

**Boulder City Council
STUDY SESSION**

**Tuesday
October 30, 2012
7-9 PM**

**Homelessness Services Update
and
Related Issues**

**Council Chambers
Municipal Building
1777 Broadway**

Submit Written Comments to City Council
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MEMORANDUM

TO: Members of City Council

FROM: Jane S. Brautigam, City Manager
Tom Carr, City Attorney
Paul J. Fetherston, Deputy City Manager
Karen Rahn, Director, Housing and Human Services
Mark Beckner, Chief of Police
Valerie Maginnis, Director, Library
Lynne Reynolds, Municipal Court Administrator
Kirk Kincannon, Director, Parks and Recreation
Valerie Watson, Human Services Planner

DATE: October 30, 2012

SUBJECT: Update on Homelessness Services and Related Issues

I. PURPOSE

The purpose of this study session is to present current information about homeless services in Boulder, financial support for homeless services, and an update on municipal campus issues related to homelessness and use of public space. The memo and attachments include:

1. Updates on city, community and nonprofit efforts to address homelessness in Boulder;
2. A review of recent homeless survey data from *Homelessness in the Denver Metropolitan Area: 2012 Homeless Point-In-Time Study (PIT)* conducted by Metropolitan Denver Homeless Initiative (MDHI);
3. Related issues in the downtown and central municipal campus area; and
4. The city's current financial investments for addressing homelessness.

Council has previously addressed homeless issues in public hearing and study sessions. Recent council actions and links include:

- *April 17, 2012 Public Hearing* - Council approved a motion supporting the proposed [Housing First Project at 1175 Lee Hill Road](#)
- *December 13, 2011 Study Session* - [Housing First Programs and Related Issues Study Session](#)
- *December 6, 2011 Information Packet* - [Update on Bridge House Relocation Efforts](#)
- *May 11, 2011 Information Packet* - [Youth Homelessness and Emergency Services](#)
- *May 4, 2010 Public Hearing* - City Council [approved on Second Reading a Motion to adopt Ordinance No. 7719](#) amending [Section 5-6-10 "Camping or Lodging on Public Property Without Consent," B.R.C. 1981](#), by Removing the Authority of the City Manager to Issue Permits for Camping on Public Property.

- *August 31, 2010 Information Packet* - [Update on Homelessness Issues and Human Services Funding](#)
- *April 20, 2010 Public Hearing* – Council accepted the [Boulder County Ten-Year Plan to Address Homelessness \(Ten-Year Plan\)](#) and [Introduction, First Reading and Consideration of a Motion to Amend Section 5-6-10, “Camping or Lodging on Property Without Consent,” B.R.C. 1981.](#)
- *March 25, 2009 Information Packet* - [Update on and Human Services Response to Homelessness](#)
- *January 7, 2003 Public Hearing* - Ordinance No. 7253 amending chapters 5-3 and 7-5, B.R.C. 1981, to control aggressive begging by more than one person, to define a limited number of public spaces where begging is prohibited, and to prohibit staying on medians for more time than is needed to cross the street; City Council Action: [Ordinance No. 7253 adopted.](#)

II. QUESTIONS FOR COUNCIL

In consideration of the information presented, does council:

1. Have any comments and/or questions?
2. Support the strategies identified for addressing homelessness?
3. Request any additional information or analysis on any issue?

III. BACKGROUND

The city funds programs for the homeless and has led community-wide efforts to address shelter, housing and services for the homeless. In addition, the city plays a role in a variety of efforts directed at addressing homelessness including but not limited to:

- helping ensure a safety net of services for our most vulnerable populations;
- convening public dialogues about social issues and solutions;
- partnering and collaborating with community organizations and other jurisdictions in developing solutions to social problems; and
- creating a welcoming and safe place for residents.

As evidenced by decades of financial support to community nonprofit organizations, the city has had a long-standing commitment to meeting the community’s human service needs. In spite of significant financial support from the City of Boulder, City of Longmont and Boulder County, impacts from the long-term economic downturn beginning in 2008 – including federal and state budget reductions – have significantly affected local communities. In response to these changes, providers and local governments have allocated new resources and programs to address the issues.

The city’s role in addressing homelessness has generated ongoing community-wide discussions. The most recent public discussion regarding the Housing First project at 1175 Lee Hill by Boulder Housing Partners (BHP) has highlighted the diversity and complexity of issues regarding the city’s homeless population, causes of homelessness, and the city’s role in addressing homelessness.

Recently, the public discussion regarding the impact of homelessness on the community has been influenced by the visibility of people in downtown and municipal campus area who are generally described as “homeless,” even though their actual circumstances may be different. Some of the distinct groups of people who congregate in Boulder’s public places – who may or may not be homeless but may appear homeless – include campers, runaway or transient youth, adult transients who move from location to location as a lifestyle or looking for work, high school students hanging out, and panhandlers. Current behavioral issues identified in the downtown area are either criminal/illegal or are perceived as intimidating and unwelcoming, thereby limiting the enjoyment and use of public space by all residents. These behavioral issues, regardless of housing status, are often attributed to the homeless.

Boulder’s actual homeless population is a divergent group with varying socio-demographic circumstances which requires different interventions and support systems. These groups include:

- seniors, adults and youth;
- families with children;
- full- and part-time employed and unemployed;
- sheltered and unsheltered;
- individuals with mental, physical or developmental disabilities;
- substance abusers;
- veterans; and
- victims of relationship/domestic violence.

In addition to housing, an array of support services are needed to address the root causes of their homelessness and to assist them in regaining or improving their stability and self-sufficiency. Most of Boulder’s homeless populations are not visible on the streets, especially homeless families with children and those who have temporary shelter. The various categories of homelessness are described in **Attachment A**. The following is an update on efforts and services provided to the homeless.

Ten-Year Plan to Address Homelessness Update

The *Ten-Year Plan* was completed and accepted by Council in April 2010. It provides a blueprint for how Boulder County communities will work together to prevent homelessness, address issues that keep people in homelessness and create housing and supportive services needed to end homelessness. In identifying a blueprint, the *Ten-Year Plan* commits to seek long-term solutions to homelessness in the community, balancing providing safe, appropriate emergency shelter for the most vulnerable residents.

The *Ten-Year Plan* Advisory Board (Board), appointed by the Boulder County Commissioners in September 2011, includes representatives from the following organizations/areas of expertise: Boulder County, local businesses, service providers, medical field, faith-based community, City of Boulder and City of Longmont.

Over the past year, the main work of the Board has been to educate its board members on the current homeless service delivery system with monthly presentations by state and local government providers, community-based providers, and a review of existing data management

systems. In addition, the Board has focused on identifying quantifiable and measurable metrics for each of the six goals of the plan. By identifying measurable metrics for each goal, the Board is creating a means to measure the success of the implementation of the *Ten-Year Plan*. Through September 2012, the Board has quantified metrics for 50 percent of its goals and anticipates completing its work by the first quarter of 2013. Upon completion of that effort, the Board will develop a means to collect the measurable metrics from community-based organizations and governmental agencies to indicate progress toward each of the six goals as the plan is implemented.

Homeless Services Update

This section provides updates from individual service providers about respective experience in demand for services including changes in demand for services, services provided, and current and planned efforts which support the *Ten-Year Plan*. A profile of homeless serving agencies in Boulder is provided in **Attachment B**.

Overall, demand for emergency services increased from 2011 to 2012. Agency capacity to serve those most in need, including the homeless, has not kept pace with demand, forcing some service providers to further target those most in need. Agency representatives describe this trend as a long-term structural change.

According to Workforce Boulder County, many moderate- and middle-income positions in Boulder County¹ have disappeared in this downturn and workers who have re-entered the workforce have secured employment at wages 30 to 40 percent lower than those earned in previous positions. Boulder County data indicates that over 11,000 county residents were unemployed in August 2012 as compared to 6,800 residents in January 2008. As a result, more low-income households are unable to meet their basic needs and are turning to community agencies for assistance.

Providers consistently report that additional transitional and permanent housing for the homeless, more inexpensive options such as Single Room Occupancy (SRO) units and boarding houses and increasing the affordable housing supply for local families are sustainable solutions.

Boulder County

Boulder County provides a number of services and programs intended to address homelessness. The following is a summary of significant funding initiatives and programs offered by the county.

Temporary Human Services Safety Net Ballot Initiative: In November 2010, Boulder County voters approved Ballot Initiative 1A, a temporary 0.9 mill levy increase on property taxes known as Boulder County's Temporary Human Services Safety Net Initiative (TSN). The purpose of the increase is to help fill a void left by state cuts to funding for housing and human services programs. Each year, county commissioners have the option of reducing the tax increase if state

¹ Workforce Boulder County, based on the Colorado quarterly census of employment and wages, has determined its current middle income "threshold" to be \$40,000 per year, above which, applicants are ineligible for services.

funding is partially or fully restored. The TSN tax increase is scheduled to expire at the end of 2015.

As a result of the passage of the TSN, just over \$1 million was released in 2011: about half of it through nine Boulder County organizations to support community-based, stabilizing services for individuals and families that included emergency shelter, help with housing and rent, food assistance, and outreach and enrollment for both Medicaid programs and CHP+, and about half distributed through contracts to community organizations to meet additional needs, including community-based mental health and substance abuse treatment, family resource centers, dental health, and proactive services to prevent more intensive and costly needs in the future. The TSN budget for these services doubled in 2012 to about \$2 million and is projected to be about \$2 million for 2013.

Consistent with *Ten-Year Plan* priorities and goals, this TSN funding has resulted in the implementation of the following community program enhancements:

1. Two staff positions were added by Boulder Shelter for the Homeless (BSH) including:
 - (a) a new lead staff position that will assist emergency shelter clients in navigating the safety net of programs and services. This one-on-one assistance has long been available to BSH's Transition and Housing First clients through their case managers; and
 - (b) a full-time Benefits Coordinator position which will allow BSH to be the lead provider of a collaborative county-wide effort with all homeless/emergency service providers to assist individuals in acquiring benefits, enhancing stability and self-sufficiency (e.g., veteran's benefits, Supplemental Security Income/Social Security Disability Insurance, Medicaid, Supplemental Nutrition Assistance, and Colorado Works²).
2. Colorado's Program Eligibility and Application Kit (PEAK) Program³ and benefits coordination efforts were implemented, resulting in improved benefits acquisition. A county benefits coordinator provides benefits application assistance on-site at Boulder Emergency Family Assistance Association (EFAA) locations.
3. EFAA is implementing a rapid re-housing pilot program for its Boulder family shelter⁴; and providing longer-term financial assistance (multiple months) and more intensive case management services to families at risk of homelessness.
4. Boulder Outreach for Homeless Overflow (BOHO) was able to operate its warming centers and refer clients to other homeless related services.

² Colorado Works is the state's version of the federal Temporary Assistance for Needy Families (TANF) program that provides monthly cash assistance and work supports to low-income families with children provided the parents actively engage in work activities.

³ The goal of the Colorado PEAK Program is to ensure that every eligible individual, child and family in Colorado is screened for and enrolled in health, food and financial self-sufficiency benefits they are eligible for. PEAK is a web-based tool that allows clients to access self-sufficiency benefit information from any computer with internet access.

⁴ Rapid re-housing is a form of housing first that moves homeless individuals and families into permanent rental housing as quickly as possible, with the services typically provided as needed. The goal of housing first is to "break the cycle" of homelessness and prevent a recurrence.

5. Bridge House (BH) is allocating more funding to provide services to its clients (shelter, housing assistance, food assistance and self-sufficiency case management).
6. Mental Health Partners (MHP) has hired additional staff to provide mental health therapy services at BSH and BH.

Housing Counseling Program: This program will provide pre-rental counseling services geared toward homeless prevention, with a roll out targeted for the 4th quarter of 2012. The current Housing Counseling Program, which focuses on budgeting and credit counseling, pre-homeownership counseling and foreclosure prevention counseling, will expand to assist renters with “pre-rental” counseling. The housing related services being considered for this “rentership” support program are: housing search, lease education, move in preparation, budgeting as a renter, working with landlords, being a good neighbor, and post-rental support. The Housing Counseling Pre-Rental Counseling will work in conjunction with the Housing Stabilization Program⁵. The total budget for the Housing Stabilization Program (funded by the TSN) for 2012 is \$1.5M.

Boulder County Housing Authority: Boulder County’s Housing Authority provides programs, housing and related supportive services to the homeless and near homeless in the county. The services offered under this county agency are summarized below.

- Section 8 (Housing Choice Vouchers - HCV)
2011 Budget: \$6.1 Million
The housing choice voucher program is the federal government’s major program for assisting very low-income families, the elderly, and the disabled to afford decent, safe, and sanitary housing in the private market. Since housing assistance is provided on behalf of the family or individual, participants are able to find their own housing, including single-family homes, townhouses and apartments.
- Veterans Affairs Supportive Housing (VASH)
2011 Budget: \$229,000
The Housing and Urban Development (HUD) -VASH Program combines HUD HCV rental assistance for homeless veterans and their families with case management and clinical services in the community and at its Department of Veterans Affairs (VA) medical centers. In 2012, 25 VASH vouchers were authorized by Congress to house and provide supportive services to Boulder County residents who are chronically homeless, disabled veterans. To date, 18 of these vouchers have been issued to Boulder County’s vulnerable veterans.
- Tenant-Based Rental Assistance (TBRA)
2011 Budget: \$392,000
TBRA is a rental subsidy that provides funds to housing authorities and other eligible entities to help individual households afford housing costs such as rent, utility costs, security deposits, and/or utility deposits.

⁵ Boulder County’s Housing Stabilization Program provides budget and credit counseling to prevent homelessness and “house loss” (foreclosure prevention assistance).

Boulder Shelter for the Homeless

BSH continued to run at capacity (160 people each night), providing four percent more bed nights in the 2011-12 season than the previous winter. Demand for shelter services resulted in a record number of people being turned away from the shelter (more than 900; up 171 percent over the previous year).

Reductions in funding over the last two years of approximately \$30,000 to Via (formerly Special Transit) may impact the free bus services for BSH clients who use daily morning and evening shuttles to and from BSH to BOHO warming centers. Via and BSH staff are in the process of reviewing options and resources to continue funding this service.

Consistent with the *Ten-Year Plan*, BSH will continue to focus new or incremental services on permanent approaches to addressing homelessness rather than more temporary solutions. BSH is partnering with BHP to provide the case management services to the people who will live in the Housing First development at 1175 Lee Hill to connect residents to services and support them in maintaining stability.

BSH shelter management:

In an effort to maximize the effectiveness of shelter management and to address neighborhood concerns, BSH has engaged in the following efforts:

- Neighborhood Shelter Action Group was reformed with five residential representatives, one area business representative and three BSH participants. The group, which began meeting again in April of 2012, is meeting on a monthly basis. Since April, the group has developed an agenda of issues to address, educated its members about city/county police jurisdictional issues in addressing complaints near the shelter, and expanded the list of desired behaviors from inside the shelter. At its September 2012 meeting, the group initiated discussions about methods to engage clients in good neighbor efforts and increase neighborhood familiarity with shelter operations.
- Underpass at Rosewood and Broadway: Over the past four years, various city departments (Police, Public Works, Transportation, and Parks and Recreation) have partnered to conduct a Creek Sweep Program from May to October (weather dependent). Illegal and abandoned camp sites – with debris and human waste left on public property – are removed to address health and safety concerns. The Four Mile Creek Trail underpass at Broadway and Rosewood, which is occasionally used for illegal camping, is cleared of trash and graffiti. “Hot spots” on public property are also cleaned by Police and Public Works staff, with the assistance of Boulder County Jail work crews.
- Bus Conflicts: With the recent reopening of the shelter and resumption of the school year, BSH staff is assessing shelter client behavior on the SKIP bus by riding and observing on the buses.
- BSH Plans for “Turn-Aways”: BSH protocol regarding transportation and referrals of people requesting but not provided with shelter is consistent with the BSH Management Plan. Excerpts from BSH’s Management Plan regarding turn-aways is provided in **Attachment C**.

Bridge House

Day Resource Center: BH had identified its current location as inadequate for the provision of current services. Over the last 18 months, city staff worked with BH board and staff and local agencies to analyze potential relocation sites. Since last year, the purpose of the planning group's work shifted from relocation efforts to assisting BH implement a day resource center. The center aims to meet broad *Ten-Year Plan* goals including better coordination and case management, and services which advance self-sufficiency and stability for the homeless – at one location.

On October 2, 2012, a six-month pilot resource center program was initiated in the annex of the First Presbyterian Church. Open two days a week, the resource center is expected to serve up to 50 homeless clients. In the first three weeks of operation, 72 clients participated. On-site service providers include:

- Addiction Recovery Center (ARC) – outpatient services and recovery groups,
- MHP - drop in mental health screenings and assessments and classes will be offered in the near future on how to be safe while homeless and organizational skills,
- BSH - SSI/SSDI benefits application assistance,
- Center for People with Disabilities - peer support group,
- Colorado Coalition for the Homeless - client meetings, and
- VASH - case management.

While not on-site, EFAA, Clinica Family Health Services and Boulder County have committed to partner through expedited referrals. As the capacity to serve clients at the center expands, linkages with the Library and Municipal Court will be helpful in addressing demands on public services.

The day resource center pilot is expected to serve a broader, more diverse homeless population than is served at BSH (e.g., more young people, more families). BH plans include growing its job readiness and employment services programs, partnering more strategically with the criminal justice system to develop a more streamlined and predictable referral system, and developing more paid work opportunities in social enterprises. Key partnerships will be with BSH and BOHO.

The day resource center pilot will also enable the collection of data and information that will provide a better understanding of the different homeless populations in Boulder, their need for services, and identification of gaps or overlaps in Boulder's services network. This information will ultimately inform resource allocation decisions and future planning efforts. In addition, the pilot will help determine if a centralized, day resource center in Boulder will (a) increase coordination of services, case management, and follow up; and (b) ultimately improve the stability of homeless people in Boulder.

Ready to Work Program (RTW): The RTW transitional employment program, implemented by BH in December 2011, offers homeless individuals a six-month, paid work experience in its sanitation social enterprise. Trainees, who work 20 hours a week and earn eight dollars per hour,

are required to maintain sobriety, meet with a case manager regularly and save one-third of their income. As of June 1, two city departments (Downtown and University Hill Management/Parking Services and Parks and Recreation) have contracted with RTW to provide sanitation services. With formal agreements in place, the program expanded in June and doubled its trainee capacity (from five to ten).

Emergency Family Assistance Association

During the last year, EFAA reports an 11 percent increase in families needing help. The agency served more longer-term unemployed (35 percent non-elderly and non-disabled singles) this year and its food distribution increased 31 percent, as the long-term unemployed with housing affordability problems were encouraged to return for food (as a substitute for financial assistance) until they were able to pay their rent. To manage available resources as more people experienced financial difficulty, EFAA narrowed its criteria for being served. EFAA recently purchased 14 apartment units in Louisville (increasing its county-wide inventory to 56 apartments) which it plans to convert to transitional housing units. County-wide, EFAA has provided \$650,000 in housing vouchers last year for rent and utilities which reflects an increase in both the number of and funding for these vouchers.

EFAA plans to expand community education about homeless families and the causes of homelessness, continue to focus efforts on prevention and diversion, and provide more utility and rent assistance aimed at preventing homelessness and keeping people out of emergency shelters. EFAA will continue working with a local hotel to provide free nights (\$40,000 worth of nights were provided to 60 families in 2011-12). EFAA staff will work with faith communities to adopt families, rapidly re-house those who have become homeless and are living in ECHO House, EFAA's apartment family shelter in Boulder.

Boulder Outreach for Homeless Overflow

BOHO provided overflow shelter for a total of 12,976 people (duplicated) in the 2011-12 season compared to 11,195 in the 2010-11 season (an average of 90 people each night in 2012 compared to an average of 73 people each night in 2011). To meet this increased demand, BOHO simultaneously operated two warming centers on 21 nights. BOHO currently operates seven warming center sites and is negotiating for sites at two additional locations.

BOHO indicates the number of homeless using warming centers is increasing and that the population served continues to be primarily Boulder residents rather than transients. The BOHO Board is discussing increasing the capacity of warming centers by adding additional partner congregations and opening more than two centers on peak nights (additional partner congregations have not been finalized).

BOHO has proposed opening warming centers without weather triggers during the period of December 15 through March 15. Over the last two years, BOHO has opened warming centers all but two nights in 2011 and four in 2012 during that period. Being open consistently during this period will reduce uncertainty for the homeless and ease the administrative burdens of planning for unpredictable site openings. During the periods of October 15 through December 14 and

March 16 through May 15, BOHO will continue to open with weather triggers (32 degrees with no precipitation, 38 degrees with precipitation, or forecast of severe weather - such as blizzard or high wind conditions).

BOHO will also implement a policy change regarding dogs. In the past, dogs have been accepted at the emergency warming centers and allowed to sleep inside with their guardians. Last year, BOHO experienced a significant increase in the number of dogs per guest, which in concert with the increase in number of guests per night, impacted the cleanliness, safety and tranquility of host facilities. This season, BOHO will only accept service dogs. While shelter clients are permitted to have their dogs in kennels in the BSH courtyard, BSH will not accept dogs from BOHO clients since BSH requires the guardian to be on site with the dog.

Recuperative Care (formerly Medical Respite Boulder)

Recuperative Care, a program of the new mission-driven social enterprise called GUIDEPOST r, is designed to fill the need of having a place for homeless persons to recuperate from illness or injury when leaving the hospital or other medical facilities. Persons with treatable health conditions will soon be able to be referred by medical providers for shelter, health and social support for up to two weeks.

GUIDEPOST r staff are currently searching for a location for the program. In 2011, respite during the pilot phase of this program was provided in motel rooms (which is a less desirable setting for post-hospital convalescence and less economical long term). Boulder Community Hospital (BCH), which collaborated with the Medical Respite pilot program, estimates that the hospital provides treatment to eight to twelve homeless patients in the Emergency and Inpatient settings each month. This represents an estimated one percent of the hospital's inpatients and three to five percent of its Emergency Department visits.

The Recuperative Care program is consistent with national data which show that having a recuperative care option leads to better health outcomes for people, significantly lower health care costs long term, and reduced re-admissions to medical facilities.

Har HaShem Synagogue – Sleeping on private property

In July, a complaint was received regarding homeless camping at Har HaShem Synagogue located at 3901 Pinion. In response to staff follow-up on the complaint, it was determined that the homeless sleeping program meets the City's definition for accessory use and will be managed appropriately. Since opening for sleeping nights, no additional complaints from residents in the area have been received. Har HaShem staff reported that their summer sleeping program worked well. On average, up to 15 people slept in the designated area each night. Participants "policed themselves" and were not welcome back if they did not comply with a written agreement. A number of the program's participants have been hired by Har HaShem to do landscaping and odd jobs.

Longmont Housing Authority

In March, 2011, the Longmont Housing Authority purchased The Suites, a 70-unit facility located in Longmont that had previously been used as a hotel. The Suites now houses 110 individuals, most of whom had been hard-to-house. An on-site residential care coordinator employed by Mental Health Partners provides support to 25 residents, while the Center for People with Disabilities and Imagine provide support to two residents. Most residents of the Suites have attained housing stability, as only six units have turned over in the one and a half years since the complex re-opened.

BHP Housing First Project – 1175 Lee Hill

On April 17, 2012, Council approved a motion supporting the Housing First Project at 1175 Lee Hill Road. Since that time, BHP has engaged in a community outreach and engagement effort for the development of the Statement of Operations for the Housing First project. The timeline and activities of this effort include:

- *July-mid-September:* An electronic survey gathering information on community concerns and priorities about the Statement of Operations and building design was completed and the results compiled and analyzed. A total of 369 surveys were returned, with 325 surveys from North Boulder (80304) and 44 from other locations.
- *September-October:* Based on the results of the survey, BHP convened six focus group meetings on two topics: (1) resident eligibility/selection and resident support services; and (2) property management and accountability. Forty-two community members participated in the meetings.
- *October:* A nine-member Advisory Group was appointed by BHP's Board of Commissioners to help draft the Statement of Operations. The group's membership includes five North Boulder residents; two from the potential client group; and two from human services providers. The group will also include a non-voting representative from the city. The first meeting of this group was October 22.
- *November-December:* The Advisory Group anticipates meeting six times through the end of November. BHP's Board intends to have the Statement of Operations completed by the end of December. City council will be updated on the status of the Statement of Operations through an Information Packet in December.

Information on this process, including a listing of the Advisory Group membership, may be accessed through the following link. <http://www.boulderhousing.org/LeeHill>.

Boulder's homeless population: Point-in-Time Survey (PIT)

The most recent data available about the city's homeless is from MDHI's PIT conducted on January 23, 2012. The annual PIT survey includes a count of people experiencing homelessness in the seven-county metropolitan Denver area, including the following counties: Adams, Arapahoe, Boulder, Broomfield, Denver, Douglas, and Jefferson. The 2012 PIT, which was conducted by volunteers, service providers, staff and outreach workers who counted people in

shelters and facilities, also included a survey component for the collection of demographic and other data.

While the data provide a snapshot of homelessness, the PIT survey typically undercounts the homeless due to the difficulty in administering the survey and finding all homeless individuals. While PIT data can provide a snapshot of homeless counts and associated socio-demographic information, service providers in the city can provide homelessness information that may not be captured by the PIT data. Neither source is relied upon exclusively, but complement and inform each other. A number of other variables which contribute to undercounting and data inconsistency include: changes over time in definitions, methodology for collecting data, the number and experience of the volunteers conducting the survey, and the number of agencies participating in the survey. Boulder County, along with the cities of Boulder and Longmont, are coordinating efforts to improve reliability and validity of local data collection and administration of the PIT Survey. Working with local agencies, MDHI and potentially the state will continue to improve data collection and coordination.

One note about the 2012 PIT data is that the total number of homeless counted in the city of Longmont was higher than the total for the city of Boulder in 2012 for the first time. This change is likely the result of methodological changes from year to year, including the participation rates of the agencies and the numbers of surveys collected. Specifically, fewer agencies participated in the 2012 survey than in the 2011 survey; 17 percent fewer surveys were collected from city of Boulder agencies than in 2011 compared to four percent fewer surveys collected from city of Longmont agencies.

The following table summarizes the 2012 PIT data. A more detailed summary and analysis of PIT information relative to the city is included as **Attachment D**.

2012 Point-in-Time (PIT) Data – City of Boulder

	Total	% of Total
Chronically homeless	102	13.6
Newly homeless	205	27.3
Total in households with children	391	52.1
Veterans	58	7.7
Unsheltered	70	9.3
Total homeless	750*	

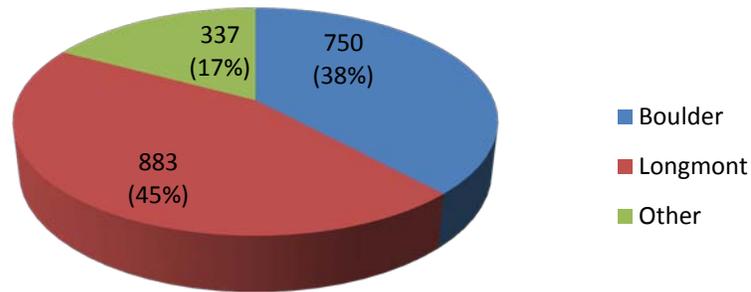
**Note: Totals sum to more than 750 and 100% because individuals may fall into multiple categories.*

The following highlights from the PIT survey include comparisons with previous Boulder, Longmont and Boulder County PIT surveys. All data reported for Boulder County include data for the cities of Boulder and Longmont.

- The city’s homeless population decreased from 914 in 2011 to 750 in 2012 (18 percent) reflecting the first decrease since the city’s first PIT in 2006.
- The 750 total homeless in the city of Boulder represents 38 percent of the county total of 1,970.

- The city has a smaller proportion (38 percent) of all homeless in the County than in the past (51 percent in 2011); in contrast, Longmont has a larger proportion of the County’s homeless (45 percent) than in the past (36 percent in 2011). The relative share of the county’s total homeless for 2012 is shown below.

Boulder County Total Homeless (1,970) -- 2012 PIT



- The city saw the largest increase in the “newly homeless” population (17 percent); while the County saw the largest increase in the unsheltered population (40 percent).
- The veteran (8 percent) and unsheltered (9 percent) populations are relatively smaller proportions of the city’s totals with little significant change over time.
- The number of homeless in households that include children continue to be over half (52 percent) of the total number of homeless in the city.
- The shift in the total number of homeless in households with children between Boulder and Longmont in 2011 and 2012 is illustrated in the chart below:⁶

	2011	2012
Boulder	553	391
Longmont	386	544

- The most common reasons cited for being homeless include:

inability to find work	32%
high housing costs	20%
major changes in family structure (break-up/death)	17%
mental illness/emotional problems	15%

⁶ A disproportionate number of homeless individuals (compared to families) are being served by homeless services providers located in the city of Boulder (e.g., BSH, Addiction Recovery Center, and Mental Health Partners).

- Housing issues such as cost of rent, utilities and evictions were cited as causing more homelessness in Longmont and Boulder County than in the city of Boulder.
- Insufficient income was reported as causing more homelessness in Boulder than in Longmont and Boulder County.
- *Income from employment*: A large proportion of respondents in each jurisdiction reported earning income from employment in the last month. Income from employment was the most frequently reported source of income in each jurisdiction.

Boulder	40%
Boulder County	47%
Longmont	50%

- *Government Benefits*: A large proportion of respondents reported receiving no government benefits.

Boulder	38%
Boulder County	39%
Longmont	34%

- *Sources of Government Benefits*: Most respondents who reported receiving government benefits received assistance from one or two benefit programs.

	1 program	2 programs
Boulder	31%	24%
Boulder County	30%	24%
Longmont	30%	21%

Vulnerability Index

The Colorado Governor’s Office is currently spearheading a Colorado Counts campaign, encouraging Colorado communities’ participation in Vulnerability Index (VI) registration weeks. During registration weeks, standardized VI surveys are administered with communities’ chronically homeless to learn the causes of their homelessness, their health and morbidity status, and their use and need for services. This information is often used to prioritize the most vulnerable for needed services and housing.

MDHI is working with the seven-county Metropolitan Denver region to pilot the VI with a subset of the chronically homeless – veterans – during November, 2012. The sponsor of this initiative in the city of Boulder is BH. BH will be partnering with the Longmont Veterans Services Center, Veterans Helping Veterans Now and other agencies that serve homeless veterans to administer the VI. In Boulder, many of the surveys are expected to be administered at the BH day resource center. The Vulnerability Index is a tool that could potentially be used to prioritize services to other homeless populations.

IV. DOWNTOWN MUNICIPAL CAMPUS ISSUES

The quality of life in Boulder attracts many people, including those who are transient. Observations by homeless individuals and service agencies about Boulder include:

- Boulder is a generous community, with high-quality and comprehensive community services.
- Quality services include shelter, availability of food services, many free goods through community closets and donations to agencies.
- It is a compact community which is easy to navigate on foot and through good public transportation.
- Boulder has a number of attractive facilities and welcoming public places, including library services with accessible computers.
- Reasonable and respectful (police) enforcement, low crime rates, including those crimes which compromise safety for those living on the street, i.e., drug dealing and violent crime.

In the downtown area, there are a number of visible areas where transient and/ or homeless individuals congregate. These locations include areas on the municipal campus and along the creek paths and public space between the Justice Center and Boulder High School, including the Bandshell, Central Park and municipal building. One of the most visible areas used by the homeless and others is the municipal lawn west of the municipal building. While it is not illegal for groups and individuals to gather in these places, many residents and employees in the downtown area do not feel welcome and/or feel intimidated, harassed or threatened by the actions, behaviors and/or presence of those who congregate. As a result, many residents, employees and visitors to the downtown area avoid this public space.

While some of the individuals congregating in this area may be homeless, not all are. The issue is one of public behavior and conduct, not housing status or homelessness. During the past year, complaints regarding intimidating, threatening, or harassing behavior by those who congregate in this area have increased. In addition, sanitation issues and suspected criminal and/or drug activity is reported to be increasing.

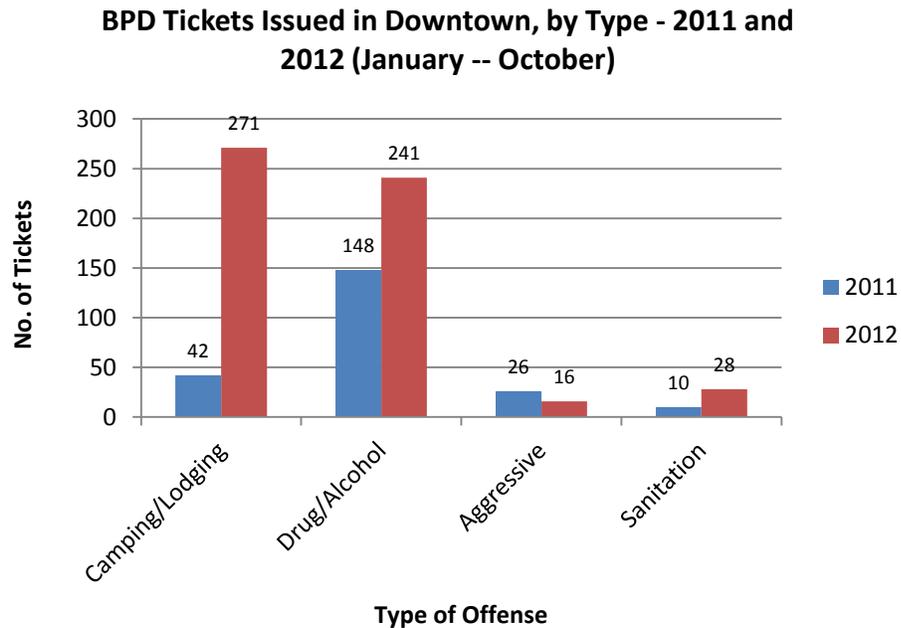
The presence of intimidating and inappropriate behaviors and irresponsible use of public space and behavior which deters others from enjoying public space is costly. As a result, both the community and its visitors may feel unwelcome and unsafe, causing damage to the sense of community and negative economic impacts to businesses. In addition, city-wide resources are required to mitigate environmental, sanitation and trash impacts, public safety, and staff resources for prosecuting any adjudicating violations of municipal ordinances.

The following is recent trend data and responses from city agencies to concerns which have been raised.

Police Department:

Over the past year, the Boulder Police Department reports an increase in complaints and violations within the downtown municipal campus area (13th to 9th Streets between Canyon and Arapahoe).

The following chart, which reports violations issued by the Police Department between 2011 and 2012, categorizes offenses into four distinct types: sanitation (public urination, littering, etc.); aggressive offences (use of fighting words, assault); drug and alcohol offenses (possession, consumption, intent to sell); and camping or sleeping offenses.



- Drug and alcohol offenses represent 84 percent and 92 percent of the total offenses in 2011 and 2012, respectively (months of comparison are January- October).
- Aggressive behavior violations have decreased from 2011 to 2012, while sanitation related tickets almost tripled.

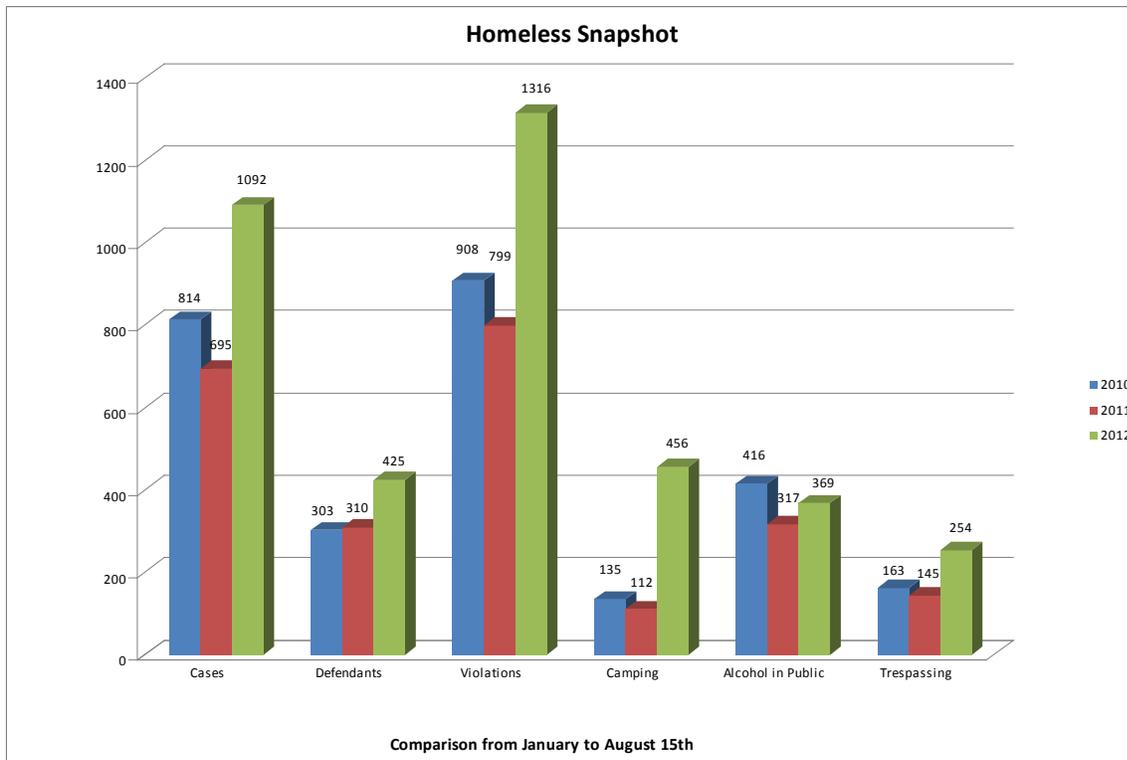
In an effort to address the complaints and behaviors, police patrols in the area have increased significantly, including the assignment of two overtime officers five days a week which started in early October.

Municipal Court:

The following data reflect violations filed in municipal court for homeless defendants for all of the City of Boulder. Violations issued to the homeless have increased significantly in 2012. The chart below reflects filing data from January through mid-August of each year. Aggressive begging offenses are not broken out in the data because there have been very few violations in the city. In the past two years, there have been a total of six violations of the ordinance, and only

two of those occurred in the downtown municipal campus area. [Aggressive begging](#) is defined as begging or soliciting accompanied by or followed immediately by one or more of the following:

- (1) Repeated requests after a refusal by the individual addressed;
- (2) Blocking the passage of the individual addressed;
- (3) Addressing fighting words to the individual addressed; or
- (4) Touching the individual addressed.



In an effort to assist in the coordination of referrals and case management for homeless defendants, a new full-time Homeless Resource Officer was approved in the 2013 budget. The Resource Officer, who will be based in the Municipal Court, will assist clients’ access services to improve stability and reduce recidivism rates. Efforts to improve coordination and follow up will include a partnership between the Municipal Court, BH and its day resource center pilot. The Municipal Court is in a unique position to encourage defendants, who often have significant barriers to stability, to participate in services and enroll in benefit programs.

Public Works:

The Public Works Department handles numerous sanitation-related incidents in the downtown municipal campus area on a weekly basis which require maintenance staff to respond and clean-up the publicly accessible restrooms, exterior stairways, building entries and parking lots. Training is provided to staff to ensure that human waste, trash, articles of clothing and bedding are handled appropriately. The Department also handles reports regarding vandalism to city facilities and vehicles located in the area.

Boulder Public Library:

The Main Branch of the Boulder Public Library, located on the western edge of the downtown municipal campus, is a resource for homeless individuals needing a place to go, especially during inclement weather and winter months. In response, the Library has recently taken the following actions:

- Rules of Conduct: The Library has a Rules of Conduct Policy that is approved by the Library Commission and enforced by the library, via a full-time security officer. The Rules of Conduct were developed to protect and maintain the safety and well being of all library patrons. A recent update to the Rules of Conduct prohibits patrons from bringing oversized items larger than a total of 50 linear inches (i.e., about the size of a carry-on suitcase) into any library facility. Patrons who violate the Rules of Conduct may be suspended from the library, depending upon the nature of the violation.
- Space underneath the Main Library: The public space under the main library, subject to Rules of Conduct, is patrolled by Library's security officer. A Muzac system that plays music loudly from 9 p.m. to 7 a.m. every day was installed in this area in early 2012 as a deterrent to sleeping and loitering in this area.
- Use of Public Restrooms: In Spring 2012, the locks were installed on the public restrooms adjacent to the Canyon Theater. While these restrooms are opened during Theater events, the closure resulted in fewer violations to the Rules of Conduct and has reduced vandalism. Public restrooms are available in other areas of the library.
- Staff Education: Over the past year, library staff reached out to various community agencies that serve the homeless population. As a result, a referral process for BH and other organizations serving the homeless has been established.

Parks and Recreation:

The Parks and Recreation Department is responsible for providing safe, clean and accessible parks and facilities for the community. All public parks may be impacted by the homeless from time to time, although the park areas near downtown, the Boulder Creek Corridor, parks with shelters, and parks that are accessible to homeless services, tend to have higher populations of homeless people. Direct impacts in the parks from the homeless population include increased litter, trash and sanitation issues, vandalism, damage to vegetated areas, and intimidation of other park users. The Parks and Recreation Department has responded to these impacts in several ways:

- Increased litter and trash pickup in parks with a high population of homeless. This includes removal of abandoned backpacks, clothing, and other personal items that are often hidden in vegetated areas and removal of human waste.
- Portable toilets have been placed at Eben Fine Park and in the Civic Center Area adjacent to the Library main parking lot to provide for increased sanitation, due to the large homeless and transient populations that congregate in these areas.
- Parks staff works closely with the Police Department concerning homeless issues at all park sites. The Police Department provides regular trainings relating to the

responsibilities of park staff including when to call dispatch, how to communicate with the public, and how to appropriately handle waste and articles of clothing and bedding.

- Due to the high population of homeless and transients who congregate in the municipal campus and downtown area, parks staff have been working closely with the Police Department and other departments to develop coordinated efforts to limit negative impacts to the individuals visiting or working in this area and to protect the natural resources of the parkland. These measures include: working to re-vegetate and protect the wetlands area adjacent to the Broadway Bridge and the Municipal Building, closing-off turf areas to re-seed, and removing vegetation in areas used for sleeping, defecating, and storing personal items. Staff posted eight additional signs in September in the municipal campus area to ensure the public is aware of park regulations. This is in addition to the 22 previously posted “No Camping” signs posted earlier this year at several park locations including the Central Park and the Sister City Plaza.
- Pearl Street Mall has suffered less negative impacts from the homeless or transient populations in 2012 than the municipal campus area. Parks staff continues to work closely with the Police Department, Downtown Boulder, Inc., and the Downtown and University Hill Management Division and Parking Services Department on these issues. In the past, the Pearl Street Mall experienced a high population of homeless and transients.
- The Parks and Recreation Department and Parking Services partnered with BH to contract for sanitation services through a pilot work program for homeless people. Because of the success of the pilot program, the Parks and Recreation Department has identified funding through 2013 to continue contracting for a crew to work on Pearl Street Mall and the municipal campus area. The program offers opportunities to homeless people to re-enter the job market in a supportive environment provided by BH and provides a positive impact on these critical downtown areas for the community.

Civic Area Plan:

The city, led by the Community Planning and Sustainability Department, is in the process of developing a community vision for the Civic Area. The goals are to develop an urban design vision for public and private properties in the civic area, determine best uses for city land, and guide the decisions for the future of city facilities in the high hazard flood zones. The civic area is defined by the area between 9th and 17th Streets and Canyon Blvd. and Arapahoe Ave. The final plan will impact how the municipal campus public space will be used. The Vision Plan is expected to be completed by mid-2013. The final plan will have an impact on how public space will be used in the future. More details about the plan and progress can be found on the city's [Civic Area Plan website](#).

West Senior Center:

The West Senior Center provides services to homeless individuals and families as part of services offered to the general public. In addition, senior services resources staff, which includes social workers and gerontology specialists, provide case management to assist individuals age 60 and up, and referrals to community agencies, including the homeless population.

The Senior Center has recently experienced a series of incidents such as aggressive behavior, inappropriate computer use, and sleeping at the entry. Over the past year, the Senior Center has updated its rules of conduct to protect and maintain the safety of all patrons. Those who violate the rules of conduct are suspended from the Senior Center, depending upon the nature of the violation.

The Senior Community Advisory Committee recently participated in the community engagement phase of the Civic Area Plan. Their chief concern in this regard involve not the Senior Center itself, but activities at the band shell and Library, which the senior community has expressed reluctance to patronize because they feel unsafe.

Feed Program:

The FEED Program, implemented by a community group, provides meals to the homeless when other sources are not available. Bridge House does not serve meals on weekends through Community Table and First Presbyterian Church's weekend meal program because it closes from April to October. Residents of two condominium developments on Canyon Boulevard have recently expressed concerns about meals being served to the homeless by FEED on weekends on city property (between the Municipal Building and Library). City staff is working with community partners to explore options for providing weekend meals in a central location in Boulder, possibly through a faith community organization.

V. CITY INVESTMENTS

City-Wide

City departments that have frequent contact with the homeless in Boulder have estimated their 2012 expenditures in providing services to this population (see **Attachment E**). The 2012 estimate totals \$2.2 million or nearly 2.2% of the General Fund budget. Departments providing these services are funded primarily from General Fund sources, although departments with significant funding outside the General Fund, such as OSMP, Public Works - FAM, Parks and Recreation, and Housing, also report expenditures on homeless services.

Estimates were generated in two ways. For departments that have programs to address causes of homelessness, such as Housing and Human Services, particular programs were identified, and the cost of those programs and related staff time were reported.

Other departments offer services to the general population, but undertake special effort to mitigate the impacts of Boulder's homeless and transient populations on city facilities and property or to address public safety. These departments include Police, Fire, Library and Arts, Municipal Court, OSMP, Parks and Recreation, and Public Works /FAM. For the cost of these services, staff researched the volume of service requests (e.g., maintenance incidents, emergency calls, active library cards) and estimated the total cost of those activities using information about average staff hours allocated to these activities and per hour costs for staff time.

Community Funding

The city of Boulder provides significant support for homeless services through community nonprofits (**Attachment F**). In 2012, the city's Housing and Human Services discretionary funding for community non-profits includes:

PURPOSE	SOURCE	AMOUNT
Support agencies that provide services specifically for the homeless (shelter services, transitional housing, meals, counseling, outreach, prevention services)	Human Services Fund	\$326,371
Support safety net services provided by agencies which serve the homeless as part of their client population	Human Services Fund	\$977,860
Support the BSH debt service	Federal HOME	\$126,000
Support of BHP 31 unit permanent supportive housing project at 1175 Lee Hill	Federal HOME	\$200,000
TOTAL		\$1,630,231

In addition to the \$326,371 in discretionary grant funding that the city of Boulder provides for homeless services, the city of Longmont along with Boulder County, spend an additional \$1.1 million in discretionary grants to community nonprofits for homeless services. The graph below summarizes the total spending by these funders in 2012 and indicates that 58% comes from Boulder County, 23% from the City of Boulder, and 19% from the City of Longmont. These amounts reflect spending through discretionary grants and do not include entitlement, capital or other programs which may also serve the homeless.

**Total Discretionary Spending on Homeless Services,
2012**

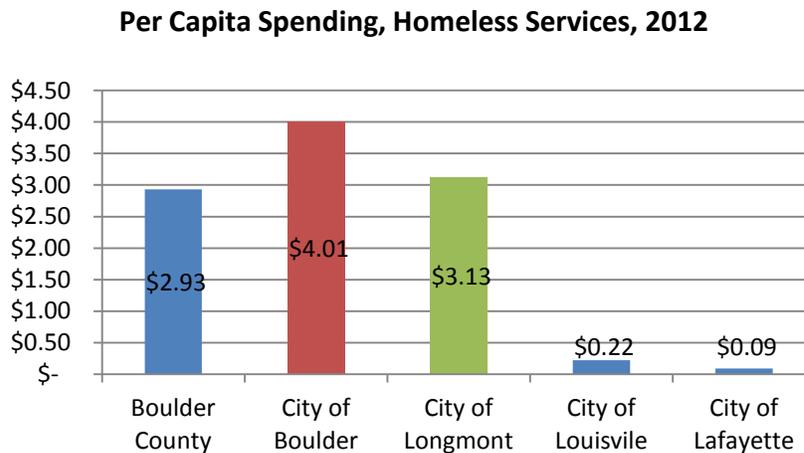


The following are highlights relative to the findings from analysis of county-wide discretionary funding of homeless services. These figures do not include Boulder County TSN funding (to expire in 2015), or entitlement or other safety net programs which may serve homeless individuals or families in addition to low income individuals and families:

- Allocations to homeless services across the county are about the same in 2012 as they were in 2010 (\$1.74M in 2010; \$1.73M in 2012; a 0.6 percent decrease);
- The City of Boulder allocates slightly more of its discretionary funding to homeless emergency support services (such as shelter; 57 percent) than to homeless sustainable services (permanent solutions such as supportive housing; 43 percent). In comparison, Boulder County allocates a larger proportion (91 percent) of its discretionary funds to emergency services than sustainable services (nine percent).⁷ The City of Longmont allocates about one third (31 percent) of its discretionary funds to emergency services and about two thirds (69 percent) to sustainable services.

⁷ Boulder County’s mandated expenditures to fund emergency and sustainable services such as Temporary Assistance for Needy Families (TANF), Supplemental Nutrition Assistance Program (SNAP) and Boulder County Workforce programs are not included in this analysis.

- As indicated in the graph below, per capita spending for homeless services among Boulder County and municipalities is:



VI. STRATEGIES

Strategies for funding programs and services to the homeless are based on:

- Consistency with *Ten-Year Plan* goals and strategies.
- Consistency with national best practices and experiences of other communities.
- Potential to help address current issues, both short and long term.
- Evidence from other jurisdictions that the approach works or shows promise.
- Reflecting the best use of existing community resources based on national and state policy and experiences of other communities.

Using this framework, the following is recommended:

1. Continue working with community agencies, *Ten-Year Plan* Board, MDHI and others to improve reliability and usefulness of data collection and reporting, which will better inform population demographics, needs, and resource allocation.
2. Continue to prioritize permanent housing options as a key sustainable solution for homelessness; assess barriers to development of alternative low-cost housing such as SROs and boarding houses.
3. Continue to balance investments in homelessness between prevention programs, permanent, sustainable housing solutions, and the need for providing emergency services.
4. Prioritize investments in services which move homeless people who are unsheltered off the streets and along the continuum of self-sufficiency and stability. The BH Day Resource Center pilot is consistent with this model.
5. Prioritize street outreach activities to assist homeless people on the street to link with available services. Often, this population is most difficult to serve and has the most significant needs. Street outreach is an identified gap in services which are effective. Boulder County Cares provides street outreach during the shelter season, however lacks resources to provide this service year round.

6. Evaluate use of the Vulnerability Index for all homeless populations after the pilot with Veterans is evaluated.
7. Work through Consortium of Cities to support regional strategies and funding to address homelessness.
8. Continue to support coordination and implementation of *Ten-Year Plan* goals through the *Ten-Year Plan* Board.
9. Evaluate options for addressing municipal campus area issues, including potential updates to the Aggressive Begging Ordinance, if necessary.

NEXT STEPS

1. Statement of Operations for 1175 Lee Hill – Council IP December, 2012.
2. Return to council with any requested additional information or actions.

ATTACHMENTS

- A. Glossary of Terms**
- B. Profile of Homeless Services Providers**
- C. BSH “Turn-Away” Management Policy**
- D. PIT Data Analysis**
- E. City Investments in Homelessness**
- F. Homeless Services Funding Analysis**

Glossary of Terms

At Risk of Homelessness: An individual or family who has an annual income below 30 percent of the median family income for the area, doesn't have sufficient resources or support networks to prevent them from moving to an emergency shelter or doesn't have an adequate nighttime residence (uses a car, park, abandoned building, bus or train station, airport, camping ground, etc. as nighttime residence).

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

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

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

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

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

Homeless: 1. An individual or family who lacks a fixed, regular, and adequate nighttime residence, meaning s/he/ they reside/s in one of the following:

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

ATTACHMENT A: GLOSSARY OF TERMS

2. An individual or family who will imminently lose their nighttime residence (within 14 days, no subsequent residence has been found, the individual/family lacks the resources to obtain other permanent housing).
3. Unaccompanied youth under 25 years of age, or families with children and youth, who are identified as homeless under federal legislation,
4. Any individual or family who is fleeing or is attempting to flee domestic violence, dating violence, sexual assault, stalking, or other dangerous or life-threatening conditions that relate to violence against the individual or family member, including a child, that has either taken place within the individual's or family's primary nighttime residence or has made the individual or family afraid to return to their primary nighttime residence and the household has no other residence and lacks the resources or support networks to obtain other permanent housing.

Homeless Management Information System (HMIS): The information system designated by the Continuum of Care to comply with the HMIS requirements prescribed by HUD.

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

Newly Homeless: People who have been homeless for less than one year and are experiencing homelessness for their first time.

Permanent Housing: Community-based housing without a designated length of stay which is intended to be the tenant's home for as long as they choose. Permanent housing includes both permanent supportive housing and rapid re-housing. In the supportive housing model, supportive services of various types are available to the tenant. Tenants of permanent housing typically sign legal lease documents.

Permanent Supportive Housing: Permanent housing in which supportive services are provided to assist homeless persons with a disability to live independently. The type of services depends on the needs of the residents and may be provided on a short term, sporadic, ongoing, or indefinite basis. The housing is usually “affordable” or intended to serve persons who are on an SSI income – which is \$552/month (2011 rates),

Point-in-Time Count (PIT): A count of sheltered and unsheltered homeless persons carried out on one night in the last 10 calendar days of January.

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

ATTACHMENT A: GLOSSARY OF TERMS

Promising Practice: A program, activity or strategy that suggests it may be a best practice after it has been proven to have the highest degree of proven effectiveness supported by objective and comprehensive research and evaluation.

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

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

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

Transitional Housing: A program designed to provide housing and appropriate support services to homeless individuals and families to facilitate movement to independent living in permanent housing within 24 months.

Unsheltered Homeless: A homeless individual or family who lacks a fixed, regular, and adequate nighttime residence, meaning s/he/ they reside/s in places not meant for human habitation, such as cars, parks, sidewalks, abandoned buildings, bus or train stations, airports, or camp grounds.

Vulnerability Index (VI): A survey and analysis methodology for identifying and prioritizing the street homeless population for housing according to the fragility of their health. Typically, the vulnerability index is administered by volunteers in communities who actively seek out and interview those who are or at risk of becoming homeless. The VI assists communities in better understanding the housing, health and broader service needs of the street homeless. The intent is to connect those identified as most vulnerable to needed services within their communities. The VI helps to clarify demand, as well as identify those who are most vulnerable.

ATTACHMENT B: PROFILE OF HOMELESS SERVICES PROVIDERS

Profile of Homeless Services Providers in the City of Boulder

Attention Homes

The mission of Attention Homes is to provide residential treatment, counseling and safe shelter to at-risk youth. The agency strives to reunite families and offers teenagers street outreach, day drop-in services, overnight shelter and residential care. These services strive to provide teenagers psychosocial development through positive behavioral change. The agency's goal is to help their at-risk residents become healthy, productive members of the community. In its 46-year history in Boulder, Attention Homes has provided residential treatment and safe shelter to over 6,000 adolescents.

Boulder Outreach for Homeless Overflow

The mission of BOHO is to meet as a community the emergent needs for basic shelter and care not served because of gaps in the Boulder support network. BOHO provides a warm, safe place for those who don't have a home to sleep. It partners with seven local congregations that open their doors on nights of inclement weather to provide emergency warming shelter.

Boulder Shelter for the Homeless

The mission of BSH is to provide safe shelter, food, support services, and an avenue to self-sufficiency for homeless adults in our community. The major programs are: winter sheltering, transition, morning services, outreach services (Boulder County Cares), housing first, and transitional housing.

- *Winter shelter services* are available to adults from October 15 through April 30 and include dinner and breakfast, a safe place to sleep, storage space for personal belongings, phone and mail service, access to showers and laundry facilities, and meetings with case managers.
- *Transition program* residents who are required to have sustainable incomes stay in semi-private dorm rooms for a maximum of nine months, working with case managers to address whatever caused their homelessness. These program participants are requested to live drug and alcohol free, pay a weekly program fee and abide by a budget and savings plan.
- *Morning Services* include breakfast, showers, access to laundry facilities, mail, and phone messages, which are available from 6:00 A.M. until 8:00 A.M., seven days a week, year round.
- *Boulder County Cares* is BSH's street outreach program which uses trained volunteers who canvass the community every winter evening, 6:00 P.M. to 10:00 P.M. (October 1 through April 30) to provide homeless people who are living on the streets with life-sustaining supplies (blankets, gloves, hats, warm clothing, food), transportation and referrals.

ATTACHMENT B: PROFILE OF HOMELESS SERVICES PROVIDERS

- *The Boulder County Housing First Program*, offered in partnership with Boulder Housing Partners, provides safe, permanent housing coupled with on-going intensive case management to chronically homeless individuals with mental illness, addictions, and/or physical disabilities.
- *The Transitional Housing Program* provides housing and case management services for homeless individuals and families for up to two years.

Bridge House

Bridge House is a day shelter for the homeless that offers services to meet basic needs, case management, medical and mental health services and support, employment services, and community building programs.

Breakfast and lunch are provided five days a week at the Bridge House and dinners at local churches during the week. Clients also have the opportunity to take showers, get warm clothing, and take shelter indoors in bad weather.

Case managers meet with clients to assess their needs and provide referrals, resources, and support. A medical professional from the People's Clinic comes to the Bridge House two times a week to provide medical services and Bridge House provides assistance with obtaining and purchasing prescriptions. A holistic health clinic is provided once a week and offers acupuncture.

A staff member from the Boulder Mental Health Center provides mental health services at Bridge House four times a week. A licensed social worker meets with clients on a daily basis and offers weekly addiction recovery groups.

In cooperation with local government, Bridge House offers a "Ready to Work" program which provides homeless adults with paid transitional work, skills development, assistance with housing, and individualized support.

Bridge House offers a women-only afternoon each week, recreational and social activities, such as "open mic," a crafts group, an art class and a film festival showing documentaries about homelessness. An advisory group of currently homeless clients also meets once a month to provide feedback on Bridge House services.

Emergency Family Assistance Association

Emergency Family Assistance Association offers a food bank, family shelter, and assistance with utilities, medical expenses and transportation.

EFAA relies on donations of a variety of foods including: frozen meat, pasta, cereal, canned meals, canned fruit and vegetables, bread, rice and milk. To help families meet their basic needs, the following types of assistance can be provided:

ATTACHMENT B: PROFILE OF HOMELESS SERVICES PROVIDERS

- vouchers to clients' utility providers,
- partial assistance for minor medical expenses (e.g., eyeglasses and children's prescriptions),
- tokens for public transportation, and
- furniture (free of charge) for clients' housing and shelter units.

Mother House

Mother House provides a safe haven shelter for pregnant women who are at risk. The agency is committed to protecting women's unborn children, providing a nurturing and loving home, and encouraging the women to build the confidence and the skills necessary for a successful future. It provides a program designed to help residents develop skills to become good parents as well as successful and responsible members of society. Mother House serves those who choose life for their unborn child, regardless of whether that choice is to parent or relinquish their baby.

Mother House was founded in 1982, primarily by a small group of women from churches in Boulder. At first they invited young pregnant women, many from the Pearl Street mall and along the banks of Boulder Creek, into their own homes to live temporarily during their pregnancies. The agency is now located in a custom-built home near downtown Boulder. With five bedrooms, as well as the director's office and manager's quarters, it can house up to seven women and a number of babies. Residents from all over the U.S. and abroad, but primarily from Colorado, are provided safe haven at Mother House. They can be sheltered at any time during their pregnancy and stay up to three months after the birth of their baby.

Project Revive

Project Revive is a non-profit, city transformation initiative with a particular focus on Boulder County, Colorado. Its mission is to create common ground to serve the common good. To do that Project Revive "infuses local initiatives with financial and social capital and helps inspire dreams that might otherwise lay dormant in the minds of social change entrepreneurs." Project Revive works to bring all sectors of Boulder together to address the issues of homelessness, ultimately building Boulder's community. Among Project Revive's projects was an initiative to invite volunteers to clean up Boulder Creek. Among the volunteers were people who were experiencing homelessness who got sponsors, raising money for those in need in other countries. Inspired by the book, *Until They Have Faces*, with portraits and stories of our homeless neighbors, was published to support Boulder Outreach for Homeless Overflow and Bridge House. Project Revive strives to reach into the community to bring together diverse groups for a common goal.

Safehouse Progressive Alliance for Nonviolence

Safehouse Progressive Alliance for Nonviolence is a human rights organization, committed to ending violence against adults, youth and children through support, advocacy, education and community organizing. SPAN promotes economic, racial and social justice. The agency provides

ATTACHMENT C: BSH TURN-AWAY POLICY

Excerpts from the Boulder Shelter for the Homeless Management Plan Regarding Turn-Aways:

Any resident expelled from the Shelter for a behavior violation will be strongly encouraged by Shelter staff to accept a free ride, via cab or Boulder County Cares (BCC), to the destination of their choice. If the resident refuses to work with the Shelter staff in finding suitable transport out of the area, they will be denied Shelter services for a minimum of one day to denial for life. If the denied resident leaves on foot and is considered a danger to themselves or others, the Police will be called.

If a person is denied entry due to inebriation, Shelter staff will work with the denied resident to find them transport from the area. The first option offered by staff will be a strong recommendation that the denied person be transported to the Addiction Recovery Center (ARC). The denied resident will be offered a free ride, via cab or BCC, to the ARC. If this offer is refused, they will be offered a free ride, via cab or BCC, to a location of their choice. If the resident refuses to work with the Shelter staff in finding suitable transport out of the area, they will be denied Shelter services for a minimum of one day to denial for life. If the denied resident insists on leaving the Shelter property by foot, the police will be called. If the police are called, Shelter staff will try to maintain visual contact with the individual until the police have arrived.

Shelter staff will call the Police if any person, known to staff to be a sex offender registered with the City of Boulder Police Department, is turned away from the Shelter for any reason.

ATTACHMENT D: PIT DATA ANALYSIS

City of Boulder Data Analysis Summary Metropolitan Denver Homeless Initiative's (MDHI) 2012 Point-in-Time (PIT) Homeless Survey

Introduction

This paper is a summary analysis of findings from the 2012 Point-in-Time (PIT) homeless survey conducted by the Metropolitan Denver Homeless Initiative (MDHI). The survey includes a count of people experiencing homelessness in the seven-county metropolitan Denver area (Adams, Arapahoe, Boulder, Broomfield, Denver, Douglas, and Jefferson). Conducted on January, 23, 2012, it was coordinated locally by Boulder County with the participation of volunteers, service providers, staff and outreach workers. The PIT is a count of people in shelters, facilities, and on the streets, and includes a survey to collect demographic and other data.

It is important to note that all point-in-time surveys typically undercount the homeless due to the difficulty of finding all homeless and administering the survey. Changes in definitions, methodology for collecting data, participation of organizations in the process, the number and experience of the volunteers conducting the survey and other variables contribute to this undercounting, make long-term trend analyses problematic, and create other methodological issues. However, comparisons from year-to-year can be useful in establishing a short-term baseline picture of the problem of homelessness and provide an opportunity to explore in more detail the breadth and scope of the problem.

This limited summary analysis is meant to broadly analyze the scope of the issue for select homeless populations in the city of Boulder and make some comparisons and contrasts with other jurisdictions, including other cities in the county, Boulder County as a whole, the state of Colorado, and the United States.

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Population Tables and Summary Highlights

The following tables provide select data points and their changes from 2011 to 2012 for the city of Boulder, the city of Longmont, Boulder County, and the state of Colorado.

City of Boulder					
	2011	2012	2012 % of Total	Δ	
				#	%
Total homeless	914	750	--	↓ 164	↓ 17.9%
Chronically homeless	118	102	13.6	↓ 16	↓ 13.6%
Newly homeless	175	205	27.3	↑ 30	↑ 17.1%
Total in households with children	553	391	52.1	↓ 162	↓ 29.3%
Veterans	53	58	7.7	↑ 5	↑ 9.4%
Unsheltered	66	70	9.3	↑ 4	↑ 6.1%

**Note: Totals exceed 100%. Individuals may fall into multiple categories.*

- 750 (38 percent) in city of Boulder out of 1,970 total homeless in county.
- 18 percent decrease in the number of homeless in the city of Boulder from 2011 to 2012.
- 14 percent decrease in chronically homeless population from 2011 to 2012.
- Boulder has largest proportion (76 percent) of the County's chronically homeless
- Largest increase (17 percent) is in "newly homeless" population.
- Number of homeless in households that include children continue to be over half of the total number of homeless in Boulder even though the actual number decreased by more than a quarter (29 percent) from 2011 to 2012.
- Veterans are a small proportion of total, but increased 9 percent from 2011 to 2012.
- Unsheltered population is small proportion of total with little change since 2011.

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City of Longmont					
	2011	2012	2012 % of Total	Δ	
				#	%
Total homeless	636	883	---	↑ 247	↑ 38.8%
Chronically homeless	27	28	3.2%	↑ 1	↑ 3.7%
Newly homeless	173	221	25.0%	↑ 48	↑ 28.0%
Total in households with children	386	544	61.6%	↑ 158	↑ 40.9%
Veterans	24	26	2.9%	↑ 2	↑ 8.3%
Unsheltered	36	67	7.6%	↑ 31	↑ 86.1%

**Note: Totals exceed 100%. Individuals may fall into multiple categories.*

- 883 (45 percent) in city of Longmont out of 1,970 total homeless in county.
- 39 percent increase in the number of homeless in the city of Longmont from 2011 to 2012.
- 4 percent increase in chronically homeless population from 2011 to 2012.
- City of Longmont has largest proportion (45 percent) of the County's total number of people in households with children.
- Number of homeless in households that include children is almost two-thirds (62 percent) of the total number of homeless in the city of Longmont and increased 41 percent from 2011 to 2012.
- Largest increase (86 percent) is in unsheltered population.
- Chronically homeless population is small proportion of total (3 percent) with little significant change since 2011.
- Veterans are a small proportion of total (3 percent), but increased 8 percent from 2011 to 2012.

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Boulder County					
	2011	2012	2012 % of Total	Δ	
				#	%
Total homeless	1,779	1,970	--	↑ 191	↑ 10.7%
Chronically homeless	149	135	6.8%	↓ 14	↓ 9.4%
Newly homeless	394	500	25.4%	↑ 106	↑ 26.9%
Total in households with children	1,126	1,205	61.2%	↑ 79	↑ 7.0%
Veterans	83	92	10.3%	↑ 9	↑ 10.8%
Unsheltered	107	150	7.6%	↑ 3	↑ 40.2%

**Note: Totals exceed 100%. Individuals may fall into multiple categories.*

- 1,970 (16 percent) in Boulder County out of 12,605 total homeless in the seven county region.
- Chronic homelessness down slightly (9 percent) from 2011.
- Significant increases in unsheltered (40 percent) since 2011, but a relatively small percent of the total population (8 percent) in 2012.
- Significant increases in “newly homeless” (27 percent) population from 2011.
- Homeless households that include children are a large proportion of total (61 percent) and growing (7 percent increase from 2011 to 2012).
- The number of veterans who are homeless is relatively small, but growing (11 percent increase from 2011 to 2012).

State of Colorado

There are no comparable data tables for the State of Colorado, however, the following give some perspective on data about homelessness for the entire state:

- Most recent Annual Homeless Assessment Report (compilation of 2010 nation-wide PIT counts and HMIS data) indicates there are slightly more than 15,000 homeless in Colorado.
- Just over two percent (2.4 percent) of the nation’s homeless live in Colorado. Compared to other states, Colorado has the third highest rate of unsheltered families (Wyoming’s rate is 87 percent, Florida’s is 64 percent and Colorado’s is 61 percent) and

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the sixth highest rate of unsheltered people (59 percent). Wyoming, Louisiana, Florida, California, and Oregon have higher rates of unsheltered homeless than Colorado.

Summary Table – COB, BC, COL Changes in Key Populations, 2011 to 2012

	2011			2012		
	COB	COL	BC	COB	COL	BC
Total homeless	914	636	1779	750	883	1970
'11-'12 % change				-17.9%	38.8%	10.7%
Chronically homeless	118	27	149	102	28	135
'11-'12 % change				-13.6%	3.7%	-9.4%
Newly homeless	175	173	394	205	221	500
'11-'12 % change				17.1%	27.8%	26.9%
Total in households with children	553	378	1126	391	544	1195
'11-'12 % change				-29.3%	43.9%	6.1%
Veterans	53	24	83	58	26	93
'11-'12 % change				9.4%	8.3%	12.1%
Unsheltered	66	36	107	70	67	150
'11-'12 % change				6.1%	86.1%	40.2%

Comparative Analysis Summary Highlights

This section provides some general observations about the PIT data and compares select characteristic demographic information from the study for the city of Boulder, Boulder County and the city of Longmont.

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Highlights:

Consistent with national trends

- Number of chronically homeless is down slightly.
- Largest increase for the city of Boulder is in newly homeless populations (larger increase in County – 27 percent — than in the city of Boulder – 17 percent).
- A large and growing percentage of the County’s homeless is persons in households with children.

The surprises

- For the first time since point-in-time counts have been administered in the city of Boulder (2006), the total number of homeless in the city has decreased and is less than in the city of Longmont.
- On January 23, 2012, 750 homeless were counted in the city of Boulder (down 18 percent since 2011); 883 in the city of Longmont (up 39 percent since 2011); 1970 in Boulder County (up 11 percent since 2011).
- The city of Boulder has smaller proportion of County's homeless than in the past (38 percent in 2012 compared to 51 percent in 2011).
- The city of Longmont has larger proportion of the County’s homeless than in the past (45 percent in 2012 compared to 36 percent in 2011).
- The number of persons in homeless households with children is down 29 percent in the city of Boulder but up 7 percent in the County and up 44 percent in the city of Longmont; however, over 52 percent of the homeless in the city of Boulder are in households that include children.
- The largest increase for the County is in unsheltered homeless (40 percent); whereas the increase for the city of Boulder in unsheltered is smallest (6 percent).
- The number of Veterans is up (almost 10 percent) in the city of Boulder; 25 recently issued HUD-VASH (Veterans Affairs Supportive Housing) vouchers allocated to Boulder County should reduce these numbers significantly.

Other important highlights

- The most common reasons for becoming homeless in the city of Boulder were job loss or inability to find work (32 percent), the high cost of housing (20 percent),

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relationship/family break-up/death (17 percent), and mental illness/emotional problems (15 percent). Four out of five respondents in the cities of Boulder and Longmont and in Boulder County reported these as the main causes of their homelessness.

- Surprisingly, housing issues (cost of rent, utilities and evictions) were reported as causing more homelessness in Longmont and Boulder County (total) than in the city of Boulder.
- Housing affordability issues are consistent with reports of too low wages causing more homelessness in Longmont (17 percent) and Boulder County (14 percent), compared to in the city of Boulder (12 percent).
- A large proportion of respondents in each jurisdiction (40 percent in the city of Boulder, 50 percent in the city of Longmont, 47 percent in Boulder County) reported earning income from employment in the last month. Income from employment was the most frequently reported source of income in each jurisdiction.
- A large proportion of respondents (38 percent in the city of Boulder, 34 percent in the city of Longmont, 39 percent in Boulder County) reported receiving no government benefits.
- Most respondents who reported receiving government benefits, received assistance from one (31 percent in the city of Boulder, 30 percent in the city of Longmont, 30 percent in Boulder County) or two (24 percent in the city of Boulder, 21 percent in the city of Longmont, 24 percent in Boulder County) benefit programs.
- Most respondents reported that they had never been homeless in the past (44 percent in the city of Boulder, 48 percent in the city of Longmont, 48 percent in Boulder County)
- City of Boulder homeless reported more episodes of homelessness in their past than city of Longmont and Boulder County residents (4 or more episodes were reported by 17 percent of city of Boulder homeless compared to 12 percent of city of Longmont and 14 percent of Boulder County homeless.
- The largest proportion of the homeless in the County has been homeless for a period of one month to one year.

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Demographic and Other Characteristics Tables¹

Age of Respondents

Age Group	City of Boulder		City of Longmont		Boulder County – Other		Boulder County - Total	
	#	%	#	%	#	%	#	%
Teen (13-17)	5	1.2%	11	2.9%	3	2.6%	19	2.1%
Young Adult (18-24)	47	11.6%	66	17.4%	30	26.8%	143	15.9%
Adult (25-64)	344	84.7%	284	74.9%	75	67.0%	703	78.0%
Senior (65+)	9	2.2%	10	2.6%	4	3.6%	23	2.6%
Total Homeless Respondents	405	99.8%	371	97.9%	112	100%	888	98.6%

Race & Ethnicity of Respondents

Race/Ethnic Group	City of Boulder		City of Longmont		Boulder County - Total	
	% of homeless	% of gen. Pop.	% of homeless	% of gen. Pop.	% of homeless	% of gen. Pop.
Asian/ Pacific Islander	1.5%	4.8%	1.1%	2.6%	1.1%	4.1%
Black/ African American	5.2%	.9%	3.7%	.7%	4.1%	.8%
Native American/ Alaska Native	3.7%	.4%	.8%	.6%	2.6%	.4%
Other race	3.5%	3.2%	-	11.4%	1.8%	5.1%
Two or more races	6.7%	2.3%	3.2%	2.3%	4.6%	2.4%
Non-Hispanic White	60.8%	83.5%	58.5%	70.0	57.5%	79.9%
Hispanic (any race)	18.5%	8.5%	32.8%	24.1%	28.3%	12.9%
# of Respondents/ Total Population	401	97,050	378	83,604	892	290,177

Source of General Population Data: U.S. Census Bureau, 2006-2010 American Community Survey, 2006-2010

Note: General population percentages sum to greater than 100%

¹ Unless otherwise noted, the data presented for “Boulder County – Other” are calculated based on data presented for Boulder County, subtracting the data presented for the cities of Boulder and Longmont.

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Gender of Respondents

Gender	City of Boulder		City of Longmont		Boulder County – Other		Boulder County - Total	
	#/%	% of gen. Pop.	#/%	% of gen. Pop.	#/%	% of gen. Pop.	#/%	% of gen. Pop.
Male	259/63.8%	51.1%	199/53.2%	49.1%	48/42.5%	NA	506/56.7%	50.2%
Female	145/35.7%	48.9%	175/46.8%	50.9%	64/56.6%	NA	384/43.0%	49.8%
Transgender	2/.5%	-/-	-/-	-/-	1/.09%	NA	3/.3%	-
# of Respondents/ Total Population	406	97,050	374	83,604	113		893	290,177

Source of General Population Data: U.S. Census Bureau, 2006-2010 American Community Survey, 2006-2010

Household Type

Household type	City of Boulder		City of Longmont		Boulder County – Other		Boulder County - Total	
	#	%	#	%	#	%	#	%
Single individual	275	36.7%	284	32.1%	48	14.2%	607	30.8%
Single parent with children <18	189	25.3%	304	34.4%	112	33.1%	605	30.7%
Couple with children <18	198	26.4%	240	27.1%	152	45.0%	590	29.9%
Couple with no children <18	87	11.6%	56	6.3%	26	7.7%	169	8.6%
Total Homeless	750	100.0%	883	100.0%	338	100.0%	1970	100.0%

Disabling Conditions Among One or More Adults in Households (as reported by respondents)

Disabling Condition	City of Boulder	City of Longmont	Boulder County – Other	Boulder County - Total
Disabling condition(s)	48.3%	46.4%	33.6%	45.6%
Serious mental illness	23.4%	16.6%	10.3%	18.9%
Serious medical or physical condition	22.7%	17.7%	17.2%	19.9%
Alcohol or drug abuse	20.2%	19.3%	11.2%	18.6%
Developmental disability	3.7%	6.3%	2.6%	4.7%
HIV/AIDS	2.7%	3.2%	3.5%	3.0%
Other	5.9%	2.6%	1.7%	4.0%
# of respondents	406	379	116	901

ATTACHMENT D: PIT DATA ANALYSIS

Type of Location Where Homeless Population Spent Night of January 23, 2012

Where spent night of survey?	City of Boulder	City of Longmont	Boulder County – Other	Boulder County - Total
Emergency shelter	43.7%	9.0%	5.7%	21.7%
Temporarily with family/friends	22.2%	44.1%	52.4%	37.2%
Transitional housing	11.7%	24.2%	16.6%	18.2%
On street, under bridge, etc.	7.5%	4.2%	1.8%	5.0%
In own apt or house	4.7%	3.1%	12.1%	5.5%
Domestic violence shelter	3.1%	1.0%	-	1.6%
In car or other vehicle	1.9%	3.5%	2.7%	2.7%
Jail/ prison	1.0%	-	-	.4%
Permanent supportive housing	.7%	1.3%	-	.8%
Hospital	.7%	.5%	.3%	.5%
Hotel/ motel paid for yourself	.5%	3.7%	2.7%	2.3%
Youth shelter	.5%	.7%	-	.5%
Halfway house	.5%	3.2%	-	1.6%
Substance abuse treatment program	.4%	-	-	.2%
Section 8 housing	.3%	-	2.7%	.6%
Hotel/ motel paid for by voucher	.1%	1.4%	-	.7%
Somewhere else	.3%	.2%	2.1%	.6%
Total	740	871	332	1943

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Why Household Became Homeless (as reported by respondent)

Why did household become homeless this time?	City of Boulder	City of Longmont	Boulder County – Other	Boulder County - Total
Lost job/can't find work	32.3%	29.6%	24.1%	30.1%
Housing costs too high	20.2%	26.9%	18.1%	22.8%
Relationship/ family break-up/ death	17.2%	17.7%	14.7%	17.1%
Mental illness/ emotional problems	14.5%	8.2%	6.0%	10.8%
Wages too low	11.6%	16.6%	15.5%	14.2%
Medical problems/ developmental disability	11.1%	10.6%	6.3%	10.3%
Substance abuse problems	10.6%	11.1%	12.9%	10.0%
Domestic violence	10.1%	16.6%	8.6%	12.7%
Eviction/ foreclosure	9.9%	14.2%	14.7%	12.3%
Abuse or violence in home	7.6%	11.1%	8.6%	7.9%
Discharged from jail, prison, halfway house	7.4%	5.8%	2.6%	6.0%
Utility costs too high	4.9%	14.0%	10.3%	9.4%
Runaway/ discharged from foster care	.7%	1.8%	11.2%	1.4%
Sexual orientation	.5%	-	1.7%	.4%
Other reasons	17.0%	10.6%	17.2%	14.3%
# of respondents	406	379	116	901

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Respondents' Sources of Income

Income/ Benefits Sources	City of Boulder	City of Longmont	Boulder County - Other	Boulder County - Total
Employment (last 30 days)	40.0%	50.4%	53.5%	46.7%
No government benefits	38.4%	34.3%	20.7%	38.8%
Medicaid/ Medicare	20.4%	26.6%	42.2%	25.9%
Supplemental Nutrition Assistance Program (SNAP, formerly Food Stamps)	45.3%	36.9%	48.3%	42.2%
Supplemental Security Income (SSI)/ Social Security Disability Insurance (SSDI)	16.3%	17.2%	14.7%	16.4%
Aid to the Needy Disabled (AND)	9.4%	4.7%	3.5%	6.7%
Temporary Assistance for Needy Families (TANF)	2.5%	6.3%	5.2%	4.4%
Social Security Retirement	2.0%	1.6%	3.5%	2.0%
Veterans Administration Pension Benefits	.7%	.5%	4.3%	1.1%
Other Government Benefits	3.2%	2.4%	3.5%	2.9%
# of respondents	406	379	116	901

Note: Respondents reported receiving no government benefits to assistance from up to five different government benefit programs

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Number of Times Respondent Homeless in the Last Three Years

# times homeless in past 3 years, including now	City of Boulder	City of Longmont	Boulder County - Other	Boulder County - Total
One	43.5%	47.8%	28.1%	48.1%
Two	19.0%	28.7%	13.8%	24.6%
Three	13.5%	12.1%	5.6%	13.6%
Four or more	17.1%	11.5%	4.4%	13.8%
# of respondents	384	357	160	901

Length of Time Respondent Homelessness This Time

How long homeless this time	City of Boulder	City of Longmont	Boulder County - Other	Boulder County - Total
< 1 month	16.5%	9.8%	9.3%	13.4%
1 month - < 1 year	44.7%	62.6%	40.7%	53.6%
1 – 3 years	23.5%	17.7%	9.3%	20.1%
More than 3 years	15.4%	9.8%	4.6%	12.9%
# of respondents	390	355	108	853

2012 CITY OF BOULDER EXPENDITURES AND STAFFING, HOMELESS SERVICES

Service Type / Department	Program ¹	Estimated Expenditure on Homeless Services	Staff Hours Allocated to Homeless Services ^{2,3}	Method for Estimate
<i>Services Addressing Homelessness</i>				
Human Services	Human Services Fund: Safety Net ⁴	326,000	229	Programs Targeted to Homeless
Housing	Housing Services Funding: Very Low Income ⁴	126,000	312	Programs and Projects Targeted to Homeless
Human Services	Human Services Planning ⁴	83,000	1,560	Estimate of Staff Time Targeted to Homeless Issues Outside of Program Funding
<i>Services Mitigating Impacts from Homeless Individuals</i>				
Fire	Emergency Services	\$ 27,400	-	EMS Calls to Bandshell and Eben Fine Park Multiplied by a Per Call Estimate of Staff Cost
Library and Arts	Main Library, Meadows Branch, and Reynolds Branch: Core Public Services and Facility ⁵	33,000	134	Portion of Active Library Cardholders with a Homeless Facility Address, Facility Improvements, and Portion of Security Officer's Time
Municipal Court	Adjudication	208,000	312	Portion of Violations in which Defendant is Homeless
Municipal Court	Case Management - General	29,000	645	Portion of Cases in which Defendant is Homeless
Municipal Court	Case Management - Probation Services	103,000	2,080	Portion of Clients in which Defendant is Homeless
Open Space and Mountain Parks	Resource Systems Services	34,000	984	Portion of Ranger Work Hours Allocated to Patrol, Court Appearance, Large Trash Removal, and Administrative Activities
Parks and Recreation	Park Operations and Maintenance	112,000	3,120	Estimate of Maintenance Effort as a Percent of Total Program Cost
Police	Operations	1,087,000	25,139	Hours Assigned to Homeless/Transiet Calls, Concerns and Meetings by Shift and Staff Activity Multiplied by a Per Hour Staff Cost
Public Works	Facility Maintenance	1,300	20	Work Orders Logged and Closed in 2012 to Date, Extrapolated to Year-End
TOTAL		\$ 2,169,700	34,306	

Notes:

¹ Source: 2012 Approved Budget. Programs are Priority Based Budgeting Programs, or groups of programs.

² Total city personnel, including seasonal and temporary positions, converted into FTEs, that provide direct services to the homeless. Does not include overhead personnel.

³ No fire personnel are allocated directly to the homeless. Fire staff in Emergency Services respond to homeless populations in the course of response to the general city population.

⁴ Only includes funding and services whose purpose is to directly serve the homeless population. Additional funding (not included here) may be provided to agencies in the community who may serve the homeless population in the course of serving other populations

⁵ Estimates based on the proportion of library card holders with a homeless shelter stated as the card holder address.

HOMELESS SERVICES FUNDING ANALYSIS

Highlights of Operating Awards to Homeless Services, 2012

	Boulder County Awards	Boulder Awards <1>	City of Longmont Awards	City of Lafayette Awards	City of Louisville Awards	Foothills United Way Awards<2>	Community Foundation Awards <3>	Totals
1 Homeless Services Programs Total Allocations, 2012	\$ 830,170	\$ 326,371	\$ 274,682	\$ 2,200	\$ 4,000	\$ 172,734	\$ 114,970	\$ 1,725,127
2 % Change from 2010	11.0%	5.1%	-1.0%	-47.6%	NA	NA	-48.8%	-0.6%
3 Safety Net Services Programs Total Allocations	\$2,912,228	\$ 977,860	\$ 159,641	\$ 7,000	\$ 11,500	\$ 215,628	\$ 98,250	\$ 4,382,107
4 Homeless Capital Total Allocations	\$ 25,000	\$ 411,000	\$ 377,044	\$ -	\$ -	\$ -	\$ -	\$ 813,044
5 Per Capita Allocations	\$ 2.76	\$ 3.29	\$ 3.13	\$ 0.09	\$ 0.22	\$ 0.57	\$ 0.38	\$ 5.73
6 Per Capita Allocations with Population Adjustment	\$ 2.93	\$ 4.01	\$ 3.13	\$ 0.09	\$ 0.22	\$ 0.61	\$ 0.41	\$ 6.09
7 Per Capita Rank / Total Awards	3	1	2	7	6	4	5	\$ 6,920,278

Detailed Analysis of 2012 Discretionary Operating and Capital Funding to Non-Profit Agencies for Homeless and Safety Net Services in Boulder County

Agency	Boulder County Awards	Boulder Awards <1>	City of Longmont Awards	City of Lafayette Awards	City of Louisville Awards	Foothills United Way Awards<2>	Community Foundation Awards <3>	Totals
8 ES = emergency homeless services SS = sustainable homeless services								
9 Homeless and Safety Net Services Operating Awards								
10 Agape Family Services (Warming Center) (ES)			\$ 15,750					\$ 15,750
11 Attention Inc. (shelter and services) (ES)	\$ 45,320	\$ 30,000				\$ 32,835	\$ 7,500	\$ 115,655
12 Boulder Outreach for Homeless Overflow (BOHO - Emergency Shelter) (ES)		\$ 20,000					\$ 6,700	\$ 26,700
13 Boulder Outreach for Homeless Overflow (BOHO - Recuperative Care) (ES)		\$ 5,000						\$ 5,000
14 Boulder Shelter for the Homeless (agency - operating) (ES)	\$ 195,100						\$ 4,000	\$ 199,100
15 Boulder Shelter for the Homeless (Shelter & Transition Program) (SS)		\$ 62,294	\$ 40,000			\$ 26,600	\$ 29,500	\$ 158,394
16 Boulder Shelter (Housing First) (SS)		\$ 12,000	\$ 10,000					\$ 22,000
17 Boulder Shelter (Transitional Housing) (SS)		\$ 8,000				\$ 4,156		\$ 12,156
18 Boulder Shelter (Boulder County Cares) (ES)		\$ 15,000				\$ 1,247		\$ 16,247
19 Bridge House (formerly Carriage House Community Table) (ES)	\$ 20,000	\$ 17,257					\$ 6,000	\$ 43,257
20 Care Connect (Safety Net)		\$ 32,045						\$ 32,045
21 Clinica Campesina Family Health Services	\$ 618,800	\$ 350,000		\$ 2,200	\$ 5,000	\$ 91,438	\$ 7,000	\$ 1,074,438
22 Community Food Share (ES)	\$ 74,160	\$ 5,000	\$ 30,000		\$ 2,500	\$ 12,718	\$ 5,750	\$ 130,128
23 Dental Aid (all programs)	\$ 185,000	\$ 99,906	\$ 12,000		\$ 1,000	\$ 12,469	\$ 21,250	\$ 331,625
24 Emergency Family Assistance Association (EFAA - agency - operating)	\$ 125,000							\$ 125,000
25 EFAA (Basic Needs)		\$ 53,750				\$ 32,419	\$ 4,500	\$ 90,669
26 EFAA - Shelter Program (Emergency Shelter & Transitional Housing) (ES)		\$ 53,750						\$ 53,750
27 Homeless Outreach Providing Encouragement (HOPE), Longmont (ES)	\$ 5,150		\$ 10,000				\$ 10,000	\$ 25,150
28 Inn Between of Longmont (SS)	\$ 75,000		\$ 25,000			\$ 9,975	\$ 14,000	\$ 123,975
29 Meals on Wheels, Boulder	\$ 15,450					\$ 10,806	\$ 23,000	\$ 49,256
30 Meals on Wheels, East County	\$ 10,300			\$ 2,600	\$ 2,000			\$ 14,900
31 Meals on Wheels, Longmont	\$ 15,540		\$ 36,000			\$ 12,469	\$ 4,500	\$ 68,509
32 Mental Health Partners (all programs)	1,802,978	\$ 433,654	\$ 111,641			\$ 46,883	\$ 3,500	\$ 2,398,656
33 Mother House (ES)							\$ 1,500	\$ 1,500
34 OUR Center (agency - operating) (ES)	\$ 160,000							\$ 160,000
35 OUR Center, Basic Needs (ES)			\$ 59,932			\$ 16,625	\$ 19,250	\$ 95,807
36 Safehouse Progressive Alliance for Nonviolence (agency - operating) (ES)	\$ 154,500			\$ 2,200	\$ 1,500			\$ 158,200
37 Safehouse Progressive Alliance for Nonviolence (SPAN, - DV Victim Services) (ES)		\$ 60,000				\$ 46,134	\$ 1,000	\$ 107,134
38 SPAN (Outreach Counseling & Community Education) (SS)		\$ 38,070						\$ 38,070
39 SPAN (Violence Prevention Education Prog. For Children & Youth)		\$ 8,505						\$ 8,505
40 Safe Shelter of St. Vrain Valley (ES)	\$ 100,940		\$ 84,000			\$ 22,444	\$ 9,770	\$ 217,154
41 Sister Carmen Community Center	\$ 65,000			\$ 2,200	\$ 2,500	\$ 9,144	\$ 34,500	\$ 113,344
42 United Methodist Church - Food Bank					\$ 1,000			\$ 1,000
43 Homeless Services Operating Awards Summary								
44 Homeless Services Programs Total Allocations, 2012	\$ 830,170	\$ 326,371	\$ 274,682	\$ 2,200	\$ 4,000	\$ 172,734	\$ 114,970	\$ 1,725,127
45 % Change in Homeless Services Allocations, 2010 - 2012	11.0%	5.1%	-0.1%	-47.6%	NA	NA	-48.8%	-0.6%
46 Per Capita Allocations	\$ 2.76	\$ 3.29	\$ 3.13	\$ 0.09	\$ 0.22	\$ 0.57	\$ 0.38	
47 Per Capita Allocations with Population Adjustment <4>	\$ 2.93	\$ 4.01	\$ 3.13	\$ 0.09	\$ 0.22	\$ 0.61	\$ 0.41	
48 Per Capita Rank / Per capita allocations <5>	3	1	2	7	6	4	5	\$ 6
50 Homeless Services Allocations as % of Safety Net Allocations - County-Wide							39.6%	
51 Safety Net Services Operating Awards Summary								
52 Safety Net Services Programs Total Allocations	\$ 2,912,228	\$ 977,860	\$ 159,641	\$ 7,000	\$ 11,500	\$ 215,628	\$ 98,250	\$ 4,382,107
53 Population Estimates								
54 Total Estimated Population, 2012 <6>	300,823	99,069	87,850	24,453	18,376	300,823	300,823	
55 Total Estimated Adjusted Population, 2012 <4>	283,146	81,392	87,850	24,453	18,376	283,146	283,146	
56 Homeless Services Capital Awards <7>								
57 Boulder Shelter for the Homeless (ES)	\$ 25,000	\$ 126,000						\$ 151,000
58 Boulder Housing Partners - Housing First (SS)		\$ 200,000						\$ 200,000
59 Community Food Share (ES)		\$ 85,000						\$ 85,000
60 Inn Between (SS)			\$ 208,238					\$ 208,238
61 Longmont Housing Development Corporation (Housing First) (SS)			\$ 168,806					\$ 168,806
62 Total Capital Allocations	\$ 25,000	\$ 411,000	\$ 377,044	\$ -	\$ -	\$ -	\$ -	\$ 813,044
63 Percentage of homeless emergency vs. sustainable allocations								
62 % of total operating and capital awards to Emergency Homeless Allocations <8>	91.2%	56.6%	30.6%	100.0%	100.0%	76.4%	62.2%	
63 % of total operating and capital awards to Sustainable Homeless Allocations <9>	8.8%	43.4%	69.4%	0.0%	0.0%	23.6%	37.8%	

<1> COB funds from Human Services Fund and Community Development Block Grant.

<2> 2010 allocations.

<3> Combined Funds allocated by Community Foundation of Boulder County (2011), Community Foundation of Longmont (2012), Community Foundation of Denver (2012). Donor Advised Funds are excluded from this analysis.

<4> Population adjusted to remove the University of Colorado students who live on campus (27,972 people) who have been found not to be typical users of community services. This population adjustment has been made for city of Boulder

<5> Calculated based on adjusted population.

<6> Populations provided for each city by respective cities' staff.

<7> Capital awards are not included in analyses and rankings of total allocations to homeless and safety net services.

<8> Homeless emergency support services are those that meet basic human needs for food, clothing, shelter, necessary to sustain life (e.g., emergency shelter services).

<9> Homeless sustainable support services those that are designed to end homelessness and promote stability in housing such as permanent supportive housing.