

**Boulder City Council  
STUDY SESSION  
Televised**

**Thursday  
September 17, 2015**

**6-7 PM  
Resilience Strategy**

**7-9 PM  
Mobile Home Parks Policy**

**Council Chambers  
Municipal Building  
1777 Broadway**

Submit Comments to City Council  
Email: [council@bouldercolorado.gov](mailto:council@bouldercolorado.gov)

or

Attention: Alisa Lewis, City Clerk  
PO Box 791, Boulder, CO 80306  
Fax: 303-441-4478



**Study Session  
MEMORANDUM**

To: Members of City Council

From: Jane S. Brautigam, City Manager  
David Driskell, Executive Director of Community Planning & Sustainability (CP&S)  
Susan Richstone, Deputy Director of CP&S  
Greg Guibert, Chief Resilience Officer

Date: September 17, 2015

**Subject: Resilient Boulder – Phase II Focus Area Update and Resilience Strategy Outline**

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**Study Session Purpose**

Provide an update to City Council regarding Phase II activities for Resilient Boulder and receive Council feedback on potential Resilience Strategy outline.

**Questions for City Council**

- 1. Does City Council have any questions or input regarding the Phase II activities?**
- 2. Does City Council have any feedback on the initial scoping and outline of the Resilience Strategy?**

**Executive Summary**

100 Resilient Cities (100RC) is a global network pioneered by the Rockefeller Foundation to help cities around the world become more resilient to the physical, social, and economic challenges of the 21st century. Boulder joined the network as part of the initiative's first wave in 2013 and through its participation is committed to demonstrating leadership in resilience as well as leveraging the resources and opportunities it presents.

The strategy development process is divided into two phases: Phase I establishes the foundation for the resilience strategy. Phase II encompasses strategy build-out. Boulder is now entering Phase II, during which the city will initiate a series of activities designed to explore transforming city resilience concepts into practice, understand and fill data and capacity gaps, and inform the creation of the Resilience Strategy.

This memo summarizes the Phase II activities and outlines the three proposed focus areas for the city's continued Phase II work for council review and feedback. It also provides an initial scoping and outline for the Resilience Strategy document.

## Resilience Work Plan and Schedule

100RC has outlined a general approach and methodology for developing resilience strategies that the city has used to customize a process according to community goals and capacity and in coordination with other city projects. Generally, the phases of work are as follows:

1. **Phase I (through May 2015): Preliminary Resilience Assessment.** The Preliminary Resilience Assessment (PRA) is a synthesis of the outputs and findings of Phase I. The PRA helps identify which activities are priorities for Phase II. While the final PRA is still in development, a summary of Phase I was provided to council at its study session on May 12, 2015. The memo for that study session can be found [here](#).
2. **Phase II (through early 2016): Strategy Development.** Activities in the second phase will lay the foundation for the resilience strategy. Boulder's Phase II activities are outlined in this memo.
3. **Phase III (in 2016): Early Implementation.** 2016 will be dedicated to early implementation activities and ensuring financial sustainability of resilience beyond the initial 100RC investment.

### Phase II Activities:

The cross-departmental city resilience team has identified seven activities for Phase II of the 100RC strategy development process. Each activity responds to issues identified in the PRA while also building on existing efforts and expertise in the city and the community at large and leveraging resources available to the city through the 100RC process.

The cross-departmental team of staff includes representatives from Fire, Public Works, Human Services, Economic Vitality, Community Planning and Sustainability, Long Term Flood Recovery, Information Resources, Finance, Information Technology, OSMP and Parks and Recreation, among others. This team has been engaged throughout Phase I of the resilience strategic planning process and will play a key role in implementing and advising on the proposed Phase II tasks, helping ensure that all Phase II efforts are implemented in a coordinated, inclusive manner. The overall strategy of embedding the city's resilience work within existing initiatives and work efforts helps ensure integration of resilience thinking in existing plans and programs, connections with critical community stakeholders, and potential co-benefits between planned initiatives. Broadly speaking, Phase II tasks are a combination of technical assessment, targeted strategic planning for new or experimental initiatives, and alignment of existing city efforts with resilience principles and activities.

Phase II activities correlate directly to specific resilience strengths and weaknesses, specific shocks and/or stresses, and/or cross-cutting issues. The projects were selected among many potential alternatives based on criteria that included the potential for resource alignment, timeline and work product considerations, the ability to add specific value to existing city priority activity, and the depth of the resilience knowledge or capacity gap surfaced during the assessment process of Phase I.

Each of the Phase II activities are summarized below. Each project leverages technical resources or partners made available through the 100RC program. A summary table of the activities and the services provided by the technical partners is provided in **Attachment A**.

- a. Framework and Boulder Valley Comprehensive Plan (BVCP) Integration: We expect this effort to have two tangible benefits. First, more directly addressing resilience in the Boulder Valley Comprehensive Plan (BVCP) update, including key issues and vulnerabilities identified in Phase I. This may mean additional BVCP maps, policies and/or actions to make the content of the plan more

comprehensive and robust. Second, integrating resilience principles into the structure and language of the city's sustainability principles and Sustainability Framework, which can provide a strong foundation for ensuring the integration of resilience principles in other aspects of local policy.

- b. Using Climate Information: This activity proposes to develop a scientifically robust process for selecting a set of projections regarding future climate conditions and local impacts for consistent use across all city departments and planning initiatives, analogous to the demographic and economic data projections already in use. This will include a companion guide on understanding the uncertainties inherent in the modeling and the overall selection approach. Once selected, the projections will be used to inform a vulnerability analysis of critical infrastructure using the modeling platform provided by 100RC platform partner, Resilient Analytics.
- c. Community "Safe Haven" Network: This project will pilot the design and implementation a community-wide resilience node or "safe haven" network that insures continuity of critical community services, protection for high risk/high vulnerability populations and infrastructure, and enhanced capacity to provide and maintain basic services at a neighborhood or district scale during emergency events. The pilot phase will select three existing community facilities (such as a school, church, hospital, or community center), and develop integrated, enhanced infrastructure features such as on-site renewable energy generation and storage, augmented water and sewer utilities, and communications and transportation support that can be "islanded" and operate independently during emergency events that might disrupt overall grid or system operations communitywide. Integral to the approach is an extensive focus on neighborhood-based collaboration and involvement in the siting and development of these safe havens in ways that integrate educational, social and communications functions and build the social cohesion and collaboration essential to overall community resilience.
- d. Community Preparedness: In August, Boulder was selected as one of 10 cities to host the inaugural class of Resilience Americorps/VISTA members. The program was created as a response to the recommendations made by President Obama's State, Local, and Tribal Leaders Task Force on Climate Preparedness and Resilience to assist vulnerable communities that lack the capacity to address climate resilience planning and implementation. Eligible cities were identified based on local vulnerability, commitment from City Hall to resilience efforts, and the city's capacity to host and implement Resilience AmeriCorps VISTA members. The AmeriCorps VISTAs will assist the city in developing and piloting a citizen corps disaster preparedness training initiative by conducting foundational research on emerging global best practices, developing a draft program design based on those findings in consultation with community leaders, and working with city and county staff to align resources for both near term piloting and long term financial viability for the proposed initiative. Additionally, the AmeriCorps VISTAs will assist in aligning these emerging efforts with strong, deliberate ties to 'blue sky'/non-emergency community volunteerism and civic ownership opportunities that already exist in the city as well as new or novel efforts emerging from the CRO's 100RC strategy work or additional activities developed as part of the city's new Neighborhood Liaison program. (**Attachment B** is an overview and FAQ of the Cities of Service Resilience Americorps program)
- e. Supporting Economic Resilience: A thorough review of city plans and policies as part of the Phase I diagnostics clearly shows a significant gap in our understanding of the community's economic risk, both in respect to national and regional economic stresses as well as to local natural hazard exposure. Maintaining Boulder's economic strength and diversity, while encouraging greater

resilience across sectors, is a top city priority. Three interrelated activities will build on and amplify existing efforts to build economic resilience: a comprehensive economic health and risk assessment, resources for continuity planning and risk transfer or reduction strategies, and development of post-disaster impact assessment capability.

- f. Big Data to Support a Healthy and Socially Thriving Community: This project builds upon existing momentum to create a system of common metrics that would provide data to be stored and analyzed in a data warehouse. Partners and their grantee agencies could jointly analyze and monitor shared performance measures to determine opportunities and gaps in the regional human services system.
- g. Monitoring and Managing the Urban Forest: This project proposes two tiers of activity. The first will help the city to better understand the health and extent of the urban forest canopy using new remote sensing and data capture technologies. The information generated from this activity can serve as the foundation for active management strategies around issues such as urban heat islands and emerald ash borer mitigation. The second tier of activity is more experimental and involves exporting the geospatial assessment data into a 'Resilience Dashboard' pilot project so that the community can better understand and participate in issues and opportunities related to the city's urban forest. **Attachment C** is an article by NextCity providing a summary of the first phase of this project.

### Resilience Strategy Scope and Outline

The 100 Resilient Cities campaign seeks to build an enduring culture of resilience in cities around the world. In addition to the Phase II activities outlined in the previous section of this memo, the Boulder team will be working to develop a strategy that carries this project-by-project approach into an ethos that permeates the process of governance as well as social, economic, and cultural activities across the community. Boulder serves as an excellent example of a city that is currently undertaking many specific and successful resilience building activities through discrete projects, but where a pervasive community culture of resilience - akin to how we view sustainability as a shared value – has not yet been fully understood and developed.

Resilience is as much a philosophy or way of being as it is a set of specific programmatic or project outcomes. The objective of Boulder's Resilience Strategy is to provide a roadmap for building resilience in the city organization and community through targeted and strategic changes in how the city conducts business and makes decision. The proposed approach to development of the strategy, outlined below, is organized around three guiding tenets:

- Integration: Resilience as a concept and in practice must be deeply embedded into the practical operation of city government and as a routine, natural element of community activity. The strategy will identify focused pathways for immediate integration in areas where relatively minor adjustments to existing policies or practices will have a magnifying impact across the community or the city as an organization.
- Alignment: Boulder has a long tradition of progressive land use planning, flood plain mitigation, and proactive climate action, among many other community values and priorities. The strategy will acknowledge, align with and help advance these existing commitments and efforts, seeking

to bring specific added value rather than creating entirely new processes, plans, or major investments.

- Sustainability: Building resilience is a never-ending process that needs ongoing infusion of new information about changing conditions, reassessment of community strengths and weaknesses, and continued social and financial investment or alignment. The strategy will identify mechanisms to ensure that the efforts undertaken now can be maintained, replicated, and amplified in the future.

With those core tenets in mind, the strategy will detail strategic priorities along three main pathways intended to build a lasting and dynamic culture of resilience across all aspects of the community. The pathways lay the foundation for further activity by identifying the mechanisms and processes needed for ongoing reassessment of and investment in resilience activity. As resilience becomes increasingly embedded in each pathway, it will be supported as an increasingly routine and, over time, normalized aspect of how the city conducts business. The three pathways are:

Pathway 1: Institutions and Infrastructure: Integrate resilience principles into existing city efforts and priorities to ensure sustained community investment. This pathway seeks to incorporate resilience principles and processes into the policy and planning structure of city government. It also acknowledges that one of the most enduring legacies and manifestations of city investment and activity is through built infrastructure.

- Associated Phase II Activities:
  - Framework and BVCP Integration
  - Using Climate Information
  - Creating a “Safe Haven” Network

Pathway 2: Community Capacity and Adaptability: Foster community preparedness to both long term stresses and acute shocks, while deepening and broadening public involvement in all civic processes. This pathway articulates interventions specifically designed to address priority gaps surfaced during the diagnostics of the Preliminary Resilience Assessment of Phase I, notably the general lack of individual and business readiness for crisis and disruption across most sectors of the community. It also acknowledges that at its core, community resilience is often about personal relationships, social networks, and human capacity.

- Associated Phase II Activities:
  - Community Preparedness
  - Supporting Economic Resilience

Pathway 3: Knowledge for Informed Action: Cultivate creative and novel solutions to emerging resilience challenges through the creation of new strategic partnerships, data architectures, and social engagement tools or methods. This pathway seeks to develop the mechanisms for supporting decision-making at both the institutional and community level with new information and data systems, some of which may be peripheral to core resilience themes but that democratize its collection and use to advance a variety of community goals. It also acknowledges the tremendous capacity within the local research, educational, and activist community to co-own the process of knowledge creation in search of novel solutions to emerging and difficult resilience challenges.

- Associated Phase II Activities:
  - Big Data to Support a Healthy and Socially Thriving Community
  - Monitoring and Managing the Urban Forest

### Other Resilience Activities

In addition to the activities directly associated with the 100RC Phase II scope of work detailed above, the city is actively participating in other regional and national resilience activities.

**National Disaster Resilience Competition:** The U.S. Department of Housing and Urban Development (HUD), in collaboration with the Rockefeller Foundation, is providing significant resources and support to communities to help them become more resilient. The National Disaster Resilience Competition (NDRC) is a two-phase process that will competitively award nearly \$1 billion in HUD Disaster Recovery funds to eligible communities. The competition will help communities recover from prior disasters and improve their ability to withstand and recover more quickly from future disasters, hazards, and shocks. To complement these funds, Rockefeller will provide technical assistance and training workshops to every eligible state and local government. This support will help applicants consider future risks and vulnerabilities in planning and decision-making, and assist them in applying for HUD funding. While distinct, these two programs will work together to help communities better understand their risks and identify ways in which they can protect the long-term well-being and safety of their residents.

Boulder is participating with neighboring communities to prepare a proposal for submission by the State Recovery and Resilience Office (CRRO), the eligible entity in the competition. The final proposals are due to HUD by Oct. 23 and there will be a 15-day public comment period beginning on or around Oct. 1. Boulder has provided a specific technical resource to the CRRO via the 100RC platform partners to assist in qualitative valuation of project outcomes. Because the awards are part of a highly competitive process, the city's and partners' proposals will remain confidential until the public comment period. More information is provided in **Attachment D: NDRC Factsheet**.

**Understanding Risk-Boulder Workshop:** UR+Boulder is a two-day event on Oct. 23-24 that convenes the talent and expertise of our region's communities, scientists, technologists, and government to develop shared understanding of the challenges we face in building long-term resilience to natural hazards; the impacts of climate change; and develop innovative solutions to meet them. UR+Boulder will host 12 sessions to highlight key themes in Boulder and provide a forum where experts and non-experts can share information and develop strategies about the issues that matter most to them. A tech challenge will connect local tech volunteers with area organizations who can benefit from them and offer \$20,000 in contracts to develop open-source tools that can be shared by all. UR+Boulder is a collaborative workshop sponsored by the City, the World Bank's Global Facility for Disaster Risk Reduction, CU Boulder, and Ushahidi, a 100RC Platform Partner. (<http://urboulder.ushahidi.com/>)

**MIT Climate CoLab Global Challenge:** On Oct. 6, C3 Boulder: A Climate Culture Collaborative, in coordination with Resilient Boulder and the City of Boulder's Climate Commitment, will launch an MIT Climate CoLab global challenge entitled "Fostering Climate Collaboration in Boulder, CO." The Climate CoLab aims to address global climate change via a crowdsourcing platform where thousands of people around the world are able to submit, critique, and collaborate on climate solutions. The initiative is seeking proposals that offer dynamic, self-renewing solutions that will build community engagement and help leverage and coordinate existing efforts in the community for a magnified impact, as well as serve as a model for other communities around the world. The proposals will be voted on by a team of expert judges and monetary rewards will be awarded to contest winners as well as the ability to pitch the winning solution at MIT's Solve Conference in 2016. (For more information on MIT's Climate CoLab visit: <http://climatecolab.org/>)

**BoCoStrong Resilience Summit:** As part of its 2015 programming, BoCo Strong is sponsoring its first annual Resilience Summit on September 24th, 2015 from 1:00 - 5:00 PM to bring together key leaders and community members who are working in NGOs, businesses, neighborhoods, and local government. This half-day event will allow participants from around Boulder County to build on existing projects and partnerships, expand our understanding of resilience, and inspire new solutions for a stronger future. BoCo Strong is hosting the first annual Resilience Awards Ceremony on September 24th, 2015 after the Resilience Summit concludes. These awards are to recognize resilience leaders and projects that are helping us build out our definition and practice of resilience in Boulder County. (See <http://www.bocostrong.org/>)

### Next Steps

Over the next 6 months, the Phase II focus area projects will provide foundational technical or strategic input for build out of the Resilience Strategy. Based on input from Council during this session, stakeholder input over the next several months, and Resilience Team deliberation, a complete draft of the strategy will be presented to Council in February 2016 for endorsement. Additional updates specific to individual Phase II may be provided as part of regular work team sessions. Public outreach activities will continue to be largely aligned to project specific work teams and plans, rather than broad messaging around resilience. Over the next 4 months, Resilient Boulder newsletters will feature individual project milestones and updates on a bi-weekly basis and will periodically provide information to the public on events and opportunities to be involved.

### Attachments:

- A: Phase II Project Summary Spreadsheet
- B: Cities of Service Resilience VISTA Americorps program overview
- C: Next City, Aug 27, 2015, *Boulder Will Use Big Data Program to Monitor Trees*
- D: HUD National Disaster Resilience Competition Fact Sheet

# Attachment A - Phase II Project Summary Spreadsheet

## Resilient Boulder: Phase II Project Summary - September 1, 2015

Topic	Short Description	Immediate City Departments	Anticipated Outcome	100RC Leveraged Resource	100RC Service Summary	Resilience Building Objective	Project Theme	Other Partners
<b>Climate Change Projections</b>	Develop a scientifically robust process for selecting a set of projections or impacts for consistent and efficient use across all city departments, analogous to the demographic and economic data reporting already in use,	Public Works	Selection of projections and formal city-wide policy on use, baseline facilities vulnerability study	Resilience Analytics and AGU Thriving Earth Exchange	IPSS is a software modeling tool developed by Resilient Analytics. IPSS provides an engineering-based, quantitative assessment of future climate change impacts to transportation and building assets. TEX will provide a designated staff liaison to each city to provide support, and develop a hands-on workshop to jump start the process of finding and implementing solutions, by matching city leaders to scientists with relevant expertise to design and launch a TEX project.	Improved capacity for decision-making, long range risk awareness, capital improvement program alignment, efficient use of resources	Integration	CU, NCAR, NOAA, AGU
<b>Community Capacity and Preparedness</b>	Develop and pilot citizen corps disaster preparedness training initiative by conducting foundational research on emerging global best practices, developing a draft program design based on those findings in consultation with community leaders, and working with city and county staff to align resources for both near term piloting and long term financial viability for the proposed initiative	CoB Police and Fire; OEM; Neighborhood Liaison	Program development plan, sustaining financial strategy, pilot efforts	100RC Network	Leverage the experience of peer cities to identify best practices, pitfalls, and strategies	Addresses significant community emergency response capability gaps, builds community cohesion, links to safe havens/grid modernization	Capacity building	Cities of Service; BoCo Strong; CDBG-DR Grant
<b>BVCP and Integrated Framework</b>	Update the plan to directly address resilience, use of Resilient Boulder's work to better understand vulnerabilities, addressing those vulnerabilities in the plan with additional policies and actions. Second, organize the BVCP around an integrated framework of sustainability and resilience to have meaningful influence across most aspects of local policy.	Sustainability Framework; CIP; BVCP Update	Collaboratively develop resilience and risk content for plan update; Conduct a desktop review on resilience and sustainability framework integration; a 1-2 day (public and internal) workshop to draft implementation policy language	HR&A	Use HR&A's experience as 100RC Strategy Partner, as well as subject matter expert, to facilitate complex co-discovery of an integrated community framework and policy language to 'activate' it in the BVCP and other city efforts.	Conceptual integration and practical application across all city policy, plans, strategies, and budgeting priorities	Integration	Boulder County
<b>Grid Modernization and Safe Haven Design</b>	This project will develop a replicable methodology for designing and implementing a community-wide resilience node or safe haven network that insures continuity of critical community services, protection for high risk/high vulnerability population and infrastructure, and an enhanced capacity to provide and maintain basic services at a neighborhood or district scale. A centerpiece of this strategy will be the development of a distributed network of neighborhood/district based resilience capacity centers utilizing existing facilities such as schools, churches, businesses, etc. that have integrated and enhanced infrastructure features such as on-site renewable energy generation and storage.	Climate Commitment; Energy Futures; BVCP; Flood Recovery	Integrated spatial analysis which identifies areas outside major risk zones (flood, fire, etc) with locations and facilities (community centers, schools, churches public facilities) which can be augmented to establish back-up energy and resource systems capable of sustaining operations even if central services are disrupted.	NREL or Sandia National Labs	Using computer models and subject matter expertise to develop designs to help cities evaluate existing electric grid performance and inter-dependencies with other critical systems such as transportation, water, waste, and identify the disasters that pose the greatest risks to which parts of the energy system.	Embodiment of resilience into a critical infrastructure system from the earliest design phases	Integration	NIST, REDI, Colorado Clean Energy Cluster, NDRIC
<b>Economic Resilience</b>	A thorough review of city plans and policies as part of the Phase I diagnostics clearly shows a significant gap in our understanding of the community's economic risk, both in respect to national and regional economic stresses as well as to traditional natural hazard exposure. Maintaining Boulder's economic strength and diversity, while encouraging greater resilience across sectors, is a top city priority. The following activities have been identified for enhancing Boulder's economic resilience: Risk Assessment, Continuity Planning, Business Communication and Assistance and Pilot Programs	Economic Vitality; BRBP; LTFRG; Chamber; Small B Development Center; Energy Futures	Report detailing economic risks, web based continuity planning tools and best practices, long term engagement strategy, partnership road map with CU	HR&A	Use HR&A's experience as 100RC Strategy Partner, as well as subject matter expert	Addresses significant community capability and risk awareness gaps	Capacity building	EDA; OEDIT; SRO
<b>Big Data to Support Healthy and Socially Thriving Community</b>	This project would build upon existing momentum to create a system of common metrics that would provide data to be stored and analyzed in a data warehouse. These partners and their grantee agencies could jointly analyze and monitor shared performance measures to determine opportunities and gaps in the regional human services system.	Housing and Human Services	Baseline community health metrics and underlying data architecture	Palantir	Will require specific service request	Metrics and data driven decision support tools	Knowledge for Action	CU
<b>Ecological Transformation</b>	This project proposes two tiers of activity. The first is a no-regrets effort to understand the health of the urban forest canopy. The second tier of activity is more experimental and involves an additional step by exporting the urban canopy assessment data into a 'Resilience Dashboard' pilot project	P&DS; OSMP; Parks and Recreation; Public Works	Urban forest canopy health assessment and operational dashboard component as proof of concept	Digital Globe and Trimble	DigitalGlobe's standard ortho-ready satellite imagery products permit users to perform sophisticated photogrammetric processing such as orthorectification* and three dimensional feature extractions. eCognition Essentials is a remote sensing classification software that that simplifies aerial image processing for local, regional, and multi-regional environmental analysis and allows users of any skill level to quickly produce high-quality maps ready for use in any Geographic Information System.	Improved capacity for decision-making, long range risk awareness. Potentially important citizen engagement tool, enhancing civic ownership of resilience activities city wide	Knowledge for Action	Socrata

Attachment A - Phase II Project Summary Spreadsheet

Topic	Co-benefits	High Risk and Vulnerability	Cost-Benefit	Social Equity	Technical Soundness
Climate Change Projections	X		X		X
Community Capacity and Preparedness		X			X
BVCP Framework	X	X		X	X
Integration	X				
Resilient Energy Design	X		X		X
Economic Resilience		X	X	X	X
Ecological Transformation	X				
Community Health	X	X	X	X	

Attachment A - Phase II Project Summary Spreadsheet

Innovation	Adaptive Capacity	Harmonization	Last Impacts
		X	X
	X	X	X
		X	X
X		X	X
X	X	X	X
X	X	X	
X	X	X	X
X		X	X

## Resilience AmeriCorps

### AmeriCorps VISTA FAQ

#### Key terms:

- **CNCS:** The Corporation for National and Community Service is the federal agency that engages more than five million Americans in service through its AmeriCorps, Senior Corps, Social Innovation Fund, and Volunteer Generation Fund programs, and leads the President's national call to service initiative, United We Serve.
- **VISTA:** Volunteers In Service To America. VISTA is a program run by CNCS. VISTA was founded in 1965 as a national service program to fight poverty in America. In 1993, VISTA was incorporated into the AmeriCorps network of programs. Nearly 8,000 Americans serve as AmeriCorps VISTA members each year, building the capacity of nonprofit organizations and local government agencies to fight poverty.
- **Intermediary/Lead Agent:** Cities of Service. We are responsible for overall management of the project, including reporting requirements. We inform sub-site supervisors (which is all of you) of their responsibilities to both us and the Corporation for National and Community Service (CNCS).
- **Host Site:** a Cities of Service coalition member that has been granted a VISTA member. That's all of you: the 10 cities selected for this program.
- **Site Supervisor/City Lead:** main point of contact in each Resilience AmeriCorps city.
- **eGrants:** the CNCS database, known to applicants as "My AmeriCorps"; portal for recruiting and screening candidates.
- **VAD:** VISTA Assignment Description, which is a template for yearlong duties and accomplishments for a VISTA member. Completed by the host site during the VISTA member recruitment phase.

## Responsibilities

### CNCS New York State Office:

- Approves Cities of Service VISTA Project Plan
- Approves Cities of Service host sites, position descriptions, and VADs
- Approves all VISTA candidates for service (Hire)
- Terminates all VISTA members (Fire)

### Cities of Service:

Hosts the Resilience Project Manager, who provides oversight of the VISTA grant:

- Submits periodic reports on the program's progress to the CNCS NY State Office
- Provides support to VISTA members through:
  - A VISTA Leader who serves as peer mentor
  - Trainings and networking events
- Provides host site supervisor support through:
  - In-person orientation
  - Site visits
  - One-on-one support
  - Webinars

### Host Site:

- Recruits VISTA members
- Is familiar with the VISTA Supervisor's Manual & VISTA Member Handbook (Cities of Service will share with host sites)
- Completes reports
  - Resilience AmeriCorps progress reports, due quarterly
  - Performance Reviews, due at 3 and 9 month marks
  - End-of-service report, due six weeks prior to VISTA's end date
- Communicates with VISTA Leader and the Program Manager at Cities of Service
  - Member performance issues and/or changes to member responsibilities
- Provides VISTA member orientation, training, and coaching during service term
- Supports VISTA member attendance at:
  - Mandatory trainings and meetings hosted by Cities of Service

– Service events

- Facilitates site visits for Cities of Service staff with Host Site Supervisor and VISTAs

## FAQ

### 1. *What is AmeriCorps VISTA?*

Volunteers In Service To America (VISTA) was founded in 1965 as a national service program to fight poverty in America. In 1993, VISTA was incorporated into the AmeriCorps network of programs. VISTA members commit to serving full-time for a year at nonprofit organizations or local government agencies to build the capacity of these organizations to carry out programs that tackle poverty. The four core principles of AmeriCorps VISTA are: anti-poverty focus, community empowerment, capacity building, and sustainable solutions. During their service terms, VISTA members receive a modest living allowance, health coverage, childcare (if needed), and other benefits. After successful completion of a term of service, members can choose to receive a Segal AmeriCorps Education Award or a post-service stipend. These benefits are administered by CNCS. For more information on AmeriCorps VISTA, please visit: <http://www.nationalservice.gov/programs/ameriCorps/ameriCorps-vista>

### 2. *What activities can an AmeriCorps VISTA member perform?*

VISTAs perform indirect service, which means they help build the capacity of organizations to deliver valuable direct services to people living in poverty. VISTAs typically create new programs, write grants, and recruit volunteers. Examples of VISTA capacity-building projects are:

- Developing or expanding a volunteer recruitment and/or management platform;
- Developing a marketing program and conducting media and social media outreach;
- Prospecting potential donors, creating grants calendars, and writing grants;
- Developing special event fundraisers and cultivation events; and
- Designing evaluation rubrics and measuring program efficacy.

3. *What activities are VISTA members prohibited from performing during their service term?*

- Accepting money for work at the project site
- Participating in political or lobbying activities (as a VISTA member)
- Engaging in religious instruction or any form of religious proselytization

For a more detailed description of prohibited activities, visit:  
<http://www.vistacampus.gov/limitation-member-activities-and-duties>

4. *What are the eligibility requirements to serve as an AmeriCorps VISTA member in this program?*

- Citizen or permanent resident of the United States.
- Commitment to 12 months of full-time service.
- While CNCS sets the minimum age requirement at 18 years of age, VISTAs participating in the Resilience AmeriCorps VISTA Program must be college graduates. With this more stringent requirement, we are helping to ensure that recruitment is targeted towards high-quality candidates. There is no upper age limit.

5. *Are AmeriCorps VISTA members considered employees?*

- No, VISTA members complete a term of service and are not considered full-time employees. VISTA members are considered to be beneficiaries of federally assisted and/or federally conducted programs.

6. *Will my city have the same AmeriCorps VISTA member(s) for both years in the Resilience AmeriCorps VISTA Program?*

- VISTA members only commit to serving for one year, but they may continue their service for up to an additional two years and under certain circumstances, four years. While there is the potential that a VISTA and a city may mutually agree to additional service terms through the Resilience AmeriCorps VISTA Program, your city may need

to recruit different VISTA members for each year of the two-year program.

**7. *Do we need to provide the AmeriCorps VISTA members with a place to live?***

- No, providing housing is not required. However, cities are encouraged to provide VISTA members with recommendations and resources for local, affordable housing. Additionally, cities may choose to give VISTA members a housing stipend out of city funding to cover a portion of the rent. Checks issued for the stipend must be addressed to the landlord or a roommate, not to the VISTA member.

**8. *Does my city pay the AmeriCorps VISTA member's living allowance?***

- No, CNCS provides VISTA members with a modest living allowance on a biweekly basis. Cities of Service will provide further guidance on timekeeping to cities participating in the program.

**9. *Do AmeriCorps VISTA members receive healthcare benefits?***

- CNCS will provide healthcare benefits for the AmeriCorps VISTA members along with childcare, if needed.

**10. *How do I recruit an AmeriCorps VISTA member?***

- Cities of Service will host a webinar for selected cities to provide more information on VISTA recruitment. Critical to finding passionate and qualified VISTA members is promoting your position descriptions to the appropriate and interested audiences. To help with recruitment, Cities of Service will post your VISTA service opportunities in the online AmeriCorps recruiting database. This database is a resource used by all potential AmeriCorps members nationwide who are seeking open service opportunities.

Inspiring Better Cities.

MENU



## Boulder Will Use Big Data Program to Monitor Trees

BY JEN KINNEY | AUGUST 27, 2015

As cities around the world work toward a more sustainable and **resilient** future, a new wealth of satellite and aerial imagery can be a powerful aid — if officials have the tools to interpret the visual data.

“[Imagery] is easy to gather and very difficult to extract data from,” says Rick Gosalves, local government market manager at geospatial and positioning software company Trimble. “Images offer a massive amount of data. If you can make sense from massive data you can make smart data.”

Trimble’s eCognition Essentials **software** analyzes readily available aerial and satellite imagery to produce data about land use that can be used for GIS mapping. eCognition can be programmed to classify any number of ground covers, from permeable and impermeable surfaces to grassland, as well as areas with flooding or fire damage.

“If you’re human and you can determine what’s in the image, you can program the computer [with this software] to figure out and extract what it is,” says Gosalves.

Last week, Trimble announced a partnership with the Rockefeller Foundation’s 100 Resilient Cities (100RC) initiative, a project that provides municipalities with financial, logistical and technical support to achieve resiliency and sustainability goals. The eCognition software, plus support and training on how to use it, will be made available for free to all 100RC cities if it can help further their resiliency goals.

Boulder, Colorado, will be the first city to work with Trimble. The city **hired** its first chief resilience officer through 100RC a year ago.

As part of its resiliency plan, Boulder is trying to better evaluate the health of its urban canopy and ways to retain and manage it. Urban forests not only remove carbon dioxide from the atmosphere, but they also remove other air pollutants like sulfur dioxide and carbon monoxide, and save energy by lowering local temperatures. According to Boulder’s Urban Forestry Department, trees in the city also

reduce stormwater runoff by approximately 422 million gallons per year, performing a service valued at \$5.58 million.

## Inspiring Better Cities.

### MENU

eCognition will help map that tree cover: where it is, where it is damaged and where it can be strengthened. The software analyzes visual data, but doesn't collect it, so Trimble will work with a handful of other companies to provide a complete picture. DigitalGlobe might provide the high-resolution satellite imagery, for example, and Esri might provide a repository for GIS data. Then eCognition can be programmed to seek out healthy or damaged canopy, allowing officials in Boulder to judge the efficacy of conservation projects.

Trimble joins over 50 private, public, academic and nonprofit partners that provide services, software and guidance to cities in the 100RC network. One of the primary goals of the initiative is to connect cities with technical resources to implement their stated resiliency goals.

"One of the key challenges we have seen is that cities don't know about these opportunities," says Liz Yee, 100RC's vice president of strategic partnerships and solutions. "What our platform intends to do is not to solve the entire chain of challenges from start to finish but to really provide cities with the accelerators they need to become more resilient."

While Trimble will provide training and support, the eventual goal is for cities like Boulder to be able to use tools like eCognition on their own. And for early adopters of the software to become an example for other 100RC cities with similar resiliency projects.

"A lot of data collected today, whether it's sitting in a GIS somewhere or whether it's sitting in a hard drive on someone's desk, [we want] to unlock that data," says Gosalves. "The really nifty thing is the chance for cities to actually diagnose and use that information to make decisions, better decisions."

*The Works is made possible with the support of the **Surdna Foundation**.*

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## BECOME A NEXT CITY MEMBER TODAY

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Jen Kinney is a freelance writer and documentary photographer. Her work has also appeared in *Satellite Magazine*, High Country News online, and the *Anchorage Press*. See her work at [jakinney.com](http://jakinney.com).

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**TAGS: RESILIENT CITIES, ENVIRONMENT, STORMWATER MANAGEMENT, BOULDER**



## **NATIONAL DISASTER RESILIENCE COMPETITION**

### **Phase 2 Fact Sheet June 2015**

The U.S. Department of Housing and Urban Development (HUD), in collaboration with the Rockefeller Foundation (Rockefeller), is providing significant resources and support to communities to help them become more resilient. The National Disaster Resilience Competition (NDRC) is a two-phase process that will competitively award nearly \$1 billion in HUD Disaster Recovery funds to eligible communities. The competition will help communities recover from prior disasters and improve their ability to withstand and recover more quickly from future disasters, hazards, and shocks. To complement these funds, Rockefeller will provide technical assistance and training workshops to every eligible state and local government. This support will help applicants consider future risks and vulnerabilities in planning and decision-making, and assist them in applying for HUD funding. While distinct, these two programs will work together to help communities better understand their risks and identify ways in which they can protect the long-term well-being and safety of their residents.

### **Overview**

Cities and towns face significant economic and social risks from extreme weather events including heat waves, drought, tropical storms, high winds, storm surges, and heavy downpours. In many places, these risks are projected to increase substantially due to climate change, sea level rise, and increased development in coastal areas and other vulnerable locations. Hurricane Sandy, recent droughts, and longer wildfire seasons illustrate the rise in natural disasters and the grave consequences of such events. In spite of advances in disaster preparedness, extreme weather is now affecting the safety, health, and economies of entire regions. American communities cannot effectively reduce their risks and vulnerabilities without considering future extreme events and the effects of climate change in their everyday planning and decision-making. Following a disaster, the recovery phase presents a valuable opportunity for communities to consider how to rebuild more resiliently. The National Disaster Resilience Competition (NDRC) will make nearly \$1 billion available to communities that have been impacted by natural disasters in recent years.

The competition will encourage communities to not only consider how they can recover from a past disaster but also how to avoid future disaster losses. Applicants will need to link or “tie-back” their proposals to the disaster from which they are recovering, as well as demonstrate how they are reducing future risks and advancing broader community development goals within their target geographic area(s). For example, a community that lost housing during a mudslide may consider constructing homes in a safer area for the survivors. It may also find a

financing mechanism for affected downstream businesses to survive the effects of the event and prepare and plan for future hazards.

The competition is structured in two phases: (1) a framing phase and (2) an implementation phase. During Phase 1, applicants considered their disaster recovery needs, vulnerabilities, stakeholder interests, resilience, community development objectives, and investment alternatives.

In Phase 2, applicants will consider and refine approaches to meet their needs and objectives identified in Phase 1. HUD invited the top-scoring applicants from Phase 1 to participate in Phase 2. HUD will make funding awards at the conclusion of Phase 2.

### **Eligible Applicants**

All states with counties that experienced a Presidentially Declared Major Disaster in 2011, 2012 or 2013 were eligible to submit Phase 1 applications that address unmet needs as well as vulnerabilities to future extreme events, stresses, threats, hazards, or other shocks in areas that were most impacted and distressed as a result of the effects of the Qualified Disaster. This includes 48 of 50 states plus Puerto Rico and Washington, DC. In addition, 17 local governments that have received funding under Public Law 113-2 were also eligible.

HUD reviewed the Phase 1 applications received and selected the highest scoring applicants to continue to Phase 2. You can find a list of eligible Phase 2 applicants at the end of this fact sheet.

### **Defining Resilience**

A resilient community is able to resist and rapidly recover from disasters or other shocks with minimal outside assistance. Reducing current and future risk is essential to the long-term vitality, economic well-being, and security of all communities. By identifying future risk and vulnerabilities, resilient recovery planning can maximize preparedness, save lives, and bring benefits to a community long after recovery projects are complete.

This competition encourages American communities to consider not only the infrastructure needed to become resilient, but also the social and economic characteristics that allow communities to quickly bounce back after a disruption. For example, applicants need to consider how their projects will promote community development goals, ensure meaningful public engagement and participation, and build collaborations with neighboring jurisdictions and stakeholders who are critical partners in preventing, mitigating, and recovering from disasters.

### **The Role of Philanthropy: The Rockefeller Foundation**

Rebuild by Design, a competition previously funded by HUD, Rockefeller, and other philanthropic partners, demonstrated the value of combining philanthropic, government, and other community resources to increase community capacity and innovation.

During Phase 1, and again for Phase 2, the Rockefeller Foundation is supporting the goals of the NDRC by convening resilience workshops around the country. Teams from every NDRC-eligible state and local jurisdiction will have the opportunity to gain a wide range of information and expertise on resilience. The workshops help communities identify and assess their local risks and vulnerabilities, encourage sharing and peer-learning, connect applicant teams with experts and funders, and teach resilience-enhancing opportunities that will assist them in developing their proposals for the NDRC.

HUD is confident that every state and local government that participated in the first phase, or framing process, of the competition has benefited from the effort and emerged with a better understanding of the risks it faces, the resilience issues it should consider when making major public investments, and how it can enhance its ability to withstand extreme events including climate change.

The Rockefeller Foundation's philanthropic and intellectual investments aim to help poor and vulnerable people by increasing the resilience of all communities. The Rockefeller Foundation, and other philanthropic organizations that may be involved in activities related to this NOFA, is independent and not under HUD's direction. The Rockefeller Foundation will not represent HUD and cannot give technical answers about how to respond to the NOFA.

### **Objectives of the National Disaster Resilience Competition**

The NDRC will build on the successful model of Rebuild by Design, which emphasized innovative designs and community engagement to develop resilient projects to recover from Hurricane Sandy. The NDRC expands the reach of that approach to a national scale. Through the NDRC, HUD seeks to meet the following six objectives:

1. Fairly and effectively allocate the CDBG Disaster Recovery funds.
2. Create multiple examples of modern disaster recovery that applies science-based and forward-looking risk analysis to address recovery, resilience, and revitalization needs.
3. Leave a legacy of institutionalizing the implementation of thoughtful, sound, and resilient approaches to address future risks in state and local decision making and planning.
4. Provide resources to help communities plan and implement disaster recovery that makes them more resilient to future threats or hazards, including extreme weather events and climate change, while also improving quality of life for existing residents and making communities more resilient to economic stresses or other shocks.
5. Fully engage and inform community stakeholders about the impacts of climate change and assist in developing pathways to resilience based on sound science.
6. Leverage investments from the philanthropic community to help communities define problems, set policy goals, explore options, and craft solutions for local and regional resilient recovery strategies.

### **Program Format and Timeline: HUD's NDRC and Rockefeller's Resilience Program**

The two-phased NDRC competition is structured iteratively to guide each applicant through broad consideration of its disaster recovery needs, vulnerabilities, stakeholder interests, resilience and other community development objectives, and investment alternatives in Phase 1. Phase 2 calls for the reconsideration of those issues at a more granular level of detail. Phase 1 is considered to be the framing phase and lasted approximately 180 days from the announcement of the NDRC.

Phase 2 is the implementation phase and will conclude October 27, 2015, approximately 120 days after the announcement of Phase 2 invitees.

### **Phase 1: The Framing Phase**

The best applications demonstrate how the concept (1) helps the community recover from the effects of the covered disaster, (2) advances community development objectives such as economic revitalization, and (3) improves the community's ability to absorb or rapidly recover from the effects of future extreme events, stresses, threats, hazards, or other shocks. The NDRC urges applicants to consider the full range of their community development objectives and foreseeable future conditions, including those related to climate change. They should take into consideration changing threats and hazards, including those due to climate change, and rebuild in a way that meets future needs.

In an effort to be supportive of the NDRC, the Rockefeller Foundation plans to convene Phase 2 resilience academies around the country during Phase 2. Participation in these workshops will be offered to every eligible state and local government applicant. The Rockefeller led curriculum is designed to provide a wide range of information and expertise to help communities understand lift a Phase 2 project from the Phase 1 framing, and to further applicant understanding of resilience and identify threats, hazards, economic stresses and other potential shocks, including those resulting from climate change. The resilience workshops offer tools and concepts that will help applicants deepen understanding of their situations, engage with their communities, choose resilience building opportunities, connect with experts and funders, and prepare applications.

HUD will offer additional resources to help eligible applicants understand the terms of the competitive award process and support other communities and stakeholders who are interested in better understanding the concept of resilient recovery. Webinars will be offered approximately once per week during Phase 2. All resources, webinars, and links to Rockefeller and other training opportunities will be available through the HUD Exchange at <https://www.hudexchange.info/cdbg-dr/resilient-recovery>.

During Phase 1, the applicant was required to consult with stakeholders to comprehensively frame the recovery needs, identify relevant risks and vulnerabilities, and other community development opportunities in the target geographic area(s). Every fundable application must demonstrate a logical link, or tie-back, to addressing Unmet Recovery Needs stemming from the effects of the community's Presidentially-declared major disaster from 2011, 2012, or 2013,

and proposals must primarily benefit the most impacted and distressed areas related to the Qualified Disaster.

## Phase 2: The Implementation Phase

In Phase 2, the highest scoring applicants from Phase 1 have been invited to fully articulate a resilience-enhancing disaster recovery or revitalization project or program that addresses their identified risks, vulnerabilities, and community development opportunities. HUD only invited an applicant to compete in Phase 2 if it committed to taking a permanent resilience-enhancing action. For example, a state or county might have coordinated or merged local plans or requirements in a way that will clearly enhance community resilience. This may be accomplished by incorporating hazard mitigation assessments into forward-looking comprehensive plans that have been updated to consider climate change impacts. The NOFA includes other examples, and leaves an opportunity for innovative responses as well.

At the end of Phase 2, HUD anticipates awarding grants to multiple winning applications, with funding levels ranging from \$1,000,000 to \$500,000,000. Phase 1 applicants that are not invited to continue to Phase 2, but have met all the requirements (as detailed in the NOFA) are eligible to be considered for a reserve pool award. Under the reserve pool, an applicant could receive CDBG-DR funds totaling up to \$2.5 million (for applicants that are not current CDBG-DR grantees under P.L. 113-2) or \$500,000 (for applicants that are current grantees under P.L. 113-2) or the total amount of demonstrated unmet needs, whichever is less. Any such award may include reimbursement of some or all planning and general administration costs associated with completion of the Phase 1 application. HUD may award a total up to \$30 million to such applicants under a separate Notice. Any reserve pool funds not awarded at this stage will be allocated in a similar manner following Phase 2 to any applicants meeting the same criteria.

The NDRC Phase 1 applicants invited to participate in Phase 2 are:

Tuscaloosa, Alabama	State of Mississippi
State of Alaska	State of Missouri
State of California	State of Montana
State of Colorado	State of New Jersey
State of Connecticut	State of New Mexico
Chicago, Illinois	New York City, New York
Cook County, Illinois	State of New York
DuPage County, Illinois	Minot, North Dakota
State of Illinois	Moore, Oklahoma
State of Iowa	State of Oklahoma
State of Kansas	State of Oregon
Commonwealth of Kentucky	Dauphin County, Pennsylvania
Jefferson Parish, Louisiana	Commonwealth of Puerto Rico
New Orleans, Louisiana	Shelby County, Tennessee

St. Tammany Parish, Louisiana	State of Tennessee
State of Louisiana	State of Texas
Springfield, Massachusetts	State of Utah
Commonwealth of Massachusetts	Commonwealth of Virginia
State of Michigan	State of Washington
State of Minnesota	State of West Virginia

The list below outlines the elements and estimated timeframe for HUD’s NDRC.

**Estimated Dates for Major Phase 2 Activities**

- Week of June 22, NOFA re-published at grants.gov
- Webinars delivered roughly once a week by HUD staff to all interested parties
- October 27, 2015, Phase 2 applications due to grants.gov
- October-December 2015, HUD review phase
- Announcement of successful Phase 2 proposals, January 2016

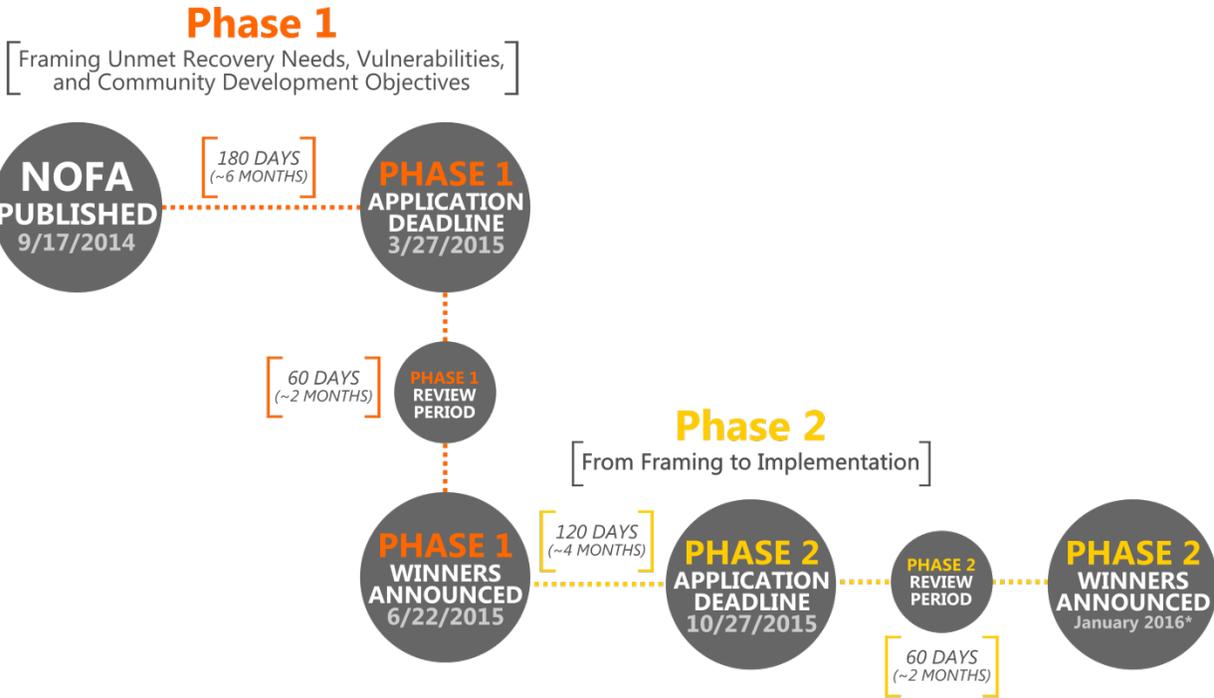
**Background and additional information.**

Information about the Rebuild by Design process and innovative design proposals is available at [www.rebuildbydesign.org](http://www.rebuildbydesign.org).

The Rockefeller Foundation provides information on its efforts and resources <https://www.rockefellerfoundation.org/our-work/initiatives/resilience-academies/>.

Through Public Law 113-2, Congress appropriated \$16.0B (\$15.2B post-sequester) to HUD for the Community Development Fund for disaster relief, long-term recovery, restoration of infrastructure and housing, and economic revitalization. These funds are limited to Presidentially Declared Disasters from 2011-2013. HUD has allocated all but the NDRC funds and has until 9/30/17 to obligate all funds awarded.

Total estimated funding for NDRC is \$999,108,000. HUD is setting aside \$181,000,000 for applications serving Hurricane Sandy Qualified Disasters in the States of New York and New Jersey and in New York City due to the catastrophic level of damage caused by Hurricane Sandy and the 2011 tropical storms.



\*Note: These dates are tentative and subject to change at HUD's discretion



**Study Session  
MEMORANDUM**

**TO:** Members of City Council

**FROM:** Jane S. Brautigam, City Manager  
Tom Carr, City Attorney  
David Driskell, Interim Housing Director  
Jeff Yegian, Division of Housing Manager  
Jay Sugnet, Senior Planner  
Crystal Launder, Housing Planner

**DATE:** September 17, 2015

**SUBJECT:** Mobile and Manufactured Homes

**EXECUTIVE SUMMARY**

The purpose of this study session is to provide an overview of how mobile and manufactured homes currently help to meet the community’s housing needs and to get feedback from council on any actions the city should explore to preserve, protect and potentially expand mobile and manufactured homes as a housing option in Boulder.

Mobile homes have been recognized through city policy, programs and other activities for more than 30 years as an important housing option in Boulder. Mobile homes offer market-rate, relatively affordable homeownership that primarily serves low-income households. Some examples of these activities include establishing a Mobile Home (MH) zoning district to preserve existing mobile home parks, establishing a manufactured housing policy in the Boulder Valley Comprehensive Plan (BVCP), supporting permanent affordability of Mapleton Mobile Home Park, and funding the Mobile Home Rehab Program. As the city assesses its housing policies, including the role of mobile homes, and engages with park residents and owners on the challenges experienced with this housing model, there are many options for city action. Five areas for potential city action are highlighted in this memo:

- Preservation and expansion of manufactured housing
- Affordability to park residents
- Resident-owner relations
- Habitability and energy efficiency of manufactured housing
- Park infrastructure upgrades

Each category has a description of potential responses and a high-level initial analysis of their benefits, beneficiaries and scale of effort anticipated. In addition, staff identified a short list of action items that appear to be the best candidates for further analysis.

Staff requests feedback on the following questions:

1. Are the key issues and potential city actions the ones council believes are most important? Are there additional mobile home park or manufactured housing issues or actions staff should explore?
2. Which issues and possible city actions are priorities?

## I. BACKGROUND

Since the mid 1980s, mobile homes<sup>1</sup> have been recognized as a component of Boulder’s affordable housing landscape that provides a market-rate, relatively affordable detached housing option in the community. This housing type can provide low-to-moderate income households, underserved by the homeownership market, with the opportunity to own a detached home with access to a private yard and the ability to build some equity. Mobile Home Parks (MHPs) also provide an affordable housing option for renter households and one of the only housing options both affordable and available to undocumented households that participate in Boulder’s workforce. These households cannot qualify for federally subsidized affordable rental housing due to requirements to provide proof of U.S. residency.

Concerned for the potential loss of this affordable market-rate housing option, Boulder became the first community in Colorado to develop a specific zoning district for MHPs in 1985. During the intervening 30 years, as described in **Attachment A – History of Mobile Home Parks and Policy in Boulder**, the city has taken a variety of actions, including the adoption of additional policies and programs to preserve MHPs, promoting resident-owned parks, mitigating natural

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<sup>1</sup> Often the term “mobile home” is used when referring to housing in Mobile Home Parks (MHPs) and residents will often refer to their “trailer”; however the industry terms “mobile home” and “manufactured home” are both correct and apply to two different categories of home in MHPs. Homes built prior to June 15, 1976 are termed “mobile homes” and most, but not all, adhere to American National Standards Institute (ANSI) standards. Homes built after that date are termed “manufactured homes” and adhere to the federal department of Housing and Urban Development (HUD) standards for construction, design, performance and installation. A red label is affixed to these manufactured homes certifying they adhere to HUD standards. In this memo the terms are used interchangeably.

hazards, and supporting owners of manufactured homes. The 2000 major update to the Boulder Valley Comprehensive Plan included a new housing policy, which currently (2010 update) reads:

**7.08 Preservation and Development of Manufactured Housing**

*Recognizing the importance of manufactured housing as an option for many households, the city and county will encourage the preservation of existing mobile home parks and the development of new manufactured home parks, including increasing opportunities for resident-owned parks. Whenever an existing mobile home park is found in a hazardous area, every reasonable effort will be made to reduce or eliminate the hazard, when feasible, or to help mitigate for the loss of housing through relocation of affected households.*

**Mobile Home Parks in Boulder and in Planning Area II**

In Boulder, there are 1,191 mobile and manufactured homes in four MHPs (see **Attachment B – Maps of Mobile Home Parks in Boulder’s Service Area**) which comprise 2.7 percent of the city’s housing stock. Adjacent to Boulder in Area II are four additional MHPs with a total of 358 mobile homes. Area II is unincorporated Boulder County, but eligible for annexation. These MHPs were established between the late 1950s and 1970. All MHPs in the City of Boulder are zoned Mobile Home and all of the MHPs in Area II are zoned Manufactured Home by Boulder County. In three quarters of MHPs, the majority of homes were built prior to 1976 and therefore not subject to Housing and Urban Development (HUD) construction and safety standards. Only one MHP, Mapleton, has permanently affordable lots. It is owned by nonprofit Thistle Communities and leased and managed by resident-led Mapleton Home Association with the assistance of third-party property management services.

**Table 1. Mobile Home Parks in Boulder and in Area II**

	Year Park Established	Land Use*	Zoning	Total Lots	Mobile Homes	Occupied Lots	Pre-1976 Homes**	Permanently Affordable Lots
<i>Mobile Home Parks Located in Boulder</i>								
Boulder Meadows	1970	MH	MH	617	541	88%	31%	0
Mapleton	1961	MH	MH	135	133	99%	82%	120***
Orchard Grove	1963	MH	MH	217	214	99%	71%	0
Vista Village	1968	MH	MH	306	303	99%	35%	0
<b>Total</b>				<b>1,275</b>	<b>1,191</b>	<b>93%</b>		<b>0</b>
<i>Mobile Home Parks Located in Area II</i>								
Columbine	~1960	MH	MH	27	27	100%	89%	0
Ponderosa	1957	MH	MH	68	68	100%	78%	0
San Lazaro	1970	MH	MH	214	214	100%	58%	0
Table Mesa Village	1970	MH	MH	50	49	98%	67%	0
				<b>359</b>	<b>358</b>	<b>100%</b>		<b>0</b>

Source: Boulder County Assessor's Office, June 11, 2015

\* MH land use = Manufactured Housing; City of Boulder zoning = Mobile Home, Boulder County zoning = Manufactured Home

\*\*Mobile homes built prior to 1976 were not subject to HUD construction and safety standards.

\*\*\*Maximum allowable incomes range from 30 to 60 percent Area Median Income and lot rents are affordable to these incomes.

## **Interests of the Community, Park Residents and Park Owners**

The mobile home parks in Boulder provide value to the community as a whole, to park residents and to park owners.

### *Community Interest*

Mobile home parks provide a reservoir of market-rate affordable housing and preserve community diversity across many categories, including race, ethnicity, age, national origin and family status. The dot map in **Attachment C** demonstrates the contribution of MHPs to racial and ethnic diversity in Boulder. MHPs also tend to foster strong neighborhoods and tight-knit communities and provide an economic and environmental service to the community by housing many service sector employees that might not otherwise afford to live in Boulder, reducing both commute times and greenhouse gas emissions. MHPs also provide an affordable option for older members of the community who wish to age in place.

### *Park Resident Interest*

Lower income park residents have the opportunity to become homeowners of detached homes in a housing market otherwise out of reach. Park residents regularly report they enjoy not sharing walls with another household and having access to a small yard. In addition they gain some of the other benefits of homeownership, such as control over the physical home and the ability to build a certain level of asset. These interests are realized within the context of a “split tenure” situation; although the residents typically own their homes they rent the lots on which they are located. On the one hand, residents benefit from split tenure because it is the central factor limiting the appreciation on the mobile home, making it affordable. On the other hand, it includes monthly lot rent payments subject to increase, which decreases home appreciation, and results in a lack of long-term security. For many park households, mobile home ownership is an end in itself and for others it is a foothold in the homeownership market as they transition toward ownership of more expensive site-built housing.

### *Park Owner Interest*

The primary interest of mobile home park owners is as a business. Therefore factors that increase income from their investment and reduce expenses are desirable. The value of a given MHP includes the income stream from lot rents, on-site services and fees and the appreciation of the park, which is a function of net park revenue. Due to the city and county’s zoning, redevelopment potential is not a key factor in MHP values. As MHPs age, the owners also face the cost of ongoing infrastructure and site maintenance, and at times costly upgrades to MHP water and sewer systems.

## **Legal and Regulatory Landscape**

### *Colorado Mobile Home Park Act*

This Act is a comprehensive state law regulating the relationship between park owners and home owners originally adopted in 1991. In 2010, city staff worked with the city's legislative delegation to strengthen the act.

### *State Prohibition on Rent Control*

Colorado's statute banning rent control, C.R.S. § 38-12-301, instituted a statewide rent control ban to ensure that, notwithstanding home rule authority, no city or county in Colorado would, as a matter of law, be able to institute a rent control measure. To meet the requirements of the state statute, rent-controlled units must be owned in whole or in part by a housing authority or similar agency. In the case of Mapleton MHP, Thistle Communities, an affordable housing nonprofit and CHDO (Community Housing Development Organization), is a "similar agency" and is allowed to enforce rent restrictions on the 120 affordable lots. The city cannot, however, enforce rent control measures in the remaining three market-rate MHPs.

### *Zoning and Land Use*

The City of Boulder's Mobile Home (MH) zone addresses zoning standards for mobile home parks, including setbacks and required spacing between mobile homes to preserve MHPs as a land use in the city. Boulder County also has a Manufactured Home (MH) zoning district. The manufactured housing land use underlies all eight parks in Boulder's service area and all eight are zoned MH as well.

### *Ordinance Limiting Park Owner's Right to Prohibit Sales*

In July 2015, Council passed an amendment to the mobile homes chapter of the Boulder Revised Code limiting park owners' rights to prohibit the sales of manufactured homes and several other related items. This ordinance change was in response to complaints by residents of Vista Village Mobile Home Park limiting the sale of pre-1976 homes.

## **Additional Background Resources**

Below are links to resources that provide additional background on issues related to mobile home parks and mobile and manufactured housing.

- [CFED March 2013 Manufactured Housing Metropolitan Opportunity Profile: Policy Snapshot, Denver, CO](#)
- [CFED March 2013 Manufactured Housing Metropolitan Opportunity Profile: Data Snapshot, Denver, CO](#)
- [Corporation for Enterprise Development \(CFED\) Manufactured Housing Toolkit](#)
- [Article in July 2015 issue of Land Lines, a publication of the Lincoln Institute for Land Policy, From Stigma to Housing Fix: The Evolution of Manufactured Homes.](#)

- [AARP Public Policy Institute 2004 report Manufactured Housing Community Tenants, Shifting the Balance of Power: A Model State Statute](#)

## **II. KEY ISSUES AND POTENTIAL RESPONSES**

Based on the city's experience with mobile home parks, research on national practices and ideas proposed by community members, this memo identifies five focus areas and possible city actions for each.

1. Preservation and expansion of manufactured housing
2. Affordability to park residents
3. Resident-owner relations
4. Habitability and energy efficiency of manufactured housing
5. Park infrastructure upgrades

**Attachment D** provides a summary of potential responses, primary beneficiaries and level of effort for each response.

### **1. Preservation and Expansion of Manufactured Housing**

Boulder Valley Comprehensive Plan policy 7.08 supports the preservation of existing mobile home parks, development of new MHPs and resident-owned parks. While the first objective has been substantially achieved through land use and zoning restrictions, the other two have not.

In 1988, a Mobile Home Task Force convened to determine the feasibility of creating a new MHP in Boulder. Although the task force found that it was financially and programmatically feasible to develop a new mobile home park, a suitable site could not be located. In addition to the MH zoning district, MHPs are allowed through Use Review in RL-2 (Residential Low – 2), RM-2 (Residential Medium – 2), RH-1 through 5 (Residential High – 1 through 5) and RMX-2 (Residential Mixed – 2) zones. However, 9-7-13, B.R.C., 1981 requires the minimum size of a park to be 10-acres (5 acres in the MH zone). The minimum size requirement combined with other factors make development of new MHPs both technically and financially impractical at this time. Changes to the current design standards for MHPs or identification of other pathways to development, such as a small lot subdivision, will likely be required to enable the development of a new MHP.

Although there have been efforts, to date no resident organizations have been able to purchase a MHP. For example, the city worked with the Mapleton Home Association (MHA), the resident organization for Mapleton Mobile Home Park, and Thistle Communities to facilitate an eventual transition to resident ownership of that MHP when it sold the park to Thistle in 2004.

Actions that could promote new parks and lead to resident ownership include:

<p><b>a. City financial and technical support of resident organizations and resident-owned communities (ROCs)</b></p>
<p>The city could provide financial support for resident capacity building, provide technical assistance and provide financial support for residents' to purchase their park. The primary benefits would be to provide park residents with greater stability, provide residents with the opportunity to gain capacity governing their parks and the units would be more likely to remain affordable in the long term. The older infrastructure in all parks, except Mapleton, will likely cost millions of dollars to upgrade and may make a park purchase by residents infeasible without significant subsidy. Mapleton MHP, however, is well-positioned to become a ROC given nearly a decade of resident leadership in the park with the support of third-party property management as well as upgraded infrastructure in the majority of the park.</p> <p>Nonprofit affordable housing providers, community land trusts, and housing authorities might also be considered appropriate community owners, ensuring the long-term viability of the communities and affordable rent structures.</p>
<p><b>b. Adjust existing land use, zoning and standards to enable establishment of new MHPs</b></p>
<p>The city could, as part of the 2015 BVCP update, determine if there are appropriate locations for new mobile home parks and pursue changes to land use and rezoning and/or consider changes to Table 7-2 Mobile Home Park Design Standards to enable the establishment of new MHPs. If new parks are established, Boulder would gain additional manufactured homes without many of the issues of older MHPs (e.g., old infrastructure, less energy efficient homes). However, changes to enable the establishment of new parks may not result in new parks without further city subsidy.</p>
<p><b>c. Define conditions of annexation that would encourage or facilitate MHP annexation</b></p>
<p>The city could define its requirements for park annexation (e.g., affordability) and the resources it would provide (e.g., waiver of fees, infrastructure replacement support) to create an economic incentive for parks in Area II to pursue annexation. Alternatively, the city could explore means of initiating annexation of parks. In either approach, the city would likely want park infrastructures to meet city standards. Annexation would bring parks under city jurisdiction and result in infrastructure upgrades if sufficient incentives were provided.</p>

## **2. Affordability to Park Residents**

MHPs provide a detached housing option for low-to-moderate income households, which are underserved by the homeownership market. For example, the Orchard Grove Conservancy 2009 report found that three quarters of households in the park earned 50 percent or less of the Area Median Income (AMI). In Mapleton, the income restrictions on lots are similar to the economic distribution of households prior to the park being made permanently affordable. Just over half of Mapleton lots are permanently affordable to households earning no more than 30 percent AMI and 83 percent of lots are affordable to households earning no more than 50 percent AMI.

Three main factors contribute to the total housing costs of the home and therefore its affordability: 1) acquisition cost, 2) lot rent, and 3) ownership costs. The purchase prices of mobile homes, whether newly built and installed or pre-owned on-site, are substantially less than other market-rate homeownership options. A cursory internet search for mobile homes for sale or recently sold in Boulder found five homes in MHPs priced between \$29,900 and \$87,000. However, the financing options available to households purchasing in an MHP can add considerably to the acquisition cost. Mobile and manufactured home financing is more similar to automobile financing than real estate. These chattel or non-real estate or personal property loans are secured by the home itself, not the land and typically have higher interest rates and less favorable terms than conventional mortgages. A September 2014 Consumer Finance Protection Bureau report, [\*Manufactured-housing consumer finance in the United States\*](#), found that “about 68 percent of all manufactured-housing purchase loans (chattel as well as real property loans) reported under the Home Mortgage Disclosure Act in 2012 met the definition of a ‘higher-priced mortgage loan’ (HPML), a definition developed to identify a set of loans that might be considered subprime.” Comparatively, only three percent of site-built homes were HPMLs.

Lot rents, the second key factor in total housing cost, average in the low \$600 range in Boulder and continue to increase, particularly in an overall housing market in which prices are increasing and inventory is limited. Lot rent increases are also a concern in relation to needed investments in MHP infrastructure, in which MHP owners seek to recapture needed investment through increased income.

Lastly, lower income mobile home owners often struggle with the third housing cost item, ownership costs. On average nationally, mobile and manufactured homes have higher utility costs than site-built homes. As mobile homes age, lower income mobile home owners often defer maintenance due to a lack the resources to fund improvements.

Actions that could reduce acquisition costs, lot rents and ownership costs for mobile home park residents include:

<p><b>a. City purchase of existing mobile home parks, including establishing affordability requirements</b></p>
<p>The city could purchase existing mobile home parks from willing current park owners, modernize the infrastructure and place permanent affordability covenants on the lots. The city could then sell the MHPs either to the residents to establish the parks as ROCs or to an affordable housing partner. This would convert market-rate affordable housing to permanently affordable and give greater stability to residents. It would not increase the supply of permanently affordable housing in the community. Based on the 2010 financial analysis of Orchard Grove, staff estimates the per household subsidy to provide an affordable lot rent, but not restricted unit prices, would be equivalent to the subsidy required to provide an affordable apartment for rent.</p>
<p><b>b. Voluntary agreements with park owners to restrict lot rents</b></p>
<p>The city could invite park owners to enter a voluntary agreement for which the city would provide some kind of consideration, such as funding, in exchange for the right to restrict the rents on lots in MHPs. Park owners would maintain ownership. The consideration would need to be adequate to entice MHP owners to enter into a voluntary agreement. This would increase the stock of permanently affordable housing in the community and provide existing MHP residents with greater financial stability.</p>
<p><b>c. Study the prevalence and use of Section 8 in Boulder’s MHPs and determine city role in expanding the use of vouchers in MHPs</b></p>
<p>Staff could determine if there is a route for the city to facilitate the use of Section 8 vouchers in Boulder’s MHPs, which would provide a lot rent subsidy to the manufactured home renter. Currently, all Section 8 issuing agencies provide rental vouchers only, so unless those agencies reprogram some vouchers to homeownership, city efforts could only impact rented homes in MHPs. Potentially this could entail partnering with existing Metro-wide initiatives to increase the pool of Section 8 landlords with a focus on mobile home parks.</p>
<p><b>d. Financial assistance and financial counseling for home replacement and disposal of older model homes</b></p>
<p>The city could provide funding in the form of grants and/or loans with favorable terms and financial counseling to assist low-income MHP residents with home replacement and disposal of older homes. Newer homes are more energy efficient, which would benefit the individual with lower utility costs and the broader community with reduced energy consumption. Removal of existing homes is often a barrier to purchase of newer homes and this program could eliminate that issue. The expense is likely high, depending on program design and available outside funding sources.</p>

### **3. Resident-Park Owner Relations**

The economic interests of MHP residents and market-rate park owners are largely at odds. Park owners are driven by running a profitable business and investing in the aspects of the park they believe will help the asset perform and build value. Lower income residents are more vulnerable to cost increases and some may not have the financial resources to maintain their homes and/or lots as prescribed by management. Additionally, some home owners are often reluctant to invest significant resources in home improvements with the constant risk of rent increases and other park owner actions that create a sense of housing instability. Recent events at Vista Village highlight this tension as did events at Orchard Grove in 2009 and in Boulder Meadows in 2001. Currently, the State of Colorado is the lead in managing MHP resident-owner relations. The Colorado Mobile Home Park Act regulates the relationship between park owners and home owners throughout the state.

In the past and more recently, park residents have sought assistance from the city with resident-owner relations. In 2001, the city established a one-time legal services fund of \$15,000 for Boulder Meadows residents reporting unfair management practices and in 2015 a second one-time legal services fund was established for Vista Village residents for similar reasons. The city recently passed Ordinance No. 8043 that provides increased protections for park residents, including disallowing park owners from restricting the sale of mobile homes built prior to 1976.

Additional actions that could support resident-park owner relations include:

<b>a. Establish a permanent fund for mobile home resident legal services</b>
The city could establish a permanent fund for mobile home resident legal services. Residents of MHPs are primarily low-income and may not be able to afford legal services. A permanent source of funding would allow residents as a group to secure legal advice as need arises and may encourage park owners to be more deliberative when taking actions that could impact residents. On the other hand, ongoing legal services for park residents may not be necessary and it may be more appropriate to continue to award legal service funding as need arises.
<b>b. Develop a model lease between park owners and residents</b>
The city could develop a model lease that park owners and residents would enter into voluntarily much like the city's model apartment lease. The existence of a model lease, regardless of prevalence of use, would provide a point of reference for equitable and reasonable terms for both owners and residents.
<b>c. Pursue state legislation to change the Mobile Home Park Act (MHPA)</b>
The city could pursue changes to the MHPA. Discussions with the National Manufactured Home Owners Association have identified the following candidates for policy changes: <ul style="list-style-type: none"><li>• Enhanced enforcement mechanisms for the Act and associated funding sources.</li><li>• Require a minimum one-year lease and encourage longer terms with rent</li></ul>

<p>increases prohibited during lease terms.</p> <ul style="list-style-type: none"> <li>• Prohibit changes in park rules during term of lease.</li> <li>• Create an opportunity to purchase a mobile home park by residents or non-profit organizations.</li> <li>• Mandate mediation prior to any court action for eviction or other enforcement by the park owner.</li> </ul> <p>Council interest in pursuing one or more of such policy changes should take into account the current make up of the General Assembly and the anticipated high level of difficulty of passing such legislation in 2016.</p>
<p><b>d. Mediation services specifically for park residents and park owners with conflicts</b></p>
<p>The city could provide expanded dispute resolution services specifically to support park residents and park owners. Mediation would provide a lower cost, lower stakes route to resolving MHP conflicts. The city’s Community Mediation Services already provides services for landlord-tenant disputes, typically between apartment landlords and tenants. This would not necessarily replace the need for legal services as both parties must be willing to participate.</p>
<p><b>e. Develop Rental Licensing for park operations</b></p>
<p>The city could, similar to apartment rental licensing, require licensing of MHPs in order for the park owner to lease lots in the park. MHPs in the city would be held to minimum standards for health and safety, fire protection and sanitary conditions of the park. This rental license would benefit park residents and the park owner by verifying that minimum standards were met. Unlicensed parks would face legal actions.</p>

**4. Habitability and Energy Efficiency of Homes in Mobile Home Parks**

In the eight mobile home parks in and adjacent to Boulder, 65 percent of mobile homes were built prior to 1976. Though older homes are not necessarily of poor quality, the components of many of these older homes are in need of replacement. Additionally, older mobile and manufactured homes tend to be less energy efficient than site-built homes, a factor which can result in high utility bills, undermining affordability.

The city provides funding to Longs Peak Energy Conservation to address health, safety and code repairs as well as provide energy efficiency upgrades. Longs Peak can assist up to fifteen mobile home owners annually with improvements valued at up to \$7,500. Of the 29 mobile homes Longs Peak assisted over the last two years, 20 were pre-1976 homes and all were more than 20 years old. The most common repair required was electrical, with 18 of the 29 homes (62 percent) requiring some level of electrical repair, two of which required major rewiring. Half of rehabbed homes required roof repair or replacement. Plumbing was the third most prevalent repair, with 13 homes requiring some level of plumbing work and four requiring major plumbing work. Other

prevalent repair categories were interior wall and ceiling repair, window replacement and gutter replacement.

Additional actions that could increase the habitability and energy efficiency of homes in the city’s mobile home parks include:

<b>See 2d. Financial assistance and financial counseling for home replacement and disposal of older model homes</b>	
<b>a. Require city inspection as a condition of resale to ensure basic safety</b>	
The city could provide city inspection of mobile and manufactured housing to ensure basic safety. The city currently has a program to inspect rental units; the process and basic standards would be similar. Income qualified home owners could potentially use the Mobile Home Repair Fund (see below) to pay for necessary upgrades.	
<b>b. Expand eligibility and/or funding for rehab program currently administered by Longs Peak Energy Conservation</b>	
The existing Mobile Home Repair Program serves up to 15 mobile home owners annually with up to \$7,500 in repairs. The city could provide additional funding and/or expand eligibility in order to reach more households. This program is popular and regularly hits its target for assisting households.	

**6. Park Infrastructure Upgrades**

Aging infrastructure presents a potentially significant health and safety issue facing mobile home parks around the country. Infrastructure replacement requires a very large investment into the park. The infrastructure in the MHPs in Boulder is private, though utilities connect to city services. Based on city records and with the exception of the portion of Mapleton MHP south of Goose Creek, all of the MHPs in Boulder have original infrastructure installed more than 40 years ago and are therefore at or past the replacement timeframe.

**Table 2: Status of Infrastructure, Mobile Home Parks in Boulder, 2015**

<b>Park</b>	<b>Status</b>
Boulder Meadows	Original park infrastructure; installed around 1970
Orchard Grove	Original park infrastructure; installed around 1963; 2009 Boulder Housing Partners (BHP) report for city found \$5.4 million would be required to bring park infrastructure up to city standards
Mapleton	Infrastructure south of Goose Creek installed 2008 (city and other funding); infrastructure north of Goose Creek original, installed around 1961
Vista Village	Original park infrastructure; installed around 1972

Actions that could encourage infrastructure maintenance and replacement in the city’s mobile home parks include:

<p><b>a. Establish private utility standards and right to inspect as condition of city services</b></p>
<p>Private utility standards and the right to inspect would allow the city to verify the condition of the infrastructure in parks using city services, both inside the city and in Area II. This would protect the residents of the park from issues with the delivery of services and potentially head off infrastructure failure on the older infrastructure in most parks.</p>
<p><b>b. Establish a subsidy program to assist park owners to upgrade infrastructure</b></p>
<p>The city could establish a subsidy program to assist park owners with infrastructure upgrades. Permanent affordability could be required as a condition of participation. As noted above, a BHP 2009 study of Orchard Grove found that \$5.4 million would be required to update the infrastructure in that park, illustrating that infrastructure upgrades can be quite expensive.</p>

Staff conducted a preliminary evaluation of the possible actions described above and in **Attachment D**. Based on anticipated ease of implementation and likelihood of successfully affecting progress, the following actions appear most promising.

- 3a. Create on-going legal services fund for MHP resident legal services.
- 3b. Develop model lease between park owners and residents.
- 3d. Expand mediation services for MHP residents and owners in conflict.
- 4a. Unit inspections required as a condition of all resales to ensure basic safety.
- 4b. Expand mobile home rehabilitation program eligibility and/or funding.

### **III. NEXT STEPS**

Staff will use council input to inform the city’s 2016 work plan.

#### **ATTACHMENTS**

- A. History of Mobile Home Parks and Policy in Boulder
- B. Map 1: Mobile Home Parks in Boulder and in Area II
- C. Map 2: Cooper Center Race Dot Map and Mobile Home Parks in Boulder and in Area II
- D. Potential Responses for Mobile Homes and Mobile Home Parks

## History of Mobile Home Parks and Policy in Boulder

### INTRODUCTION

Mobile homes have long been recognized as a market-rate, relatively affordable housing option for Boulder residents. Beginning in the mid-1980s, city policies began to directly promote mobile home park preservation and development, balanced with the risk of natural hazards to parks. This is an overview of mobile home park policy in Boulder, capturing major milestones in the development of the city's policy and how on-the-ground conditions have led to different outcomes and approaches in different mobile home parks. Below is a summary of the city's policy decisions related to each of the mobile home parks located in Boulder.

1. Boulder Meadows – Legal defense fund established for residents, use of regulatory mechanisms (the Mobile Home zoning district) and no permanent affordability
2. Boulder Mobile Manor – Purchase by the housing authority, initial property management, and ultimate conversion to fixed foundation, affordable rental homes, to preserve long-term affordability
3. Branding Iron – City purchase, rezoned Public, park closed, and flood improvements provided along Goose Creek; four lots preserved with adjacent Mapleton Mobile Home Park
4. Mapleton Mobile Home Park – City purchase and subsidy provided to preserve permanent affordability of mobile homes; sold to affordable housing nonprofit Thistle Communities who leases to park resident organization Mapleton Home Association which manages park with assistance of third-party management company
5. “No Name” Park – Housing counseling and financial assistance provided to park residents, no rezoning to preserve mobile home use
6. Orchard Grove – Use of regulatory mechanisms (the Mobile Home zoning district) and no permanent affordability
7. Vista Village – Legal defense fund established for residents, use of regulatory mechanisms (the Mobile Home zoning district) and no permanent affordability

In the section following the chronology of policy initiatives, the 11 mobile home parks located in Boulder and in Area II are discussed in greater detail below. This chronology and history summary is not inclusive or a complete history of each mobile home park, but is based on previous research and history documents of the city.

### CHRONOLOGY OF POLICY INITIATIVES

1984 Mobile Homes, Part of an Affordable Housing Strategy Mobile homes were first considered as part of an affordable housing strategy in 1984 when the Boulder County Consortium of Cities formed a countywide Mobile Home Task Force. This task force recommended:

- (a) Examination of zoning and building code regulations to eliminate barriers to manufactured housing; and

(b) Legislation by the Colorado General Assembly to protect the rights of owners of mobile homes.

1985 City of Boulder develops a Mobile Home (MH) Zone Concern that mobile home parks, considered a valuable part of the city's housing stock and located on medium to high density zoned land, would be redeveloped, Boulder became the first community in Colorado to develop a specific zone for mobile home parks. The Mobile Home (MH) zone addresses zoning standards for mobile home parks, including setbacks and required spacing between mobile homes and preserves the manufactured housing (MH) land use. Only parks owned by willing owners, Vista Village and Boulder Meadows, were rezoned at that time.

Today, all mobile home parks inside Boulder city limits – Boulder Meadows, Mapleton Mobile Home Park (MHP), Orchard Grove MHP, and Vista Village – are zoned MH and the four parks located adjacent to and near Boulder (Ponderosa MHP, Columbine MHP, San Lazaro Park Properties, Sans Souci MHP, and Table Mesa Village MHP) are zoned Manufactured Home (MH) by Boulder County. All of the parks in Boulder as well as those located adjacent to and near Boulder have been designated in the Boulder Valley Comprehensive Plan with a Manufactured Housing (MH) land use.

1988 Mobile Home Task Force The Mobile Home Task Force convened to determine the feasibility of creating a new mobile home park in Boulder. Although the task force findings determined that it was financially and programmatically feasible to develop a new mobile home park, a suitable site could not be located.

1999 Comprehensive Housing Strategy The 1999 Comprehensive Housing Strategy identified the purchase of mobile home parks as a priority tool.

2000 Manufactured Housing Policy in the Boulder Valley Comprehensive Plan The 2000 major update to the Boulder Valley Comprehensive Plan introduced the Manufactured Housing (MH) land use designation in Area I and II. The rationale for the new land use in Area I was that they provide needed affordable housing for the area and such land use would “signal the city's intent to preserve the affordable housing provided by the existing mobile home parks”, given the market pressures for them to redevelop. That same year, the land use for mobile home parks in Area II was similarly changed under the similar rationale, but also to create consistency with county land use and zoning maps, which had already zoned the parks MH.

In addition, a new housing policy titled *Preservation and Development of Manufactured Housing* was adopted. The rationale for this new policy was that it would “provide a policy basis for protecting and preserving a uniquely vulnerable type of existing low income housing or for assisting low income residents should their park be eliminated for reasons such as flood control mitigation”.

The 2010 version reads:

***7.08 Preservation and Development of Manufactured Housing***

*Recognizing the importance of manufactured housing as an option for many households, the city and county will encourage the preservation of existing mobile home parks and the development of new manufactured home parks, including increasing opportunities for resident-owned parks. Whenever an existing mobile home park is found in a hazardous area, every reasonable effort will be made to*

*reduce or eliminate the hazard, when feasible, or to help mitigate for the loss of housing through relocation of affected households.*

2015 Limiting Park Owner's Right to Prohibit Sales In July 2015, Council passed an amendment to the mobile homes chapter of the Boulder Revised Code, introducing a new section limiting park owners' rights to prohibit the sales of manufactured homes and several other related items. This ordinance change was in response to complaints by residents of Vista Village Mobile Home Park limiting the sale of pre-1976 homes.

#### Services and Funding for Mobile Home Owners

Over the years, the city has offered services and funding to support mobile home owners.

- In 1991, the city implemented the Mobile Home Grant Program, providing up to \$4,000 in assistance to mobile home owners for maintenance and repair. The city now (2015) grants funding to Longs Peak Energy Conservation to assist up to fifteen mobile home owners annually in the City of Boulder with up to \$7,500 in health, safety and code repairs as well as energy efficiency upgrades.
- In 1993, the city's Community Mediation Program expanded its guidelines to offer mediation services to mobile home communities in the Boulder Valley.
- In 1995, the city awarded an opportunity grant to residents of Columbine Mobile Home Park to explore purchase of their park. (The park was sold to a private entity.)
- In 1996, a VISTA/Americorps volunteer position was created to organize residents to develop resident councils. That same year, the city and county sponsored a conference, Mobilizing for a Change, focused on community organizing, resident ownership and legal issues. It led to a county-wide resident group.
- In 1998, the city also held a mobile home repair workshop for owners, established a homeownership program to assist homeowners to purchase mobile/manufactured housing, and published a mobile home landlord/tenant guide.
- In 2001, in response to complaints of unfair management practices at Boulder Meadows, the city established a \$15,000 one-time fund to pay an attorney to provide legal assistance to mobile home owners. In 2015, the city again established a one-time legal assistance fund of \$20,000, this time for Vista Village mobile home owners alleging park owners violated a number of provisions of the Mobile Home Park Act.

**HISTORY OF INDIVIDUAL MOBILE HOME PARKS IN AND NEAR BOULDER**

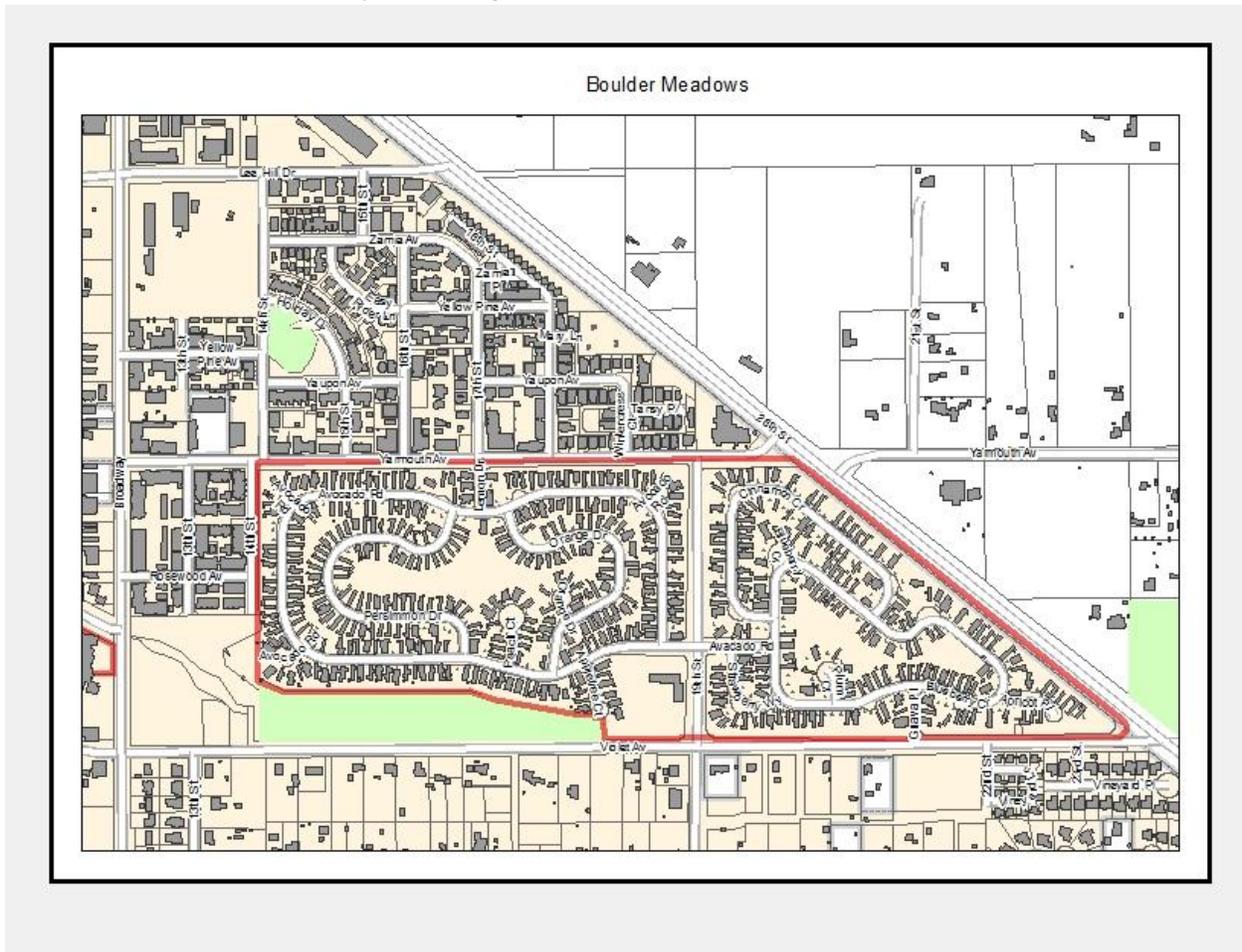
There are eight mobile home parks within the city limits or in BVCP Area II. They are:

1. Boulder Meadows
2. Columbine
3. Orchard Grove
4. Mapleton
5. Ponderosa
6. San Lazaro
7. Table Mesa Village
8. Vista Village

Since 2000, there are three mobile home parks that have closed. They are:

9. No Name
10. Boulder Mobile Manor
11. Branding Iron

1. Boulder Meadows (Countryside Village)



**General**

Year Established: 1970  
 Total Lots/Pads: 617  
 Vacant Lots: 76 (12%)

**Manufactured Housing**

Median Year Built: 1983  
 Share Built Before 1976: 31%

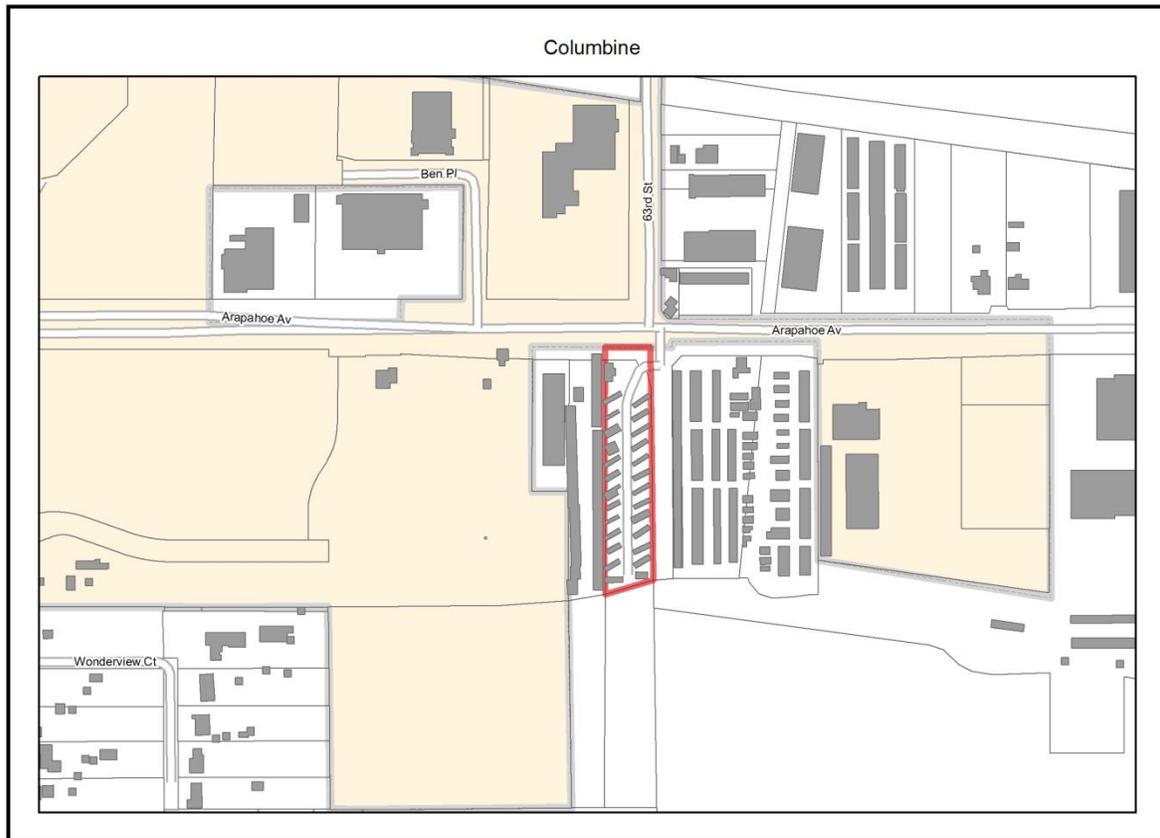
**Estimated Utility Infrastructure Date**

1970

Source: Boulder County Assessor’s Office, June 11, 2015

Boulder Meadows annexed into Boulder in 1990. Over the years, the city attended and at times facilitated meetings with residents and management focused on park practice around balancing affordability against park upgrades, and resident relations more generally. In 2001, as a result of numerous allegations of harassment and pretextual eviction, the city established a \$15,000 legal assistance fund for mobile home owners. In 2003, the city was asked to assume the water utility billing function for the homes in the park, which are separately metered with private water meters. A 2003 report on the topic found that it would be costly and coordination between park management and city staff would be significant and ongoing. The city declined the request.

2. Columbine



**General**

Year Established: approximately 1960

Total Lots/Pads: 27

Vacant Lots: 0 (0%)

**Manufactured Housing**

Median Year Built: 1967

Share Built Before 1976: 89%

**Estimated Utility Infrastructure Date**

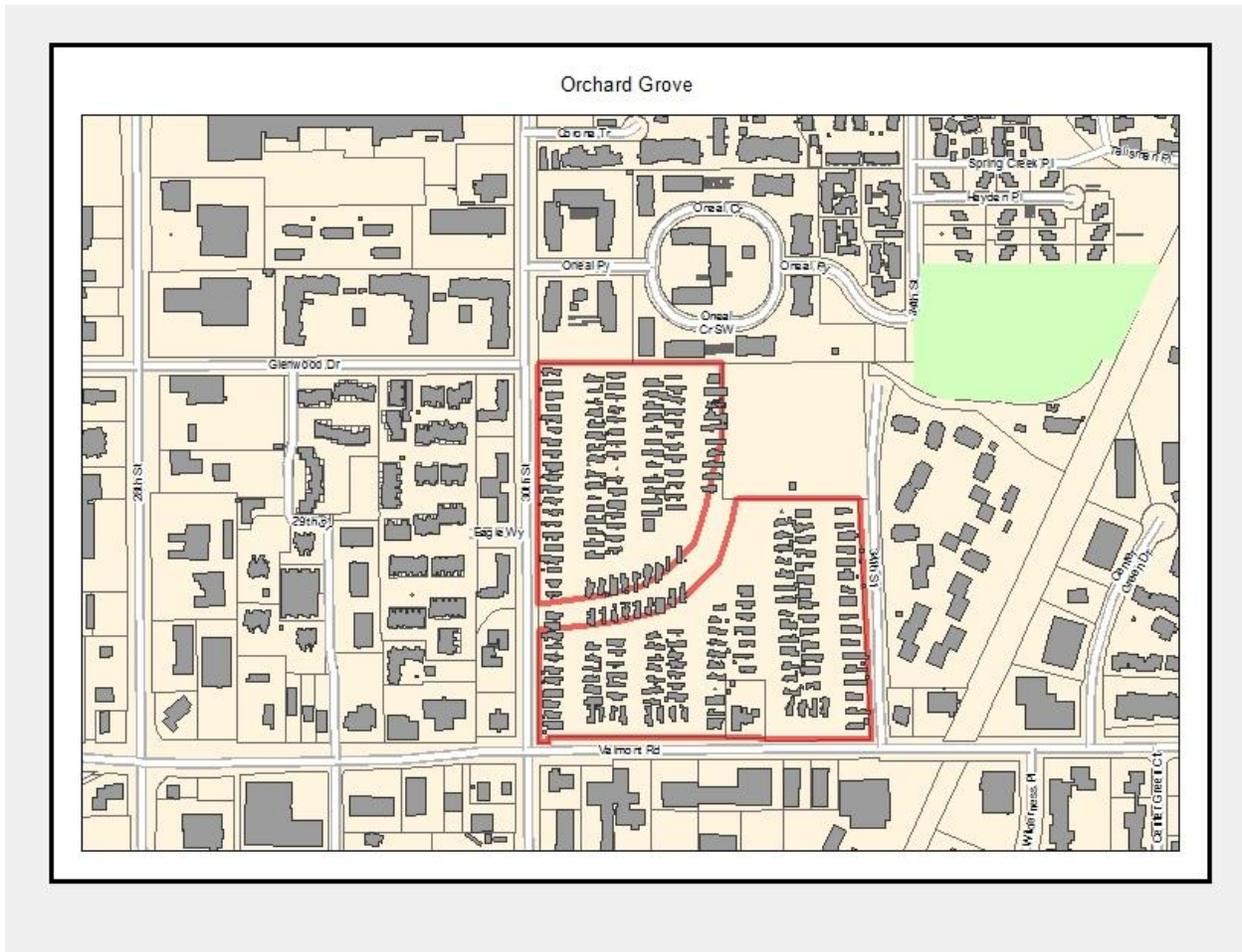
1960

Source: Boulder County Assessor's Office, June 11, 2015

Columbine is located outside the city limits, in BVCP Area II, and is eligible for annexation. The property is served by city water and sewer through an out-of-city utility permit issued in 1964.

In 1995, the city awarded the park an opportunity grant to explore resident purchase of the park; however the park was ultimately sold to a private owner.

3. Orchard Grove Mobile Home Park



**General**

Year Established: 1963

Total Lots/Pads: 217

Vacant Lots: 3 (1%)

**Manufactured Housing**

Median Year Built: 1971

Share Built Before 1976: 71%

**Estimated Utility Infrastructure Date**

1963

Source: Boulder County Assessor’s Office, June 11, 2015

The Orchard Grove Mobile Home Park (MHP) was established in 1963 and privately owned by a longtime Boulder partnership that had maintained below-market mobile home pad rents. Unlike Vista Village and Boulder Meadows, Orchard Grove was not rezoned Mobile Home when the MH zone was introduced in 1985, but remained medium-density residential. In 2008, Orchard Grove was put on the market and a perspective buyer proposed converting the park into higher density fixed foundation housing. Residents approached council with concerns about potential loss of homes, community and lifestyle. They prepared a report detailing options to become a resident-owned park. In response to concerns about losing Orchard Grove and the benefits it provided to the community, including affordable housing, in July 2008, at the request of the residents, City Council rezoned the park to Mobile Home.

In late 2009, the city contracted with Boulder Housing Partners to study the park, and draft a report on the physical and environmental attributes, an infrastructure rehabilitation plan, and development of financial strategies. Report findings, were the park offered for sale, a viable purchase would require either:

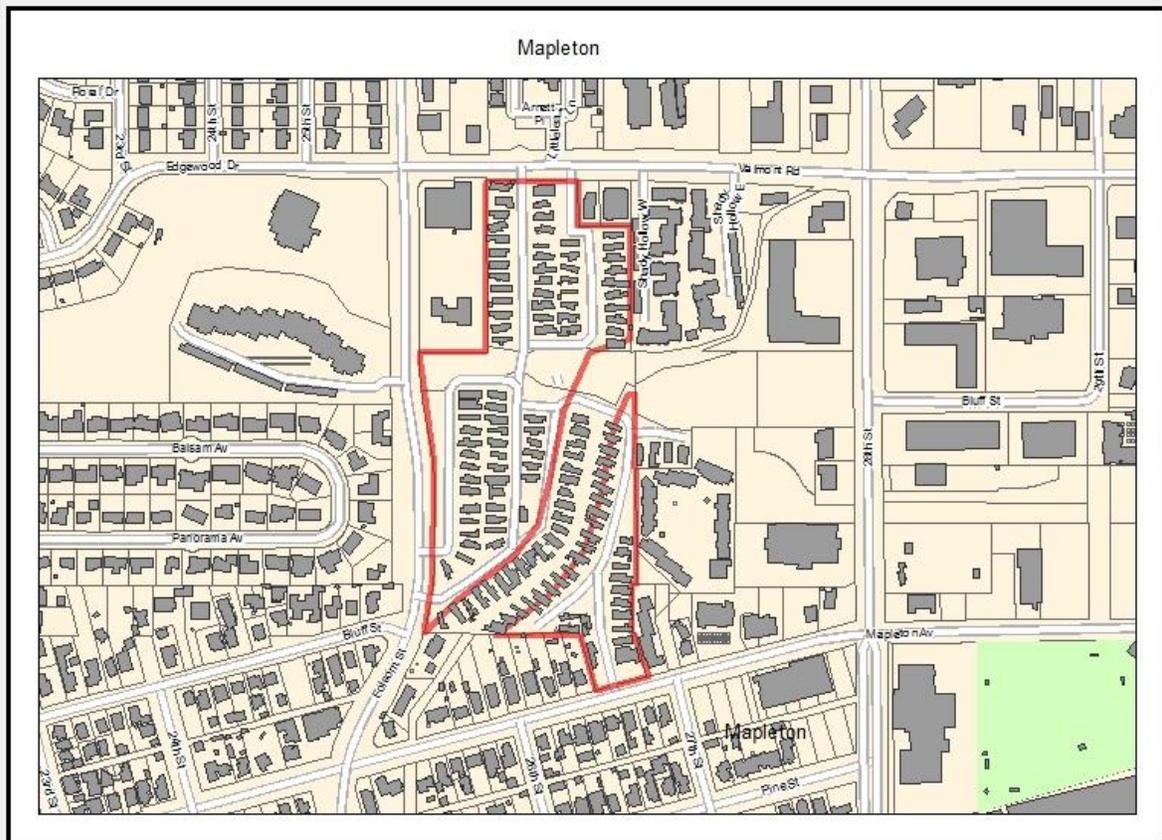
- Subdivision of much of the property, then rezoning and sale of the frontage along Valmont and 30<sup>th</sup> St for mixed-use redevelopment, or
- Estimated \$6.3 million in subsidy funding.

In either scenario, an additional \$5.4 million in subsidy would be required to bring the park infrastructure up to city standards.

A 5-acre parcel in the northwest corner of the park was not rezoned to Mobile Home, and in the 2010 Boulder Valley Comprehensive Plan update it was determined to leave the land use designation medium-density residential, for future development.

Since that time, the park owner implemented lot rent increases and ultimately sold the park to the private entity Riverstone Communities in 2015.

#### 4. Mapleton Mobile Home Park



**General**

Year Established: 1961

Total Lots/Pads: 135

Vacant Lots: 3 (2%)

Permanently Affordable Lots: 120

**Manufactured Housing**

Median Year Built: 1967

Share Built Before 1976: 82%

**Estimated Utility Infrastructure Date**

South of Goose Creek installed in 2008; north of Goose Creek 1960s

Source: Boulder County Assessor's Office, June 11, 2015

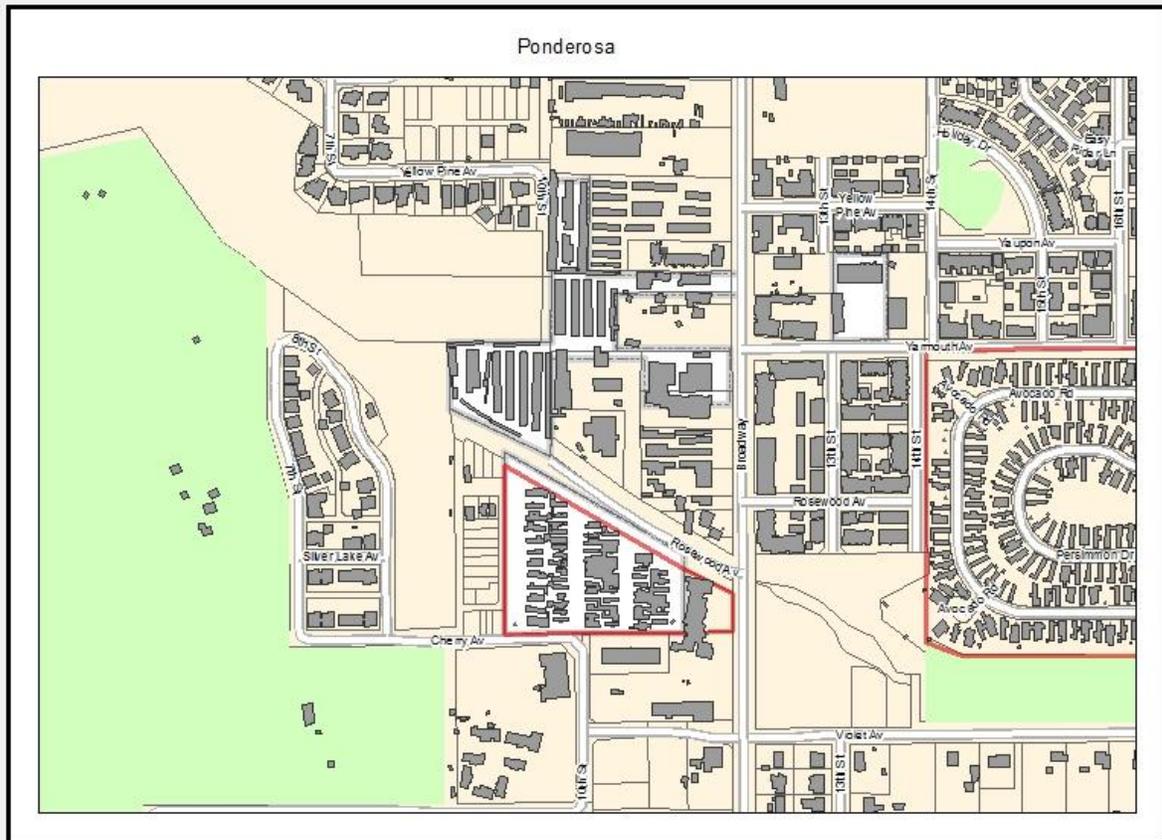
In Boulder, Mapleton Mobile Home Park is the only park purchased and later subsidized by the city. It was ultimately conveyed to affordable housing nonprofit Thistle Communities to preserve under covenant. It was purchased by the city for \$3.5 million in 1996, using the Stormwater and Flood Control Utility Fund. Residents continued to own and live in their homes. The intent was to facilitate planned flood improvements to Goose Creek and to preserve Mapleton as a resident-owned, affordable mobile home park. Issues encountered in the effort to establish a resident-owned park included: financing the purchase, financing infrastructure improvements, management of the park.

The city and Mapleton Home Association (MHA), the resident-led entity that would come to manage the park, approached Thistle Communities to purchase the park. Thistle purchased the park in 2004 for \$2.96 million (with \$550,000 city subsidy funds). The city retained a portion of the park along Goose Creek and completed flood mitigation work.

The MHA leases the park from Thistle and contracts with a third party property management company, to oversee it, including setting park rules, park maintenance and rent increases. Of the park's 135 occupied lots, 120 are permanently affordable to households with incomes at or below 30 percent to 60 percent AMI.

In 2007, the city provided an additional \$884K in subsidy funds for basic improvements to the entire park. Thistle and the MHA decided to complete enhanced improvements. Infrastructure improvements have only been completed for the portion of the park south of Goose Creek with a total wet and dry infrastructure costs estimated to be \$4.7 million or \$53,225 per space for 88 spaces. Total cash subsidy funds from city to Mapleton to date equals \$1.23M or approximately \$9,300 per space. Thistle also invested over \$700,000 into Mapleton and brought in other funds from the Colorado Division of Housing and Federal Home Loan Bank.

5. Ponderosa



**General**

Year Established: 1957  
 Total Lots/Pads: 67  
 Vacant Lots: 0 (0%)

**Manufactured Housing**

Median Year Built: 1969  
 Share Built Before 1976: 78%

**Estimated Utility Infrastructure Date**

Varies, 1950s to current.

Source: Boulder County Assessor’s Office, June 11, 2015

The Ponderosa Mobile Home Park appears to have begun operation sometime in the early 1950s. Some documents list the park opening in 1957. A 1958 aerial photograph shows the park with 16 units. By 1966 the park had expanded to 54 units, and by 1972 expanded to 68 units, which is the size the park remains today. The park operated on a well and septic system until the late 1970s, when water supply issues began resulting in the park running out of water, and potential contamination issues arose. In coordination with the County Health Department, the park applied for and received an out-of-city utility permit for city water and sewer service.

The city issued the water connection permit in 1980. Based on the as-built drawings, it appears the city water connection was tied into the existing park water line infrastructure. Connection to the city sewer system occurred in 1984, and was also tied into the existing park sewer line infrastructure.

## ATTACHMENT A - History of Mobile Home Parks and Policy in Boulder

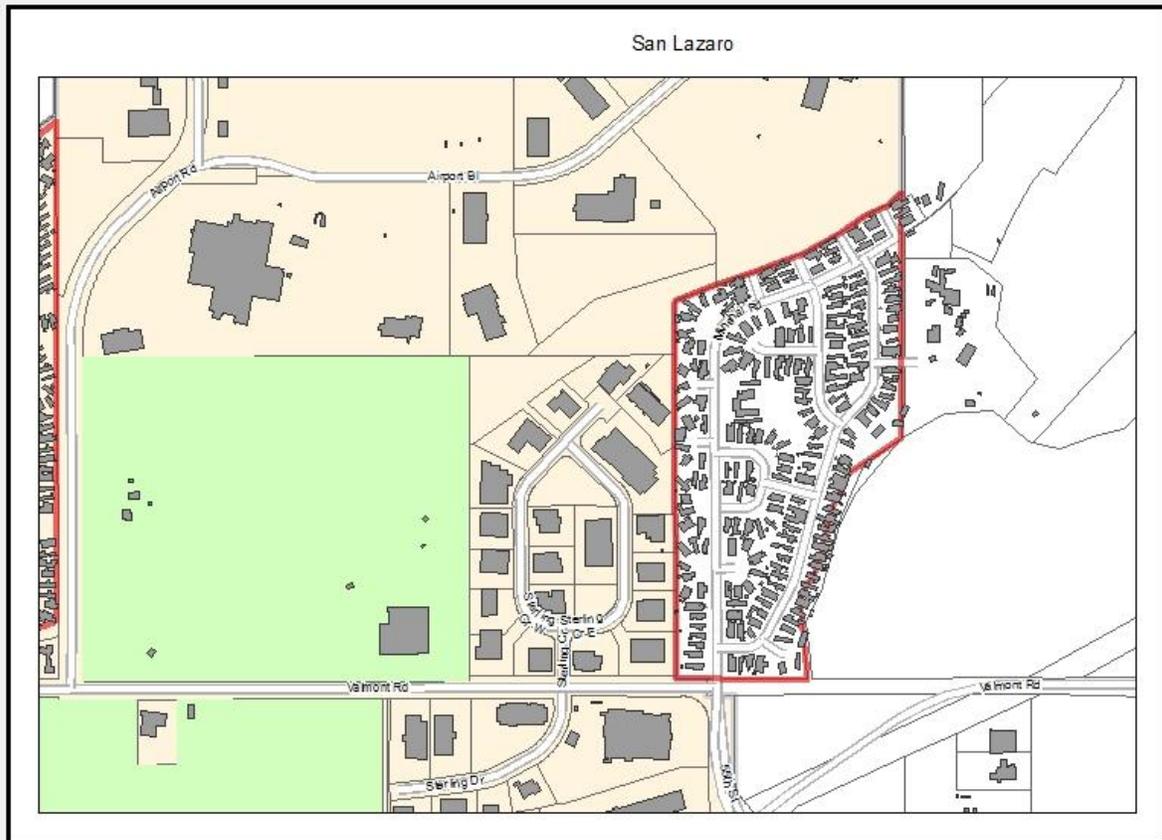
In 1990 the city began studying the park due to concerns of life safety and infrastructure, and in 1991 and 1992 Thistle Communities, then Thistle Community Housing, and the city worked to examine the feasibility of purchasing and operating the park. In 1992 the city, residents, and the property owner began discussing the annexation of the park, upgrades to the utilities, and the sale of the property to the city for the purpose of eventual transfer to the residents as a resident-owned community. In May 1994, the city formally offered to purchase the park, plus the vacant two-acre parcel to the west for \$944,000. City staff, at the direction of the City Council, proceeded to identify the necessary phased upgrades to the park, including reconstruction of the utilities, paving the streets, and replacing unsafe units, utilizing the vacant two-acre parcel to resolve spacing issues with existing units. The total cost for infrastructure upgrades was estimated at just over \$1,000,000 in 1996. The city proposed a phased purchase package for the owner to spread the city's purchase payments over several years, and a loan to transition to a resident-owned community. In April 1996, the owner informed the city that he was not interested in responding to the city's purchase offer, which the city then formally withdrew.

In 1997, the county rezoned the park to Manufactured Housing Park zoning. In 2000, the city and county changed the land use designation from Medium Density Residential to Manufactured Housing in the Boulder Valley Comprehensive Plan.

In 2000, the owner began the process of exploring annexation again, this time without any city purchase considerations. The city reviewed and provided numerous comments and questions for additional analysis to the owner. In 2002 the application for annexation was withdrawn.

In 2004, the then owner (since 1971) sold the park (without the adjacent vacant two-acre parcel) to the current property owner. The adjacent parcel was then sold to a separate buyer and annexed and developed as the 1000 Rosewood project. In 2010, a group of students from the University of Colorado Boulder College of Architecture and Planning prepared a survey and report on the neighborhood. Since that time, the current owner has performed some small upgrades to the park. In early 2013, the owners applied for a pre-application review to upgrade the existing water lines inside the park. Due to the provisions in the out-of-city utility agreement, annexation was necessary before any work could be completed. In September 2013, flooding occurred throughout the city and county, including Fourmile Canyon Creek, causing shallow surface water flooding throughout the park, and causing significant damage to surrounding properties and much of north Boulder.

6. San Lazaro



**General**

Year Established: 1970

Total Lots/Pads: 214

Vacant Lots: 0 (0%)

**Manufactured Housing**

Median Year Built: 1972

Share Built Before 1976: 58%

**Estimated Utility Infrastructure Date**

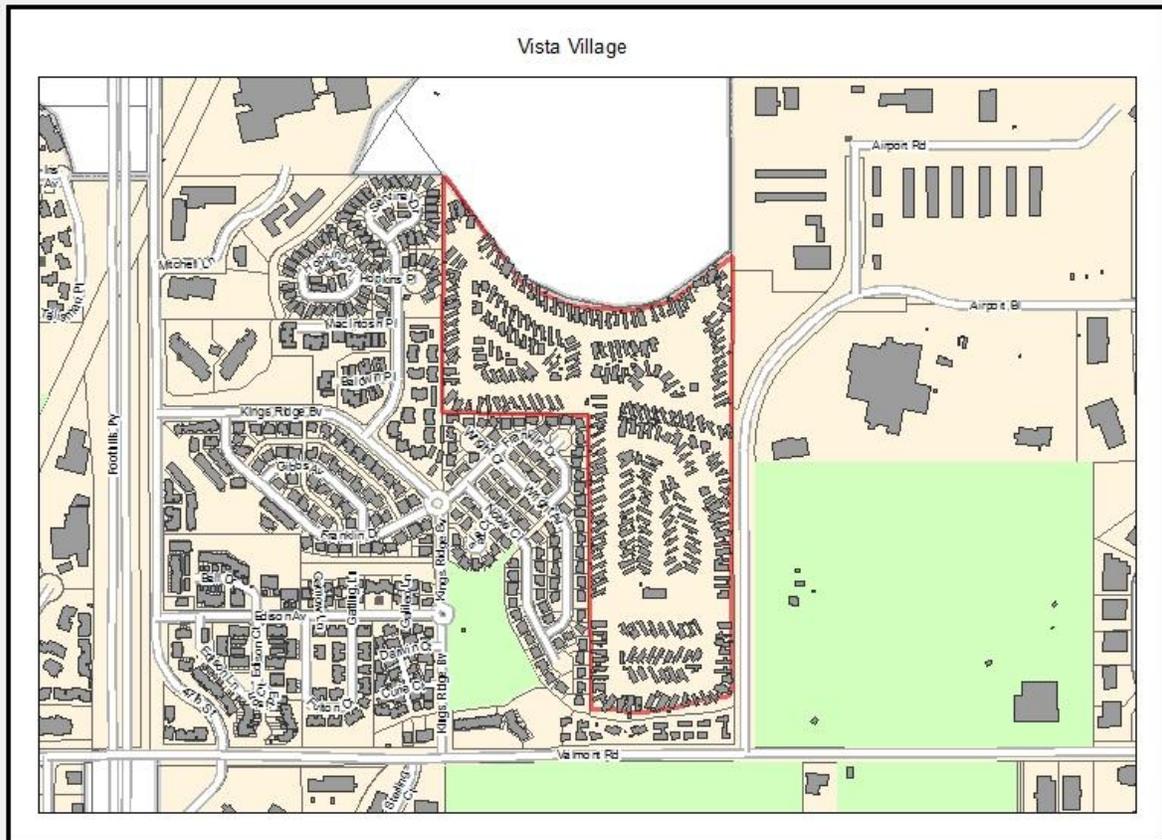
1969

Source: Boulder County Assessor's Office, June 11, 2015

San Lazaro is located outside the city limits, in BVCP Area II, and is eligible for annexation. The property is served with a "back-up" city water service through an out-of-city utility permit. The primary water source is a well. The property has an on-site wastewater treatment facility that discharges into Boulder Creek.



8. Vista Village



**General**

Year Established: 1968

Year Annexed: 1978

Total Lots/Pads: 306

Vacant Lots: 3 (<1%)

Source: Boulder County Assessor's Office, June 11, 2015

**Manufactured Housing**

Median Year Built: 1979

Share Built Before 1976: 35%

**Estimated Utility Infrastructure Date**

1972

Vista Village was annexed into the city in 1978. It was one of the two mobile home parks rezoned MH in 1985 when the mobile home zone was established in Boulder. In 1984, the city's Human Relations Commission brought suit against the owners of Vista Village to allow children in the park (Vista Village Mobile Home Community v. Boulder Human Relations Commission, Civil Action No. 84-CV-0658-5). In 1985, apparently in response, the state added language to the Mobile Home Park Landlord-Tenant Act that the state legislature intended to "fully occupy the field of mobile home landlord-tenant relations".

In early 2015, City Council learned that residents of Vista Village Mobile Home Park were being denied the right to sell early model homes. Numerous residents gave public testimony about this situation and alleging retaliatory attacks by the owner. In 2015, an ordinance passed allowing mobile homeowners the right to resell their safe and decent homes without prohibition by park owners along with other protections.

9. No Name Park

Year Park Established: 1960s or 70s

Year Annexed: 1992

Year Park Redeveloped: 2012

New Development: 98 market-rate apartments.

This park may have also been known as Alpine MHP or North Boulder MHP. This property annexed into Boulder in 1992. Because of the small, informal nature of the park, rezoning to the MH designation was never pursued. In 1994, the owner attempted to evict all residents in order to redevelop the park. The city collaborated with Emergency Family Assistance Association (EFAA) to provide financial assistance and housing counseling to residents. The redevelopment plan was not approved and redevelopment halted. In 2012, the park was closed. The developer bought out the residents of the park and this and an adjacent parcel became the site of the privately owned 98-unit Violet Crossing rental property.

10. Boulder Mobile Manor (Red Oak Park)

Year Park Established: 1961

Year Purchased by Housing Authority: 1997

Year Park Redeveloped: 2011

New Development: 59 permanently affordable single-family, duplex and triplex rentals

In 1985, the city attempted to purchase Boulder Mobile Manor but was unable to secure financing.

Boulder Mobile Manor, a 66-unit mobile home park was purchased by Boulder Housing Partners (BHP), the City's housing authority, in 1997. The original intent was to operate it as an affordable rental property and phase in a homeownership program. Some homes in the park were small and some manufactured as early as 1958. By 1997, homes in the park were deteriorating and infrastructure failing. Between 1997 and 2007, the park received total of \$751,000 (\$11,000 per unit) in city funds for acquisition of property, repairs and maintenance.

In 2007, the city identified redevelopment of Boulder Mobile Manor as a high-level initiative from the perspective of social, environmental and economic sustainability, and a city inter-departmental staff team to work with BHP on a strategy to redevelop Boulder Mobile Manor. Guiding principles were established that included preserving affordability, minimizing displacement of current residents, replacing mobile homes with fixed-foundation housing, establishing a mixed income community over time, preserving community and natural features, and maintaining rental housing.

Redevelopment of the park as Red Oak Park, a 59-unit permanently affordable, fixed foundation rental property, was completed in 2011. Former park households that chose to remain in the new Red Oak Park, stated they were generally happy with the change.

11. Branding Iron Mobile Home Park

Year Park Established: 1961

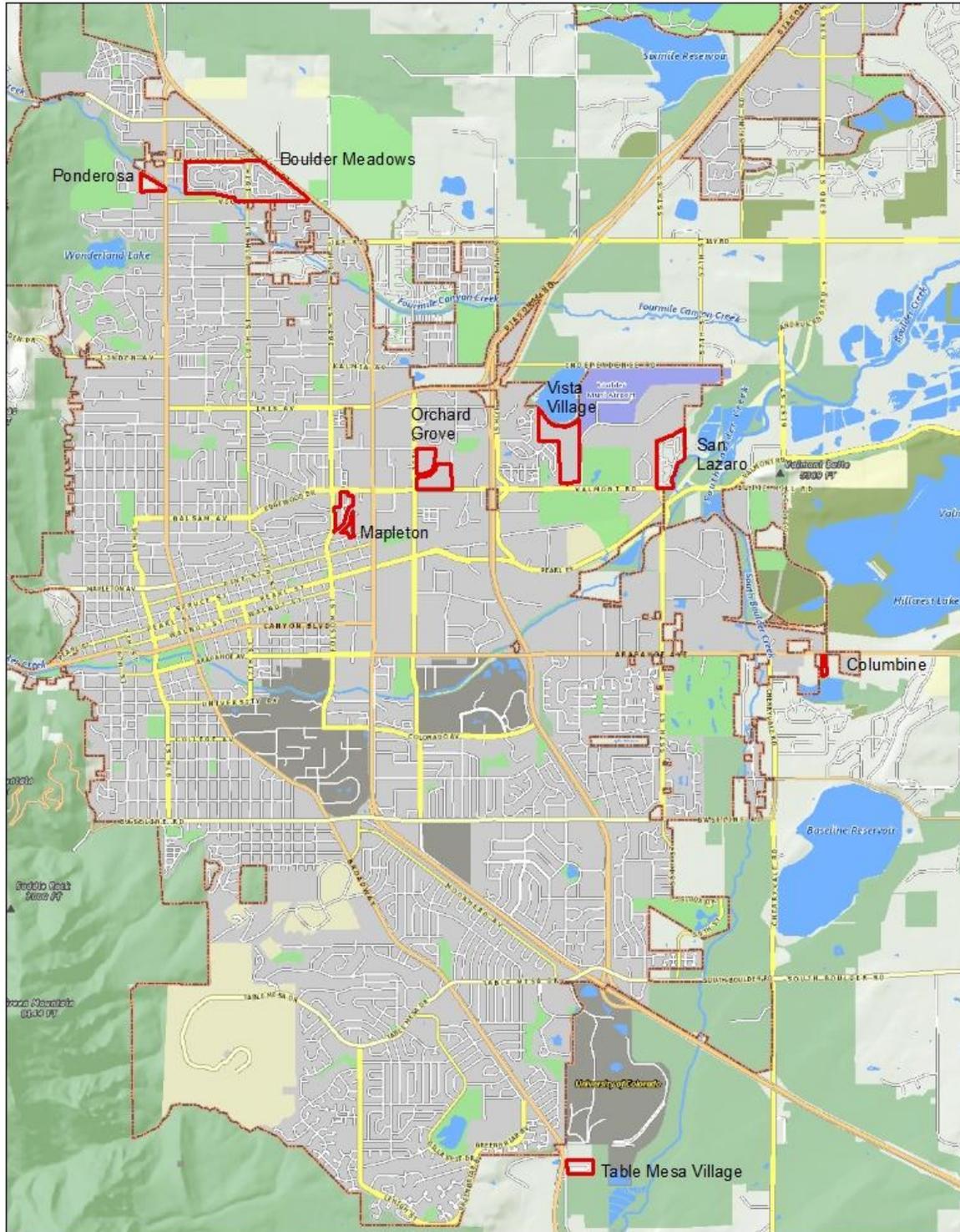
Year Purchased by City: 1992

Year Park Redeveloped: late-1990s (flood control)

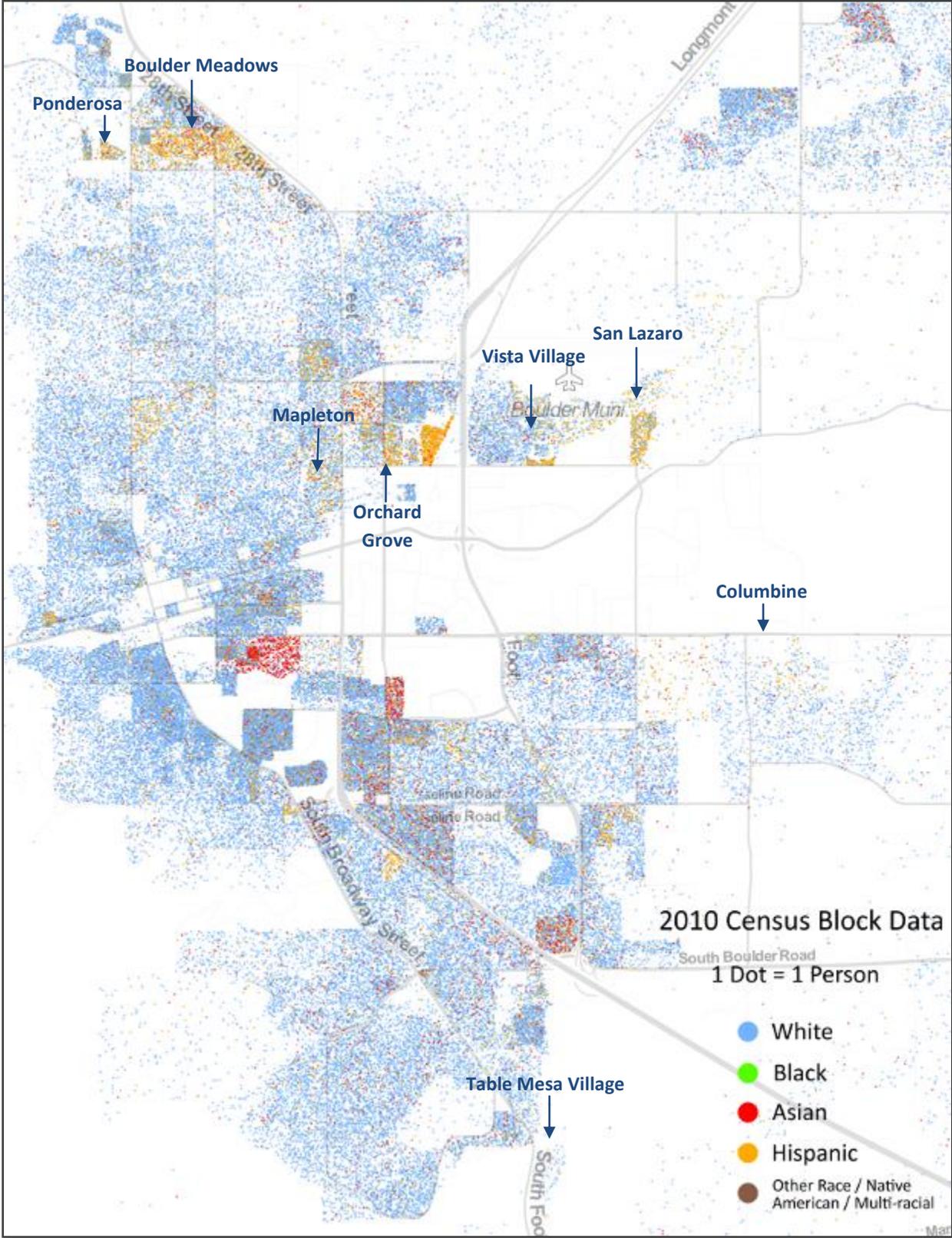
New Development: Goose Creek flood control channel improvements; Four lots combined with Mapleton Mobile Home park to the west.

In 1992, more than half of Branding Iron Mobile Home Park, a 36-unit mobile home park, was rezoned from Mobile Home to Public in order to use the property for Goose Creek flood control channel improvements. As a result of long negotiations with the park owner, in 1992, the portion of Branding Iron Mobile Home Park, more than half of the park, was rezoned Public and purchased by the City of Boulder for Goose Creek flood control improvements using the Flood Control Utility Fund. Four of the existing mobile homes on the site remained, and were again rezoned MH in 2003, and incorporated into adjacent Mapleton Mobile Home Park. The city assisted the balance of park residents with relocation to open lots in the Mapleton Mobile Home Park or elsewhere.

Map 1: Mobile Home Parks in Boulder and in Area II



Map 2: Cooper Center Race Dot Map and Mobile Home Parks in Boulder and in Area II



Source: <http://demographics.coopercenter.org/DotMap/> accessed August 26, 2015

ATTACHMENT D - Potential Responses for Mobile Homes and Mobile Home Parks

Potential Responses for Mobile Homes and Mobile Home Parks (MHPs)	Outcomes										Primary Beneficiaries	Level of Effort
	Permanent Affordability	Enable New MHPs	Greater Affordability for MHP Residents	Support Park Resident-Park Owner Relations	Increased Resident Stability	Resident Capacity Building	Energy Efficiency	Health & Safety in MHPs	Increase Housing Options	General Park Upgrades		
<b>1a. Pursue Resident Owned Communities (ROCs).</b>			✓	✓	✓	✓					Park Residents Community*	Staff Time Public Process FUNDING
<b>1b. Foster New Parks</b> by adjusting land use, zoning and standards.		✓							✓		Community	STAFF TIME PUBLIC PROCESS
<b>1c. Define Annexation Conditions</b> to encourage or facilitate MHP annexation.					✓			✓			Park Residents Park Owners Community	STAFF TIME PUBLIC PROCESS
<b>2a. Purchase Existing MHPs and make permanently affordable.</b>	✓		✓		✓						Park Residents Community	Staff Time Public Process FUNDING
<b>2b. Explore Voluntary Agreements</b> with park owners to restrict lot rents.	✓		✓		✓						Park Residents Park Owners Community	STAFF TIME Public Process FUNDING
<b>2c. Section 8 Vouchers.</b> Seek expanded use of vouchers in MHPs.		✓	✓						✓		Park Residents Community	Staff Time Public Process
<b>2d. Support Home Replacement</b> with financial assistance and counseling.				✓	✓		✓	✓		✓	Park Residents Park Owners	Staff Time Public Process Funding
<b>3a. Create On-going Legal Services</b> fund for MHP resident legal services. ★				✓	✓						Park Residents	Staff Time Public Process Funding
<b>3b. Develop Model Lease</b> between park owners and residents. ★				✓	✓						Park Residents Park Owners Community	Staff Time Public Process

★ = promising city action based on ease of implementation and likelihood of short-term success

\* Note: Community is defined here as the community at large, with benefits to the community considered to be increased alignment with community goals identified in the BVCP.

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<b>Potential Responses for Mobile Home Parks (MHPs)</b>												Small Medium LARGE
<b>3c. Pursue State Legislative Change to the Mobile Home Park Act (MHPA).</b>				✓	✓						Park Residents Community	STAFF TIME Public Process
<b>3d. Expand Mediation Services</b> for MHP residents and owners in conflict. ★				✓	✓						Park Residents Park Owners	Staff Time Public Process
<b>3e. Develop Rental Licensing</b> for park operations.				✓				✓		✓	Park Residents Park Owners Community	Staff Time Public Process Funding
<b>4a. Unit Inspections.</b> Require city inspection as a condition of all resales to ensure basic safety. ★				✓				✓			Park Residents Park Owners	Staff Time Public Process Funding
<b>4b. Expand Mobile Home Rehabilitation Program</b> eligibility and/or funding. ★			✓					✓	✓		Park Residents	Staff Time Funding
<b>5a. Establish Private Utility Standards</b> as condition of city services.								✓		✓	Park Residents	STAFF TIME PUBLIC PROCESS
<b>5b. Create Subsidy Program</b> to assist park owners to upgrade infrastructure.								✓		✓	Park Residents Park Owners	Staff Time Public Process FUNDING