

**Boulder City Council
STUDY SESSION**

**Tuesday
August 30, 2016
6-10 p.m.**

6-8:30 p.m.

**Update on Homelessness Issues, Strategy and
Action Plan**

(This memo added to the packet on August 24.)

8:30-10 p.m.

**Development-Related Impact Fees and Excise
Taxes**

**Council Chambers
Municipal Building
1777 Broadway**

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

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STUDY SESSION MEMORANDUM

TO: Mayor and Members of City Council

FROM: Jane S. Brautigam, City Manager
Karen Rahn, Human Services Director
Greg Testa, Police Chief
Linda Cooke, Municipal Judge
James Cho, Municipal Court Administrator
Peggy Bunzli, Executive Budget Officer
Kurt Firnhaber, Deputy Director of Housing
Wendy Schwartz, Human Services Planning and Program Development Manager

DATE: August 30, 2016

SUBJECT: Update on Homelessness Issues, Strategy and Action Plan

EXECUTIVE SUMMARY

This memo presents updates on Police Department and Municipal Court efforts related to homelessness, the Homelessness Strategy and Action Plan, and emerging issues. This memo requests council feedback on these issues.

Staff have also provided additional background information on related topics included as attachments to this memo, including 2016 citywide investments in homeless programs and services and mitigating costs (**Attachment F**) and a matrix with the description of different homeless populations and characteristics (**Attachment G**).

Additional information on homelessness can be found in past [Council Agenda Items and Information Packets on homelessness](#).

KEY ISSUES

Questions for Council

1. Does council have any feedback or direction on the current Police Department or Municipal Court approach to enforcement or diversion?
2. Does council support the staff recommendation to identify specific housing targets for addressing homelessness, including types of housing for transitional living and permanent supportive housing for individuals and families, and the

- required funding, as part of the city’s Homelessness Strategy and housing policies?
3. Does council have further direction for staff as follow up to the Homelessness Bus Tour on Aug. 1, 2016, related to use of city vacant land for a housing project to serve a homeless population or program?
 4. Does council support the staff recommendation to develop a comprehensive plan with community partners to develop a permanent day shelter and Resource Center?

BACKGROUND

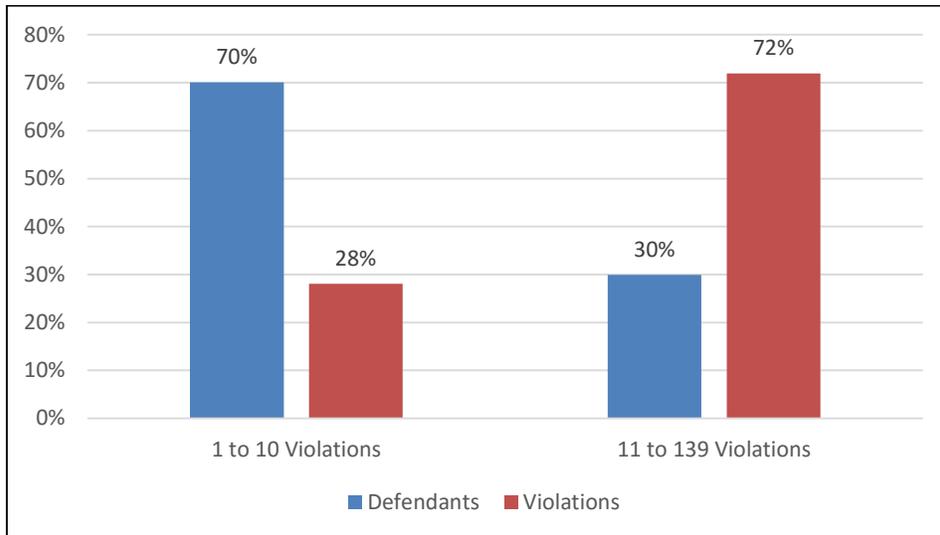
Update on Police Department and Municipal Court Efforts to Address Homelessness

At the [April 5, 2016 City Council](#) business meeting, council expressed a desire for staff to explore strategies which might help reduce jail time and reduce interface with the justice system for homeless defendants. As a follow up, several efforts were implemented and are described below.

A small percentage of the total estimated homeless population have frequent interactions with the Police Department and Municipal Court, resulting in multiple tickets and arrests and a heavy burden on police and Municipal Court. For those willing and able, they would be better served with appropriate homeless service engagement to help them avoid citations and court.

An analysis of Municipal Court data for violations issued between January 2011 – August 2016 to people without addresses indicates that less than one-third of individuals accounted for more than two-thirds of all violations (Chart 1).

Chart 1: Municipal Court Violations by Homeless Defendants (1/1/2011 to 8/1/2016)



The following information is for comparative purposes:

Year to date, the court reports 128 camping tickets. A comparison of data from Jan. 1 to Aug. 22 for the last three years:

2014	240
2015	217
2016	128

The monthly breakdown for 2016 camping tickets:

January	February	March	April	May	June	July	August
8	5	20	18	16	3	32	26

People who are homeless that have frequent justice system interaction often have complex long-term problems such as serious mental health and/or addiction issues. In some cases, these issues make it difficult for people to accept help or follow through with needed steps for acquiring or maintaining housing or other programs.

In addition, there is a transient population, particularly during summer months, that are not a permanent part of the community, but may be passing through and not intending on becoming a permanent resident. This population also has an impact on the community and justice system. In describing efforts to address homelessness, it is important to distinguish the two populations, as programs, services and efforts to address should be tailored to the target population.

Law enforcement and courts have not historically been considered part of the homeless services system. In some cases, barriers may occur in information sharing between justice system providers and other partners, particularly health and mental health service providers. The Boulder Police Department and Municipal Court have been very aware of the system of services and have worked to build referrals and connections through the officers on the street, probation officers, and now the Homeless Outreach Team (HOT), Court Navigator and through the sentencing alternatives that have been traditionally provided by the court. Service coordination and collaboration is a goal of the Homelessness Strategy with service providers and partners, and this includes the justice system.

Pilot Camping Diversion Program

At the [April 5, 2016 City Council](#) business meeting, council suggested diversion as a means to address camping ordinance violations, without incarcerating people. The Police Department, Municipal Court and Human Services met and explored options for a diversion program, which resulted in a pilot project to determine if people would participate in a diversion program, if given the opportunity to perform community service in lieu of appearing at court.

In July 2016, the pilot diversion program was implemented, with the goal of issuing 25 “diversion forms” to individuals that were cited for the sole violation of camping. The forms provided a referral for community service rather than appearing at court. Four police officers were selected to provide diversion forms as an option for resolving a camping ticket. The diversion form offers the defendant the option of completing four hours of community service prior to their court date. If the defendant completes the community service and returns the form to the court on or before their court date, the camping violation would be dismissed.

As of Aug. 16, 2016, 21 people have been given the opportunity to participate in the diversion program. To date, there have been court dates for 14 of the diversion defendants. Of the 14:

- One completed the diversion;
- One paid the fine amount;
- One pled guilty at jail court and received a jail sentence due to other warrants on additional cases;
- One case was dismissed by the prosecutor; and
- 10 failed to appear in court.

Additional cases are set for court on Aug. 23 and Sep. 6. The Police Department’s goal is to have all 25 diversion forms issued by mid-September. Once the pilot program concludes, the Police Department and Municipal Court will determine the success of the program and next steps.

Increased Police Presence Downtown

Since 2012, the Police Department has used overtime funds to increase police presence on the Pearl Street Mall, the Municipal Campus and Central Park, and the Boulder Creek Path. These increased patrols were in response to community members feeling unsafe in these areas. In 2016, additional presence was requested and provided for the University Hill business area, again based on community members reporting negative interactions with the homeless or those that were transient.

These increased patrols in designated areas are a generally accepted means of addressing people feeling unsafe, but police presence alone will not fully address all of the problems. Enforcement is essential to reduce illegal behavior and criminal activity, hold people accountable for their actions and establish community norms and address quality of life issues. Currently, the Police Department has spent over 86 percent of their overtime budget, a significant amount of which is being used to fund the increased police presence in the areas mentioned above.

Homeless Outreach Team

The Boulder Police Department selected two officers known to the homeless community, Jenny Paddock and Abel Ramos, to serve as the Homeless Outreach Team. The team was formalized in May 2016 and began to actively engage the homeless community. The team has been meeting with service and resource providers for the homeless in Boulder. A key goal of the team is to connect homeless individuals with services and resources as

a strategy to minimize and divert interface with the justice system. HOT's primary focus is helping people connect with the appropriate services to meet their needs and move off the streets. The team also works closely with Early Diversion, Get Engaged (EDGE) staff to triage mental health needs for homeless individuals.

HOT has already had success in working with community partners in finding a homeless veteran housing with the assistance of the Veterans Administration. They have also assisted in the placement of three individuals at the Fort Lyon Supportive Residential Community (Ft. Lyon), which offers recovery-oriented transitional housing for those with substance abuse issues.

Over the last two months, the team has learned their work requires a significant amount of time and effort with each person they engage to be successful. Their current focus has been working closely with the Municipal Court to identify and engage with individuals that are most often engaging in criminal activity which results in them being cited or arrested. While HOT is new and still exploring the best approach to address homeless individuals in Boulder, they have already seen some progress for some long-term homeless community members.

Municipal Court Navigator

The Municipal Court has hired a "Navigator" to help homeless defendants navigate services, including health and dental care, mental health services, job readiness and employment services, housing, substance abuse services, public benefit programs and identification needs. This position also works closely with the existing case managers in community organizations.

Additionally, this person will assist defendants in connecting with services. This more direct connection and referral helps encourage people to get and stay connected to programs. The Navigator will work with judges and probation staff to monitor the progress of homeless defendants. Currently, the Navigator is focusing on defendants who are high utilizers of the Municipal Court and suggestions from the HOT officers. Information on who is being helped, types of support offered, and amount of time spent with each individual and outcomes, is being collected and will inform success of the program.

Early Navigator Outcomes:

- Vulnerability assessments completed for regional housing list entry: 12;
- Number of people accepted into Ft. Lyon residential substance use treatment in Bent County: four;
- Number of people entered into local short-term residential substance use treatment: four; and
- Number of people being assisted in obtaining identification: nine.

Client examples:

Client 1 (Ft. Lyon):

- 31 muni court charges since 12/06/11;
- 103 days in jail over last five years in all courts;

- Significant mental health and substance abuse issues; and
- Navigator assisted client in completing vulnerability assessment for housing, complete application to Ft. Lyon, ensured client had interim housing, helped client prepare to go to Ft. Lyon on assigned date. The HOT team was also instrumental in making this connection.

Client 2 (Scheduled to go to Ft. Lyon Aug. 23):

- 113 muni charges since 4/28/07; 40 for camping trespass, 46 for open container;
- 599 days in jail over last five years in all courts;
- Significant substance abuse issues; and
- Navigator assisted defendant in completing vulnerability assessment for housing, helped him complete application to Ft. Lyon, scheduled client into court to address outstanding cases, helped client be ready to go to Ft. Lyon on assigned date.

Client 3 (Currently in Substance Use Treatment – Mental Health Partners):

- Over 100 muni court charges since 2005;
- 1066 jail days over last six years in all courts;
- Very significant substance abuse issues, on/off medical issues; and
- Navigator assisted defendant in completing vulnerability assessment for housing, helped defendant into substance use treatment at Mental Health Partners addiction recovery center.

The HOT team, as well as Mental Health Partners, worked closely with the Navigator in assisting these defendants. Evaluation of outcomes of the Navigator program, along with the pilot diversion program and HOT team efforts, will inform future next steps.

Question for Council:

Does council have any feedback or direction on the current Police Department or Municipal Court approach to enforcement or diversion?

Homelessness Strategy and Action Plan Update

In 2010, the City of Boulder was one of several local governments and multiple community partners in Boulder County to adopt the Boulder County [Ten-Year Plan to Address Homelessness](#) (Ten-Year Plan). Despite progress on Ten-Year Plan goals, homelessness remains a significant community concern with a need for specific and targeted, innovative city and regional solutions. To address this need, in 2014 city staff developed a draft city-specific homelessness action plan to complement the Ten-Year Plan.

The draft City of Boulder Homelessness Strategy Framework and Action Plan (**Attachment A**) was based on national best practices, research on what was successful in other communities, Boulder’s unique needs, and initial stakeholder and council feedback, and was presented in the [April 7, 2015 Information Packet](#). The Framework and Action Plan identified a vision statement, guiding principles and goals to formalize direct the city in addressing homelessness. Council provided feedback on the Framework and

Homelessness Strategy development process at the [April 28, 2015 Human Services Strategy Study Session](#).

The Homeless Action Plan contains specific strategies and initiatives to implement the Homelessness Strategy and was proposed as a nimble, flexible action plan that is a living document and can be updated as needs and opportunities arise. The city and community partners have been initiating and advancing those strategies and identifying new ones as opportunities have presented themselves. For further information on the Action Plan, see **(Attachment B: Homelessness Action Plan Update and Accomplishments)**.

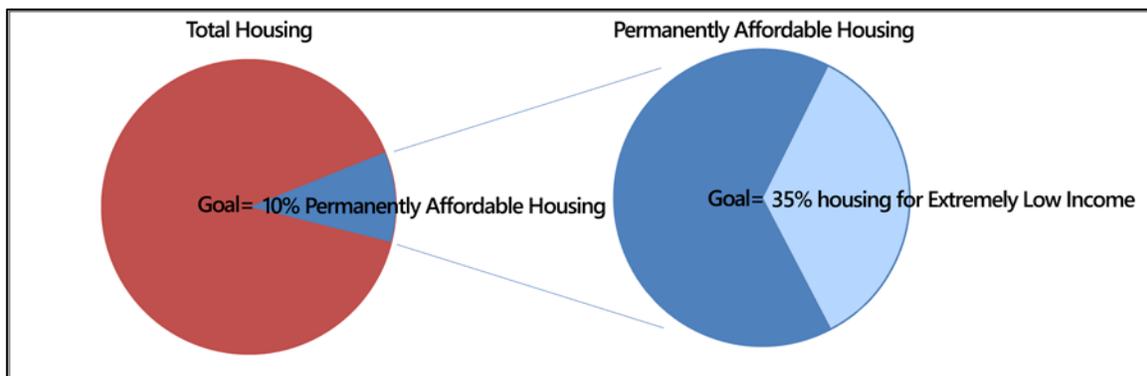
Since spring 2016, staff have undertaken a community engagement process to further refine goals and strategies to finalize the Homelessness Strategy and Action Plan, in conjunction with the Human Services Strategy update. Community engagement is ongoing through September 2016. Engagement opportunities to date have included stakeholder meetings, open houses, surveys, community events and focus groups. A report will be developed summarizing the community engagement process.

To finalize the draft Strategy and related Action Plan items, council feedback and direction on housing and sheltering issues identified in this memo, and any additional direction as follow up to the Homelessness Bus Tour, is requested.

Housing

Housing is a best practice with proven results in addressing homelessness for every homeless population. The need for housing for those who are homeless – ranging from permanent supportive housing for chronically homeless people to extremely low-cost housing for newly homeless/at-risk families - has also been expressed through early community feedback and local studies. These studies include the [permanent supportive housing study recently completed](#) by the Community Strategies Institute for the Boulder County Consortium of Cities. **(Attachment C)** provides an overview of current available county-wide shelter and housing. **(Attachment D)** provides a summary of City of Boulder housing investments for shelter, transitional living and permanent supportive housing since 2008.

Chart 2: Permanently Affordable Housing Goals



The city has a commitment to affordable housing, including a goal of ten percent of housing stock to be permanently affordable housing. However, the program currently does not have specific targets, or incentives, for types of homeless housing for people experiencing homelessness and those most at risk of becoming homeless (extremely low-income families and individuals). Within the ten percent goal, the desired share of housing for “Extremely Low Income” (under 30 percent Area Median Income (AMI)) is 35 percent (Chart 2). The existing share for this income category is currently 20 percent.¹ However, this 20 percent only includes permanent deed restricted units, many of which include permanent supportive housing, transitional housing, and family, youth and domestic violence housing. Separate from this 20 percent are shelter programs. These are not included in the city’s ten percent goal. One option to address the varying housing types and programs this is through more specific targets in city housing policy and funding, to be incorporated in the ongoing [Housing Boulder](#) plan development.

Boulder county housing authorities, including Boulder Housing Partners, have requested more specific direction on homeless housing types for various populations and their target numbers, as part of ongoing regional and county-wide dialogues. The targets would identify the housing needs for transitional and permanent supportive housing for families, individuals, youth, domestic violence survivors. The Boulder County Ten-Year Plan Board and Consortium of Cities are developing more specific action plans related to housing targets and opportunities across the county. Having housing types and targets for the City of Boulder identified as part of the Strategy would clarify housing goals for homeless populations.

Targets would assist the city in long term planning and focus resource allocation. Reaching housing targets through city housing policy and funding will not overcome all barriers to homelessness and very low-income housing, such as neighborhood opposition, financing challenges, and land use and zoning barriers. However, it would provide appropriate, concrete targets for the city, in conjunction with county-wide targets, for which the city can measure progress. Establishing these targets is also important in the county-wide and regional housing dialogues to help all partners identify and advance their housing goals.

Staff recommendation: Staff from Human Services and Housing recommend identifying specific targets for housing types and numbers for transitional and permanent supportive housing and those at-risk of becoming homeless and bringing options back to council.

Question for Council:

Does council support staff recommendations to identify specific housing targets for addressing homelessness, including types and number for transitional and permanent supportive housing and the required funding, as part of the city’s Homelessness Strategy and housing policies?

¹ Housing Boulder “Strengthen Our Current Commitments” Fact Sheet March 4, 2015

Housing Vouchers

People that obtain housing vouchers or rental assistance sometimes have difficulty using that assistance to lease apartments locally. In a low-vacancy, high-rent market there is significant competition for affordable units. Other prospective tenants may be more competitive for housing placement, due to issues for this population with lack of employment or under-employment, poor credit, previous evictions or convictions. For chronic, highly vulnerable people, intensive support is needed in navigating the rental process, interacting with landlords and maintaining housing. People with housing vouchers through Mental Health Partners spend an average of 120 days looking for a unit after securing a voucher.

More intensive landlord outreach and support is currently a goal in the Strategy. The City of Boulder has contributed funding to the Metro Denver Regional Landlord Campaign to support participating landlords with expenses related to vacancies or damages. Results to date have been limited due to challenges recruiting local landlords. The [Metro Denver Homeless Initiative](#) (MDHI) has received additional funding from the U.S. Department of Housing and Urban Development (HUD) to expand support for the regional Coordinated Assessment and Housing Placement System ([CAHPS](#)), which may also include additional support for landlord outreach and recruitment.

To maximize vouchers and other rental subsidies available to people that are at-risk/homeless, landlord partnerships are important. Staff will evaluate results from the Municipal Court navigator program and additional MDHI staffing to determine if additional efforts should be devoted to landlord engagement. Both new programs are anticipated to reduce housing navigation barriers and lessons learned will inform assessment of amount and type of any additional resources needed. See (**Attachment E: Role of Vouchers and Rental Assistance in Addressing Homelessness**), for additional information.

Homeless Bus Tour Follow Up

On Aug. 1, 2016, staff coordinated a bus tour for City Council members, Board and Commission members, staff, homeless service providers and members of the community. The purpose of the tour was to expand awareness of homelessness programs and to follow up on interest generated by the April Portland/Eugene trip about transitional living programs for homeless adults. One project in Eugene, Opportunity Village, generated particular interest as a “tiny home” village. The tiny homes of Opportunity Village had several different types of “tiny homes,” from Conestoga-type structures to very small structures on wheels.

The itinerary for the Boulder bus tour included stops at transitional living programs and several city-owned vacant land sites. Additional information on the tour, including the tour packet and more information on Opportunity Village, is located on the [Human Services webpage](#).

During and after the tour, staff distributed online and paper surveys to participants. There were 23 responses (40 total participants on the tour). Feedback included a wide range of opinions and areas of interest including:

- Housing - The majority of respondents expressed interest in pursuing some type of additional housing, although there was not a consensus on what type. Housing mentioned includes:

Housing Type	Number of Consenters
“Tiny Homes”	5
Transitional housing in general	4
Housing in general	9

- Other comments expressed by more than one person:

Comment	Number of Consenters
Important to combine housing with services	4
Positive comments on Fire Station #6 as a potential housing site	4
All sites too far away from downtown	4
Housing sites for different populations, specifically noting families	2
All sites unsuitable	2
All sites good	2
Municipal Yards site unsuitable	2
Need to set targets for housing	2

- Current programs – Survey results reflected great interest in, and appreciation for, the broad range of transitional living and other programs currently available in Boulder. Several tour participants stated that they greatly appreciated the opportunity to learn more about homelessness and community services.

Question for Council:

Does council have further direction for staff as follow up to the Homelessness Bus Tour on Aug. 1, 2016, related to use of city vacant land for a housing project to serve a homeless population or program?

Emerging Issue – Day Shelter

Bridge House (BH), Boulder Shelter for the Homeless (BSH) and Boulder Outreach for the Homeless (BOHO) formed the Boulder Homeless Services Collaborative (BHSC) to improve the efficiency and effectiveness of emergency and transitional services to adults.

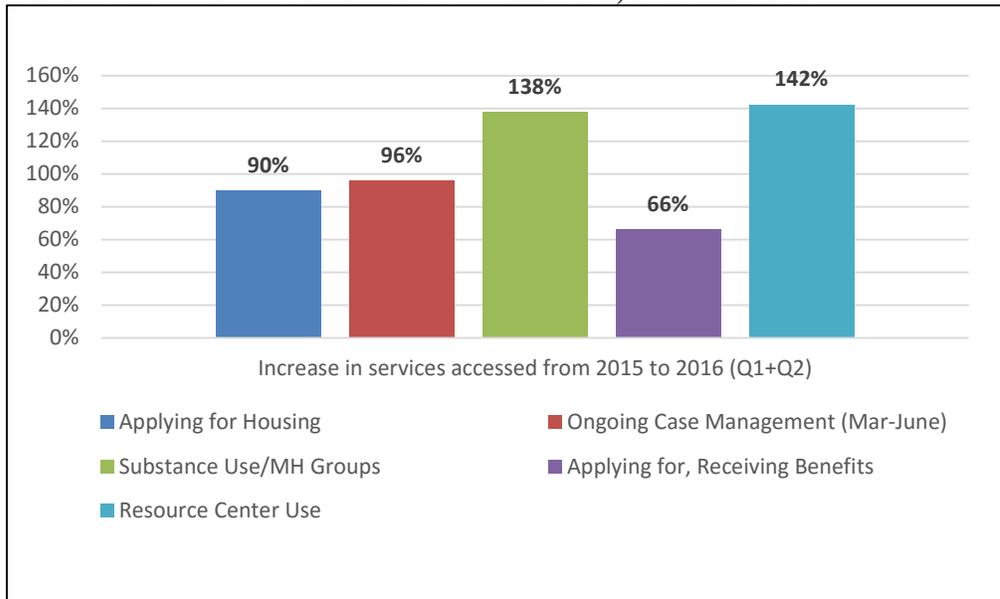
In 2016 the City of Boulder and Boulder County partnered with BHSC to launch a pilot project with three key objectives:

- Phased steps for coordinated entry and shared data among the three agencies, with the future goal of a link to regional coordinated entry and assessment efforts;
- Expanded services of the BH Resource Center – which provides a “one-stop shop” for intake, assessment and case management services – to provide three additional mornings of service located at BSH; and
- Expanded day shelter services from five to six days per week and increased space by utilizing rotating faith-based locations, however this appears not to be sustainable.

The pilot shows early promise for some key city goals:

- Integrated system data: BHSC, the city and county have agreed to a data strategy linking to the recently launched [Boulder County Connect](#) client portal system. This strategy allows BHSC agencies to link current data systems to the portal and track clients across the system for better client service tracking, system issues and outcomes. The city, county and BHSC signed an agreement in early August to track services in this system; and
- Increased opportunities for homeless individuals to move beyond emergency services to engagement in long-term, sustainable solutions:
 - Within 14 days of accessing day shelter and Community Table meals, clients must complete a “welcome meeting” orientation to services. Seventy-two percent of all individuals utilizing basic day shelter and meal service are completing welcome meetings.
 - There is a significant increase in engagement in Resource Center services as demonstrated in Chart 3 below.

Chart 3: Resource Center Service Utilization, 2015 and 2016



The city, county and BHSC are currently evaluating the first phases of the pilot in 2016, with an evaluation to be completed at the end of the pilot in Dec., 2016.

Day shelter is a designated place for homeless individuals to access basic needs and meals, and can be an entry into the system of services. Day shelter and the evening Community Table suppers are open to any person who is capable and willing to comply with a basic code of conduct and who, within 14 days, will have a welcome meeting with outreach case management at the Resource Center to promote engagement beyond emergency services.

Day shelter is staffed by BOHO and located at faith-based sites with appropriate space for 100 or more individuals, eight hours per day and six days per week, including

holidays. This is an increase of roughly 60 percent in service availability since 2015 and approximately 65 percent in physical capacity. Total client interactions over the first six months of the 2016 pilot have been 24,740 interactions with 1,893 unique individuals. Over 98 percent of clients with more than twenty visits in the period have completed Welcome Meetings at the Resource Center and are service engaged to some extent.

The faith community has played a large role in emergency night sheltering and the expansion of day shelter and deserves recognition for this long term community commitment. However, the faith community cannot continue to bear the full impact of providing physical locations and support services with assistance from BOHO at their sites. Current faith sites that host shelter in the downtown area (First United Methodist, Trinity Lutheran and First Congregational Church at the carriage house) have made a substantial commitment for day shelter. Faith based sites also provide night emergency shelter during the winter months.

The current lease for the carriage house of First Congregation Church, where BOHO hosts day shelter multiple days per week, expires in October 2016. While the hosting service at congregations has traditionally been rent-free, this significant support is taking a toll on resources and ability to cover the costs for maintenance, supplies, and repairs. At all sites, traffic can also have a negative impact on other church programs and neighbors. Despite efforts to mitigate these impacts with higher rates of staffing and regular communication with BOHO, issues persist. Rotating day shelter is also without key features such as showers and storage, which has been cited by clients as important.

City staff held a focus meeting with ten faith based representatives on Aug. 3 to get feedback on homelessness issues. They have concerns which are important for the city and providers to address. Key feedback and priorities highlighted by the group included:

- Homelessness is a significant problem
- Need to address hidden populations such as families as a priority also
- Concern expressed that some programs may increase dependency or resources may not be allocated effectively to the right people
- Costs and impacts for faith sites can be significant
- The faith community has been left out of the conversations directly
- Boulder is not a welcoming community for those that cannot afford to live here
- More resources are needed to address homelessness and human's services

BHSC has indicated they can continue to provide day shelter in the current arrangements for 2016-17 season. However, a permanent solution needs to be developed. The faith communities are overburdened and the resources and support provided are not sufficient for the long term.

In determining a new sheltering and services model, the faith community, service providers and other stakeholders need to be convened to determine models, location, costs and resources and partnerships needed to accomplish this. Consistent with Strategy goals and BHSC goals of continuing progress toward an integrated and coordinated

system, single point of entry and assessment, a day shelter combined with the Day Resource Center, which currently does not have permanent full time space, should be explored. There are best practice models combining and co-locating services which create effective service delivery for clients and efficient use of resources and assets. These need to be explored.

In addition, winter overflow and warming center priorities need to be determined. Currently, significant city and county resources are being provided for emergency and warming center space, beyond the Boulder Shelter for the Homeless and requests for funding are increasing. The Ten-Year Plan to Address Homelessness and a city priority is to allocate new resources to permanent solutions, not expanding alternative sheltering not leading to engagement in services. Priorities for overflow and alternative sheltering and funding will be reviewed as part of the outcomes of the current pilot project with BHSC, ending Dec. 31. Recommendations and options will be developed at that time.

Staff recommendation: Day shelter and Resource Center services are needed community services for safety and engagement of people who are homeless. The faith community cannot continue to bear the burden of providing the primary sites for sheltering. The city will collaborate with the faith community, Boulder County, service providers and other stakeholder to develop options and recommendations for a permanent location for day shelter and Bridge House day Resource Center bring options back to council.

Question for Council:

Does council support the staff recommendation to develop a comprehensive plan with community partners to develop a permanent day shelter and Resource Center?

NEXT STEPS

Sep. 30, 2016: Completion of public engagement process for Homelessness and Human Services Strategies; Report completed

Dec. 2016: Draft Homelessness Strategy and Action Plan to council for feedback, incorporating Aug. 30 study session feedback

ATTACHMENTS

Attachment A: Homelessness Strategy Framework and Action Plan

Attachment B: Homelessness Action Plan Update and Accomplishments

Attachment C: Countywide Homeless Shelter and Housing Overview

Attachment D: City of Boulder Homeless Housing Investments, 2008-2015

Attachment E: Role of Vouchers and Rental Assistance in Addressing Homelessness

Attachment F: Citywide Investments in Addressing Homelessness

Attachment G: Homeless Populations Matrix



City of Boulder Homelessness Strategy Framework

Homelessness Strategy Purpose

The purpose of the City of Boulder Homelessness Strategy is to:

- 1) Clarify city goals in addressing homelessness;
- 2) Maximize efficiency and effectiveness of city resources in addressing homelessness;
- 3) Engage community partners broadly in creating solutions; and
- 4) Provide a strategic road map for city action on homelessness.

Homelessness Strategy Guiding Principles

The guiding principles and goals are informed by national best practices in addressing homelessness, local community needs, and local and regional guiding policy documents.

- *Consider solutions to homelessness in a regional context*
Many homeless are highly mobile, seeking services, employment, housing and other services to regain stability. Policies, resource allocation, and actions in one city, county or metro area impact homelessness among neighboring jurisdictions. Planning and resources should be leveraged regionally;
- *Effectively use resources within a coordinated and integrated system*
Best practices demonstrate that coordinated services and systems yield better outcomes for people and more cost-effective solutions for communities;
- *Consider the diversity of people who are homeless and their unique needs in community planning*
A wide variety of people experience homelessness for many different reasons. Solutions should consider diverse homeless individual and family circumstances and needs; and
- *Support the advancement of resilience, self-sufficiency and independence*
Support for individuals and families should contribute to achieving the maximum degree of long-term, self-sufficiency and independence possible.

Homelessness Strategy Goals

- *Develop pathways to long-term housing and retention*
Provide access to housing options and support, including permanent supportive housing and the Housing First model for chronically homeless individuals and families, transitional housing and rapid re-housing for people with fewer support needs;
- *Prevent Homelessness*
Support services which prevent individuals and families from the traumatic and costly slide into homelessness;
- *Support efficient and effective services and programs which lead to desired outcomes*
Support and implement best practices in addressing homelessness that result in a system of services that is coordinated, integrated, easy to navigate and provides data-driven outcomes that support community goals;
- *Support a continuum of services as part of a pathway to stability*

Attachment A: Homelessness Strategy Framework and Action Plan

Maintain a safety net of emergency services, such as shelter, food, access to medical care and other basic services with a pathway to permanent housing;

- *Expand public education about homelessness and community solutions*
Provide accessible information about homelessness and people experiencing homelessness; and
- *Support efforts to effectively reduce interface with the criminal justice system*
Support efforts which effectively reduce chronic recidivism in the justice system and support individuals in developing healthier, safer lifestyle choices.

Homeless Action Plan

The Homeless Action Plan (HAP) identifies implementation strategies and actions to achieve the goals of the Homelessness Strategy.

Strategy 1 – Strengthen Regional Partnerships

1.a. Work with other local and regional partners and service providers to identify resources, housing, services and system improvements for homelessness solutions

Strategy 2 – Develop Innovative Solutions to Increase Housing Options

2.a. Establish specific priorities within affordable housing goal for housing for people under 30 percent of Area Median Income (AMI) and those experiencing homelessness, including permanent supportive and transitional housing

2.b. Strengthen landlord relationships for expanded housing opportunities and retention and potential incentives

2.c. Address land use barriers to developing and acquiring housing and creating new types of housing

2.d. Support the Consortium of Cities to implement countywide permanent supportive housing solutions

Strategy 3 – Expand Community Education

3.a. Provide accessible public information about homeless populations, characteristics and needs, community programs, initiatives and results achieved

3.b. Develop a community dashboard on Homelessness Strategy goals and progress

Strategy 4 – Prevent Homelessness

4.a. Support city and regional programs that help people out of poverty, including affordable housing programs, eviction prevention, skills training and development, and temporary financial assistance programs

4.b. Work with local and regional partners to implement anti-poverty programs

Strategy 5 – Expand Local Service Integration

5.a. Require system improvements (coordinated assessment, intake, case management, integrated data) as conditions of city funding

5.b. Partner with Municipal Court, Boulder Police Department and homeless service providers to reduce interface with the criminal justice system, expand service connection and to improve community and individual outcomes

Strategy 6 – Support temporary shelter and supportive services as part of a coordinated continuum of services leading to better long-term stability

Attachment A: Homelessness Strategy Framework and Action Plan

- 6.a. Support access to emergency shelter and services connected to transitional services and pathways to permanent housing
- 6.b. Support community partners to strengthen access to substance use treatment and mental health services
- 6.c. Support community partners to strengthen access to affordable transportation

Homeless Action Plan Update and Accomplishments

As the City of Boulder Homelessness Strategy has been in development, the city and community partners have been identifying and implementing initiatives as opportunities arise. The Homeless Action Plan (HAP) is intended as a nimble, flexible “living document,” with initiatives that can be added or changed as community needs and opportunities change. Updates and progress on HAP initiatives are summarized below.

1.a. Work with other local and regional partners and service providers to identify resources, housing, services and system improvements for homelessness solutions

Landlord Campaign

The Denver Metro Mayor’s Caucus (MMC) is partnering with [MDHI](#) on [Landlords Opening Doors](#) (LOD), a regional landlord recruitment campaign to increase the number of units available to homeless people with vouchers. Landlords that commit to the campaign are provided financial support for vacancies or necessary repairs for these tenants, along with case management support for any issues that arise needing resolution. More than 50 landlords throughout the seven-county region have committed to contribute units to the campaign, including one large property management company with units in Boulder. LOD has recently introduced a \$200 incentive for new landlords. The City of Boulder has committed \$2,500 to this regional effort, which has now raised \$65,000 from MMC and regional cities to support participating landlords for expenses associated with vacancies or damages.

Regional Funding

In March 2016 Boulder County Housing and Human Services was awarded \$680,000 in federal funding through the annual Notice of Funding Availability (NOFA) process managed by MDHI. This project includes rapid re-housing rental assistance and supportive services for families and youth through the Boulder County Housing Stabilization Program. This funding allows Boulder County to extend the program to house an additional 40 families and unaccompanied homeless youth.

Other Regional Initiatives

For more updates on regional initiatives, also see:

- 2.c. – Consortium of Cities Permanent Supportive Housing Study
- 5.a. – 25 Cities Pilot/Regional Coordinated Entry System

2.d. Support the Consortium of Cities to implement countywide permanent supportive housing solutions

Consortium of Cities Permanent Supportive Housing Study

In partnership with the Consortium of Cities (Consortium), the Boulder County Ten-Year Plan to Address Homelessness Board implemented a [countywide permanent supportive housing \(PSH\) study](#) to assess needs and gaps in housing acquisition and develop recommendations for PSH, for consideration by the members of the Consortium.

All members of the Consortium committed funding to the study, with funding amounts based on community population. On April 21, 2015, the City of Boulder City Council authorized the city manager to allocate up to \$20,000 to fund the city's portion of the study cost. The city is a member of the Ten-Year Plan Board and partnered with the county on coordinating this study.

Recommendations in the final study include:

- More specifically articulate affordable housing needs and provide policy perspective on PSH needs in Comprehensive Plans;
- Flexibility in zoning and development regulations should be emphasized to support affordable housing, including PSH;
- Use of the group home model may house some chronically homeless individuals more quickly than new construction;
- Maintain inventory of potential development sites at municipal level;
- Consider including PSH in redevelopment of Boulder Community Hospital site;
- Consider agreements for financial resource sharing to create dispersed PSH in areas of the county with greater land availability; and
- To make PSH economically feasible, ongoing subsidies are needed to meet operating and service costs.

The Ten-Year Plan Board is leading efforts to implement recommendations of the PSH study including:

- Developing a countywide pipeline for PSH projects; and
- Developing materials for city planning departments to implement planning and zoning recommendations, and a scope of work for a countywide planners group to advance implementation of planning and zoning options.

3.a. Provide accessible information about homeless populations, characteristics and needs, community programs, initiatives, and results achieved

Homelessness Communication Plan

Human Services is developing a Homelessness Communications Plan for implementation the first quarter of 2017. The goals of the plan are:

- Promote knowledge of the diverse people experiencing homelessness, reasons for becoming homeless and barriers to exiting homelessness;
- Promote human stories of the reasons for, and solutions to, homelessness;
- Improve understanding of national best practices in addressing homelessness;
- Promote knowledge and understanding of the local community needs and issues related to homelessness;
- Celebrate the successes in reducing homelessness in Boulder; and
- Build a sense of community commitment in jointly reducing homelessness.

Plan action items are focused on brief, accessible materials on a variety of aspects of homelessness frequently requested or misunderstood in the community. Materials will be designed with electronic, interactive, video and print formats.

Regional Communications Efforts

The homelessness communications plan will leverage other communications efforts in the region including:

- The Boulder County Ten-Year Plan Board, which has adopted communications as a work plan goal; and
- [Polling by the Denver Foundation](#) found that Boulder County residents considered several educational messages about homelessness “very or somewhat convincing.” As a result of the Denver Foundation survey, a regional [Close to Home](#) public will building campaign has been launched in the metro-Denver region.

4.a. Support city and regional programs that help people out of poverty, including affordable housing programs, eviction prevention, skills training and development and temporary financial assistance programs

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

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

Annually, over 2,000 people receive assistance with basic needs to prevent homelessness through Emergency Family Assistance Association (EFAA). This includes direct financial assistance and assessment, budgeting and stability services for those at-risk of homelessness. The city’s Family Resource Schools Program also provides referrals, assistance and some financial support to meet emergency and short-term needs.

5.a. Require system improvements (coordinated assessment and entry intake, case management, integrated data) as conditions of city funding

Day Services Pilot and Integrated Data System Development

Bridge House (BH), Boulder Shelter for the Homeless (BSH) and Boulder Outreach for the Homeless (BOHO) formed the Boulder Homeless Services Collaborative (BHSC) to improve the efficiency and effectiveness of emergency and transitional services to adults.

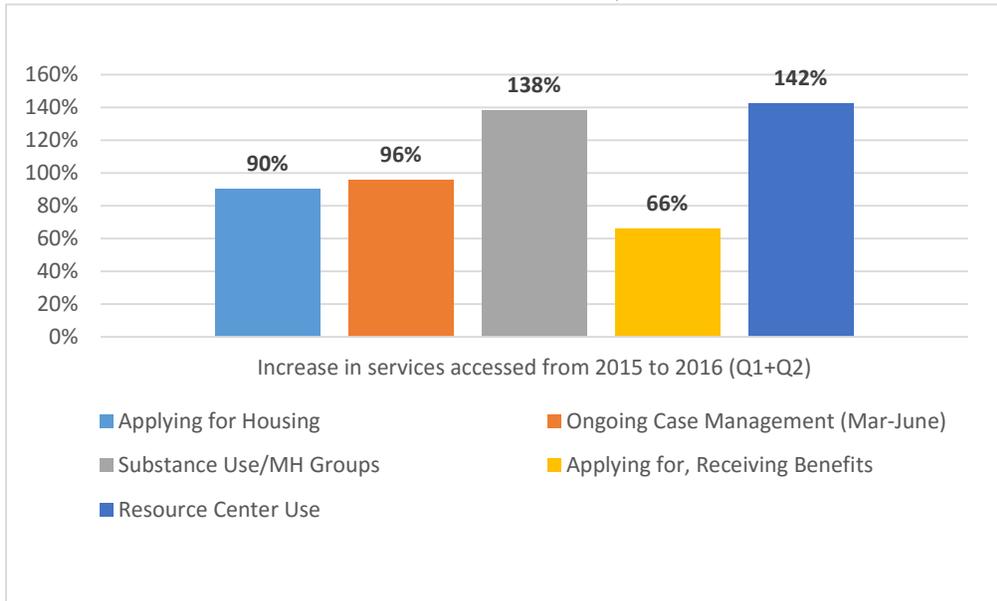
In 2016 the City of Boulder and Boulder County partnered with BHSC to launch a pilot project with three key objectives:

- Phased steps for coordinated entry and shared data among the three agencies, with the future goal of a link to regional coordinated entry and assessment efforts;
- Expanded services of the BH Resource Center – which provides a “one-stop shop” for intake, assessment and case management services – to provide three additional mornings of service located at BSH; and
- Expanded day shelter services from five to six days per week and increased space by utilizing rotating faith-based locations.

The pilot shows early promise for some key city goals:

- Integrated system data: BHSC, the city and county have agreed to a data strategy linking to the recently launched [Boulder County Connect](#) client portal system. This strategy allows BHSC agencies to link current data systems to the portal and track clients across the system for better client service tracking, system issues and outcomes. The city, county and BHSC signed an agreement in early August to track services in this system; and
- Increased opportunities for homeless individuals to move beyond emergency services to engagement in long-term, sustainable solutions:
 - Within 14 days of accessing day shelter and Community Table meals, clients must complete a “welcome meeting” orientation to services. Seventy-two percent of all individuals utilizing basic day shelter and meal service are completing welcome meetings.
 - There is a significant increase in engagement in Resource Center services as demonstrated in Chart 1 below.

Chart 1: Resource Center Service Utilization, 2015 and 2016



The city, county and BHSC are currently evaluating the first phases of the pilot in 2016.

Coordinated Assessment and Housing Placement System (CAHPs) (formerly 25 Cities Initiative Pilot)

CAHPs is the Metro Denver regional coordinated entry system - a system to efficiently assess the housing needs of individuals and families, place them on a centralized list according to need, and match them with appropriate housing resources as they become available. CAHPs uses the best practice common assessment tool Vulnerability Index and Service Prioritization Decision Assistance Tool ([VI-SPDAT](#)), to determine housing and support needs and place individuals on the regional housing list.

CAHPs began as the 25 Cities Initiative Pilot focused on chronically homeless individuals and veterans in need of permanent supportive housing. In nearly two years of this pilot project, 74 of the most vulnerable homeless people in Boulder County have been matched with housing resources (vouchers or units) from the centralized regional housing list, 43 are housed and 410 have been assessed for vulnerability and housing needs. CAHPs allows Boulder residents to reach beyond city and county borders for housing, and at least eight people from Boulder County have gained housing elsewhere in the region through this project.

City staff were part of the leadership team to launch CAHPs, which is a significant stride forward in Boulder’s coordinated system goals. Boulder County partners including BSH, BH, Mental Health Partners (MHP) and OUR Center in Longmont are entry points for CAHPs and common use of the VI-SPDAT has created a “common language” in client vulnerability. This coordination has expanded beyond traditional homeless services providers, with city probation officers being trained and administering VI-SPDATs, and Homeless Outreach Team (HOT) officers recommending clients for assessment (see 5.b. for more on the HOT Team).

MDHI has received additional federal funds to “build out” the pilot to a full regional coordinated entry system, and is now working on strategies for expanding the system from the pilot population to families and youth/young adults.

The Metro Denver region was selected for an IBM Smarter Cities Challenge grant for consulting on systems and technology development for the regional coordinated entry system. The [final report](#) from this assessment has been released, with recommendations closely aligned with initiatives planned or underway for the city’s Homelessness Strategy, including:

- Develop an integrated regional data management system (Boulder County’s new [Boulder County Connect](#) client portal system and data warehouse is featured as a best practice);
- Establish coordinated data entry;
- Expand coordinated assessment; and
- Expand the use of outcome-based metrics.

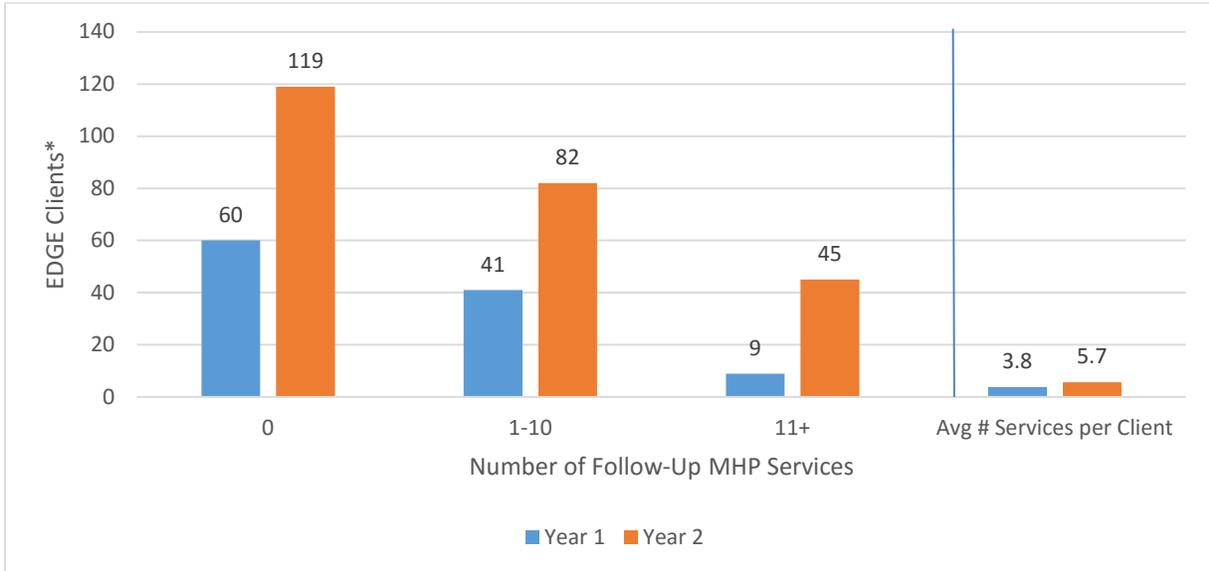
[5.b. Partner with Municipal Court, Boulder Police Department and homeless service provers to reduce interface with the criminal justice system, expand service connection and to improve community and individual outcomes](#)

Early Diversion Get Engaged (EDGE)

In 2014 the Boulder Police Department implemented the EDGE program in partnership with Mental Health Partners (MHP). Mental health clinicians work out of the police department and respond to calls to provide direct intervention services to community members, housed and unhoused, in need.

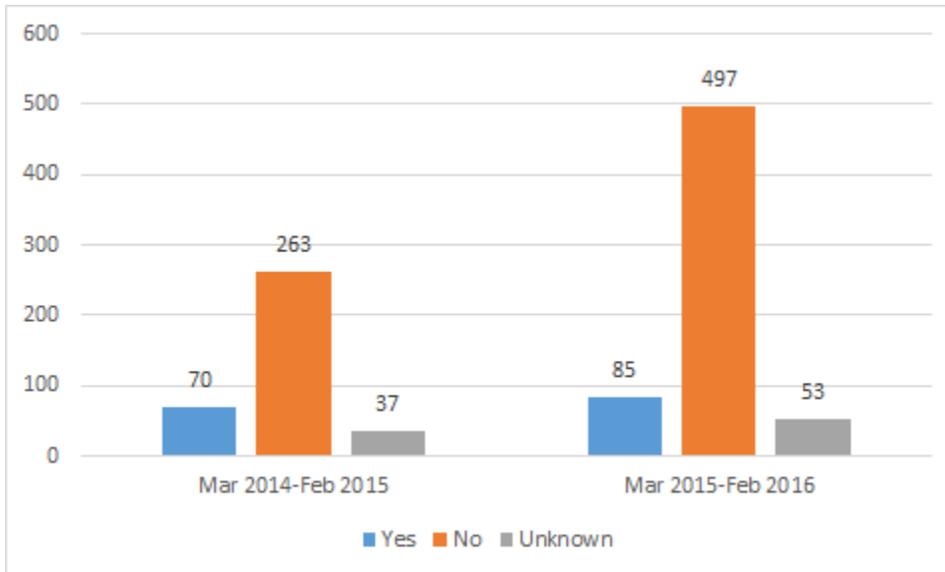
Two years of data are now available from the program (Chart 3). In year one (March 2014-February 2015) there were 142 EDGE encounters with 126 unique clients. Ninety-five percent were diverted from arrest. In year two (March 2015-February 2016), there was an increase to 339 EDGE encounters with 264 unique clients. Ninety-nine percent were diverted from arrest. Nineteen percent of EDGE clients served were homeless. There was also an increase in mental health services received after field contact, as outlined in Chart 2. In surveys, 22 percent of people experiencing homelessness identify mental illness as a contributing factor in their homelessness.

Chart 2: EDGE Clients Accessing MHP Services After Field Contact



*Unduplicated number of clients. Those with at least one follow-up MHP service have had at least one face-to-face visit with a behavioral health provider within 60 days of their most recent EDGE encounter.

Chart 3: EDGE Clients Experiencing Homelessness by Year



Boulder Police Department (BPD) Homeless Outreach Team (HOT Team)

The Boulder Police Department selected two officers known to the homeless community, Jenny Paddock and Abel Ramos, to serve as the Homeless Outreach Team. The team was formalized in May 2016 and began to actively engage the homeless community. The team has been meeting with service and resource providers for the homeless in Boulder. A key goal of the team is to

connect homeless individuals with services and resources as a strategy to minimize and divert interface with the justice system. HOT's primary focus is helping people connect with the appropriate services to meet their needs and move off the streets. The team also works closely with Early Diversion, Get Engaged (EDGE) staff to triage mental health needs for homeless individuals.

HOT has already had success in working with community partners in finding a homeless veteran housing with the assistance of the Veterans Administration. They have also assisted in the placement of three individuals at the Fort Lyon Supportive Residential Community (Fort Lyon), which offers recovery-oriented transitional housing for those with substance abuse issues.

Over the last two months, the team has learned their work requires a significant amount of time and effort with each person they engage to be successful. Their current focus has been working closely with the Municipal Court to identify and engage with individuals that are most often engaging in criminal activity which results in them being cited or arrested. While HOT is new and still exploring the best approach to address homeless individuals in Boulder, they have already seen some progress for some long-term homeless community members.

Municipal Court Navigator

The Municipal Court has hired a "Navigator" to help homeless defendants navigate services, including health and dental care, mental health services, job readiness and employment services, housing, substance abuse services, public benefit programs and identification needs. This position also works closely with the existing case managers in community organizations. This person will work with many of the homeless defendants who appear before the court and assist defendants in connecting with services. This more direct connection and referral helps encourage people to get and stay connected to services. The Navigator will work with judges and probation staff to monitor the progress of homeless defendants. Currently, the Navigator is focusing on defendants who are high utilizers of the Municipal Court and suggestions from the HOT officers. Information on who is being helped, types of support offered, and amount of time spent with each individual are being collected and will inform success of the program and outcomes for defendants.

Early Navigator Outcomes:

- Vulnerability assessments completed for regional housing list entry: 12;
- Number of people accepted into Fort Lyon residential substance use treatment in Bent County: four;
- Number of people entered into local short-term residential substance use treatment: four; and
- Number of people being assisted in obtaining identification: nine.

Client examples:

Client 1 (Fort Lyon):

- 31 muni court charges since 12/06/11;
- 103 days in jail over last five years in all courts;
- Significant mental health and substance abuse issues; and

Attachment B: Homeless Action Plan Update and Accomplishments

- Navigator assisted client in completing vulnerability assessment for housing, complete application to Fort Lyon, ensured client had interim housing, supported client, helped client to be ready to go to Fort Lyon on assigned date. The HOT team was also instrumental in making this connection.

Client 2 (scheduled to go to Fort Lyon Aug. 23):

- 113 muni charges since 4/28/07; 40 for camping trespass, 46 for open container;
- 599 days in jail over last five years in all courts;
- Significant substance abuse issues; and
- Navigator assisted defendant in completing vulnerability assessment for housing, helped him complete application to Fort Lyon, scheduled client into court to address outstanding cases before leaving, helped client be ready to go to Fort Lyon on assigned date.

Client 3 (Currently in Substance Use Treatment – Mental Health Partners):

- Over 100 muni court charges since 2005;
- 1066 jail days over last six years in all courts;
- Very significant substance abuse issues, on/off medical issues; and
- Navigator assisted defendant in completing vulnerability assessment for housing, got defendant into substance use treatment at Mental Health Partners addiction recovery center.

The HOT team, as well as Mental Health Partners, worked closely with the Navigator in assisting these defendants. Evaluation of outcomes of the Navigator program, along with the pilot diversion program and HOT team efforts, will inform future next steps.

High Utilizer Project

Human Services, Municipal Court, Boulder Police Department and Bridge House launched the “High Utilizer Project” in 2015. Project partners include Boulder Shelter for the Homeless (BSH) and Mental Health Partners (MHP). The purpose of the project is to facilitate homeless defendants in the justice system who frequently appear in court (high utilizers) are fully integrated into services and housing programs. The goal is to help defendants stop the cycle of criminal justice recidivism, emergency services utilization and stabilize their living situations.

The High Utilizer Project group developed a priority list of 55 people with the highest number of municipal court violations since 2009. Project partners worked together to locate people, conduct vulnerability assessments and help people access the regional coordinated entry list (CAHPS) for housing placement.

Ninety percent of the people on the priority list have been assessed and entered into the CAHPS housing list. Five have been housed or matched with a housing resource and eight placed in 1175 Lee Hill permanent supportive housing apartments. As the project progresses, partners track progress on housing placement, stabilization and recidivism.

This project has been complimented by Metro Denver regional coordinated entry staff for its ability to use interagency teamwork to quickly locate clients that have been matched with a housing resource.

Pilot Camping Diversion Program

At the [April 5, 2016 City Council](#) business meeting, council suggested diversion as a means to address camping ordinance violations, without incarcerating people. The Police Department, Municipal Court and Human Services met and explored options for a diversion program, which resulted in a pilot project to determine if people would participate in a diversion program, if given the opportunity to perform community service in lieu of appearing at court.

In July 2016 the pilot diversion program was implemented, with the goal of issuing 25 “diversion forms” to individuals that were cited for the sole violation of camping. The forms provided a referral for community service rather than appearing at court. Four police officers were selected to provide diversion forms as an option for resolving a camping ticket. The diversion form offers the defendant the option of completing four hours of community service prior to their court date. If the defendant completes the community service and returns the form to the court on or before their court date, the camping violation would be dismissed.

As of Aug. 16, 2016, 21 people have been given the opportunity to participate in the diversion program. To date, there have been court dates for 14 of the diversion defendants. Of the 14:

- One completed the diversion;
- One paid the fine amount;
- One pled guilty at jail court and received a jail sentence due to other warrants on additional cases;
- One case was dismissed by the prosecutor; and
- Ten failed to appear in court.

Additional cases are set for court on Aug. 23 and Sep. 6. The Police Department’s goal is to have all 25 diversion forms issued by mid-September. Once the pilot program concludes, the Police Department and Municipal Court will determine the success of the program and next steps.

[6.a. Support access to emergency shelter and services connected to transitional services and permanent housing.](#)

Summer Shelter

In 2016, the city funded expansion of summer shelter through:

- Adding 25 beds to the Transitions clean and sober transitional housing program at Boulder Shelter for the Homeless between May 1 and Sep. 30; and
- Adding 25 women’s shelter spaces at rotating faith-based locations through Boulder Outreach for Homeless Overflow (BOHO) between May 1 and Sep. 30.

[6.b. Support community partners to strengthen access to substance use treatment and mental health services](#)

Fort Lyon

The Fort Lyon Supportive Residential Community in Bent County opened in 2013 and provides recovery-oriented transitional housing to homeless individuals. The program combines housing with counseling, educational, vocational and employment services for homeless persons from across the state, with an emphasis on serving homeless veterans. Clients referred are typically chronically homeless with a long history of substance abuse. At least 30 people from Boulder County have been referred to Fort Lyon to date.

Program results for Boulder County specific participants are not available. However, Fort Lyon reports the following overall results.

- Over the past year, 135 residents enrolled in educational programs to develop skills to be self-supporting;
- Sixty percent of residents participate in job training, and in the last year over 40 residents found employment; and
- Over the past two years, the Fort Lyon Community has transitioned 207 residents to housing, including 116 to permanent housing.

Countywide 2016 Homeless Shelter and Housing Overview

<u>Type of Housing</u>	<u>Units</u>	<u>Beds (Winter)</u>	<u>Beds (Summer)</u>	<u>Vouchers/ Rental Assistance</u>
Adults - Permanent Supportive Housing				
The Suites – Longmont	70			
1175 Lee Hill - Boulder	31			
Holiday - Boulder	10			
Veterans Affairs Vouchers - Countywide				60
Boulder County Kestrel – Louisville	5			
Boulder County – Lafayette	18			
Mental Health Partners - Countywide				79
Boulder County Housing First – Boulder/ Longmont				22
TOTAL	134			161
Adults - Transitional Housing				
Boulder County AIDS Project - Boulder	2			
Boulder Shelter for the Homeless – Transitions - Boulder		60	85	
Boulder Shelter for the Homeless – Transitional Housing – Boulder (Individuals and Families)	12			
Ready to Work House - Boulder		48	48	
Inn Between – Longmont	68			
BHP TBRA - Boulder				4
Longmont Housing Authority - various	16			
Longmont Housing Authority TBRA				4
OUR Center First Lutheran - Longmont	1			
TOTAL	99	108	133	8
Adults - Warming Centers/Emergency Shelter				
BOHO – Emergency Warming Centers – Boulder		160		
BOHO – Residents’ Shelter - Boulder		40	40	
BOHO – Women’s Shelter - Boulder			30	
Agape Family Services – Longmont		40		
Boulder Shelter		100		
TOTAL		340	70	
Youth/Transition Age Youth				
Attention Homes - Boulder		16	16	
Boulder County – Transitional – Countywide				10
TOTAL		16	16	10
Families				
EFAA –Emergency/Transitional - Boulder	23			
EFAA – Emergency/Transitional - County	28			

Attachment C: Countywide Homeless Housing Overview

Boulder County TBRA – Transitional – Countywide				35
Boulder County Short-Term Housing Units – Transitional - County	12			
Boulder County – Permanent Housing for Families - Lafayette	24			
Boulder County Various Family Programs – Permanent Housing - Countywide				100
Boulder County Housing Stabilization Program – Rapid Rehousing – Countywide (Families and Individuals)				400
Boulder County – Continuum of Care Rapid Rehousing - Countywide (Families and Young Adults)				40
Boulder County – Kestrel Louisville – Permanent Supportive Housing	15			
Mother House – Boulder		7	7	
TOTAL	102	7	7	575
Domestic Violence Survivors				
Safehouse Progressive Alliance for Nonviolence (SPAN) Emergency - Boulder		27	27	
Safehouse Progressive Alliance for Nonviolence (SPAN) Transitional - Boulder				8
Safehouse Progressive Alliance for Nonviolence (SPAN) Transitional - Boulder	4			
Safe Shelter of St. Vrain – Emergency – County	10			
Safe Shelter of St. Vrain – Transitional – County				2
TOTAL	14	27	27	10
OVERALL TOTALS	349	498	253	764

**City of Boulder Homeless Housing Investment in Increasing Shelter,
Transitional Housing and Permanent Supportive Housing Supply, 2008-2015***

Consortium Funder/ Project	Year	Fund	Amount 2008-2015	Activity	Type of Housing	# of additional beds provided/people sheltered or housed
Bridge House	2014	Affordable Housing Fund	\$1,200,000	Acquisition to provide 48 transitional beds to house Ready to Work program participants.	Transitional housing job training/supportive services.	48 beds
EFAA Transitional Housing	2014	Affordable Housing Fund	\$45,000	Construction of 5 transitional housing units.	Transitional housing units	4 units
Attention Homes, Emergency Shelter	2013/2011	Affordable Housing Fund	\$143,235	Material, labor and soft costs for remodel and expansion of youth shelter	Emergency Shelter	6 beds (capacity increased from 10 to 16 beds)
Boulder Housing Partners, Housing First	2013	Affordable Housing Fund	\$1,600,000	New construction Lee Hill Housing First for chronically homeless	Permanent Supportive Housing	31 units
	2011	HOME	\$300,000	Pre-development costs for Lee Hill housing first development for chronically homeless		
	2010	HOME	\$121,000	Pre-development costs for Lee Hill housing first development for chronically homeless		
Boulder Housing Partners, Tenant-Based Rental Assistance (TBRA)	2008	HOME	\$18,000	Housing vouchers for single adults	Permanent Housing	4 people
SPAN	2008/2012	Affordable Housing Fund	\$594,911	New construction for victims of domestic violence	Emergency shelter and transitional housing	10 beds (capacity increased from 17 to 27)
Total City of Boulder			\$4,022,146			

* An additional \$1,092,303 allocated to Emergency Family Assistance Association, Boulder Shelter for the Homeless, Bridge House, Mother House, Community Food Share and Safehouse Progressive Alliance for Non-Violence (SPAN) from 2008 to 2013 is not presented in this table as these investments were for repairs or debt service and did not increase shelter, transitional or permanent supportive housing capacity during this period. Debt service payments were paid each year of the current five-year period.

Role of Vouchers and Rental Assistance in Addressing Homelessness

Housing is critical in addressing homelessness, with national studies demonstrating that even the most vulnerable chronically homeless individuals can stabilize and remain successfully housed when provided housing and supportive services. Because of the important role housing plays in addressing homelessness, rental subsidies including housing vouchers, rapid re-housing assistance and homelessness prevention assistance are key tools in homelessness strategies.

Housing Vouchers – Housing vouchers are rental subsidies funded by the federal government and paid directly to a landlord by a public housing authority for qualifying individuals or families. The majority of vouchers available are part of the [Housing Choice Voucher](#) (HCV) program (formerly Section 8) and are targeted to very low-income families, the elderly and people with disabilities. HCV vouchers are not targeted specifically to people who are homeless, although they are eligible. Participants contribute up to 30 percent of their income for rent. Some other voucher programs, as shown in Chart 1, are targeted specifically to those who are homeless, and come with supportive services.

Rapid Re-housing – Rapid Re-housing (RRH) programs focus on short-term financial assistance and support to quickly move individuals and families into permanent housing.

Homelessness Prevention - Homelessness Prevention programs are focused on currently housed people that experience a temporary hardship, such as divorce, job loss, medical issue, or car repair, causing them to fall behind or be unable to pay rent. These programs are administered by community-based organizations (CBOs) such as Emergency Family Assistance Association.

Chart 1: Vouchers and Rental Assistance in Boulder County

Type/Target Pop.	Administrator	#	Waitlist/Gap	Avg. time looking	Support Services
HCV – low income, elderly, disabled	Boulder Housing Partners	1123	6 months – 2 years’ wait	60-80 days	No
Various – Chronically Homeless/ Mental Health	Boulder Housing Partners	63	Variable, over 200 from Boulder County on regional coordinated entry list	< 30 days	Yes
Multiple Programs – Mental Illness	Mental Health Partners	217	Most vouchers currently frozen	120 days	Yes
Continuum of Care – Chronically Homeless	Mental Health Partners	79	Variable, over 200 from Boulder County on regional coordinated entry list	120 days – 22 vouchers lost last year due to inability to lease up	Yes

Attachment E: Role of Vouchers and Rental Assistance in Addressing Homelessness

HCV – low income, elderly, disabled	Boulder County	592	Lottery every 2 years	Variable	Depends on program
Veterans Affairs Supportive Housing	Boulder County	60	Variable	Variable	Yes
Various – Family	Boulder County	95-100	Variable	Variable	Yes
Housing Stabilization Program	Boulder County	400+	Variable	Variable	Yes
Continuum of Care RRH – Families and Transition Age Youth	Boulder County	40	Variable, referred by community organizations and schools	Variable	Yes
Total		2674			

Voucher/Rental Assistance Barriers for People Experiencing Homelessness

1. Supply of vouchers – New projects to support chronically homeless or very low-income participants are only able to be successful and pay for operating costs when vouchers are in place. New vouchers are very scarce. Local housing authorities and other partners have been successful in increasing voucher/rental assistance in Boulder County in recent years, but the supply is still limited.
2. Available units that meet rent threshold – The average rent for a one-bedroom apartment is \$1,650 in the City of Boulder and \$1,429 in Boulder County. The federal rent limit, known as Fair Market Rent (FMR) for a one bedroom in the county is \$1,142. The federal government increases FMR for regions, but FMR increases are not able to keep pace with rent increases in housing markets. Regulations for federal vouchers do not allow programs which would subsidize the gap between FMR and the local rent required to gain housing.
3. Low vacancy market – The rental vacancy rate in the City of Boulder is about three percent, and there is heavy competition for the most affordable units. Homeless people who are awarded rental assistance vouchers are often at a disadvantage due to background issues (poor credit, no rental history, past evictions, past convictions, etc.). In addition, voucher regulations and processes such as inspections may make a voucher holder less attractive to a landlord than another tenant with “cash in hand” who can start a lease the next day.
4. System navigation – People are sometimes overwhelmed by processes involved in a housing search, application, rental assistance programs and working with landlords. Some people may have mental health or other issues that increase challenges in interacting with landlords. Some system navigation assistance is available through programs providing vouchers, but there is not adequate supply to fully meet the needs of every client.
5. Security deposits – Typical social security income is \$773 a month. Security deposits are \$1,100 or higher. Existing voucher programs do not include financial assistance for rent “in arrears” and security deposits. Some Boulder County programs can provide financial assistance to help cover a portion of these costs.
6. Service and coordination gaps – Many systems are working with clients, but some gaps in basic services remain, such as transportation to go look at units.

2016 CITYWIDE BUDGETED EXPENDITURES ON HOMELESS SERVICES OR PROGRAMS			
Department	Estimated Expenditure in 2016	Estimated Hours for Homeless Services	Method of Estimate
Programs Addressing Homelessness			
Human Services - Community Funding	\$ 660,000		Funding to agencies whose purpose is to directly serve the homeless population. This includes one time funding for the Homelessness Collaborative pilot project of \$100,000 and additional summer sheltering services of \$60,000. Does not include additional funding to community agencies that may
Human Services - Human Services Planning	\$ 196,156	3,328	Approximately 1.60 FTE devoted to Homelessness across four positions
Municipal Court - Homeless Navigator	\$ 93,629	2,080	This includes the position of Homeless Navigator that assists homeless individuals with finding the necessary services in the community
Community Vitality - Ready to Work Labor Services ¹	\$ 35,000		Bridge House's Ready-To-Work Labor Services - Amount estimated based on expenditures to date
OSMP - Ready to Work Labor Services ¹	\$ 50,000		This amount represents the contractual agreement with Bridge House to provide labor services to OSMP. The Ready to Work individuals perform weed removal, irrigation ditch maintenance, trash pickup, trail repair and maintenance, and other duties consistent with the needs of OSMP
Parks & Recreation - Ready to Work Labor Services	\$ 97,490	400	Bridge House's Ready-To-Work Labor Services - Amount estimated by including actual Costs in 2015 multiplied by two, as we added another contracted crew for 2016. Then an additional \$20,000 was added to account for the 400 staff hours managing program at a rate of \$50/hr. (Rate includes avg. staff wage, benefits, and equipment costs). This program provides the department additional labor hours performing ground
Parks & Recreation ² - Bridge House Community Table Kitchen Program ¹	\$ 3,246		Bridge House's Community Table Kitchen Program - Invoices from 2016 for catering Volunteer appreciation Dinner and Knight Foundation Grant
Planning, Housing and Sustainability - Attention Homes Chase Court - rehabilitation of transitional housing group	\$ 50,173		PH&S grants to the community awarded in 2016. Grant awards can vary every year based on community needs and annual RFP responses
Planning, Housing and Sustainability - Boulder Shelter Transitional Housing - rehabilitation of units	\$ 70,000		PH&S grants to the community awarded in 2016. Grant awards vary every year based on community needs and annual RFP responses
Planning, Housing and Sustainability - EFAA North Boulder Transitional Housing - development of 5 transitional housing units	\$ 150,000		PH&S grants to the community awarded in 2016. Grant awards vary every year based on community needs and annual RFP responses
Programs Addressing Homelessness - Subtotal	1,405,694	5,808	

Services Mitigating Impacts from Homeless Individuals			
Fire	17,000	115	EMS calls to Bandshell, Shelter, and Eben Fine Park multiplied by a per call estimate of staff and equipment.
Police	1,490,924	29,299	Hours assigned to homeless/transient calls, meetings by shift and staff activity multiplied by a per hour staff cost
Library - Access Services	12,741	319	
Library - Facility and Asset Maintenance	1,076	18	Portion of active library card holders with a homeless facility address applied to Access Services Budget, eServices Budget and Facilities and Asset Management Budget.
Library - eServices and Public Computing	5,456	97	
Municipal Court- Adjudication	114,212	3,120	Estimate of Judges time spent on cases where defendant is homeless
Municipal Court - Case Management	34,374	781	Percentage of general cases where defendant is homeless
Municipal Court - Probation Services	140,444	3,120	Estimation of PO caseload that is homeless
Public Works - Homeless Camp Cleanup	80,000		Cleanup work is contracted out due to the hazardous nature of the camps; thus, staff time is negligible
Public Works - Campus Security (Brenton Building and BCH garage)	4,464		Contract out
Public Works - Fencing enclosures for Trash and HVAC units at the FAM Building, Atrium Building and Main Library	34,560		One time expenditure and is not projected to continue in the future
Public Works - Emergency cleaning to public areas (i.e. restroom, entry ways, etc.) at Muni Building and Main Library	3,420		Contract out
Public Works - Electrical outlet repair work (Main Library, BMOCA, Teahouse)	7,438	48	Estimate of staff time plus direct cost of repair
Parks & Recreation - Park Operations and Maintenance	45,000		Projected costs to contract the removal and clean up of hazardous waste/transients camps
Parks & Recreation - Park Operations and Maintenance	18,000		Projected costs to contract vegetation removal to deter camping
Parks & Recreation ³ -Park Operations and Maintenance	145,750	2,915	Projected labor hours spent cleaning, repairing areas, removing camps, managing impacts - multiplied by a rate of \$50/hr. (Rate includes avg. staff wage, benefits, and equipment costs). Estimates include 140 hours by Natural Lands staff
Open Space and Mountain Parks - Ranger Services	61,196	1,456	Estimate of ranger hours addressing homeless issues multiplied by the average ranger salary and benefits
Services Mitigating Impacts from Homeless Individuals - Subtotal	2,216,054	41,287	

\$ 3,621,748	47,095
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Notes:

¹Ready to Work expenditures are for city services which would be provided by other vendors if not performed by Ready to Work crews.

²The department is also supporting a new project with the Bridge House called "Tree Debris to Opportunities" in which members of the Ready to Work Crew will have an opportunity to learn new skills relating to woodworking and like trades. A \$200,000 grant was received by the department to pay for this program.

³This figure does not include any additional hours spent by volunteers. One of the most popular volunteer programs we have is our Adopt a Creek program in which participants clean up along creeks, at times encountering impacts of camps. To date these groups have reported over 800 hours.

Homeless Populations



City of Boulder

Chronic Single Adult Homeless

174 people

- Challenges**
- Long-term and/or repeat episodic homelessness
 - Disabling conditions including medical problems, mental health or substance use disorders
 - Best outcomes in low-barrier housing (Housing First)
 - Difficulty using vouchers - multiple background, navigation issues

- Housing Solutions**
- Housing First/Permanent Supportive Housing (PSH)

- Capacity**
- 41 PSH Units (city)
 - Winter: 300 shelter beds, 40 warming center spaces (countywide)
 - 6 residential treatment beds and 5 extended detox beds countywide
 - 161 PSH Vouchers (countywide)
 - Summer: 70 shelter beds

- Gaps**
- PSH units
 - Units affordable <30% AMI
 - Summer emergency shelter beds
 - Intensive landlord recruitment, navigation and support
 - Sunday Day Shelter

Progress
205 new units/
vouchers since 2010

Transitional Single Adult Homeless

236 people

- Challenges**
- Lack resources/support to remain in housing
 - Competition for lower wage work
 - Keeping work while navigating emergency and transitional housing
 - Many programs require participants be clean and sober
 - Limited number of beds for substance use treatment
 - Low-wage jobs don't earn enough for mainstream housing

- Housing Solutions**
- Transitional Housing
 - Permanent Housing

- Capacity**
- Winter: 300 shelter beds, 40 warming center spaces (countywide)
 - Summer: 70 shelter beds
 - 148 transitional units/beds (city) + 85 units countywide
 - Rental Assistance - 400 families/individuals annually (countywide)
 - 6 residential treatment beds and 5 extended detox beds countywide

- Gaps**
- Summer emergency beds
 - Units affordable <30% AMI
 - Residential substance use treatment
 - Sunday Day Shelter

Progress
69 new units/
vouchers since 2010

Transitional Age Youth 18-24yrs old

50 people

- Challenges**
- Some exiting foster care
 - Some still in high school or interested in completing their education
 - Locally, strong competition for lower wage work
 - Lack of life skills; resource and benefit navigation
 - High percentage with history of trauma, abuse, neglect
 - Some challenges fitting in with services for older adults

- Housing Solutions**
- Transitional Housing
 - Family Reunification (in some cases)
 - Permanent Housing

- Capacity**
- 16 beds emergency shelter (< age 21)
 - 148 transitional units/beds (city) +85 units (countywide)
 - Rental Assistance - 400 families/individuals annually (countywide)
 - 6 residential treatment beds and 5 extended detox beds (countywide)
 - Winter: 300 shelter beds, 40 warming spaces; Summer: 70 shelter beds
 - Proposed 40 units supportive housing

- Gaps**
- Supportive Housing
 - Summer emergency beds
 - Units affordable <30% AMI
 - Residential substance use treatment

Progress
6 new beds
since 2013

Youth up to 18yrs old

298 children

- Challenges**
- Some exiting foster care
 - Some still in high school or interested in completing their education
 - Locally, strong competition for lower wage work
 - Lack of life skills; resource and benefit navigation
 - High percentage with history of trauma, abuse, neglect

- Housing Solutions**
- Transitional Housing
 - Family Reunification (in some cases)
 - Permanent Housing

- Capacity**
- 16 beds emergency shelter (< age 21)
 - County Child Welfare System

Gaps

Progress
6 new beds
since 2013

Families & Children

298 children

- Challenges**
- Space needed to house
 - Differing needs of family members to address
 - Affordable child care

- Housing Solutions**
- Transitional Housing
 - Rapid Rehousing
 - Permanent Housing
 - Permanent Supportive Housing

- Capacity**
- 5 short-term emergency units (city)+ 14 countywide
 - 12 transitional units (city) +5 under construction (city)
 - 7 transitional beds pregnant/post-partum women (city)
 - Housing voucher/assistance programs for 400 families (countywide)
 - 15 units PSH under construction (countywide)
 - 36 transitional units (countywide)

- Gaps**
- Units affordable <30% AMI
 - Transitional housing or PSH
 - Affordable/Subsidized child care

Progress
190 new units/
vouchers since 2010

Domestic Violence Survivors

46 people

- Challenges**
- Trauma
 - Mental health
 - Some have children
 - At times, law enforcement involvement and ongoing court cases

- Housing Solutions**
- Transitional Housing
 - Rapid Rehousing
 - Permanent Housing

- Capacity**
- 27 emergency beds (city) + 23 (countywide)
 - 8 transitional vouchers
 - 6 transitional units (countywide)
 - Housing voucher/assistance programs for 400 families (countywide)

- Gaps**
- Units affordable <30% AMI

Progress
14 new beds/
units since 2010



STUDY SESSION MEMORANDUM

TO: Members of City Council

FROM: Jane S. Brautigam, City Manager
David Gehr, Deputy City Attorney
Susan Richstone, Deputy Director of Planning
Chris Hagelin, Senior Transportation Planner
Kristin Hyser, Community Investment Program Manager
Devin Billingsley, Senior Budget Analyst
Lauren Holm, Associate Planner
Chris Meschuk, Project Manager

DATE: August 30, 2016

SUBJECT: Study Session on Development-Related Impact Fees and Excise Taxes

EXECUTIVE SUMMARY

The purpose of this study session is to continue the discussion with council from the questions initially posed at the June 14 study session on the development-related impact fees and excise taxes project.

Staff seeks input on policy issues related to transportation rate structure and a draft of the economic impact report. This study session will also provide an update on the housing credits analysis project and prepare for the Sept. 20 public hearing.

Following the August council meeting, staff will prepare final fee and tax change scenarios for council consideration in a public hearing. Based on direction from council, changes to the impact fees and excise taxes ordinances will be drafted for final approval in the first quarter of 2017.

QUESTIONS FOR COUNCIL

The following questions are included to guide the discussion. Does council have any questions or feedback regarding:

1. The staff recommendation for a transportation rate structure?
2. The draft economic impact report?

BACKGROUND

The City Council directed staff to initiate this project in May 2015. Staff hired two consulting firms (TischlerBise and Keyser Marston Associates) in August 2015. City Council has held three study sessions on this project: a scoping and approach check-in on [Oct. 13, 2015](#), a review and discussion of initial findings on [April 12, 2016](#), and a discussion about narrowing the fee options on [June 14, 2016](#).

June 14, 2016 Study Session

The key takeaways from the June 14, 2016 study session by component were:

Capital Facility Impact Fees

- City Council generally supported the incremental update to the existing impact fees as the option to proceed forward.

Multimodal Transportation:

- City Council asked staff to return with further analysis of Option C, the hybrid approach that adds a new Transportation Impact Fee to the current Transportation Development Excise Tax. Council eliminated Options A & B from further consideration.

Affordable Housing Linkage Fee:

- City Council generally supported the economic and market factors option 4, with three options, set at levels of \$10, \$20 and \$35 for office. Council eliminated options 1, 2 and 3 from further consideration.
- City Council also requested information be provided to explore size thresholds to reflect the financial impact of fees on commercial structures of varying size.

Parkland Excise Tax

- City Council indicated support for suspending the parkland development excise tax, with either re-allocation of the existing revenue to transportation or just suspension.

ANALYSIS

Multimodal Transportation Rate Structure Options

As part of the literature review and best practices research for transportation impact fees and excise taxes, an emerging practice among communities is a tiered or varied rate structures and policies based on geographic location. The premise of this approach is that developments in certain areas have less of an impact and need for additional capital infrastructure investments compared to other areas. For example, a development in downtown Boulder may require less new capital transportation investments than a development on the eastern suburban fringe since the downtown has a more mature and complete multimodal transportation system.

Project staff and the consultants identified four possible ways to define a geographic component to the rate structure. Those options were included in the June 14 Study Session memo and are summarized below. At that study session, there was insufficient time to discuss the Multimodal Transportation Rate Structure options.

Geographic Rate Adjustment Options

To identify geographic areas which have rate adjustments, the following methods are being considered for use:

1. A quarter mile buffer around our high frequency transit corridors
2. The Transportation Master Plan's (TMP) new Neighborhood Access Tool
3. An approach based on existing parking and Transportation Demand Management (TDM) districts
4. Urban Core based on population and employment densities

A key consideration in how rate reductions are applied is the ease in which the policy can be analyzed and administered by applicants and the city's permitting staff.

Maps/Illustrations of each of these options are included in **Attachment A**.

1. A quarter mile buffer around our high frequency transit corridors: The high frequency routes of the Community Transit Network could potentially serve as a good surrogate for multimodal level of service and represent corridors with high levels of infrastructure investment. Generally, a quarter mile around a transit route is considered the walk shed and developments located in that buffer area could qualify for reduced rates. Page 1 of **Attachment A** provides an illustration of what the buffer zones around the high frequency transit corridors could look like. It is important to note that we may want to exclude corridors, like East Arapahoe or North Broadway that are expected to go through significant changes related to possible future BRT service or the North Boulder Mobility Hub.
2. The TMP's Neighborhood Access Tool: This tool produces walk sheds based on a 15-minute walk to get to a variety of destinations. The number of destinations available by walking determines an access score. The 2015 TMP estimates that 26 percent of Boulder's population lives in a neighborhood with a score greater than 69, meaning that residents can walk to a grocery store, park, restaurant and a transit stop in less than 15 minutes. To use this tool to determine rate adjustments, staff may need to re-examine inputs and their weightings to better fit the context of both residential and commercial developments. Use of this option assumes that high walkability is related to more complete multimodal infrastructure and investments. Page 2 of **Attachment A** provides an illustration of how the Neighborhood Access Tool can be used to identify areas of high access scores.
3. Parking & TDM Districts: This option would use existing (and future) parking and TDM districts as a means to identify where developments could qualify for rate adjustments. Current districts in the city include CAGID, UHGID and Boulder Junction. All of these districts have paid and managed parking and provide Eco Passes to employees. In Boulder Junction, residents also receive Eco Passes and both

residents and employees also receive carshare and bikeshare benefits. One benefit of the districts is that they each have a mechanism to fund on-going programs like the Eco Pass. Since Boulder Junction is still in its early phases, it would be best to exclude it from the district approach at this time. Page 3 of **Attachment A** provides a map illustrating Boulder's existing Parking and TDM districts.

4. Urban Core based on population and employment densities: This option uses the employment and residential densities to identify areas urban core areas which generally have higher levels of multimodal access compared to more suburban areas. Page 4 of **Attachment A** provides an illustration of Boulder's urban core. This option is ends up being very similar to the first option which uses a buffer around CTN routes without the corridors extending from the core.

Policy Analysis

The key questions for council are, should the city use a geographic rate adjustment and if so, how should we determine the geographic boundaries? As stated, the premise behind geographic is that certain areas, like the urban core of a community, require less capital infrastructure investments associated with a new development or re-development compared to other areas with a less mature or complete system of transportation infrastructure.

To help meet the city's Climate Commitment and Transportation Master Plan goals, having lower fees and taxes in areas of the city with higher multimodal access and "complete streets" could encourage development there while discouraging development in locations characterized by higher vehicle use and transportation related emissions. The urban core also generally has a higher level of multimodal access and service. Furthermore, in Boulder's Access Districts there are mechanisms in place to provide funding for on-going multimodal TDM programs.

There are some equally compelling reasons for not having geographically based rate adjustments as well. The impact fee and excise tax analysis uses a next generation, plan based approach. In this approach, the purpose is to determine what new developments' share of planned capital improvement projects costs. Boulder is a mature community that is not significantly expanding vehicular infrastructure and is focused on increasing multimodal access, programs and services. The city also primarily relies on zoning powers to require new developments to add necessary capital infrastructure on or adjacent to their site.

Our mature transportation infrastructure also functions as a system, much like the city's stormwater and flood utility system. The future employees or residents of any development, no matter where it is located, will use the entire transportation and benefit from improvement made to the system as a whole. It could be argued that new developments or re-developments in the urban core already experience a financial benefit, because the transportation infrastructure is mostly complete and there are generally less requirements made using the city's zoning powers.

Currently the city does not have a geographical component to any of its other fees and taxes related to new development. How effectively a rate adjustment can be administered by staff also needs to be considered.

Recommendation: Staff recommends no tiered rates or credits for Multimodal Transportation fees/taxes.

While each of the above options could adequately service as a method for implementing rate adjustment or credits upon further consideration, staff is not recommending the use of rate adjustments or credits. The fundamental reason supporting this recommendation is that staff is using a plan-based approach to determine fee levels. In a plan-based approach, new growth is paying its share of planned capital improvements located throughout the city, as a part of an open system and network. The specific location of a new development does not change the need to collect new growth's share of those planned capital improvements. Furthermore, the city's zoning powers require capital infrastructure improvements directly related to or adjacent to its location as a part of the project approval.

Question for council:

Does council have any questions or feedback regarding the staff recommendation for excluding a geographic rate adjustment?

Economic Impact Analysis

Based on council feedback at the October 2015 study session and technical working group and public feedback, staff added the development of an economic impact analysis to the project scope.

Economic Impact Analysis (EIA) is a process to evaluate the economic benefit of an entity or industry/industries on a defined geographic location—either with regard to its presence, expansion, or contraction. The key components of any economic impact analysis are typically measured by increases in personal income, value added (or gross regional product), business output, and/or job creation. It identifies *direct impacts*, that is, the actual number of employees of the entity or industry as well as the jobs supported by the spending of the entity/industry itself. In addition, direct impacts can be generated through other spending such as from visitors. Direct effects are also measured in personal income, gross regional product, and business output.

An economic impact analysis also evaluates the “spin-off” or “multiplier” effects that direct spending has on the location in terms of jobs, labor income, and total economic output or activity through what is referred to as *indirect and induced effects*. That is, income received by suppliers of goods and services is then used to buy goods and services from other local companies (*indirect effects*). Additionally, household income is used in part to buy goods and services within the local region, which creates other

economic benefits (*induced effects*). In summary, the total effects are the result of direct impacts as well as the recirculation of income throughout the local economy.

The EIA prepared for the City of Boulder by TischlerBise is a projection of the *gross economic impact* from projected increase in development on the City (draft provided as **Attachment B**). The analysis models the impact from the new increase in development but does not make any assumptions about contractions, shifts, or displacements from one area of the economy to another due to new development or other economic forces.

The draft analysis shows the combined 10-year economic impact of projected nonresidential growth in the City of Boulder results in over 11,000 jobs that can be attributed to projected growth at over \$678 million in labor income and a total economic output of \$1.8 billion over ten years. Of the over 11,000 jobs generated, 6,350 jobs reflect the projected increase in at-place jobs in the City with over 5,000 jobs attributed to indirect and induced economic impacts. Likewise, the impact to the local economy is approximately 60 to 65 percent from direct effects and the remainder from spin-off effects.

Construction activity will also lead to economic impacts. For construction impacts, TischlerBise modeled the *annual impacts* based on assumptions for future residential and nonresidential development activity. Average annual residential and nonresidential development is projected to generate the following annual economic impacts:

- 1,697 jobs
- \$84 million in labor income
- \$118 million in net private sector value
- \$239 million in annual economic output

This report will be finalized prior to the September 20 city council public hearing.

Question for council:

Does council have any questions or feedback regarding the draft Economic Impact Analysis?

Affordable Housing Credits/Fee waivers

At the April 12 study session, several council members questioned whether affordable housing should be credited development excise taxes and impact fees, in order to reduce the overall development costs for an affordable housing project. Currently, there is no credit mechanism for impact fees in the city's regulations; however, a credit for affordable housing is authorized by the state impact fee statute.

For the development excise tax, the city code provides a waiver of the development excise tax for new housing developments that provide on-site permanently affordable units in excess of the required 20 percent. If that occurs, for every unit in excess of the

required 20 percent, that additional unit plus one of the required 20 percent is granted a waiver of the development excise tax.

When the impact fees were created and converted from excise taxes in 2009, the council discussed whether an affordable housing credit should be included, and concluded to not allow for any credits. Because impact fees must be based on a demonstrated need and can only be proportional to the additional demand created by that new development, that capital improvement is still necessary to address the demand created by the new development. As a result, a grant system or funding from another revenue source such as the general fund or other departmental capital funds and sales tax would have to be used to offset the expense.

As the city is evaluating the allowance of credits and waivers for fees charged to affordable housing projects, the Colorado legislature passed legislation and the Governor signed in May 2016 a law exempting housing authorities from payment of any taxes or fees to the state or any municipalities. The City Attorney's office is currently assessing the application and impacts of this new law.

Staff recommends to continue the exploration of fee credits and waivers for affordable housing as one component of this until additional analysis is completed on the new state law and fee credits and waivers can be considered with any potential other financial waivers for affordable housing.

NEXT STEPS

Based on the feedback from city council, staff and the consultants will finalize the economic impact analysis report and continue to develop final drafts of the reports and create final fee and tax change scenarios for council consideration. A public information session is scheduled for August 31, 2016.

Final options and recommendations will be presented to council on September 20 for a public hearing and decision. At this meeting council will receive:

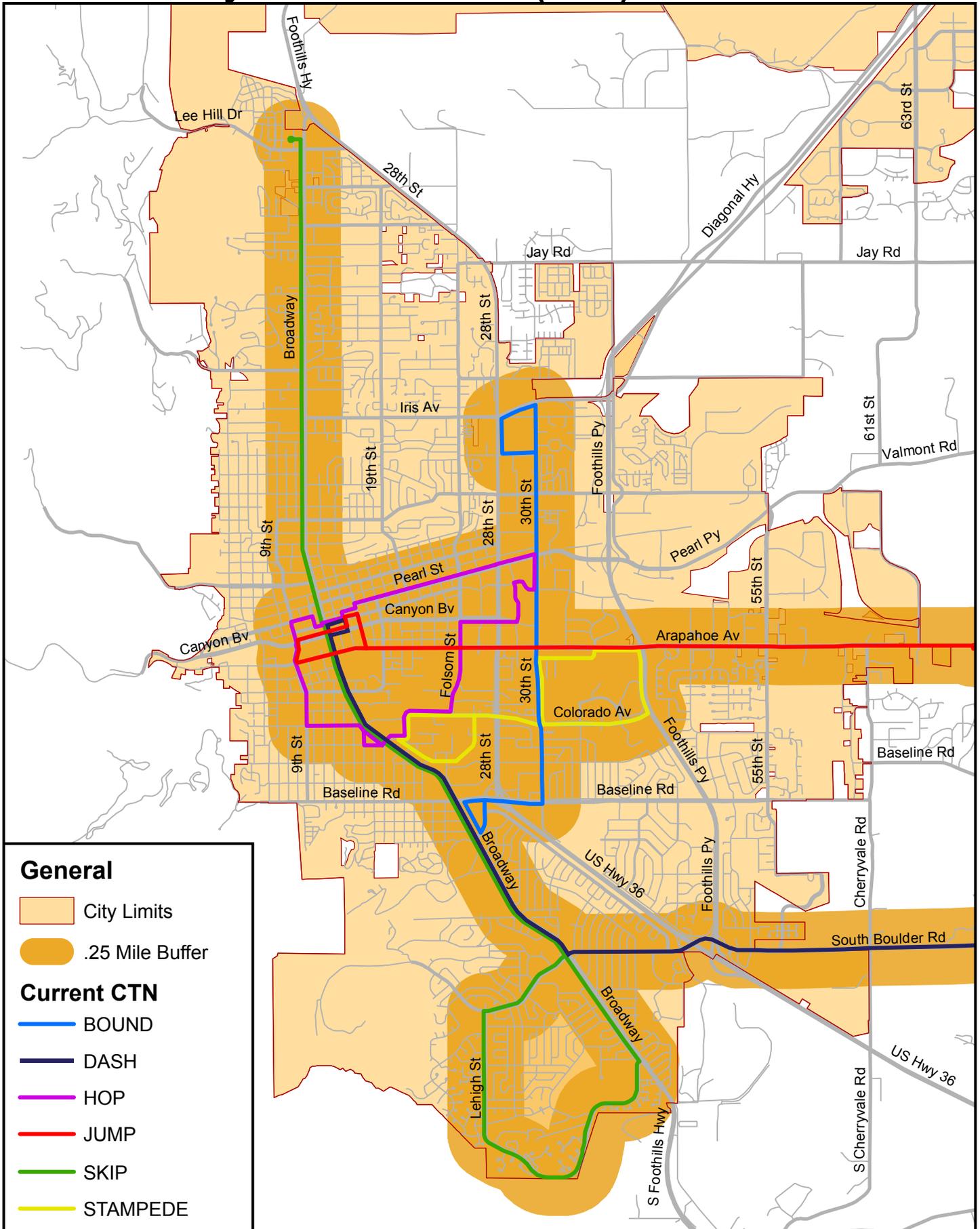
- A staff memorandum outlining up to 6 scenarios for fee changes across the impact fees and excise taxes, as well as options for phasing and implementation.
- Staff recommendations on a scenario
- Comparative charts showing up to 6 fee scenarios applied to a sample development project, in comparison to surrounding communities.
- Final fee and tax studies
- Economic Impact Report

Based on council's direction, changes to the impact fees and excise taxes ordinances will be drafted for final approval in the first quarter of 2017, with a potential phase in or other implementation actions based on council direction.

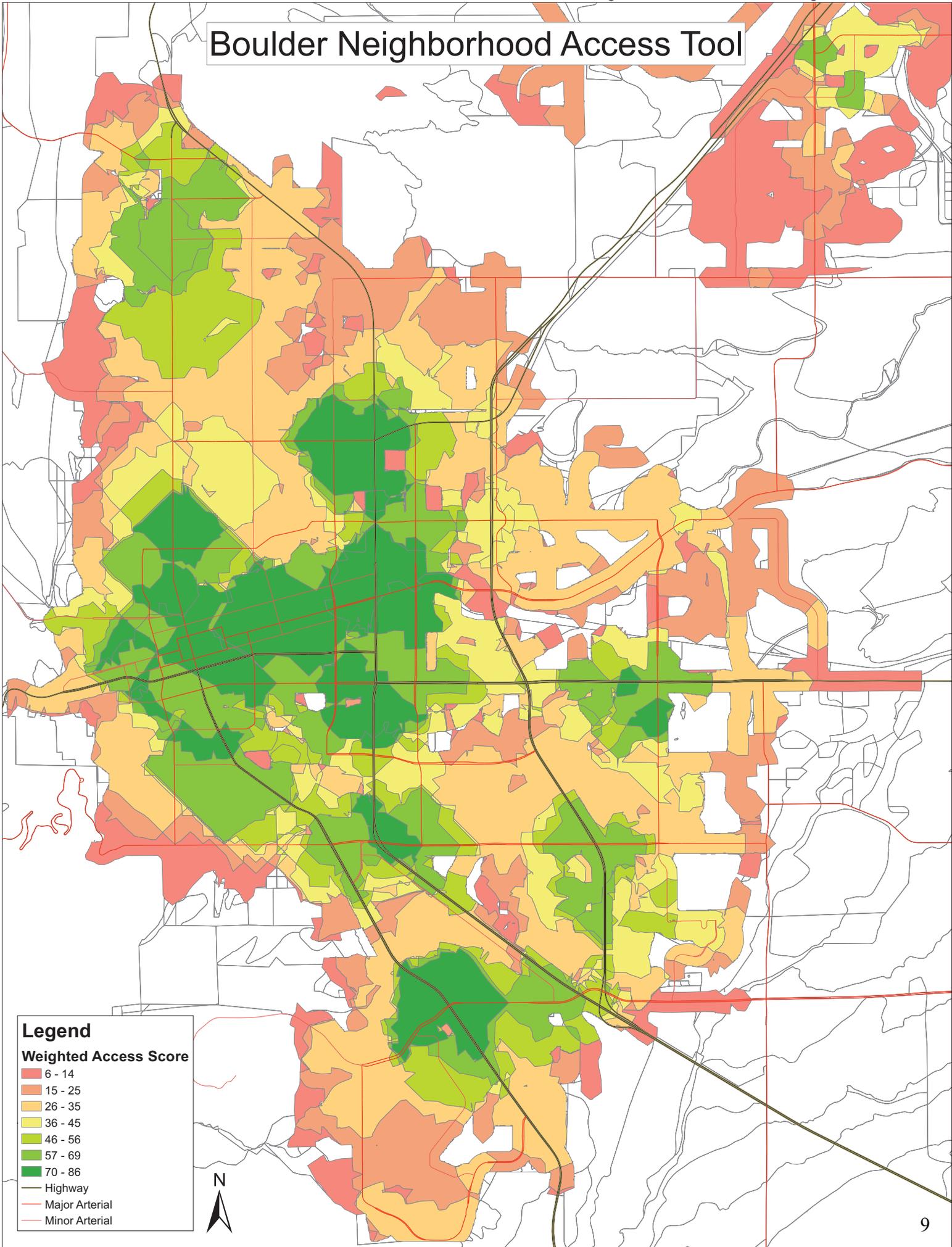
ATTACHMENTS

- A** – Multimodal Transportation Rate Structure Options
- B** – Draft Economic Impact Analysis

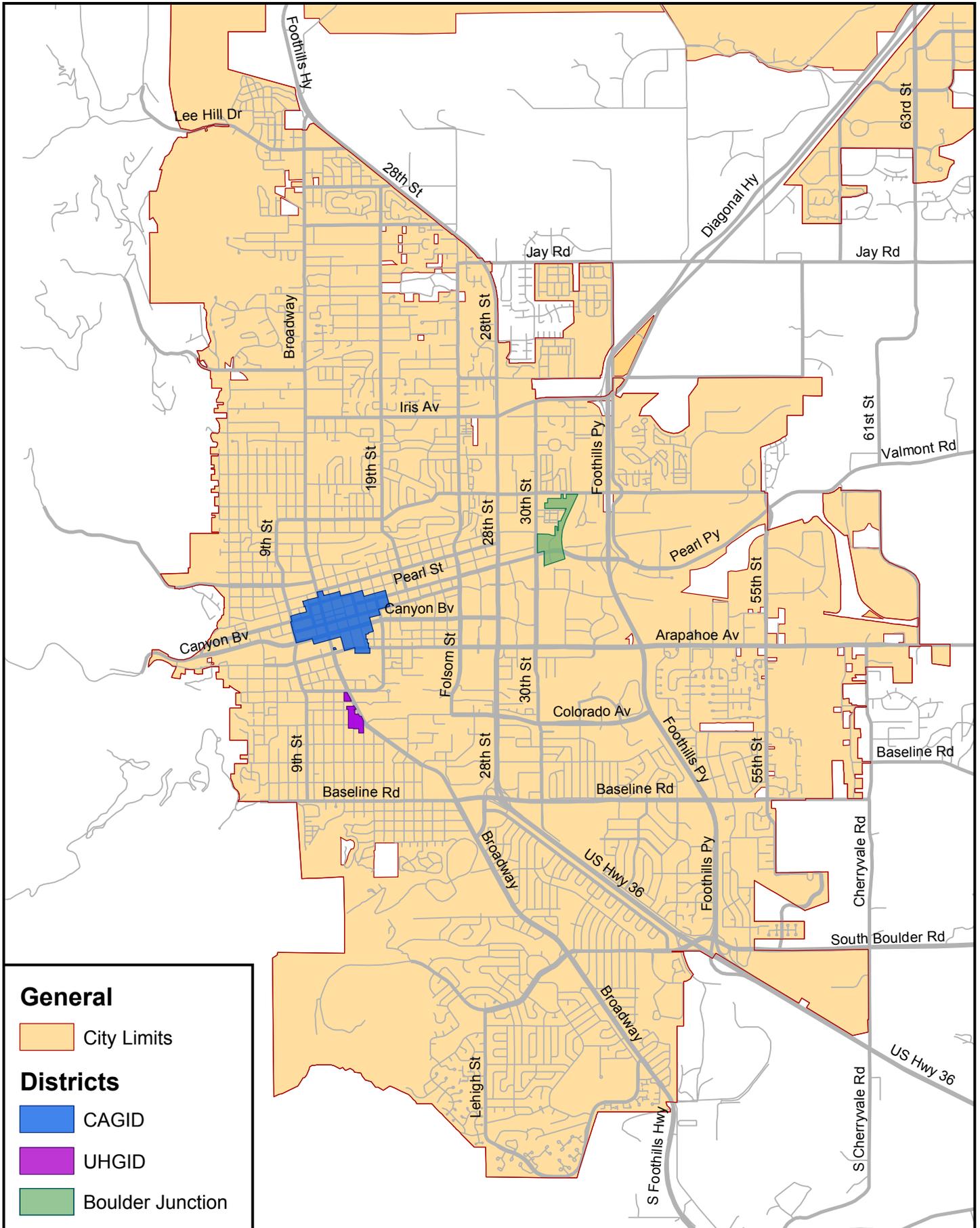
Community Transit Network (CTN) w/ .25 Mile Buffer



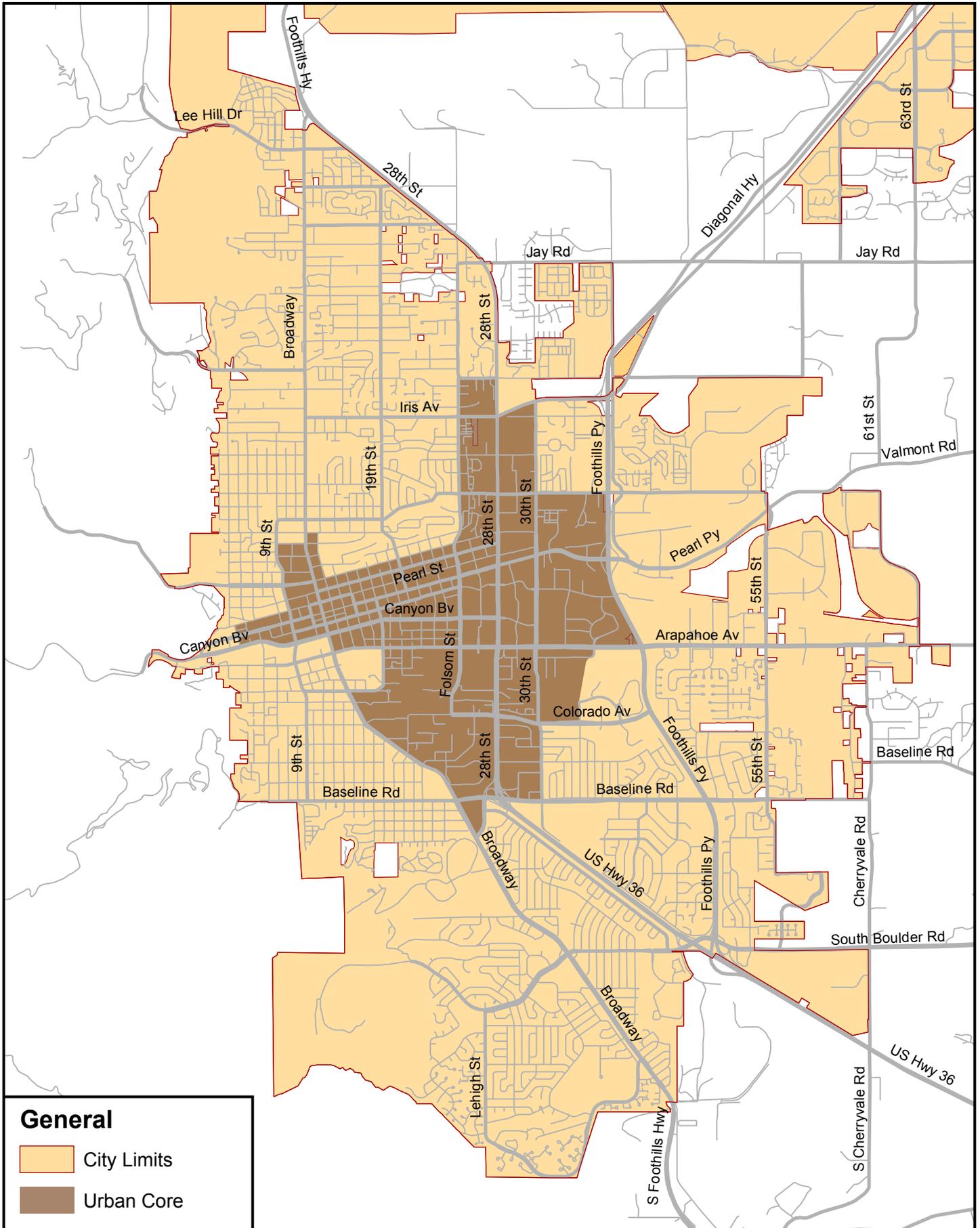
Boulder Neighborhood Access Tool



Boulder Parking and Transportation Demand Management (TDM) Districts



Urban Core of Boulder Map



DRAFT

Economic Impact Analysis

Growth in City of Boulder

Prepared for:
City of Boulder, Colorado

July 21, 2016



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Economic Impact Analysis City of Boulder, Colorado

CONTENTS

EXECUTIVE SUMMARY.....	1
Summary of Findings	2
<i>Figure 1. 10-Year Projected Economic Impacts from Nonresidential Growth</i>	<i>2</i>
<i>Figure 2. Summary of Temporary Annual Economic Impacts from All Construction</i>	<i>3</i>
Economic Impact Analysis Summary	4
General Approach and Methodology	5
Summary of Recent Trends in City of Boulder	6
<i>Figure 3. At-Place Employment in City of Boulder, 2014</i>	<i>7</i>
<i>Figure 4. Total Wages by Major Industry Category in City of Boulder, 2014.....</i>	<i>7</i>
<i>Figure 5. Summary of Past Employment Growth in City of Boulder</i>	<i>8</i>
<i>Figure 6. City of Boulder Growth Projections (Long-Term: 10- and 25-Year).....</i>	<i>9</i>
<i>Figure 7. Retail / Restaurant / Services 10-Year Projected Growth</i>	<i>10</i>
<i>Figure 8. Office / Institutional 10-Year Projected Growth</i>	<i>11</i>
<i>Figure 9. Industrial 10-Year Projected Growth</i>	<i>12</i>
Long-Term Economic Impact of Future Growth	13
<i>Figure 10. 10-Year Projected Economic Impacts from Retail/Restaurant/Services Growth</i>	<i>14</i>
<i>Figure 11. 10-Year Projected Economic Impacts from Office/Institutional Growth.....</i>	<i>15</i>
<i>Figure 12. 10-Year Projected Economic Impacts from Industrial Growth.....</i>	<i>16</i>
<i>Figure 13. 10-Year Projected Economic Impacts from Nonresidential Growth</i>	<i>17</i>
Temporary Economic Impacts from Development	18
<i>Figure 14. Summary of Residential Construction Values</i>	<i>19</i>
<i>Figure 15. Summary of Nonresidential Construction Values</i>	<i>20</i>
<i>Figure 16. Projected Residential Construction Investment</i>	<i>21</i>
<i>Figure 17. Projected Nonresidential Construction Investment</i>	<i>22</i>
<i>Figure 18. Summary of Temporary Annual Economic Impacts from Residential Construction.....</i>	<i>23</i>
<i>Figure 19. Summary of Temporary Annual Economic Impacts from Nonresidential Construction.....</i>	<i>23</i>
<i>Figure 20. Summary of Temporary Annual Economic Impacts from All Construction</i>	<i>24</i>
APPENDIX 25	
Construction Values	25
<i>Figure 21. Residential Construction Value Detail.....</i>	<i>25</i>
<i>Figure 22. Nonresidential Construction Value Detail.....</i>	<i>26</i>
IMPLAN Definitions	27



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Executive Summary

The City of Boulder retained TischlerBise to prepare an Economic Impact Analysis of new development in the City of Boulder. This analysis is being conducted in conjunction with the Impact Fee Study (currently ongoing in 2016).

Economic Impact Analysis (EIA) is a process to evaluate the economic benefit of an entity or industry/industries on a defined geographic location—either with regard to its presence, expansion, or contraction. The key components of any economic impact analysis are typically measured by increases in personal income, value added (or gross regional product), business output, and/or job creation. It identifies **direct impacts**, that is, the actual number of employees of the entity or industry as well as the jobs supported by the spending of the entity/industry itself. In addition, direct impacts can be generated through other spending such as from visitors. Direct effects are also measured in personal income, gross regional product, and business output.

An economic impact analysis also evaluates the “spin-off” or “multiplier” effects that direct spending has on the location in terms of jobs, labor income, and total economic output or activity through what is referred to as **indirect and induced effects**.

Summary of Findings

The City of Boulder is expected to add approximately 7,000 jobs over the next ten years of which 6,350 are expected to be at-place jobs (with the remaining being self-employed jobs). With this direct growth, additional economic impacts are anticipated given the local economy. The combined 10-year economic impact of projected nonresidential growth in the City of Boulder is summarized below. As shown, over 11,000 jobs can be attributed to projected growth at over \$678 million and a total economic output of \$1.8 billion over ten years.

Figure 1. 10-Year Projected Economic Impacts from Nonresidential Growth

Economic Impact of Combined Nonresidential Growth

<i>Impact Type</i>	<i>Employment</i>	<i>Labor Income</i>	<i>Total Value Added</i>	<i>Output</i>
Direct Effect	6,350	\$446,029,929	\$636,556,355	\$1,157,415,366
Indirect Effect	2,396	\$121,738,987	\$195,342,305	\$351,696,979
Induced Effect	2,639	\$110,766,122	\$195,327,795	\$338,216,603
Total Effect	11,385	\$678,535,038	\$1,027,226,454	\$1,847,328,949

Source: TischlerBise analysis using IMPLAN Model for Boulder County.

Construction activity will also lead to economic impacts. For construction impacts, we model **annual impacts** based on assumptions for future residential and nonresidential development activity. Below is a summary of the annual economic impacts from new construction.

Figure 2. Summary of Temporary Annual Economic Impacts from All Construction

Economic Impact of Annual Residential and Nonresidential Construction

<i>Impact Type</i>	<i>Employment</i>	<i>Labor Income</i>	<i>Total Value Added</i>	<i>Output</i>
Direct Effect	993	\$53,320,840	\$65,789,619	\$150,568,920
Indirect Effect	374	\$16,878,525	\$27,716,406	\$46,489,486
Induced Effect	330	\$13,825,951	\$24,370,307	\$42,195,263
Total Effect	1,697	\$84,025,315	\$117,876,332	\$239,253,669

Source: TischlerBise analysis using IMPLAN Model for Boulder County.

Average annual residential and nonresidential development is projected to generate the following economic impacts:

- 1,697 jobs
- \$84 million in labor income
- \$118 million in net private sector value
- \$239 million in annual economic output

Economic Impact Analysis Summary

Overview of Economic Impact Analysis: Why Look at Economic Impacts?

Economic Impact Analysis (EIA) is a process to evaluate the economic benefit of an entity or industry/industries on a defined geographic location—either with regard to its presence, expansion, or contraction. The key components of any economic impact analysis are typically measured by increases in personal income, value added (or gross regional product), business output, and/or job creation. It identifies **direct impacts**, that is, the actual number of employees of the entity or industry as well as the jobs supported by the spending of the entity/industry itself. In addition, direct impacts can be generated through other spending such as from visitors. Direct effects are also measured in personal income, gross regional product, and business output.

An economic impact analysis also evaluates the “spin-off” or “multiplier” effects that direct spending has on the location in terms of jobs, labor income, and total economic output or activity through what is referred to as **indirect and induced effects**. That is, income received by suppliers of goods and services is then used to buy goods and services from other local companies (**indirect effects**). Additionally, household income is used in part to buy goods and services within the local region, which creates other economic benefits (**induced effects**). In summary, the total effects are the result of direct impacts as well as the recirculation of income throughout the local economy. ***The main objective is to quantify the impacts of the economic driver to determine the benefits that are realized in an area that would not otherwise occur.***

An economic impact analysis is place-specific. That is, the results will vary depending on the region being evaluated. The general concept is that money circulates in the economy until they are “leaked out” of the area under study. Therefore, the larger the geographic area is, the greater the likelihood for the impacts to be captured.

The EIA for the City of Boulder is a projection of the **gross economic impact** from projected increase in development on the City. The analysis models the impact from the new increase in development but does not make any assumptions about contractions, shifts, or displacements from one area of the economy to another due to new development or other economic forces.

It is important to distinguish an economic impact analysis from a fiscal impact analysis. Where a fiscal impact analysis projects cash flow to the public sector, an economic impact analysis focuses on the cash flow to the private sector, measured in income, jobs, output, and indirect impacts.

- In general, a fiscal impact evaluation analyzes revenue generation and operating and capital costs to a jurisdiction associated with the provision of public services and facilities to serve new development—residential, commercial, industrial, or other. Fiscal analysis enables local governments to estimate the difference between the costs of providing services to development and the taxes, user fees, and other revenues that will be collected by the government as a result of new development. It can be used to evaluate the short-, medium-, and long-term fiscal effects of future growth; the level of subsidy for or contribution of an individual project (such as a request for rezoning); a change in land-use policies (such as increasing or decreasing allowable densities for development); or of a proposed annexation.
- An impact fee study identifies the cost to a local government for capital improvements to serve new growth.

General Approach and Methodology

The general approach for the Economic Impact Analysis (EIA) is as follows:

- TischlerBise conducted interviews and collected data from the City of Boulder and other sources as well as conducted primary and secondary research. Our work on the Development Impact Fees informed our understanding of current development and projected growth in the City.

- This information was synthesized and analyzed to reveal trends and economic impacts on the Boulder region.¹
- The analysis of the Boulder economy was used to identify potential growth in specific industry subsectors and applied to job projection assumptions from the Boulder Valley Comprehensive Plan update. These projections were modeled using IMPLAN to project potential economic impacts from future growth. In addition to long-term economic impacts from employment growth, short-term economic impacts from construction activity are modeled as well using the IMPLAN model. IMPLAN is an input-output model, which tracks the interdependence among various producing and consuming sectors of an economy. IMPLAN is one of several commercial models used for economic impact analysis (others include REMI and RIMS II).

Summary of Recent Trends in City of Boulder

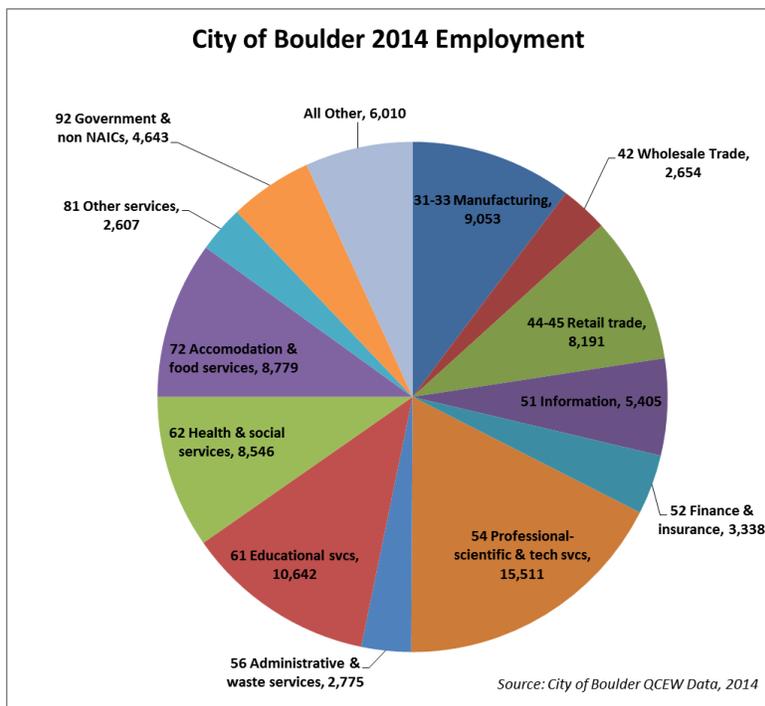
This section includes a brief overview of recent trends and current conditions in the City of Boulder economy. Several organizations track and study the Boulder economy and provide excellent resources.² The goal of this report is to quantify the potential economic impact of new development therefore an extensive evaluation of the Boulder economy is beyond the scope of this assignment. However, to make assumptions about potential future growth, an examination of recent trends was warranted and summarized below.

The City of Boulder has almost 100,000 jobs currently included self-employed positions. For at-place employment, the City has almost 90,000 jobs spread across several major industries. A summary of 2014 annual employment by industry category is shown below in Figure 3 followed by a summary of total wages by industry in 2014.

¹ The area of study is Boulder County due to data available from IMPLAN.

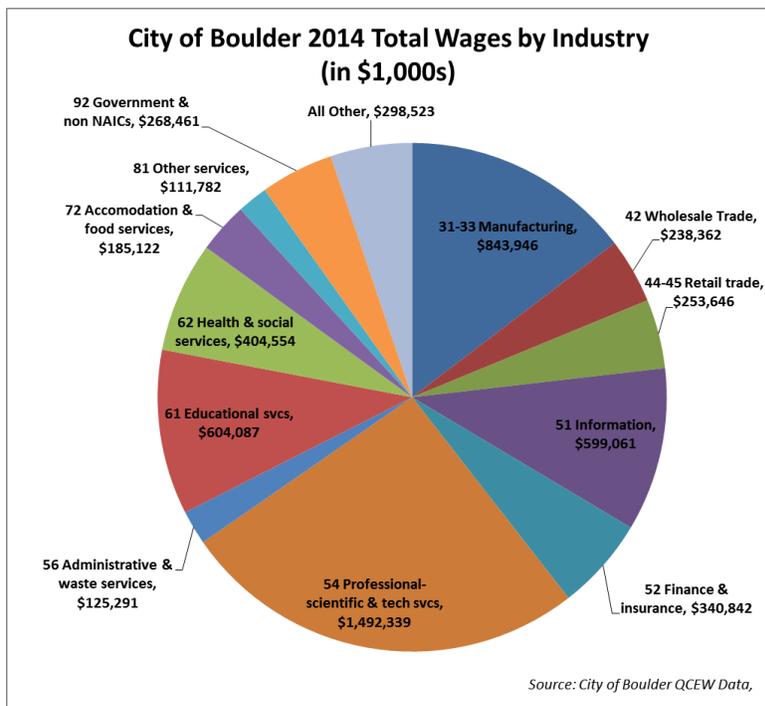
² See City of Boulder Economic Vitality (<https://bouldercolorado.gov/business/economic-vitality>); Boulder Economic Council (<http://bouldereconomiccouncil.org/>); Boulder Convention and Visitors Bureau (see especially: <http://www.bouldercoloradousa.com/cvb/economic-impact-of-tourism/>).

Figure 3. At-Place Employment in City of Boulder, 2014



Total Estimated At-Place Jobs in 2014 = ~88,000

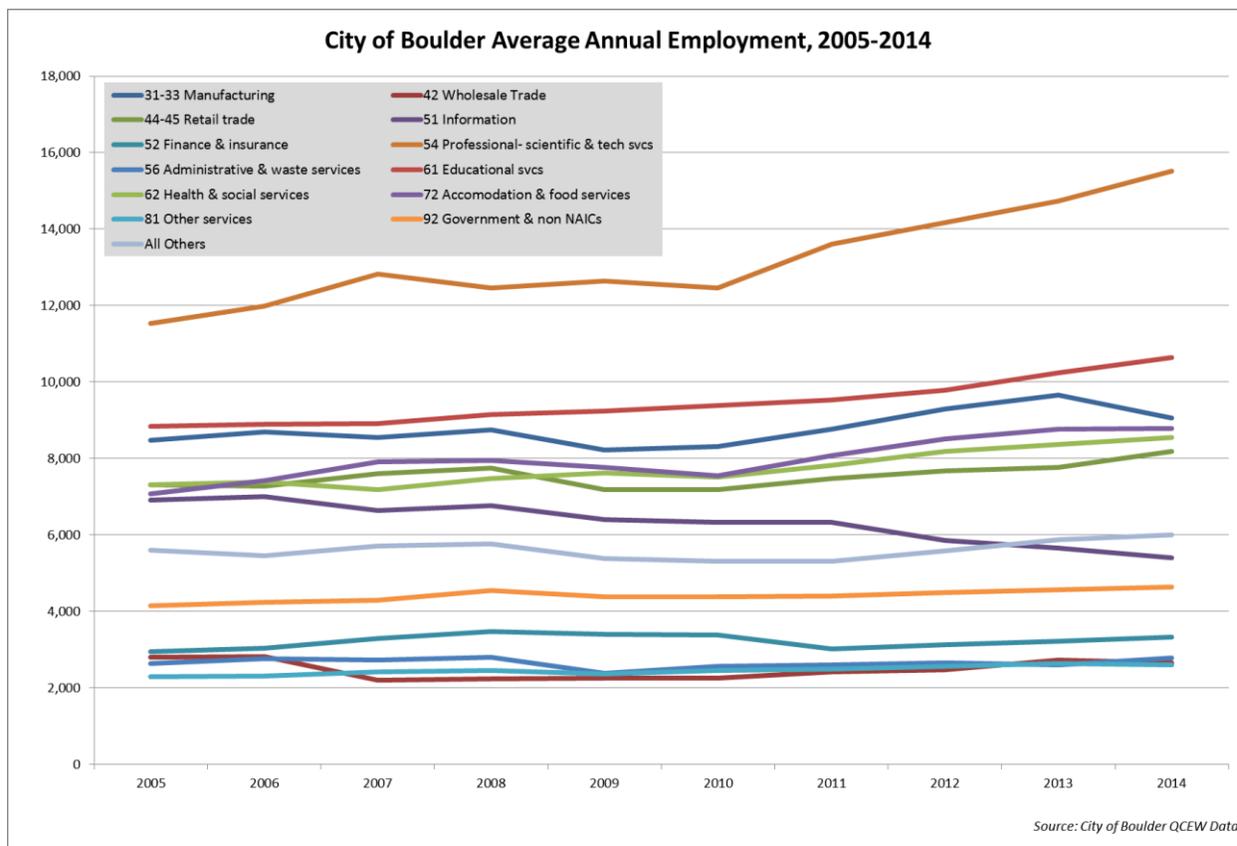
Figure 4. Total Wages by Major Industry Category in City of Boulder, 2014



Total Wages in 2014 = \$5.8 billion

The City has experienced relatively consistent employment growth over the last 10 years with the exception of 2009 and 2010, during the height of the recession. However, the number of at-place jobs has rebounded and surpasses pre-recession figures. A summary of 10-year growth in employment is shown below in Figure 5.

Figure 5. Summary of Past Employment Growth in City of Boulder



To evaluate the economic impacts from future growth and development, TischlerBise utilized the growth projections that have been developed as part of the Comprehensive Plan update and subsequently used in the Development Impact Fee studies. A summary of growth projections are provided below in Figure 6.

Figure 6. City of Boulder Growth Projections (Long-Term: 10- and 25-Year)

	Projections ==>							5-Year Intervals		
	2015 Base Yr	2016 1	2017 2	2018 3	2019 4	2020 5	2025 10	10-Year Net Increase	25-Year Net Increase	
Cumulative Jobs										
Total Employment	98,510	99,187	99,871	100,561	101,255	101,954	105,523	7,013	18,500	
Annual Net Increase in Jobs		677	685	689	694	699	724			
% of Total										
Retail / Restaurant / Services	22%	21,482	21,630	21,779	21,930	22,081	23,012	1,529	4,034	
Office / Institutional	54%	53,268	53,634	54,004	54,377	54,753	55,131	3,792	10,003	
Industrial	15%	14,451	14,551	14,651	14,752	14,854	14,957	1,029	2,714	
Total (At Place Jobs)		89,202	89,815	90,435	91,059	91,688	92,321	6,351	16,752	
Self-Employed Estimate	9%	9,308	9,372	9,437	9,502	9,567	9,633	663	1,748	
Total Jobs		98,510	99,187	99,871	100,561	101,255	101,954	7,013	18,500	
							6,351			
Annual Net Increase in Jobs^A										
Retail / Restaurant / Services		148	149	150	151	152	158	1,529	4,034	
Office / Institutional		366	370	373	375	378	391	3,792	10,003	
Industrial		99	100	101	102	103	106	1,029	2,714	
Total (At Place Jobs)		613	620	624	629	633	655	6,351	16,752	
Self-Employed Estimate		64	65	65	66	66	68	663	1,748	
Total Jobs		677	685	689	694	699	724	7,013	18,500	
Nonresidential Square Footage	<i>Jobs/1000s^f</i>									
Retail / Restaurant / Services	2.51	8,565,611	8,624,414	8,683,890	8,743,783	8,804,095	8,864,830	9,174,939	609,328	1,607,273
Office / Institutional	3.59	14,848,416	14,950,360	15,053,473	15,157,308	15,261,869	15,367,162	15,904,789	1,056,373	2,786,479
Industrial	1.06	13,576,996	13,670,663	13,765,405	13,860,809	13,956,881	14,053,626	14,547,603	970,607	2,560,247
Total Nonresidential Square Footage		36,991,023	37,245,437	37,502,768	37,761,900	38,022,846	38,285,618	39,627,331	2,636,308	6,953,998
Annual Net Increase in Nonres Sq. Ft.			254,414	257,331	259,132	260,946	262,773	272,099		
Population		104,808	105,566	106,324	107,082	107,840	108,598	112,388	7,580	18,192
Jobs to Population Ratio		0.94	0.94	0.94	0.94	0.94	0.94	0.94	0.93	1.02
Annual Nonresidential Square Footage										
Retail / Restaurant / Services		58,803	59,477	59,893	60,312	60,734	62,890	609,328	1,607,273	
Office / Institutional		101,944	103,113	103,835	104,561	105,293	109,031	1,056,373	2,786,479	
Industrial		93,667	94,741	95,404	96,072	96,745	100,178	970,607	2,560,247	
Annual Net Increase in Nonres Sq. Ft.		254,414	257,331	259,132	260,946	262,773	272,099	2,636,308	6,953,998	
Nonresidential Construction Values (New Construct^g per sq. ft.*										
Retail / Restaurant / Services Construction Value	\$134	\$7,879,544	\$7,969,872	\$8,025,661	\$8,081,841	\$8,138,414	\$8,427,274	\$81,649,952	\$215,374,567	\$8,019,066
Office / Institutional Construction Value	\$145	\$14,781,905	\$14,951,358	\$15,056,018	\$15,161,410	\$15,267,540	\$15,809,437	\$153,174,062	\$404,039,397	\$15,043,646
Industrial Construction Value	\$171	\$16,017,127	\$16,200,740	\$16,314,145	\$16,428,344	\$16,543,343	\$17,130,523	\$165,973,762	\$437,802,184	\$16,300,740
Total Value		\$38,678,576	\$39,121,971	\$39,395,824	\$39,671,595	\$39,949,296	\$41,367,234	\$400,797,776	\$1,057,216,148	\$39,363,452

^A Based on 3-year trend, approximately 60% of new nonresidential construction includes Tenant Finish
 Source: 2015 BVCP Trends Report; TischlerBise analysis

TischlerBise used these projections as the foundation / control totals for general industry categories of Retail / Restaurant/ Services; Office / Institutional; and Industrial as shown above in Figure 6. For the EIA, the categories are broken down further by industry sector, which are then used in the IMPLAN model. A ten-year time period is used to project economic impacts from projected growth.

The following series of figures are the data used to model the economic impacts of new development and industry growth in the City of Boulder over the next 10 years. The “net increase in employment” is the input to the IMPLAN model, which then generates the direct, indirect, and induced economic impacts. Those results are provided in the next section.

Figure 7. Retail / Restaurant / Services 10-Year Projected Growth

Retail / Restaurant / Services			Input for IMPLAN			
3 Digit NAICS	MODELED IMPLAN Sector	% [^]	Base Year Employment	10-Year Projected Employment Growth	Net Increase in Employment	IMPLAN Sector Description
			21,482	23,012	1,529	
441	396	4%	942	1,009	67	Retail - Motor vehicle and parts dealers
443	398	2%	378	405	27	Retail - Electronics and appliance stores
445	400	11%	2,289	2,451	163	Retail - Food and beverage stores
451	404	4%	894	958	64	Retail - Sporting goods, hobby, musical instrument and book stores
452	405	2%	514	551	37	Retail - General merchandise stores
454	407	3%	544	583	39	Retail - Nonstore retailers
713	497	5%	1,072	1,149	76	Fitness and recreational sports centers
721	499	4%	825	883	59	Hotels and motels, including casino hotels
722	501	22%	4,648	4,979	331	Full-service restaurants
722	502	9%	1,851	1,983	132	Limited-service restaurants
722	503	6%	1,318	1,412	94	All other food and drinking places
812	509	2%	509	545	36	Personal care services
453	406	2%	480	514	34	Retail - Miscellaneous store retailers
448	403	3%	626	671	45	Retail - Clothing and clothing accessories stores
444	399	3%	569	609	40	Retail - Building material and garden equipment and supplies stores
811	504	2%	500	535	36	Automotive repair and maintenance, except car washes
446	401	2%	403	432	29	Retail - Health and personal care stores
442	397	1%	254	272	18	Retail - Furniture and home furnishings stores
711	488	1%	185	198	13	Performing arts companies
711	491	1%	183	196	13	Promoters of performing arts and sports and agents for public figures
Misc	406	12%	2,499	2,677	178	Retail - Miscellaneous store retailers
Total	100%		21,482	23,012	1,529	

[^] Share by sector is based on current share by IMPLAN sector code as well as 5-year trend of growth/decline in each industry.
Source: QCEW Data for City of Boulder; TischlerBise analysis.

Figure 8. Office / Institutional 10-Year Projected Growth

Office / Institutional			Input for IMPLAN		
MODELED			Base Year	10-Year Projected	Net Increase in
3 Digit NAICS	IMPLAN Sector	% [^]	Employment	Employment Growth	Employment
			53,268	57,061	3,792
511	422	7%	3,512	3,762	250
511	417	1%	294	315	21
511	421	0%	248	265	18
511	418	0%	239	257	17
518	430	0%	209	224	15
519	432	1%	272	291	19
522	433	1%	730	782	52
522	434	1%	700	750	50
523	436	1%	765	819	54
523	435	1%	386	413	27
524	438	0%	252	270	18
541	456	6%	3,026	3,242	215
541	452	5%	2,678	2,868	191
541	451	5%	2,573	2,756	183
541	449	4%	2,199	2,356	157
541	454	2%	1,141	1,222	81
541	460	2%	827	886	59
541	447	2%	811	869	58
541	457	1%	554	594	39
541	455	1%	316	339	23
541	459	0%	203	217	14
551	461	1%	588	629	42
561	464	2%	1,154	1,236	82
561	468	1%	303	325	22
611	473	18%	9,638	10,324	686
611	474	1%	416	446	30
611	472	1%	278	298	20
621	475	2%	1,268	1,358	90
621	477	2%	1,037	1,111	74
621	476	1%	595	637	42
621	478	1%	485	520	35
622	482	4%	1,929	2,066	137
623	483	2%	1,067	1,143	76
624	487	1%	460	493	33
921	533	7%	3,827	4,099	272
Misc	465	16%	8,287	8,877	590
Total	100%		53,268	57,061	3,792

- IMPLAN Sector Description*
- Software publishers
 - Newspaper publishers
 - Greeting card publishing
 - Periodical publishers
 - Data processing, hosting, and related services
 - Internet publishing and broadcasting and web search portals
 - Monetary authorities and depository credit intermediation
 - Nondepository credit intermediation and related activities
 - Other financial investment activities
 - Securities and commodity contracts intermediation and brokerage
 - Insurance agencies, brokerages, and related activities
 - Scientific research and development services
 - Computer systems design services
 - Custom computer programming services
 - Architectural, engineering, and related services
 - Management consulting services
 - Marketing research and all other miscellaneous professional, scientific, and technical services
 - Legal services
 - Advertising, public relations, and related services
 - Environmental and other technical consulting services
 - Veterinary services
 - Management of companies and enterprises
 - Employment services
 - Services to buildings
 - Junior colleges, colleges, universities, and professional schools
 - Other educational services
 - Elementary and secondary schools
 - Offices of physicians
 - Offices of other health practitioners
 - Offices of dentists
 - Outpatient care centers
 - Hospitals
 - Nursing and community care facilities
 - Child day care services
 - * Employment and payroll of local govt, non-education
 - Business support services

[^] Share by sector is based on current share by IMPLAN sector code as well as 5-year trend of growth/decline in each industry.
Source: QCEW Data for City of Boulder, TischlerBise analysis.

Figure 9. Industrial 10-Year Projected Growth

Industrial			Input for IMPLAN			
3 Digit NAICS	MODELED IMPLAN Sector	%^	Base Year Employment 14,451	10-Year Projected Employment Growth 15,480	Net Increase in Employment 1,029	IMPLAN Sector Description
236	61	1.2%	177	190	13	Construction of other new residential structures
238	57	4.5%	650	696	46	Construction of new commercial structures, including farm structures
311	80	0.8%	118	127	8	Frozen specialties manufacturing
311	94	0.7%	102	110	7	Bread and bakery product, except frozen, manufacturing
311	78	0.4%	61	65	4	Confectionery manufacturing from purchased chocolate
312	108	1.5%	224	310	86	Breweries
312	106	0.3%	38	77	40	Bottled and canned soft drinks & water
312	109	0.1%	19	46	28	Wineries
323	154	1.3%	193	206	14	Printing
325	173	2.9%	413	443	29	Medicinal and botanical manufacturing
326	193	0.4%	63	68	4	Urethane and other foam product (except polystyrene) manufacturing
332	249	1.3%	187	200	13	Machine shops
333	272	2.1%	309	331	22	Optical instrument and lens manufacturing
334	305	1.2%	168	180	12	Broadcast and wireless communications equipment manufacturing
334	306	1.3%	186	199	13	Other communications equipment manufacturing
334	309	2.8%	411	440	29	Semiconductor and related device manufacturing
334	313	0.5%	75	81	5	Other electronic component manufacturing
334	314	12.9%	1,863	1,996	133	Electromedical and electrotherapeutic apparatus manufacturing
334	315	11.2%	1,613	1,727	115	Search, detection, and navigation instruments manufacturing
334	317	6.1%	888	951	63	Industrial process variable instruments manufacturing
334	318	0.8%	117	125	8	Totalizing fluid meter and counting device manufacturing
334	319	0.8%	112	120	8	Electricity and signal testing instruments manufacturing
334	320	1.3%	188	202	13	Analytical laboratory instrument manufacturing
334	324	0.9%	127	136	9	Software and other prerecorded and record reproducing
335	325	0.4%	53	57	4	Electric lamp bulb and part manufacturing
336	359	0.5%	73	78	5	Other aircraft parts and auxiliary equipment manufacturing
339	380	0.5%	69	74	5	Surgical appliance and supplies manufacturing
339	386	0.6%	86	92	6	Doll, toy, and game manufacturing
339	394	8.6%	1,240	1,295	55	All other miscellaneous manufacturing
339	385	0.2%	26	28	2	Sporting and athletic goods manufacturing
425	395	25.9%	3,741	3,907	166	Wholesale trade
484	411	1.2%	176	188	13	Truck transportation
485	412	2.9%	426	456	30	Transit and ground passenger transportation
491	518	0.3%	49	53	4	Postal service
492	415	1.5%	211	226	15	Couriers and messengers
		100%	14,451	15,480	1,029	

^ Share by sector is based on current share by IMPLAN sector code as well as 5-year trend of growth/decline in each industry.
Source: QCEW Data for City of Boulder, TischlerBise analysis.

Long-Term Economic Impact of Future Growth

To examine the potential projected long-term economic impacts of growth in the above industries, we modeled the change in employment in each of the IMPLAN sectors identified. Total economic impact includes: direct, indirect, and induced impacts.

- Economic impact analysis identifies **direct** impacts, that is, the actual number of employees in the industry as well as the jobs supported by the spending of the businesses in the industry itself.
- The jobs and economic activity generated by industry spending for payroll, purchasing, and construction are not limited to the direct impacts cited above. Some spending by businesses is used to buy goods and services from other local companies; and the latter companies in turn buy goods and services from still other local businesses. The economic impact analysis also evaluates these “spin-off” or “multiplier” effects that direct spending has on the location in terms of jobs, labor income, and total economic output or activity.
 - Income received by suppliers of goods and services is then used to buy goods and services from other local companies (**indirect** effect).
 - Additionally, household income is used in part to buy goods and services within the local region, which creates other economic benefits (**induced** effect).
- In summary, the total effects are the result of direct impacts as well as the recirculation of income throughout the local economy.

Based on potential changes to the Boulder economy in the industries identified above, the following economic impacts are projected to occur. Results are reported in the following categories:

- **Jobs:**
 - *Direct:* Represents the number of direct jobs projected plus those jobs estimated as a result of direct spending within each industry. The analysis includes estimated jobs created from new development—direct jobs created from the industry, direct jobs as a result of construction spending;
 - *Indirect and Induced:* Represents the number of indirect and induced jobs projected due to a change in direct employment.
- **Labor Income:**

- Income consists of wages and salaries paid to employees (direct and indirect) as well as income generated from other direct impacts.
- **Value Added:**
 - Measure of full wage and corporate profit effect from direct, indirect, and induced effects.
- **Output:**
 - Value of gross economic activity projected for direct, indirect, and induced economic activity.

Economic Impact of Retail / Restaurant / Services Development

Given the projected growth in Retail/Restaurant/Services in the City of Boulder over the next ten years as detailed in Figure 7, the total economic impact supported by this growth is projected at approximately \$162 million. Almost 2,000 jobs are attributed to this growth, which reflects the direct growth from retail employment as well as additional jobs supported by indirect and induced economic activity. Total labor income over the 10-year period is projected at approximately \$63 million. A summary of projected 10-year cumulative economic impacts from future retail development is shown below in Figure 10.

Figure 10. 10-Year Projected Economic Impacts from Retail/Restaurant/Services Growth

Economic Impact of Retail Growth

<i>Impact Type</i>	<i>Employment</i>	<i>Labor Income</i>	<i>Total Value Added</i>	<i>Output</i>
Direct Effect	1,531	\$44,183,108	\$63,140,967	\$100,579,521
Indirect Effect	219	\$8,653,301	\$16,476,484	\$29,992,784
Induced Effect	246	\$10,329,984	\$18,214,342	\$31,538,278
Total Effect	1,997	\$63,166,393	\$97,831,792	\$162,110,582

Source: TischlerBise analysis using IMPLAN Model for Boulder County.

Economic Impact of Office / Institutional Development

Given the projected growth in Office/Institutional uses in the City of Boulder over the next ten years as detailed in Figure 8, the total economic impact supported by this growth is projected at over \$1 billion. Approximately 7,000 jobs are attributed to this growth over 10 years, which reflects the direct growth from office and institutional employment as well as additional jobs supported by indirect and induced economic activity. Total labor income over the 10-year period is projected at approximately \$440 million. The summary of projected 10-year cumulative economic impacts from future office and institutional growth is shown below in Figure 11.

Figure 11. 10-Year Projected Economic Impacts from Office/Institutional Growth**Economic Impact of Office Growth**

<i>Impact Type</i>	<i>Employment</i>	<i>Labor Income</i>	<i>Total Value Added</i>	<i>Output</i>
Direct Effect	3,792	\$293,684,371	\$392,667,967	\$619,356,599
Indirect Effect	1,545	\$74,706,135	\$121,779,132	\$217,106,994
Induced Effect	1,712	\$71,846,846	\$126,698,399	\$219,382,983
Total Effect	7,049	\$440,237,352	\$641,145,497	\$1,055,846,577

Source: TischlerBise analysis using IMPLAN Model for Boulder County.

Economic Impact of Industrial Development

Given the projected growth in Industrial uses in the City of Boulder over the next ten years as detailed in Figure 9, the total economic impact supported by this growth is projected at approximately \$630 million. Approximately 2,340 jobs are attributed to this growth over 10 years, which reflects the direct growth from industrial employment as well as additional jobs supported by indirect and induced economic activity. Total labor income over the 10-year period is projected at approximately \$175 million. The summary of projected 10-year cumulative economic impacts from future industrial growth is shown below in Figure 12.

Figure 12. 10-Year Projected Economic Impacts from Industrial Growth**Economic Impact of Industrial Growth**

<i>Impact Type</i>	<i>Employment</i>	<i>Labor Income</i>	<i>Total Value Added</i>	<i>Output</i>
Direct Effect	1,027	\$108,162,449	\$180,747,421	\$437,479,246
Indirect Effect	631	\$38,379,550	\$57,086,689	\$104,597,201
Induced Effect	681	\$28,589,292	\$50,415,054	\$87,295,343
Total Effect	2,340	\$175,131,292	\$288,249,164	\$629,371,790

Source: TischlerBise analysis using IMPLAN Model for Boulder County.

Combined Economic Impact of Retail, Office, and Industrial Growth

The combined 10-year economic impact of projected nonresidential growth in the City of Boulder is summarized below in Figure 13. As shown, over 11,000 jobs can be attributed to projected growth at over \$678 million and a total economic output of \$1.8 billion over ten years.

Figure 13. 10-Year Projected Economic Impacts from Nonresidential Growth**Economic Impact of Combined Nonresidential Growth**

<i>Impact Type</i>	<i>Employment</i>	<i>Labor Income</i>	<i>Total Value Added</i>	<i>Output</i>
Direct Effect	6,350	\$446,029,929	\$636,556,355	\$1,157,415,366
Indirect Effect	2,396	\$121,738,987	\$195,342,305	\$351,696,979
Induced Effect	2,639	\$110,766,122	\$195,327,795	\$338,216,603
Total Effect	11,385	\$678,535,038	\$1,027,226,454	\$1,847,328,949

Source: TischlerBise analysis using IMPLAN Model for Boulder County.

Impacts of Residential Growth

It should be noted that the long term indirect and induced impacts from residential growth are embedded in the nonresidential projections—and likewise, the reported economic impacts from that nonresidential growth above. In other words, the growth projections used as the basis for this analysis are market based and reflect the overall impact and effects of residential growth in the City. That is, for example, residential growth will lead to additional retail development, which is captured already in the growth scenario.

Temporary Economic Impacts from Development

This section of the analysis documents the **short-term/temporary** economic impacts from private-sector residential and nonresidential development activity. This results in the same four economic impact measures of jobs, labor income, value added, and output but reflects short-term, temporary economic impacts supported by economic investment—as opposed to an aggregating effect over the growth period projection timeframe. Results are shown on an annual basis—and reflect the projected economic activity associated with residential and nonresidential construction in the City of Boulder each year.

For this analysis, TischlerBise utilized average construction costs from recent Boulder development projects by broad category of land uses (reflecting the City growth scenario). Construction values are then adjusted to development costs assuming that construction values reflect approximately 70 percent of development costs. The costs do not include the cost of land acquisition. From this assumption of development costs, TischlerBise used the IMPLAN model to identify direct, indirect, and induced economic impacts from private sector construction activity.

While there is additional economic activity generated from remodeling and rehabilitation activity, this is not a “growth-related” impact but rather investment on existing structures in the City. Eventually, today’s growth will be tomorrow’s remodeling/rehabilitation investment opportunity; but for this analysis, this economic activity is not modeled. (The majority of the expenditure in the Remodel/Finish category is for remodeling.)

Figure 14. Summary of Residential Construction Values

TOTAL/WEIGHTED CONSTRUCTION VALUE (2013-2015)					
	Value	Units	\$/Unit		
Single Family Dwelling, Detached	\$121,671,168	223	\$545,611		
Single Family Dwelling, Attached	\$25,618,967	95	\$269,673		
Two Family Buildings	\$16,431,014	18	\$912,834		
Three and Four Family Buildings	\$552,296	4	\$138,074		
Five or More Family Buildings	\$276,155,147	1897	\$145,575		
TOTAL	\$440,428,592	2237	\$196,884		
<i>Inflation Adj.</i>					
Single Family Dwelling, Detached	\$122,097,021	223	\$547,520		
Single Family Dwelling, Attached	\$25,734,481	95	\$270,889		
Two Family Buildings	\$16,501,109	18	\$916,728		
Three and Four Family Buildings	\$563,342	4	\$140,836		
Five or More Family Buildings	\$279,198,639	1897	\$147,179		
TOTAL	\$444,094,592	2237	\$198,522		
				Rounded Average Per Unit	Estd. Development Cost per Unit*
SFD	\$122,097,021	223	\$547,520	\$550,000	\$786,000
ATTACHED	\$321,997,571	2014	\$159,880	\$160,000	\$229,000
TOTAL	\$444,094,592	2237	\$198,522		

* Assumes construction value is 70% of development cost; land costs are not included.
Source: City of Boulder, PMT Structural Permits Statistics (2013-2015); adjusted to 2015 dollars

Figure 15. Summary of Nonresidential Construction Values

TOTAL/WEIGHTED CONSTRUCTION VALUE (2013-2015)					
	<i>Total Value</i>	<i>Total SF</i>	<i>\$/SF</i>		
Retail	\$164,361,052	1,229,004	\$133.74		
Office/Instit	\$134,723,223	930,526	\$144.78		
Industrial	\$27,740,978	164,138	\$169.01		
Remodel/Finish	\$257,226,266	2,810,064	\$91.54		
Total	\$584,051,519	5,133,732	\$113.77		
<i>Inflation Adj.</i>					
				<i>Rounded \$/SF</i>	<i>Estd. Development Cost/SF*</i>
Retail	\$164,914,201	1,229,004	\$134.19	\$134	\$191
Office/Instit	\$135,025,816	930,526	\$145.11	\$145	\$207
Industrial	\$28,064,935	164,138	\$170.98	\$171	\$244
Remodel/Finish	\$258,725,360	2,810,064	\$92.07	\$92	
Total	\$586,730,313	5,133,732	\$114.29	\$114	

* Assumes construction value is 70% of development cost; land costs are not included.

Source: City of Boulder, Construction Permits data (2013-2015); adjusted to 2015 dollars

Given these averages, annual construction values are projected for residential and nonresidential development as shown below in the following figures. A five-year projection is used to derive the annual projection figures to model.

Figure 16. Projected Residential Construction Investment

		Projections ==>						
		2015	2016	2017	2018	2019	2020	5-Year
		Base Yr	1	2	3	4	5	Net Increase
Cumulative Housing Units		<i>New %</i>						
Housing Units [^]		45,740	46,012	46,288	46,566	46,846	47,127	1,387
Single Family Hsg Units	20%	24,242	24,297	24,352	24,407	24,463	24,520	277
All Other Hsg Units	80%	21,498	21,716	21,937	22,159	22,382	22,607	1,109
Annual Housing Units								
Annual Net Increase in Single Family Hsg Units			54	55	56	56	56	277
Annual Net Increase in Multifamily Hsg Units			218	221	222	224	225	1,109
Annual Net Increase in Housing Units			272	276	278	279	281	1,387
Residential Construction Values		<i>per unit*</i>						<i>Avg Annual (2016-2020)</i>
Single Family Unit Construction Value	\$786,000	\$42,822,852	\$43,396,076	\$43,656,452	\$43,918,391	\$44,181,901	\$217,975,671	\$43,595,134
Multifamily Unit Construction Value	\$229,000	\$49,905,512	\$50,573,543	\$50,876,985	\$51,182,247	\$51,489,340	\$254,027,627	\$50,805,525
Total Value		\$92,728,364	\$93,969,619	\$94,533,437	\$95,100,637	\$95,671,241	\$472,003,298	\$94,400,660

[^] Includes Colorado University group quarters population (in dormitories) and residential units (apartments)

* City of Boulder, PMT Structural Permits Statistics (2013-2015); adjusted to 2015 dollars

Sources: 2015 BVCP Trends Report; City of Boulder Planning and Development Services; TischlerBise analysis

While construction fluctuates from year to year—particularly with multifamily development, for purposes of this analysis an average annual construction investment is assumed. As shown above, an average annual projection of \$44 million is assumed for single family construction and \$51 million for multifamily construction.

Figure 17. Projected Nonresidential Construction Investment

		Projections ---->							
		2015	2016	2017	2018	2019	2020	5-Year	
		Base Yr	1	2	3	4	5	Net Increase	
Nonresidential Square Footage		<i>Jobs/1000sf</i>							
Retail / Restaurant / Services	2.51	8,565,611	8,624,414	8,683,890	8,743,783	8,804,095	8,864,830	299,219	
Office / Institutional	3.59	14,848,416	14,950,360	15,053,473	15,157,308	15,261,869	15,367,162	518,746	
Industrial	1.06	13,576,996	13,670,663	13,765,405	13,860,809	13,956,881	14,053,626	476,630	
Total Nonresidential Square Footage		36,991,023	37,245,437	37,502,768	37,761,900	38,022,846	38,285,618	1,294,595	
<i>Annual Net Increase in Nonres Sq. Ft.</i>			254,414	257,331	259,132	260,946	262,773		
Annual Nonresidential Square Footage									
Retail / Restaurant / Services			58,803	59,477	59,893	60,312	60,734	299,219	
Office / Institutional			101,944	103,113	103,835	104,561	105,293	518,746	
Industrial			93,667	94,741	95,404	96,072	96,745	476,630	
<i>Annual Net Increase in Nonres Sq. Ft.</i>			254,414	257,331	259,132	260,946	262,773	1,294,595	
Nonresidential Construction Values (New Construction)		<i>per sq. ft. *</i>							<i>Avg Annual (2016-2020)</i>
Retail / Restaurant / Services Construction Value	\$191	\$11,231,291	\$11,360,042	\$11,439,562	\$11,519,639	\$11,600,276	\$11,680,913	\$57,150,809	\$11,430,162
Office / Institutional Construction Value	\$207	\$21,102,443	\$21,344,353	\$21,493,763	\$21,644,220	\$21,795,729	\$21,947,198	\$107,380,508	\$21,476,102
Industrial Construction Value	\$244	\$22,854,847	\$23,116,846	\$23,278,664	\$23,441,614	\$23,605,706	\$23,770,114	\$116,297,676	\$23,259,535
Total Value		\$55,188,582	\$55,821,240	\$56,211,989	\$56,605,473	\$57,001,711	\$57,393,827	\$280,828,994	\$56,165,799

* City of Boulder, PMT Structural Permits Statistics (2013-2015); adjusted to 2015 dollars

Sources: 2015 BVCP Trends Report; City of Boulder Planning and Development Services; TischlerBise analysis

Construction also fluctuates greatly with nonresidential development, however for purposes of this analysis an average annual construction investment is assumed. As shown above, an average annual projection of \$11 million for retail, \$21 million for office and institutional uses, and \$23 million for industrial uses.

Economic Impacts from Construction

Given the assumptions on average annual construction activity and investment as shown above, economic impacts can be projected. Using the IMPLAN model, the direct, indirect, and induced temporary economic impacts are projected from both residential and nonresidential construction activity. Results are shown in the following figures.

Figure 18. Summary of Temporary Annual Economic Impacts from Residential Construction

Economic Impact of Annual Residential Construction

<i>Impact Type</i>	<i>Employment</i>	<i>Labor Income</i>	<i>Total Value Added</i>	<i>Output</i>
Direct Effect	574	\$30,540,055	\$38,214,175	\$94,348,759
Indirect Effect	314	\$12,913,169	\$21,772,360	\$36,225,178
Induced Effect	205	\$8,574,758	\$15,112,951	\$26,166,539
Total Effect	1,092	\$52,027,981	\$75,099,486	\$156,740,476

Source: TischlerBise analysis using IMPLAN Model for Boulder County.

On an average annual basis, **residential construction** is projected to generate approximately:

- 1,092 jobs
- \$52 million in labor income
- \$75 million in net private sector value
- \$157 million in total economic output

Figure 19. Summary of Temporary Annual Economic Impacts from Nonresidential Construction

Economic Impact of Annual Nonresidential Construction

<i>Impact Type</i>	<i>Employment</i>	<i>Labor Income</i>	<i>Total Value Added</i>	<i>Output</i>
Direct Effect	419	\$22,780,785	\$27,575,444	\$56,220,161
Indirect Effect	60	\$3,965,356	\$5,944,046	\$10,264,308
Induced Effect	125	\$5,251,192	\$9,257,356	\$16,028,724
Total Effect	605	\$31,997,334	\$42,776,846	\$82,513,193

Source: TischlerBise analysis using IMPLAN Model for Boulder County.

On an average annual basis, **nonresidential construction** is projected to generate approximately:

- 605 jobs
- \$32 million in labor income
- \$43 million in net private sector value
- \$83 million in total economic output

A combined summary of economic impacts from construction activity is shown below.

Figure 20. Summary of Temporary Annual Economic Impacts from All Construction

Economic Impact of Annual Residential and Nonresidential Construction

<i>Impact Type</i>	<i>Employment</i>	<i>Labor Income</i>	<i>Total Value Added</i>	<i>Output</i>
Direct Effect	993	\$53,320,840	\$65,789,619	\$150,568,920
Indirect Effect	374	\$16,878,525	\$27,716,406	\$46,489,486
Induced Effect	330	\$13,825,951	\$24,370,307	\$42,195,263
Total Effect	1,697	\$84,025,315	\$117,876,332	\$239,253,669

Source: TischlerBise analysis using IMPLAN Model for Boulder County.

Appendix

Construction Values

Construction values establish the baseline to determine development costs, which are assumed to be 70 percent of construction values.

Figure 21. Residential Construction Value Detail

	2015			2014			2013			TOTAL/WEIGHTED			
	Value	Units	\$/Unit	Value	Units	\$/Unit	Value	Units	\$/Unit	Value	Units	\$/Unit	
Single Family Dwelling, Detached	\$52,467,183	83	\$632,135	\$47,911,360	83	\$577,245	\$21,292,625	57	\$373,555	\$121,671,168	223	\$545,611	
Single Family Dwelling, Attached	\$13,360,759	52	\$256,938	\$6,482,485	24	\$270,104	\$5,775,723	19	\$303,985	\$25,618,967	95	\$269,673	
Two Family Buildings	\$3,625,054	6	\$604,176	\$9,301,188	4	\$2,325,297	\$3,504,772	8	\$438,097	\$16,431,014	18	\$912,834	
Three and Four Family Buildings	\$0	0	#DIV/0!	\$0	0	#DIV/0!	\$552,296	4	\$138,074	\$552,296	4	\$138,074	
Five or More Family Buildings	\$36,333,266	168	\$216,269	\$87,647,297	611	\$143,449	\$152,174,584	1118	\$136,113	\$276,155,147	1897	\$145,575	
TOTAL	\$105,786,262	309	\$342,350	\$151,342,330	722	\$209,615	\$183,300,000	1206	\$151,990	\$440,428,592	2237	\$196,884	
<i>Inflation Adj.</i>													
	1.00			1.00			1.02						
Single Family Dwelling, Detached	\$52,467,183	83	\$632,135	\$47,911,360	83	\$577,245	\$21,718,478	57	\$381,026	\$122,097,021	223	\$547,520	
Single Family Dwelling, Attached	\$13,360,759	52	\$256,938	\$6,482,485	24	\$270,104	\$5,891,237	19	\$310,065	\$25,734,481	95	\$270,889	
Two Family Buildings	\$3,625,054	6	\$604,176	\$9,301,188	4	\$2,325,297	\$3,574,867	8	\$446,858	\$16,501,109	18	\$916,728	
Three and Four Family Buildings	\$0	0	#DIV/0!	\$0	0	#DIV/0!	\$563,342	4	\$140,835	\$563,342	4	\$140,836	
Five or More Family Buildings	\$36,333,266	168	\$216,269	\$87,647,297	611	\$143,449	\$155,218,076	1118	\$138,835	\$279,198,639	1897	\$147,179	
TOTAL	\$105,786,262	309	\$342,350	\$151,342,330	722	\$209,615	\$186,966,000	1206	\$155,030	\$444,094,592	2237	\$198,522	
												<i>Rounded Average Per Unit</i>	
SFD	\$52,467,183	83	\$632,135	\$47,911,360	83	\$577,245	\$21,718,478	57	\$381,026	\$122,097,021	223	\$547,520	\$550,000
ATTACHED	\$53,319,079	226	\$235,925	\$103,430,970	639	\$161,864	\$165,247,523	1149	\$143,819	\$321,997,571	2014	\$159,880	\$160,000
TOTAL	\$105,786,262	309	\$342,350	\$151,342,330	722	\$209,615	\$186,966,000	1206	\$155,030	\$444,094,592	2237	\$198,522	

Source: City of Boulder, PMT Structural Permits Statistics (2013-2015); adjusted to 2015 dollars

IMPLAN Definitions

IMPLAN is an input-output model, which tracks the interdependence among various producing and consuming sectors of an economy. IMPLAN is one of several commercial models used for economic impact analysis (others include REMI and RIMS II). This section provides definitions for IMPLAN modeling terms, as provided by IMPLAN Corporation.³

Direct Effect

The set of expenditures applied to the predictive model (i.e., I/O multipliers) for impact analysis. It is a series (or single) of production changes or expenditures made by producers/consumers as a result of an activity or policy. These initial changes are determined by an analyst to be a result of this activity or policy. Applying these initial changes to the multipliers in an IMPLAN model will then display how the region will respond, economically to these initial changes.

Indirect Effect

The impact of local industries buying goods and services from other local industries. The cycle of spending works its way backward through the supply chain until all money leaks from the local economy, either through imports or by payments to value added. The impacts are calculated by applying Direct Effects to the Type I Multipliers.

Induced Effect

The response by an economy to an initial change (direct effect) that occurs through re-spending of income received by a component of value added. IMPLAN's default multiplier recognizes that labor income (employee compensation and proprietor income components of value added) is not a leakage to the regional economy. This money is recirculated through the household spending patterns causing further local economic activity.

Input- Output (I/O) Analysis

A type of applied economic analysis that tracks the interdependence among various producing and consuming sectors of an economy. More particularly, it measures the relationship between a given set of demands for final goods and services and the inputs required to satisfy those demands. (Bureau of Economic Analysis)

³ Minnesota Implan Group (MIG), 2013.

Labor Income

All forms of employment income, including Employee Compensation (wages and benefits) and Proprietor Income.

Output

Output represents the value of industry production. In IMPLAN these are annual production estimates for the year of the data set and are in producer prices. For manufacturers this would be sales plus/minus change in inventory. For service sectors production = sales. For Retail and wholesale trade, output = gross margin and not gross sales.

Value Added

The difference between an industry's, or an establishment's, total output and the cost of its intermediate inputs. It equals gross output (sales or receipts and other operating income, plus inventory change) minus intermediate inputs (consumption of goods and services purchased from other industries or imported). Value added consists of compensation of employees, taxes on production and imports less subsidies (formerly indirect business taxes and nontax payments), and gross operating surplus (formerly "other value added") (BEA).