborhood.

Access to retail and services needed for daily life

Living independently, especially for those who are inexperienced at doing so, requires access to affordable grocery stores, pharmacies, and inexpensive outlets for clothing and home furnishings and accessories (thrift stores, perhaps).

NBA analysis: Currently, the closest grocery store is Lucky's Market, one mile away. EFAA is easily accessible in the Holiday neighborhood. However, the more competitively priced supermarkets that offer wider selection would all require at least two bus rides each way. The nearest pharmacies, Walgreens and Boulder Community Hospital, are nearly three miles away. Few of Boulder's low-price retailers are accessible via the SKIP. North Boulder does offer a convenient pawn shop, a liquor retailer, a strip club, and a few medical marijuana outlets. Most of Boulder offers easier access to the necessities of daily life at more affordable prices than North Boulder.

Access to recreation and entertainment

Convenient access to socially desirable uses of leisure time is an important step in moving from chronic homelessness to integration into community life. Parks, recreation centers, trails, and library branches are all free or low-cost services that can play a positive role for Housing First residents. Restaurants and coffee shops provide settings for positive social interaction.

NBA analysis: North Boulder offers good access to trails and parks and North Boulder Recreation Center is accessible by bus. However, there is no library branch closer than downtown, no movie theaters, and no music venues – other than the Bus Stop Gentleman’s Club. North Boulder’s few cafes, coffee shops and restaurants are easily accessible. Street life is minimal and to date no community festivals exist. More densely settled and better-served areas of Boulder offer many more opportunities for positive and affordable leisure time pursuits.

An immediate environment that is a positive influence on behavior

Housing First residents need a wide variety of positive role models in their everyday environment as they struggle to get their lives together and move forward.

NBA analysis: **The proposed Housing First facility at 1175 Lee Hill Road would be next door to the existing 160-bed Boulder Shelter for the Homeless on North Broadway.** It is hard to imagine that the 160+ transients served by the shelter and the dozens more who hang around in the vicinity will be a positive influence on the Housing First residents. Panhandling, public drinking, indecent exposure, littering, vandalism, and other undesirable behaviors are typical. Nearby properties, such as the armory and the county facilities on Lee Hill, are empty and devoid of human activity much of the time. The multi-use paths are occupied by homeless people who cannot or will not use the shelter. This atmosphere is not conducive to the kinds of behavior the Housing First program is seeking for its residents and may actually interfere with their development.

Property Cost

The cost to purchase a suitable site is an important consideration for BHP. BHP funding for site acquisition comes from a combination of city, county and HUD funds.

NBA analysis: While property costs are an important consideration, they may be driven by depressed or lowered real estate values that result from the presence of other social service facilities, incompatible land uses, or the lack of amenities that typically raise property values. These kinds of sites are often attractive to social service providers because they are less expensive. However, the location of additional social service facilities may further depress real estate values and make it harder to attract amenities. This pattern then attracts additional undesirable land uses and so on, leading to the “institutionalized ghettoization” of a neighborhood. The concept of “environmental justice” is based on the pattern. The 1175 Lee Hill site may be more affordable because it is located next to the BSH facility and near the Bus Stop Gentleman’s Club, which are not fully compatible with residential development. If that is the case, the pattern of ghettoization may already be occurring.

Site and Development Considerations

The size of the property, site limitations, the number of attainable units, parking, drainage, zoning, etc. are important site selection criteria.

NBA analysis: BHP claims that the highest and best use for the 1175 Lee Hill site is the proposed Housing First facility. This is true, according to BHP, because the facility does not have

to accommodate onsite parking and drainage requirements for typical housing developments. The site can therefore accommodate more residential units than would otherwise be allowed. This may be true when considering the highest and best use of the 1175 Lee Hill site however the same is true of all sites that fit the same zoning requirements. In addition, BHP claims that the proposed Housing First facility is the most compatible land use for the site given surrounding land uses, in particular the adjacent BSH facility. If this is true, it suggests that the institutionalization of the area is already occurring. **If the best use of property next to a homeless shelter is another shelter, we're already in a downward spiraling pattern.**

Convenience and Efficiency of Operations

The ability to serve the targeted population efficiently is an important criterion.

NBA analysis: This may be the only reason to even consider the 1175 Lee Hill location and it appears to be what is primarily driving BHP's interest in the location. We do not fault BHP for considering the convenience and efficiency of its operations since it, like any entity, must manage its costs. Building a single HF facility and locating it across the street from BHP's offices and next to the BSH facility makes it easier to monitor. In addition, the transportation costs of driving to far-off locations to provide client services and building maintenance adds costs to the operation. These efficiencies may not translate into savings, however, if the location next to the existing BSH shelter proves to be problematic. Moreover, efficiencies provided by a single facility at the proposed site may undermine the effectiveness of the program if congregating the homeless is not in their best interest, especially when it is next to an existing shelter.

3. Community Values

Compatibility with Surrounding Land Uses

The facility must be compatible with existing and proposed land uses that are in relative close proximity, including schools, residences, commercial establishments, recreation amenities, etc.

NBA analysis: A single HF facility at 1175 Lee Hill is not compatible with existing and future land uses that the North Boulder Sub-community is trying to achieve. The Housing First model is more compatible with the Boulder Comprehensive Plan if it follows a scattered site approach. However, it should be noted, that the area of the North Boulder Sub-community that lies north of Violet is already providing more than its designated share of supportive housing, scattered or otherwise.

Fairness

Fairness to the people of Boulder must be respected.

NBA analysis: The neighborhoods of Boulder must share the burden of providing housing and social services for the less fortunate. Boulder citizens share the benefits of amenities such as libraries, recreation centers, parks and open space, trails, snow removal, etc. As an egalitarian community we must also share the burdens that come with modern living. Cities such as Denver have zoning ordinances in place that require assisted living facilities to be dispersed throughout the city so that neighborhoods share the burden and so that wealthy and powerful neighborhoods cannot assert undue influence over the siting of locally undesirable land uses. In Boulder, we rely more on good will and shared responsibility to accomplish the same goal.

Families

The sanctity and protection of families must be respected.

NBA analysis: North Boulder is an attractive place for young families, due in part to the large number of affordable housing units located here. The BSH facility has already placed children at greater risk in some situations. An additional facility in the area may add to this risk and is therefore not compatible with the number of families that exist and will be coming to NOBO with additional affordable and market rate housing.

Recommendation for Development of an Independent Site Selection Process

In the event that the decision making process regarding the location of a congregated Housing First facility follows a systematic site selection process, NBA would like to recommend an approach we feel is more fully impartial and objective. As stated above, however, we do not believe a congregated facility is in the best interest of the population.

First, we wish to express a concern regarding the city staff's evaluation of the site selection criteria for the Housing First proposal at 1175 Lee Hill Road. While we respect the city staff's professional integrity and objectivity, we believe it will be very difficult for the city's housing staff to contradict BHP's staff in the choice of an appropriate site for the Housing First facility. Out of professional courtesy the staff may feel some pressure to defer to the judgments of their BHP peers when asked to evaluate their work. We recognize that BHP and the city's Housing and Human Services programs may not agree on all issues. Nevertheless, disagreement in a high profile situation such as this may lead to a great deal of awkwardness between the two staffs and may call into question the professional integrity and objectivity of BHP's staff.

Moreover, if the city staff agrees with BHP that 1175 Lee Hill is the best location, the objectivity of the site selection process may be challenged for the reason stated above. The city staff were introduced by BHP at the 9/29 meeting as resources that neighbors could consult about the project. As such, there may already be a perception that the city staff support the 1175 Lee Hill location. Neither of these scenarios is ideal.

As an alternative, we suggest the selection of an independent panel that would evaluate the site selection criteria and determine the best location for a congregated Housing First facility. The panel would be appointed by the city manager and council. A panel would be perceived as objective provided that the selection of panel members was not skewed towards one side. A panel could also better represent community values, which the staff is not equipped to represent. NBA believes this is a more objective and fair process for determining an appropriate location for the Housing First program.

CURRENT INTERFACE OF THE NORTH BOULDER RESIDENTIAL/BUSINESS COMMUNITY WITH THE BOULDER HOMELESS POPULATION

History of Boulder Shelter for the Homeless/North Boulder Community Interface

In 2001, the City of Boulder amended the Land Use Regulations (through Ordinance 7132) which added new standards for regulating overnight and emergency shelters, and most importantly amended allowed uses in the Transitional Business Zones to include overnight and emergency shelters. Ordinance 7132 was published in the Boulder Daily Camera. No public notice was sent to the adjacent neighborhoods. No one living in the neighborhoods noticed the public notice, and therefore did not know that uses (not previously permitted) in the Transitional Business Zone had been changed. This public notice paved the way for the location of the Boulder Shelter for the Homeless at 4869 North Broadway.

The change in land use standards permitted overnight shelters and added the Conditional Use process, an administrative, staff level review process which does not address off-site impacts. The use of a public notice to notify the public of such a significant code change was tantamount to a de-facto rezoning without public comment or public hearings.

As required by the Conditional Use process, the Boulder Shelter for the Homeless had several neighborhood meetings at which many concerns were raised. Those concerns were said to be adequately addressed (by staff) in the Conditional Use process (Management Plan), but unfortunately, many of the concerns raised by the adjacent neighborhoods have resulted in offsite impacts as predicted by residents of adjacent neighborhoods.

On March 25, 2002 the City of Boulder approved a Conditional Use for the Boulder Shelter for the Homeless. The approval allowed for an overnight shelter with occupancy not to exceed 160 residents, with associated transitional housing and accessory services. The approval of the Shelter was based on a Management Plan developed by the Shelter and reviewed by the City. Components of the management plan include:

- Hours of operation
- Client arrival and departure times
- Coordinated time for deliveries and trash collection
- Mitigation of noise impacts
- Security
- The facilities drug and alcohol policy
- Loitering
- Employee education
- The facility responsibility as a good neighbor
- Dispute resolution with the surrounding neighborhood

The approval was contingent upon the shelter resubmitting the management plan no later than March 22, 2005. To the knowledge of the surrounding neighborhoods, this has not been done, or it was not communicated to the neighbors. This raises the question as to whether the current Boulder Shelter for the Homeless is in violation of the current Conditional Use approval.

After the approval of the homeless shelter in 2002 the shelter staff held meetings with surrounding Homeowner Association representatives, but starting around 2007, not all of the HOA's have been represented at those meetings and there were no meetings last year with neighborhood representatives.

Many residents believe that several of the conditional use requirements of the Boulder Shelter for the Homeless management plan are not being complied with. Those include:

1. *Security.* There have been numerous neighborhood security issues such as trespassing, harassment, defecating and littering on private property, and theft.
2. *Loitering.* Loitering is a major problem in the neighborhoods, easements, and open space surrounding the shelter. In association with loitering has come damaged property and trash left behind.
3. *The facility responsibility as a good neighbor.* Until the profile of the current shelter came up for scrutiny in relation to the proposed 1175 Lee Hill project (October 2011) no effort was made to address off-site impacts in the adjacent neighborhoods.

Reality of Boulder Shelter for the Homeless/North Boulder Community Interface

This section contains quotes from the community in italics. Names for any quotes will be provided upon request if more information is required.

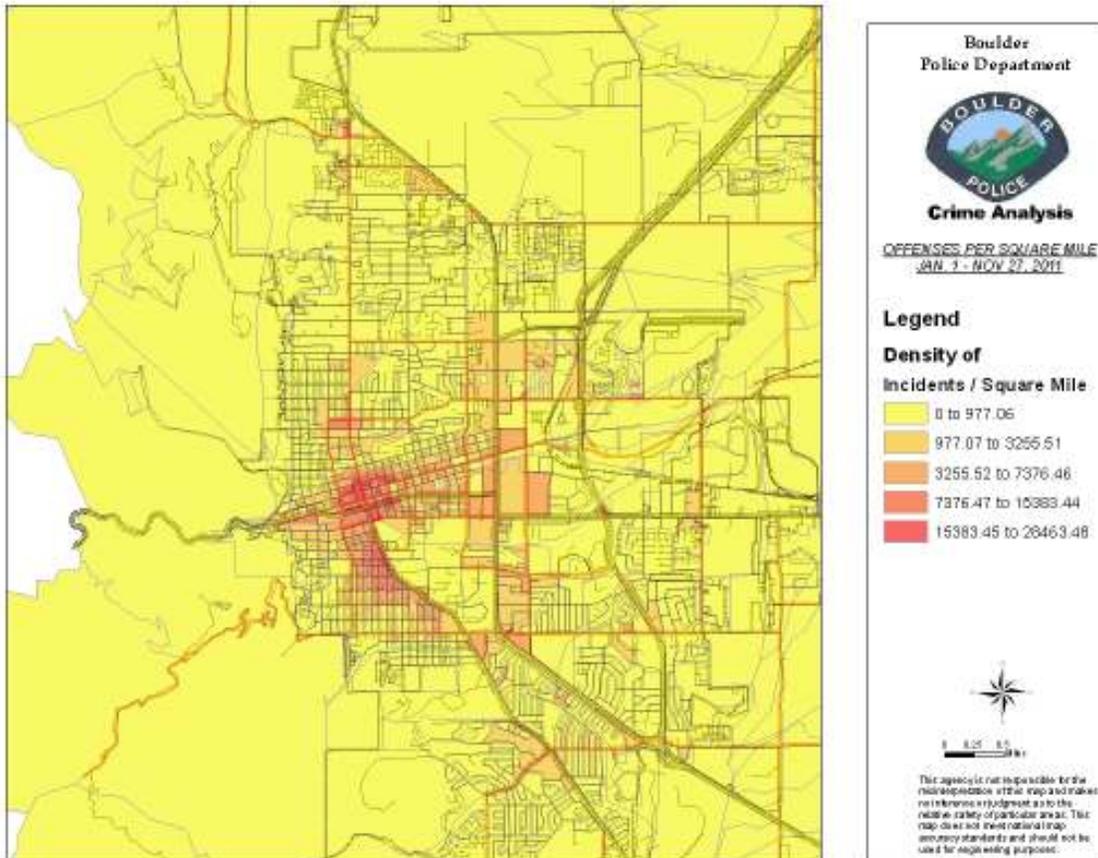
This section contains graphic information. It is an accounting of our community, by our community. It is what we live with now. We are certain that North Boulder cannot thrive if these impact levels are raised. It is not a matter of toleration at this point: it is a matter of survival as a viable residential and business sub-community that contributes positively to the greater Boulder community.

Crime

- **See map below, which clearly highlights that the area surrounding Boulder Shelter for the Homeless is one of the highest concentration areas for crime in Boulder.**
- **17% increase** in crime within 1.5 miles of the North Boulder Shelter for the Homeless at 4869 N. Broadway in 2011 (only to November), compared to 2009 and 2010. 2009 (610 incidences), 2010 (607 incidences), 2011 (708 incidences) –
- **47% increase** in incidences categorized as “Other” – 2009 (294), 2010 (271), 2011 (399). According to a Boulder Police Department Crime Analyst, the majority of "Other" offenses will be warrant arrests and property trespass. "Other" includes: bomb incidents, gambling violations, bribery, extortion, fireworks, harassment, infringement of rights to privacy, littering, missile throwing, obscene literature, prowlers, public nuisance, soliciting, property trespass, false reporting, warrant arrests, perjury, and contributing to the delinquency of a minor.
- *“There appears to be no support from the current shelter to address issues, the Police Dept has consistently told residents that they can do nothing, the Police Dept has told*

residents to call the County Sheriff. The County Sheriff has consistently told the residents to call the City Police Dept.

I truly question the wisdom of an additional shelter when clearly, the residents of the current shelter are not being good neighbors, the management of the current shelter does nothing to address the needs of the surrounding community, and the Police and Sheriff Department are not offering constructive support to our community. It would be very difficult to support an additional facility when the existing facility is making such a large negative impact on the community.”



Sexual Offenders in North Boulder

Source: Colorado Bureau of Investigation

<http://sor.state.co.us/?SOR=offender.list&fname=&lname=&eml=&category=All&street=&city=&zip=80304&county=&sort=NAM&Search=Search>

There are 73 Sexual Offenders who are not incarcerated in Boulder (95 total)

- 17 list North Boulder as their last reported address – 23%. No other concentration of sexual offenders exists like this in Boulder, except for those incarcerated.
 - **North of Violet has the highest concentration of sex offenders per square mile -- 13 reside north of Violet – 17%**
 - 9 list the Homeless Shelter as their address (only 2 of those listed detailed charges – both were sexual assault on a child)
 - 1 Sexually Violent Predator lists the Homeless Shelter as residence
- 10 additional sex offenders are listed as “homeless” or “transient”
- 8 additional list the County Jail as their last address in Boulder – most of these “failed to register” an address – current location unknown

- 22 others are incarcerated
- Sexually Violent Predators
- 1 lists the Homeless Shelter as last reported address (sex assault on a child)
3 are incarcerated

Camping

- Homeless encampments along the creek path West of the Violet tunnel - yelling, use of inappropriate language around children, fistfights, drinking, and masturbating, laundering in the creek, campfires which have resulted in ground fires
- Homeless encampments off N. Broadway St. (dirt road, Northeast of intersection of N. Broadway & 36) - trash and human feces on 36 underpass
- Homeless reported sleeping in the play ground at Shining Mountain
- Dakota Ridge Village – camping on property or porches of private homes
- Uptown development – camping on property porches
- Near Si Senor Restaurant – loitering on the wall by N. Broadway; sleeping on the vacant lot next door
- Hitchhiking along Lee Hill between shelter and open space in search of evening encampments
- Foothills Community - *A grandmother in the Foothills Community, a BHP affordable housing community, is concerned that she has to walk her 11-year-old son to and from school every day because of what she calls "the mass exodus of homeless campers" from the creek at the north end of this community. She has reported this repeatedly but no one offers any help from BHP, BSH, or BPD. This area is adjacent to and within sight of the Foothills Community Park soccer fields.*



Camping on Uptown Doorway



Loitering (often napping) near Si Senor

Panhandling

- Panhandling on the corner of 28th/36, ALL DAY / EVERY DAY. Panhandling goes on all day long (from 8am-5pm when the shelter isn't open)
- Call to 911 because a man was passed out on the street on the corner of N. Broadway/36
- Panhandling on the Southwest side of Lee Hill & Broadway
- Panhandling in front of Boulder Housing Partners on the Northeast corner of Lee Hill and Broadway
- Aggressive panhandling on Lee Hill & Broadway that led to homeless individual making aggressive gestures toward a woman while walking with her children, driving in her car, and working out at Ironworks – he has singled her out and memorized her car



Panhandling at Boulder Housing Partners



Every day, panhandling here on the corner of N. Broadway & 36



More Lee Hill loitering/panhandling @ 1175 Lee Hill

Public Transportation

- Intoxicated/substance abusers/mentally ill on the bus screaming/talking to themselves, often using inappropriate language
- Homeless masturbating on the bus
- Many families have stopped using the Skip due to safety/concern for their children.
- The Skip bus stop for many of the neighborhoods in North Boulder lets off right in front of the planned main entrance for the new 31 unit for the chronically homeless – the Skip bus route is the line that many of our children would take home from Casey Middle School, Boulder High, or activities downtown
- *“The most horrific encounter I have had with the homeless was in the fall of 2009, when my daughter was just 6 months old. We were riding the Skip home together on a fully occupied bus. People were requested to stand up for us, so we could sit down. One homeless man got up from his seat reluctantly and became more disgruntled along the way. At one point he proclaimed that he had the right to touch my little girl, because 'All the children in the world were his'. As I told him he was not to touch her, he threatened to kick my head in. To emphasize he was capable of doing so, he described how he did it without any hesitation in Korea. One young man riding the bus with us stood up in my defense, and asked the homeless man to be respectful. In return he was threatened by the homeless man with physical*

- violence. At the end of our bus ride, while I was getting up to leave the bus, he leant over and had the audacity to slobber a kiss onto my daughter's little hands."*
- *"My teenage daughter and I had to step into the traffic on Lee Hill to get around a man passed out spanning the sidewalk between our house and the bus stop. There were feces leaking from the leg of his trousers and vomit on the sidewalk. We ascertained that he was alive and then called 911. Does exposure to these harsh realities of life soften my child's heart, or harden it? It is a constant dialogue we have about caring for those who cannot care for themselves."*

Impacts to Residents

- Underpass on N. Broadway North of Violet
 - Alcohol bottles, needles, trash, homeless camping
 - Many families avoid the trail due to concerns for their safety
 - Homeless defecate in underpass
 - Man masturbates at the underpass in front of mother with her 9 month old child
 - Belligerent homeless fighting on the trail, using inappropriate language
 - This underpass was designed as a bike/foot path for the safety of neighbors. Children are forced to cross traffic on Broadway because the underpass is unsafe. This is a key marker of 'ghettoization', in which the physical amenities of a community are misused or abused, and eventually change character or fall into a state of neglect.
- Homeowner Associations for Dakota Ridge Village
 - Majority of residents in community support the mission of the current homeless shelter and believe the shelter provides a very valuable and needed service in the community
 - Over the past 2 years, there has been an increasing encroachment onto the property from this population
 - Camping on the property, sleeping on porches of private homes, defecating and urinating on the property
 - Doing laundry and using trees and bushes as clothes lines
 - Drinking and using drugs, passing out on the property, cooking for a group on the property
 - Littering on the property and cutting down bushes and tree limbs to use as cover for storing personal items on the property
 - Children residing in the community have been approached and scared by these individuals
 - *"This past week while I was on the property, again picking up bottles, cans and various items left behind, I came upon a man urinating at the front entrance of the community. With no sense of decency or the need to seek even a little bit of privacy. I as an adult woman have seen this before, and however, I don't think I should have to be exposed to this. But what about our children, should they see this, should this be ok for them? It certainly was not ok for my children and I do not believe it is ok for any child."*
- Mass exodus of homeless leaving the shelter at the same time that our children are walking/riding bikes to school
- *"There is fear in our community caused by the recent stabbing and murder by the homeless. Although this was on the other side of town, this is evidence that many in the homeless community are not harmless - and I don't want my kids on the bus wondering who might have a knife in their pocket."*
- Lee Hill Drive – drunks passed out in middle of sidewalk and wandering into traffic endangering themselves and others.



Homeless trespassing in Dakota Ridge Village

Impacts to Businesses

- **Uptown Stores** - Customers have commented about homeless that loiter throughout the Uptown development. Specific examples sited:
 - **Amante**
 - Loitering on patio
 - Loitering in store
 - Bathing in bathroom/making a mess of bathrooms
 - Smoking/littering on patio
 - Playing music at 5:00 am through a boom box on patio (awakening a homeowner)
 - Taking "free" water
 - Rolling out a sleeping bag in store and getting in to take a nap
 - Bringing inappropriate items into store (giant bags, booze, etc.)
 - *"Some of the homeless are paying patrons and I am happy to accommodate them as I would any paying patron as long as there is mutual respect. The problem is many of the homeless don't respect my business by doing the above. Unfortunately at some point it will be a zero tolerance policy and what will lead to this is adding more homeless to the area. I cannot handle it and risk losing paying customers b/c of the above. The fact of the matter is I allow a lot and that will stop if the issue gets worse."*
 - **Pupusas**
 - Feed the homeless at the end of the day with left-overs, but are frustrated with how some of them sit at a table all day, taking space from paying customers
 - Furious about frequent theft of tips out of the tip jar
 - **Massage/Apothecary Business**
 - Calls the police almost every morning to get sleeping homeless men off bench outside shop because she is too afraid to wake them herself

- **Shell Gas Station**
 - Weekly, if not daily, belligerent arguments between homeless intoxicated people occur at the station which is adjacent to the underpass encampment of homeless Frequent belligerent cursing at gas station customers
 - *“My 8 year old son saw a woman scream back at a homeless person who was using the ‘F-word’ loudly, ‘Leave me alone, I have children in the car!’ and drove off quickly”.*
- **4580 Restaurant**
 - Fountain water next to patio replaced by rocks because homeless doing laundry in it. This is a key marker of ‘ghettoization’, in which the physical amenities of a community are misused or abused, and eventually change character or fall into a state of neglect
 - Homeless non-customers leave bathrooms soiled and with debris
 - Pan handling issues on the patio, in the dining room and bar
- **Subway**
 - Young female employees have to deal with belligerent, intoxicated or substance abusing member of the homeless community at night demanding free handouts
 - Young female employee being stalked by intoxicated or substance abusing member of the homeless community taking a disturbing interest in what time she gets off work and what kind of car she drives (harassment, infringement of rights to privacy)
 - Manager called back to Subway at night because of a potential danger to an employee from a customer
 - Management is concerned that employees having to walk a few blocks to their car is a safety issue
- **Aqua Fleur Spa**
 - Women working there afraid to go to their cars alone at night
 - Homeless on their way to the shelter leering through the windows at the employees (harassment, infringement of rights to privacy)
- **Boulder Horse & Rider**
 - Homeless loiter inside the store, especially during the winter and are hard to get to leave the store
- **Ironworks Gym**
 - Homeless have managed to get in and take naps in the gym
 - Members working out in the gym leered at through the windows by homeless on their way to the shelter (harassment, infringement of rights to privacy)
- **Warehouses and Storage Units**
 - Homeless camping near warehouses and units

LACK OF OVERSIGHT FOR THE PROPOSED BACKGROUND CHECKS AND CASEWORKER SERVICES

It has taken a great deal of diligence on the part of the North Boulder Community to get answers to questions and concerns about this project and the plans being developed for operation and impact mitigation. The few bits of information gleaned from Boulder Housing Partners raise further concerns, as documented below.

Client Selection

The vetting process for the proposed chronically homeless facility on Lee Hill has not been clearly defined or delineated. As a corollary model, the Boulder Community Corrections Board carefully screens applicants for placement in community corrections facilities. Referrals to Community Corrections are made by the courts with background investigations conducted by probation departments, and the Department of Corrections. Such investigations include thorough criminal, medical, substance abuse, and psychiatric/psychological information.

See <http://www.bouldercounty.org/find/library/government/commcorrfactsheet.pdf>

The process proposed by BHP would have a board, but the actual vetting is unclear. Moreover, it is not clear what authority the board would have to conduct such investigations.

BHP proposes to use a "third party company" to conduct background checks on applicants. Such investigations, if conducted thoroughly, are expensive and require interviews with the applicant, his/her medical providers, credit checks, and other routine inquiries. It is not clear that BHP is prepared to conduct such investigations. The process should be transparent.

Oversight

Boulder Housing Partners proposes to contract the Boulder Shelter for the Homeless to act as caseworkers for the new 1175 Lee Hill facility. As substantiated by the research on current interface between BSH clientele and neighboring homes and businesses, how are neighbors to have any confidence that BSH will improve upon their current standards of operation when their workload is increased? The impacts on the surrounding community of the homeless population currently served by BSH are not being mitigated responsibly. The community can only anticipate more negative interface with an increase in the homeless population served.

The negative interface with the community currently occurs primarily during the hours when BSH turns their clients out from their facility after serving meals. BHP is proposing a similar scenario of oversight for their proposed clientele at 1175 Lee Hill. Neighbors have been told that the BHP plans to staff the new facility between the hours of 9 AM and 5 PM weekdays only. Neighbors have been told that there may be a keyed entry to the facility but that there will not be a concierge, let alone professional or medical staff. No other Housing First institutional facility operates under such a negligent schedule of oversight. This is an irresponsible set-up for endangerment to neighbors, 1175 Lee Hill clients, and the homeless population that frequents BSH for their meal services. A local example to support the concerns of North Boulder residents and business owners are the following data from Denver's Renaissance Uptown Lofts:

In Denver, Renaissance Uptown Lofts run by the Colorado Coalition for the Homeless at 1509 Pearl St., has 98 apartments with 50% targeted to the chronically homeless.

Many of the additional homeless congregate there. Even though there are on-site supportive services for medical and mental health care, substance treatment, and employment services, one fire station in Denver has received 70 calls to the building in 2011 already.

Police and emergency providers in the City of Boulder should be concerned that BHP is not providing a facility that will lower their number of emergency calls, but rather concentrate them to a more singular address, potential increasing the number of calls due to interface between the population served by 1175 Lee Hill and the population served by BSH. BHP's plan of operation does not allow for staff assistance or guidance at the site of the call. Without 24-hour on-site staff to mitigate minor incidents, a call to 911 will be the only option.

SUMMATION OF CONCERNS

Given the complexity of the legal and social issues involved in the Project, NBA has obtained legal counsel to assist the members in evaluating the Project and the relevant law and City planning tools. Our points listed herein reflect the joint effort of our membership and our legal counsel.

NBA's concerns are as follows:

- Regardless of how the City classifies the Project, the Project is, by all accounts, a long-term shelter facility for the chronically homeless.
- The way the Boulder City Code ("Code") is crafted, the Project can be classified as a "Transitional Housing" use, allowing mere sign-off by the City Manager.
- The Code does not provide for protections, when the Project is classified as Transitional Housing - even when the Project is located directly adjacent to the existing Boulder Shelter for the Homeless - against the establishment of an inappropriate institutional homeless facility setting.
- The classification of the Project as Transitional Housing is arbitrary - i.e., the impacts of shelter-type uses versus, for example, "Residential Care, Custodial Care, and Congregate Facilities" have not been carefully weighed by the City. This defective classification would allow the Project to create an unprotected institutional homeless shelter facility setting.
- The establishment of an institutional homeless shelter facility setting, as in the Project, cuts against the goals of dispersing these shelter-type uses throughout the greater Boulder County community as set forth in the Boulder Valley Comprehensive Plan, the North Boulder Sub-community Plan, the Boulder County 10-Year Plan to End Homelessness, the Housing First model and the Code.
- The Project and its congregation of the homeless is neither good for the inhabitants as underscored in the Housing First model, nor good for nearby families and businesses and their employees.

As we stated earlier, we are deeply concerned about the Project and the City's review and treatment of the same under governing law and various land planning instruments. We therefore request that the City Council get intimately involved as soon as possible in assuring the community that the correct legislation and planning instruments are in place and are being fully implemented to adequately address the location of the Project - including prohibiting the institutional setting being created by the Project - as well as causing the dispersal of such uses throughout the greater Boulder community. We strongly believe that the City has not adequately taken into account the actual impacts that the Project will have on not only Boulder families and businesses and their employees, but the inhabitants of the Project alike.

NORTH BOULDER ALLIANCE REQUEST FOR ACTION

1. We respectfully request the City of Boulder deny permission for Boulder Housing Partners' proposal for a Housing First project at 1175 Lee Hill, acknowledging the fact that it establishes an inappropriate institutional homeless setting in close proximity to a like facility in a sub-community of Boulder that is already saturated with supportive housing facilities.
2. We respectfully request that an ordinance be mandated by the City of Boulder to immediately halt further development of supportive housing in the City of Boulder until the Boulder City code has been revised and updated to reflect the goals and parameters of the Boulder County Comprehensive Plan. We request that revisions to the code establish a public hearing process for all stakeholders given the complexity of the legal and social issues involved with siting supportive housing facilities in any neighborhood. We suggest that this revision process may require a repeal of the By-right Build Law from 2003.
3. We respectfully request that the City of Boulder address the problems arising from the interface between the homeless population of Boulder and the residential and business populations of Boulder by mandating that the Boulder Shelter for the Homeless submit and implement a management plan that defines the origins of these problems and develops steps to mitigate them within an immediate time frame. The timeframe is not negotiable due to a past history of negligence and irresponsibility on the part of the Boulder Shelter for the Homeless.
4. We respectfully request that the City of Boulder select and appoint an independent committee comprised of representatives of all stakeholders in future development of any kind in North Boulder to review, evaluate, and recommend growth strategies in that part of the North Boulder sub-community that lies north of Violet Street.
5. We respectfully request that the City of Boulder select an independent panel to develop a siting process that instills trust between the facility developer, government agencies, and community residents and inspires communities to participate in the siting process from the outset so that they can help shape the final decision.

ORDINANCE NO. 7132

AN ORDINANCE AMENDING TITLE 9, "LAND USE REGULATIONS," B.R.C. 1981, BY THE ADDITION OF NEW STANDARDS FOR THE REGULATION AND SITING OF OVERNIGHT SHELTERS, EMERGENCY SHELTERS, TRANSITIONAL HOUSING, DAY SHELTERS AND ADDICTION RECOVERY FACILITIES.

BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF BOULDER,
COLORADO:

Section 1. Section 9-1-3, B.R.C. 1981, is amended by the addition of the following definitions, to read:

"Addiction recovery facility" means a facility that may permit short term overnight stays that provides for the treatment of persons having drug or alcohol abuse problems under the supervision of professional health care or social services providers.

"Day shelter" means a facility providing basic services generally during day light hours, which may include food; personal hygiene support; information and referrals; employment, mail and telephone services; but excluding overnight sleeping accommodations, to people with limited financial resources, including people who are homeless.

"Emergency shelter" means a facility providing intermediate-term housing to people with limited financial resources, including people who are homeless, where occupancy is permitted on a twenty-four-hour basis. Accessory services that also may be provided at the facility include food, counseling, transportation services, and services to support the personal care of the residents of the facility including medical care, dental care, and hygiene.

"Overnight shelter" means a facility providing short-term overnight accommodation without charge or at a nominal charge to people with limited financial resources, including people who are homeless, the primary purpose of which is to provide housing to individuals on a day-by-day basis. Accessory services that also may be provided at the facility include food, counseling, transportation services, and services to support the personal care of the residents of the facility including medical care, dental care, and hygiene.

"Transitional housing" means a facility providing long-term housing in multi-family dwelling units with or without common central cooking facilities, where participation in a program of supportive services is required as a condition of residency to assist tenants in working towards independence

from financial, emotional, or medical conditions that limit their ability to obtain housing for themselves.

Section 2. The definition of “temporary shelter” in Section 9-1-3, B.R.C. 1981, is repealed

as follows:

~~“Temporary shelter” means a non-profit facility offering housing for people with limited financial resources, including those that are homeless, and may also provide accessory services including, without limitation, food, personal care, counseling and transportation services. The length of time that such persons may stay at the shelter may be indefinite, but is not intended to be permanent.~~

Section 3. Subsection 9-3.1-1(a), B.R.C. 1981, (residential districts) is amended by the

amendment of line 28, the repeal of line 29, and the addition of new lines, to read:

| | RR-E RR1-E ER-E LR-E | MR-E LR-D | MR-D MR-X | MXR-E | MXR-D | HR-E HR-D HR-X HZ-E | MU-X | MU-D | RMS-X | MH-E |
|---|-------------------------------|--------------|--------------|--------------|--------------|------------------------------|--------------|--------------|--------------|--------------|
| 28. medical or dental clinics or offices or addiction recovery facilities | * | U | U | U | * | U | M | U | U | * |
| 29. temporary shelters | * | * | U | U | U | U | U | U | U | * |
| ... | | | | | | | | | | |
| 51. overnight shelter | * | * | U | * | U | C | U | C | U | * |
| 52. day shelter | * | * | U | * | U | U | U | C | U | * |
| 53. emergency shelter | U | U | U | U | U | C | C | C | C | * |
| 54. transitional housing | C | C | C | C | C | C | C | C | C | * |

- A: use permitted
- C: conditional use
- G: use permitted, provided that it is located above or below the first floor, otherwise by use review
- M: use permitted provided at least 50 percent of the floor area is for residential use and the non-residential use is less than 7,000 square feet per building; otherwise by use review only
- U: use permitted by use review
- *: use prohibited

Section 4. Subsection 9-3.1-1(b), B.R.C. 1981, (business districts) is amended by the

amendment of line 8 and the addition of new lines, to read:

| | TB-E TB-D | BMS-X | CB-E CB-D | RB-E | RB-D | RB1-E | RB2-E | RB3-E | RB1-X | RB2-X | RB3-X |
|--|--------------|-------|--------------|------|------|-------|-------|-------|-------|-------|-------|
| 8. medical or dental clinics or offices or addiction recovery facilities | A | A | A | A | A | G | A | A | A | A | A |
| ... | | | | | | | | | | | |
| 51. overnight shelter | C | C | C | C | C | C | C | C | C | C | C |
| 52. day shelter | C | C | C | C | C | C | C | C | C | C | C |
| 53. emergency shelter | C | C | C | C | C | C | C | C | C | C | C |
| 54. transitional housing | C | C | C | C | C | C | C | C | C | C | C |

Section 5. Subsection 9-3.1-1(c), B.R.C. 1981, (industrial districts) is amended by the repeal

of line 46, “temporary shelters” and the addition of new lines, to read:

| | IS-E IS-D | IG-E IG-D | IM-E IM-D | IMS-X |
|--------------------------|--------------|--------------|--------------|-------|
| 46. temporary shelters | U | U | U | U |
| ... | | | | |
| 52. overnight shelter | C | C | C | C |
| 53. day shelter | C | C | C | C |
| 54. emergency shelter | C | C | C | C |
| 55. transitional housing | C | C | C | C |

- A: use permitted
- C: conditional use
- N: use permitted provided at least 50 percent of the floor area is for non-residential use; otherwise by use review
- U: use permitted by use review
- *: use prohibited

Section 6. Subsection 9-3.1-1(d), B.R.C. 1981, (public and agricultural) is amended by the

addition of new lines, to read:

| | P-E | A-E |
|--------------------------|-----|-----|
| ... | | |
| 27. overnight shelter | U | * |
| 28. day shelter | U | * |
| 29. emergency shelter | U | * |
| 30. transitional housing | U | * |

Section 7. Chapter 9-3.4, B.R.C. 1981, is amended by the addition of a new section 9-3.4-

25, B.R.C. 1981, to read:

9-3.4-25 Overnight Shelter.

The following criteria apply to any overnight shelter:

(a) Good Neighbor Meeting and Management Plan: The intent of a good neighbor meeting and management plan is to ensure that overnight shelter owners and operators are informed of the effects upon neighboring properties of operating such a facility, and are educated about ways to mitigate, reduce, or eliminate potential impacts upon neighboring properties. Owners and operators shall implement a good neighbor meeting and management plan when establishing a overnight shelter that meets the following standards:

(1) Meeting with Surrounding Property Owners Required: Prior to submitting an application, the owner or operator shall be required to organize, host, and participate in a meeting with the surrounding property owners. The time and place of the meeting shall be approved by the city manager. Notice of the meeting shall be provided as set forth in paragraph (3) below. Nothing in this section shall relieve the owner or operator of the responsibility to otherwise comply with all other laws applicable to the property or business.

(2) Purpose of Meeting: The purpose of the meeting described in paragraph (1) above is to provide interested persons in the surrounding neighborhood an opportunity to inform the facility owner or operator of the concerns of the neighborhood. The facility owner or operator shall also provide interested persons in the surrounding neighborhood an opportunity to comment on its proposed management plan. The issues to be addressed at this meeting may include, without limitation, hours of

operation; client arrival and departure times; coordinated times for deliveries and trash collection; mitigation of noise impacts; security; the facility's drug and alcohol policy; loitering; employee education; the facility's responsibilities as good neighbors; neighborhood outreach and methods for future communication; and dispute resolution with the surrounding neighborhood.

- (3) Notice for the Meeting: The city manager will publish notice of the meeting in a newspaper of general circulation in the city at least ten days before the meeting. The city manager will mail written notice of the meeting to the record owners and current occupants of the property within six hundred feet of the property at least ten days before the meeting. The applicant shall mail or deliver a copy of the proposed management plan to the record owners and current occupants of the property within the surrounding neighborhood that is within six hundred feet of the property at least ten days before the meeting. Any defects in the compliance with the notice provisions contained in this subsection will not invalidate a decision approving the use.

- (b) Management Plan: The approved management plan shall address how the applicant will mitigate the potential adverse impacts that a facility may have on the surrounding neighborhood. The approving authority will not approve a management plan unless it adequately addresses such impacts. The following standards apply to the preparation, submission, and approval of a management plan:

- (1) Elements of a Management Plan: The management plan shall contain the following components that address the mitigation of potential adverse impacts the facility may have on the surrounding neighborhood, to the extent necessary: hours of operation; client arrival and departure times; coordinated times for deliveries and trash collection; mitigation of noise impacts; security; the facility's drug and alcohol policy; loitering; employee education; the facility's responsibilities as good neighbors; neighborhood outreach and methods for future communication; and dispute resolution with the surrounding neighborhood.
- (2) Preparation and Distribution of a Proposed Management Plan: The owner or operator shall prepare a proposed management plan and present it to the surrounding property owners at the good neighbor meeting required by subsection (a) above.
- (3) Submission of a Management Plan: After the good neighbor meeting, the applicant shall submit a revised management plan with its application.
- (4) Approved Management Plan: An approved management plan shall be used to define the operating characteristics of a facility. No person shall operate a facility in violation of an approved management plan.

(5) School Safety Plan. Any facility that is within six hundred feet from a school that proposes to admit clients that may be under the influence of alcohol shall also develop a safety plan, in consultation with the school and the superintendent of the Boulder Valley School District, if applicable, to ensure safety of the school's students. The school safety plans shall be incorporated into the management plan. For the purpose of this section, "school" means a public, parochial, or non-public school that provides a basic academic education in compliance with the school attendance laws for students in grades kindergarten through the eighth grade. "Basic academic education" has the same meaning as set forth in Section 22-33-104(2)(b), C.R.S.

(6) Resubmission and Amendment of a Management Plan: Every three years, or when the owner or operator changes the operating characteristics in a manner that does not comply with the approved management plan, whichever occurs first, the owner or operator shall resubmit a management plan. No owner or operator shall fail to resubmit a management plan that meets the requirements of this section. The city manager is authorized to require an owner or operator to organize, host, and participate in a good neighbor meeting if the city manager determines that such a meeting will be of assistance in identifying additional adverse impacts that may have been created by the facility. The management plan shall address how the facility will address any additional adverse impacts that have been identified by the city manager. The city manager will approve the management plan upon finding that any such additional adverse impacts will be mitigated by amendments to the management plan.

(7) Management Plan as a Condition of a Use Review Approval: A management plan shall be incorporated into the conditions of approval if the applicant is required to complete a use review pursuant to Section 9-4-9, "Use Review," B.R.C. 1981.

(c) On-site Staffing: No facility shall be open for use by clients unless there is staff on-site to supervise and oversee the clients.

(d) Waiting Areas: No person shall allow or permit clients of a facility to queue or otherwise wait for the facility to open or to be otherwise be admitted into the facility in the public right-of-way. The facility shall provide an indoor or outdoor waiting area in a size adequate to prevent the anticipated number of clients from queuing into or otherwise waiting in the public right-of-way.

(e) Parking: The facility shall provide off-street parking at the rates set forth below. The approving authority may grant a parking deferral of up to the higher of fifty percent of the required parking or what otherwise may be deferred in the underlying zoning district if the

applicant can demonstrate that the criteria set forth in Section 9-3.3-8, "Parking Deferral," B.R.C. 1981, have been met.

- (1) One space for each employee or volunteer that may be on the site at any given time computed on the basis of the estimated maximum number of employees and volunteers on the site at any given time; and
- (2) One parking space for each twenty occupants, based on the maximum occupancy of the facility.

(f) Maximum Occupancy: No person shall permit the maximum occupancy of a facility to exceed the following unless approved pursuant to an occupancy increase:

- (1) Residential Districts: For any zoning district that is classified as a residential zoning district pursuant to Subsection 9-3.1-1(a), B.R.C. 1981, the maximum number of residents of the facility shall not exceed four persons for each dwelling unit that would otherwise be permitted based on the lot area or open space on the site.
- (2) Business Districts: For any zoning district that is classified as a commercial zoning district pursuant to Subsection 9-3.1-1(b), B.R.C. 1981, the maximum number of residents of the facility shall not exceed four persons for each dwelling unit that would otherwise be permitted based on the lot area or open space on the site. Up to two additional persons per dwelling unit equivalent in the business zoning districts is permitted if the property is not adjacent to a residential zoning district classification as set forth in Subsection 9-3.1-1(a), B.R.C. 1981. For the purpose of this subsection, adjacent means separated by an alley a street that is a minor arterial or lesser classification on the Transportation Master Plan functional classification map, or a property line, not withstanding a break in a survey, that is shared between the facility and another property.
- (3) Industrial Districts: For any zoning district that is classified as an industrial zoning district pursuant to Subsection 9-3.1-1(c), B.R.C. 1981, the maximum number of residents of the facility shall not exceed four persons for each 1,600 square feet of lot area on the site. Up to two additional persons for each 1,600 square feet of lot area on the site in an industrial zoning districts is permitted if the property is not adjacent to a residential zoning district classification as set forth in Subsection 9-3.1-1(a), B.R.C. 1981. For the purpose of this subsection, adjacent means separated by an alley a street that is a minor arterial or lesser classification on the Transportation Master Plan functional classification map, or a property line, not withstanding a break in a survey, that is shared between the facility and another property.

- (4) Calculating Occupancy: The maximum occupancy for a facility shall include the occupants of facility in addition to the occupants of emergency shelter uses and transitional housing uses that are also located on the property.
- (5) Occupancy Increase: For applicants that cannot meet the conditional standards for occupancy increases set forth in this subsection, or otherwise is limited to four occupants per dwelling unit equivalent, the maximum occupancy of a facility may be increased from four or six up to eight occupants per dwelling unit equivalents upon approval of a use review pursuant to Section 9-4-9, "Use Review," B.R.C. 1981.
- (g) Review Standards: Uses designated as conditional uses in Section 9-3.1-1, "Schedule of Permitted uses of Land," B.R.C. 1981, shall be processed under the provisions of this section, unless the applicant proposes to exceed the following standards. In such cases, the applicant will also be required to complete the use review process pursuant to Section 9-4-9, "Use Review," B.R.C. 1981.
 - (1) High Density Residential: In the HR and HZ zoning district, a use review will also be required if the applicant requests the maximum occupancy per dwelling unit equivalent be increased from four up to eight occupants.
 - (2) Community Business, Business Main Street, and Transitional Business Districts: In the CB, TB, and BMS zoning districts, a use review will also be required if the maximum occupancy per dwelling unit equivalent is increased from four up to eight occupants. For the purpose of this subsection, adjacent means separated by an alley, a street that is a minor arterial or lesser classification on the Transportation Master Plan functional classification map, or a property line, notwithstanding a break in a survey, that is shared between the facility and another property.

Section 8. Chapter 9-3.4, B.R.C. 1981, is amended by the addition of a new section 9-3.4-

26, B.R.C. 1981, to read:

9-3.4-26 **Day Shelter.**

The following criteria apply to any day shelter:

- (a) Good Neighbor Meeting and Management Plan: The intent of a good neighbor meeting and management plan is to ensure that day shelter owners and operators are informed of the effects upon neighboring properties of operating a such a facility, and are educated about ways to mitigate, reduce, or eliminate potential impacts upon neighboring properties.

Owners and operators shall implement a good neighbor plan when establishing a day shelter that meets the following standards:

(1) Meeting with Surrounding Property Owners Required: Prior to submitting an application, the owner or operator shall be required to organize, host, and participate in a meeting with the surrounding property owners. The time and place of the meeting shall be approved by the city manager. Notice of the meeting shall be provided as set forth in paragraph (3) below. Nothing in this section shall relieve the owner or operator of the responsibility to otherwise comply with all other laws applicable to the property or business.

(2) Purpose of Meeting: The purpose of the meeting described in paragraph (1) above is to provide interested persons in the surrounding neighborhood an opportunity to inform the facility owner or operator of the concerns of the neighborhood. The facility owner or operator shall also provide interested persons in the surrounding neighborhood an opportunity to comment on its proposed management plan. The issues to be addressed at this meeting may include, without limitation, hours of operation; client arrival and departure times; coordinated times for deliveries and trash collection; mitigation of noise impacts; security; the facility's drug and alcohol policy; loitering; employee education; the facility's responsibilities as good neighbors; neighborhood outreach and methods for future communication; and dispute resolution with the surrounding neighborhood.

(3) Notice for the Meeting: The city manager will publish notice of the meeting in a newspaper of general circulation in the city at least ten days before the meeting. The city manager will mail written notice of the meeting to the record owners and current occupants of the property within six hundred feet of the property at least ten days before the meeting. The applicant shall mail or deliver a copy of the proposed management plan to the record owners and as current occupants of the property within the surrounding neighborhood that is within six hundred feet of the property at least ten days before the meeting. Any defects in the compliance with the notice provisions contained in this subsection will not invalidate a decision approving the use.

(b) Management Plan: The approved management plan shall address how the applicant will mitigate the potential adverse impacts that a facility may have on the surrounding neighborhood. The approving authority will not approve a management plan unless it adequately addresses such impacts. The following standards apply to the preparation, submission, and approval of a management plan:

(1) Elements of a Management Plan: The management plan shall contain the following components that address the mitigation of potential adverse impacts the facility may

have on the surrounding neighborhood, to the extent necessary: hours of operation; client arrival and departure times; coordinated times for deliveries and trash collection; mitigation of noise impacts; security; the facility's drug and alcohol policy; loitering; employee education; the facility's responsibilities as good neighbors; neighborhood outreach and methods for future communication; and dispute resolution with the surrounding neighborhood.

- (2) Preparation and Distribution of a Proposed Management Plan: The owner or operator shall prepare a proposed management plan and present it to the surrounding property owners at the good neighbor meeting required by subsection (a) above.
- (3) Submission of a Management Plan: After the good neighbor meeting, the applicant shall submit a revised management plan with its application.
- (4) Approved Management Plan: An approved management plan shall be used to define the operating characteristics of a facility. No person shall operate a facility in violation of an approved management plan.
- (5) School Safety Plan: Any facility that is within six hundred feet from a school that proposes to admit clients that may be under the influence of alcohol shall also develop a safety plan, in consultation with the school and the superintendent of the Boulder Valley School District, if applicable, to ensure safety of the school's students. For the purpose of this section, "school" means a public, parochial, or nonpublic school that provides a basic academic education in compliance with the school attendance laws for students in grades kindergarten through the eighth grade. "Basic academic education" has the same meaning as set forth in Section 22-33-104(2)(b), C.R.S.
- (6) Resubmission and Amendment of a Management Plan: Every three years, or when the owner or operator changes the operating characteristics in a manner that does not comply with the approved management plan, whichever occurs first, the owner or operator shall resubmit a management plan. No owner or operator shall fail to resubmit a management plan that meets the requirements of this section. The city manager is authorized to require an owner or operator to organize, host, and participate in a good neighbor meeting if the city manager determines that such a meeting will be of assistance in identifying additional adverse impacts that may have been created by the facility. The management plan shall address how the facility will address any additional adverse impacts that have been identified by the city manager. The city manager will approve the management plan upon finding that any such additional adverse impacts will be mitigated by amendments to the management plan.

- (7) Management Plan as a Condition of a Use Review Approval: A management plan shall be incorporated into the conditions of approval if the applicant is required to complete a use review pursuant to Section 9-4-9, "Use Review," B.R.C. 1981.
- (c) On-site Staffing: No facility shall be open for use by clients unless there is staff on-site to supervise and oversee the clients.
- (d) Waiting Areas: No person shall allow or permit clients of a facility to queue or otherwise wait for the facility to open or to be otherwise be admitted into the facility in the public right-of-way. The facility shall provide an indoor or outdoor waiting area in a size adequate to prevent the anticipated number of clients from queuing into or otherwise waiting in the public right-of-way.
- (e) Outdoor Area: The facility shall provide an outdoor area, screened from the surrounding properties and the public right-of-way for use of clients once admitted to the facility.
- (f) Parking: The facility shall provide off-street parking at the rates set forth in Section 9-3.2-1, "Schedule of Bulk Requirements," B.R.C. 1981, for a non-residential use. The approving authority may grant a parking deferral of the higher of up to fifty percent of the required parking or what otherwise may be deferred in the underlying zoning district if the applicant can demonstrate that the criteria set forth in Section 9-3.3-8, "Parking Deferral," B.R.C. 1981, have been met.

Section 9. Chapter 9-3.4, B.R.C. 1981, is amended by the addition of a new section 9-3.4-

27, B.R.C. 1981, to read:

9-3.4-27 Emergency Shelter.

The following criteria apply to any emergency shelter:

- (a) Good Neighbor Meeting and Management Plan: The intent of a good neighbor meeting and management plan is to ensure that emergency shelter owners and operators are informed of the effects upon neighboring properties of operating a such a facility, and are educated about ways to mitigate, reduce, or eliminate potential impacts upon neighboring properties. Owners and operators shall implement a good neighbor meeting and management plan when establishing a emergency shelter that meets the following standards:
 - (1) Meeting with Surrounding Property Owners Required: Prior to submitting an application, the owner or operator shall be required to organize, host, and participate in a meeting with the surrounding property owners. The time and place of the meeting shall be approved by the city manager. Notice of the meeting shall be

provided as set forth in paragraph (3) below. Nothing in this section shall relieve the owner or operator of the responsibility to otherwise comply with all other laws applicable to the property or business.

(2) Purpose of Meeting: The purpose of the meeting described in paragraph (1) above is to provide interested persons in the surrounding neighborhood an opportunity to inform the facility owner or operator of the concerns of the neighborhood. The facility owner or operator shall also provide interested persons in the surrounding neighborhood an opportunity to comment on its proposed management plan. The issues to be addressed at this meeting may include, without limitation, hours of operation; client arrival and departure times; coordinated times for deliveries and trash collection; mitigation of noise impacts; security; the facility's drug and alcohol policy; loitering; employee education; the facility's responsibilities as good neighbors; neighborhood outreach and methods for future communication; and dispute resolution with the surrounding neighborhood.

(3) Notice for the Meeting: The city manager will publish notice of the meeting in a newspaper of general circulation in the city at least ten days before the meeting. The city manager will mail written notice of the meeting to the record owners and current occupants of the property within six hundred feet of the property at least ten days before the meeting. The applicant shall mail or deliver a copy of the proposed management plan to the record owners and current occupants of the property within ten days before the meeting. Any defects in the compliance with the notice provisions contained in this subsection will not invalidate a decision approving the use.

(4) Waiver of Requirement: The city manager may waive the requirement that the applicant organize, host, and participate in a good neighbor meeting upon finding that the applicant will not require a use review, and that the needs of the facility's clients for anonymity and a safe and secure environment will be compromised by such a meeting.

(b) Management Plan: The approved management plan shall address how the applicant will mitigate the potential adverse impacts that a facility may have on the surrounding neighborhood. The approving authority will not approve a management plan unless it adequately addresses such impacts. The following standards apply to the preparation, submission, and approval of a management plan:

(1) Elements of a Management Plan: The management plan shall contain the following components that address the mitigation of potential adverse impacts the facility may have on the surrounding neighborhood, to the extent necessary: hours of operation;

client arrival and departure times; coordinated times for deliveries and trash collection; mitigation of noise impacts; security; the facility's drug and alcohol policy; loitering; employee education; the facility's responsibilities as good neighbors; neighborhood outreach and methods for future communication; and dispute resolution with the surrounding neighborhood.

- (2) Preparation and Distribution of a Proposed Management Plan: The owner or operator shall prepare a proposed management plan and present it to the surrounding property owners at the good neighbor meeting required by subsection (a) above.
- (3) Submission of a Management Plan: After the good neighbor meeting, the applicant shall submit a revised management plan with its application.
- (4) Approved Management Plan: An approved management plan shall be used to define the operating characteristics of a facility. No person shall operate a facility in violation of an approved management plan.
- (5) Management Plan as a Condition of a Use Review Approval: A management plan shall be incorporated into the conditions of approval if the applicant is required to complete a use review pursuant to Section 9-4-9, "Use Review," B.R.C. 1981.

(c) Parking: The facility shall provide off-street parking at the rates set forth below. The approving authority may grant a parking deferral of up to the higher of fifty percent of the required parking or what otherwise may be deferred in the underlying zoning district if the applicant can demonstrate that the criteria set forth in Section 9-3-3-8, "Parking Deferral," B.R.C. 1981, have been met.

- (1) One space for each employee or volunteer that may be on the site at any given time computed on the basis of the estimated maximum number of employees and volunteers on the site a any given time;
- (2) One parking space for each twenty occupants, based on the maximum occupancy of sleeping rooms and the dormitory type sleeping areas; and
- (3) One parking space for each attached type dwelling unit.

(d) Maximum Occupancy: No person shall permit the maximum occupancy of a facility to exceed the following unless approved pursuant to an occupancy increase:

- (1) For emergency shelter facilities that operate with sleeping rooms or with open air dormitory type sleeping areas, the following occupancy standards apply:

- (A) Residential Districts: For any zoning district that is classified as a residential zoning district pursuant to Subsection 9-3.1-1(a), B.R.C. 1981, the maximum number of residents of the facility shall not exceed six persons for each dwelling unit that would otherwise be permitted based on the lot area or open space on the site.
- (B) Business Districts: For any zoning district that is classified as a commercial zoning district pursuant to Subsection 9-3.1-1(b), B.R.C. 1981, the maximum number of residents of the facility shall not exceed six persons for each dwelling unit that would otherwise be permitted based on the lot area or open space on the site. Up to two additional persons per dwelling unit equivalents in the business zoning districts is permitted if the property is not adjacent to a residential zoning district classification as set forth in Subsection 9-3.1-1(a), B.R.C. 1981. For the purpose of this subsection, adjacent means separated by an alley, a street that is a minor arterial or lesser classification on the Transportation Master Plan functional classification map, or a property line, notwithstanding a break in a survey, that is shared between the facility and another property.
- (C) Industrial Districts: For any zoning district that is classified as an industrial zoning district pursuant to Subsection 9-3.1-1(c), B.R.C. 1981, the maximum number of residents of the facility shall not exceed six persons for each 1,600 square feet of lot area on the site. Up to two additional persons for each 1,600 square feet of lot area on the site in an industrial zoning districts is permitted if the property is not adjacent to a residential zoning district classification as set forth in Subsection 9-3.1-1(a), B.R.C. 1981. For the purpose of this subsection, adjacent means separated by an alley a street that is a minor arterial or lesser classification on the Transportation Master Plan functional classification map, or a property line, notwithstanding a break in a survey, that is shared between the facility and another property.
- (D) Occupancy Increase: For applicants that cannot meet the conditional standards for occupancy increases set forth in this subsection, or otherwise is limited to six occupants per dwelling unit equivalent, the maximum occupancy of a facility may be increased from six up to ten occupants per dwelling unit equivalents upon approval of a use review pursuant to Section 9-4-9, "Use Review," B.R.C. 1981.
- (2) Attached Housing: For emergency shelter facilities that are located in zoning districts that permit attached housing, that operate as separate attached dwelling units, each dwelling unit equivalent shall constitute two attached dwelling units. No

person shall occupy such dwelling unit except in accordance with the occupancy standards set forth in Subsection 9-3.2-8(a), B.R.C. 1981, for dwelling units.

(3) Detached Housing: For emergency shelter facilities that are located in zoning districts that do not permit attached housing, each detached dwelling unit shall constitute one dwelling unit. No person shall occupy such a dwelling unit except in accordance with the occupancy standards set forth in Subsection 9-3.2-8(a), B.R.C. 1981, for a dwelling unit.

(4) Calculating Occupancy: The maximum occupancy for a facility shall include the occupants of facility in addition to the occupants of overnight shelter uses and transitional housing uses that are also located on the property.

(e) Review Standards: Uses designated as conditional uses in Section 9-3.1-1, "Schedule of Permitted Uses of Land," B.R.C. 1981, shall be processed under the provisions of this section unless the applicant makes a request to increase the maximum occupancy per dwelling unit equivalent from six persons per dwelling unit equivalent up to ten occupants for sleeping room or dormitory type sleeping areas.

Section 10. Chapter 9-3.4, B.R.C. 1981, is amended by the addition of a new section 9-3.4-

28, B.R.C. 1981, to read:

9-3.4-28 Transitional Housing.

The following criteria apply to any transitional housing facility:

(a) Density: The maximum number of dwelling units with transitional housing facility shall be the same as is permitted within the underlying zoning district, except that for any zoning district that is classified as an industrial zoning district pursuant to Subsection 9-3.1-1(c), B.R.C. 1981, the number of dwelling units that permitted shall not exceed one dwelling unit for each 1,600 square feet of lot area on the site.

(b) Occupancy: No person shall occupy such dwelling unit within a transitional housing facility except in accordance with the occupancy standards set forth in Subsection 9-3.2-8(a), B.R.C. 1981, for dwelling units.

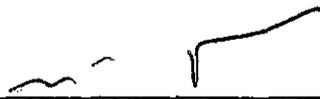
(c) Parking: The facility shall provide one off-street parking space for each dwelling unit on the site. The approving authority may grant a parking deferral of up to the higher of fifty percent of the required parking or what otherwise may be deferred in the zoning district if the applicant can demonstrate that the criteria set forth in Section 9-3.3-8, "Parking Deferral," B.R.C. 1981, have been met.

Section 11. This ordinance is necessary to protect the public health, safety, and welfare of the residents of the city, and covers matters of local concern.

Section 12. The council deems it appropriate that this ordinance be published by title only and orders that copies of this ordinance be made available in the office of the city clerk for public inspection and acquisition.

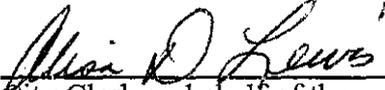
INTRODUCED, READ ON FIRST READING, AND ORDERED PUBLISHED BY TITLE

ONLY this 1st day of May, 2001.



Mayor

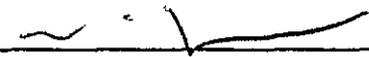
Attest:



City Clerk on behalf of the
Director of Finance and Record

READ ON SECOND READING, AMENDED, AND ORDERED PUBLISHED BY TITLE

ONLY this 15th day of May, 2001.



Mayor

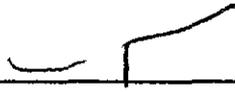
Attest:



City Clerk on behalf of the
Director of Finance and Record

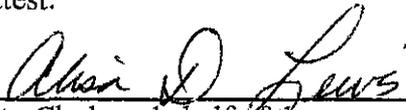
READ ON THIRD READING, AMENDED, AND ORDERED PUBLISHED BY TITLE

ONLY this 5th day of June, 2001.



Mayor

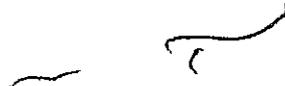
Attest:



City Clerk on behalf of the
Director of Finance and Record

READ ON FOURTH READING, PASSED, ADOPTED, AND ORDERED PUBLISHED

BY TITLE ONLY this 19th day of June, 2001.



Mayor

Attest:



City Clerk on behalf of the
Director of Finance and Record

7132

ORDINANCE 7132

AN ORDINANCE AMENDING TITLE 9, "LAND USE REGULATIONS," B.R.C. 1981, BY THE ADDITION OF NEW STANDARDS FOR THE REGULATION AND SITING OF OVERNIGHT SHELTERS, EMERGENCY SHELTERS, TRANSITIONAL HOUSING, DAY SHELTERS AND ADDICTION RECOVERY FACILITIES.

(The published text of the above ordinance is available for public inspection and acquisition in the office of the City Clerk, Municipal Building, 1777 Broadway, Boulder, CO 80302.)

INTRODUCED, READ, AND ORDERED PUBLISHED BY TITLE ONLY THIS 1ST DAY OF MAY, 2001.

Will Toor
MAYOR

ATTEST:

Alisa D. Lewis
City Clerk

Published May 4, 2001 in the Daily Camera - 124998.

ORDINANCE NO. 7132

(Amended on 2nd Reading, 4th Reading Required)

AN ORDINANCE AMENDING TITLE 9, "LAND USE REGULATIONS," B.R.C. 1981, BY THE ADDITION OF NEW STANDARDS FOR THE REGULATION AND SITING OF OVERNIGHT SHELTERS, EMERGENCY SHELTERS, TRANSITIONAL HOUSING, DAY SHELTERS AND ADDICTION RECOVERY FACILITIES.

(The published text of the above ordinance is available for public inspection and acquisition in the office of the City Clerk, Municipal Building, 1777 Broadway, Boulder, CO 80302.)

INTRODUCED, READ, AND ORDERED PUBLISHED BY TITLE ONLY THIS 1ST DAY OF MAY, 2001.

READ ON SECOND READING, AMENDED AND ORDERED PUBLISHED BY TITLE ONLY THIS 15TH DAY OF MAY, 2001.

READ ON THIRD READING, AMENDED AND ORDERED PUBLISHED BY TITLE ONLY THIS 5TH DAY OF JUNE, 2001.

Will Toor
MAYOR

ATTEST:

Alisa D. Lewis
City Clerk

Published June 8, 2001 in the Daily Camera - 136194.

ORDINANCE NO. 7188

AN ORDINANCE AMENDING TITLE 9, "LAND USE REGULATIONS," B.F.C. 1981, BY THE ADDITION OF NEW STANDARDS FOR THE REGULATION AND SITING OF OVERNIGHT SHELTERS, EMERGENCY SHELTERS, TRANSITIONAL HOUSING, DAY SHELTERS AND ADDICTION RECOVERY FACILITIES.

(The published text of the above ordinance is available for public inspection and acquisition in the office of the City Clerk, Municipal Building, 1777 Broadway, Boulder, CO 80302.)

INTRODUCED, READ, AND ORDERED PUBLISHED BY TITLE ONLY THIS 1ST DAY OF MAY, 2001.

READ ON SECOND READING, AMENDED AND ORDERED PUBLISHED BY TITLE ONLY THIS 15TH DAY OF MAY, 2001.

READ ON THIRD READING, AMENDED AND ORDERED PUBLISHED BY TITLE ONLY THIS 5TH DAY OF JUNE, 2001.

READ ON FOURTH READING, PASSED, ADOPTED AND ORDERED PUBLISHED BY TITLE ONLY THIS 19TH DAY OF JUNE, 2001.

Will Toor
MAYOR

ATTEST:

Alex D. Lewis
City Clerk

Published June 22, 2001 in the Daily Camera - 188704.