

MEMORANDUM

TO: Members of City Council

FROM: Jane S. Brautigam, City Manager
Karen Rahn, Director, Human Services
Todd Jorgensen, Strategic Initiatives Manager, Human Services
Wendy Schwartz, Planning and Program Development Manager, Human Services

DATE: April 28, 2015

SUBJECT: **Human Services Strategy Update**

I. PURPOSE

The purpose of this study session is to update council on the progress on the Human Services Strategy development and receive council feedback on direction, process and timeline. Additional information can be found in past [council memos and information packets](#).

II. QUESTIONS FOR COUNCIL

1. Does council have questions or feedback about the current work plan, process or timeline?
2. Does council have any comments or questions on the Homelessness Strategy Framework, Action Plan or provided updates in the [April 7, 2015 Information Packet Item: Update on Homelessness Issues](#) ?

III. BACKGROUND

Purpose

The 2016 to 2021 Human Services Strategy creates a guiding plan to direct city human services investments through a shifting community landscape driven by changes in economic conditions, state and federal support to local communities, increased demand for services at the local level, and changing demographics and emerging trends.

In recent years, reductions in state and federal budgets and a rapidly changing economy have placed greater demands on local governments to meet community needs. This devolution required local governments, philanthropy and nonprofits to find more effective ways to leverage partnerships, maximize impacts of investments and re-evaluate roles in an attempt to support the well-being and quality of life for residents.

Within this context, the purpose of the Human Services Strategy update is to:

- Identify the city's strategic human services goals and priorities that will guide work plans and investments over the next five years;
- Clarify the city's role in providing and supporting human services;
- Identify new or expanded strategic partnerships to leverage resources and services to the community; and

- Align city investments with those priorities and partnerships through the appropriate city roles as direct service provider, funder and leader/partner.

Council Direction

Council has provided feedback in previous Human Services and Homeless study sessions. The following is a summary of council direction to date:

- Focus limited resources on supporting fewer priorities that have greater impact in key areas of human services;
- Expand the city’s leadership role and use its leverage as a funder to improve the human services system;
- Maximize potential benefits of the Collective Impact/Pathways models;
- Assess county partnerships, opportunities and redundancies;
- Include assessment of changing senior demographics and needs;
- Continue prevention as a funding focus to reduce long-term community costs and maximize individual and family outcomes;
- Maximize potential benefits of Collective Impact and Pathways models;
- Ensure processes and services are culturally competent;
- Consider healthy/active living and local food access as new focus areas; and
- Engage diverse sectors of the community in plan development.

The city has moved forward with some new initiatives, consistent with this direction, as opportunities have arisen, such as supporting the Double SNAP program, development of a homeless strategy focused on long term and permanent solutions and countywide funders grant management system with common impact areas and outcomes. Staff has incorporated this direction in the next steps in assessing and developing potential options for the stakeholder and community engagement plan.

Strategy Timeline

The planning horizon for the Human Services Strategy is five years, 2016 to 2021. A shorter planning period will enable the city to respond to current social conditions and emerging trends with greater flexibility and responsiveness. The updated Human Services Strategy planning and approval process timeline is included as **Attachment A**.

Guiding Documents and Principles

Key city and county guiding documents for the Strategy update include:

- City of Boulder Sustainability Framework
- Boulder Valley Comprehensive Plan
- City Resilience Framework
- Boulder County Human Services Strategic Plan
- Boulder County Ten-Year Plan to Address Homelessness
- Boulder County Area Agency on Aging 2015 Age Well Plan

In addition to the city and county planning documents, the city’s core values of sustainability and resilience provide the foundation of the Human Services Strategy development. The focus of collective impact and investing in long-term solutions to

address and mitigate more serious and costly social issues is the foundation of sustainability and resiliency.

Sustainability

Boulder's [Sustainability Framework](#) articulates the city's vision, mission, guiding principles and strategic priorities. It expresses these values through a framework of seven focus areas:

- Safe community;
- Healthy and socially thriving community;
- Livable community;
- Accessible and connected community;
- Environmentally sustainable community;
- Economically vital community; and
- Good governance.

The mission of the Human Services Department is *to create a healthy, socially thriving, and inclusive community by providing and supporting human services to Boulder residents in need*. This mission crosses all seven areas of the Sustainability Framework, with the greatest emphasis in a healthy and socially thriving community and livable community.

Resilience

The city is participating in the Rockefeller Foundation 100RC global initiative. The 100RC project is dedicated to helping cities around the world become more resilient to the physical, social and economic challenges that are a growing part of the 21st century. 100RC supports a view of resilience that includes the shocks we experience such as floods and wildfires and chronic stresses that weaken the fabric of a community on a day-to-day basis. Examples of stresses affecting the social infrastructure and resilience include unemployment, lack of access to resources to meet basic needs (including physical and mental health), lack of educational opportunities, availability of affordable housing and food and energy insecurity. By addressing both shocks and the stresses, a city becomes more able to respond to adverse events and is overall better able to deliver basic functions in both good times and bad, to all populations. Social resilience and self-sufficiency of the residents of the community have a direct impact on the community's ability to withstand shocks. Resilience, in a social context, emphasizes building strength and capacity of the individual, family and community. Building this strength and capacity requires that resources and efforts be shifted to provide a greater emphasis on reducing both short and long-term vulnerability.

There are opportunities for alignment of the 100RC efforts and the Human Services Strategy based on the shared values of resilience, sustainability and collective impact. The Human Services Strategy update will incorporate 100RC themes and analytical tools, and coordinate community engagement processes, where aligned.

Human Services Frameworks and Themes

The conceptual frameworks for the Human Services Strategy are:

Collective Impact

Collective Impact is a model of affecting change premised on the idea that large-scale social change requires broad cross-sector coordination and movement away from isolated interventions. The model requires the commitment of key community stakeholders from different sectors to create common agendas for solving social problems. Evidence indicates that this broad-scale approach of focusing on targeted issues for community impact has had some success.

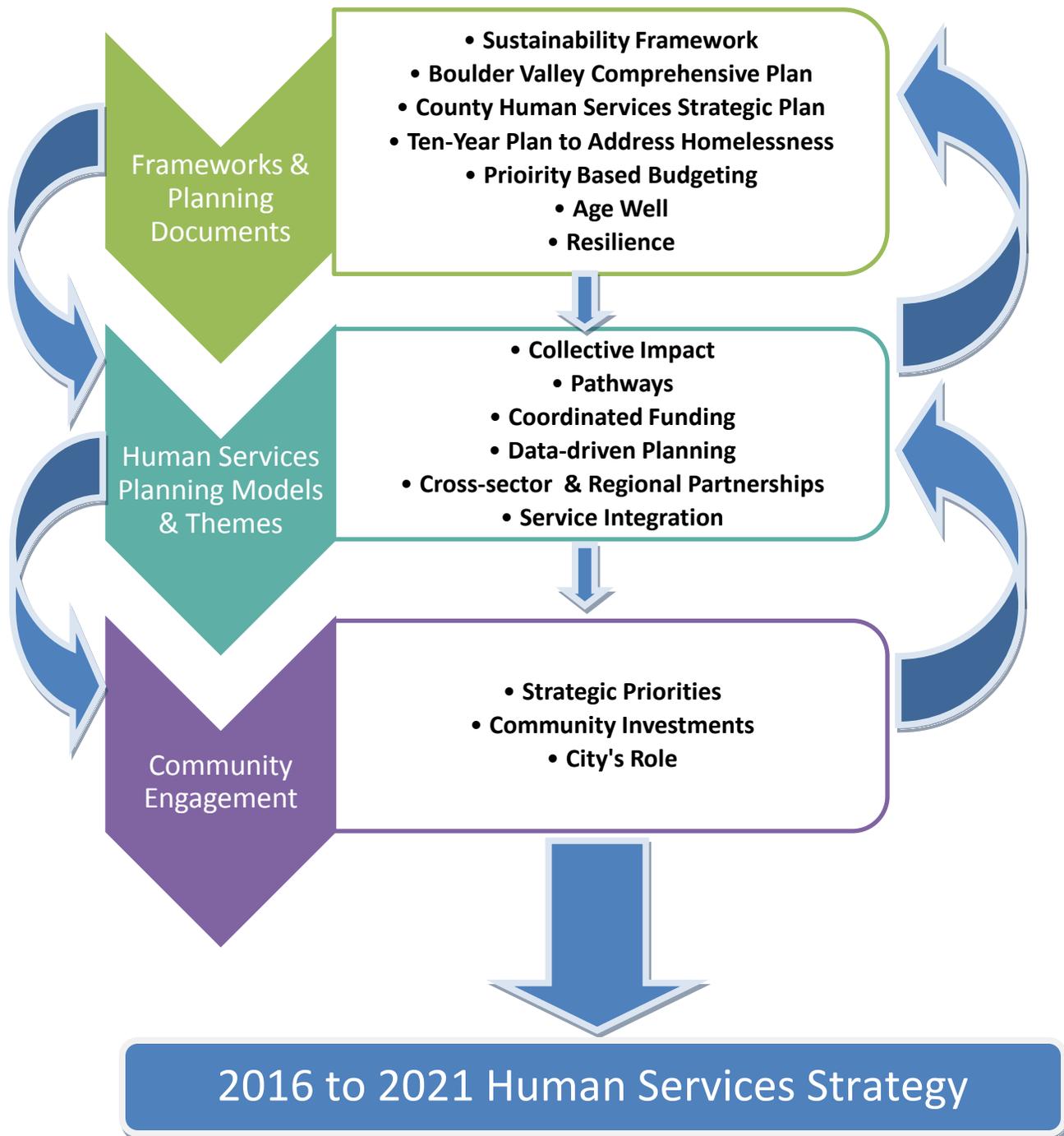
As part of the Strategy development process, staff is exploring with partners and stakeholders how to maximize outcomes of collective impact and identify barriers and gaps for implementation of the model. Identified barriers include shared data and data collection mechanisms or platforms to integrate and share data, measuring outcomes which matter, infrastructure and resources and technical assistance to pilot and launch opportunities for greater integration and coordination.

Pathways

The Pathways Initiative is the American Public Human Services Association's (APHSA) vision for designing and delivering effective human services systems. Although the Pathways model was designed primarily for state and county human services systems, elements are useful to city planning and coordinating efforts with the county and are consistent with the Collective Impact model. Pathways focuses on a service delivery system which fosters greater long-term self-sufficiency of clients by addressing social welfare needs in a holistic manner. Characteristics of the model include:

- Focus on client outcomes;
- Prioritize prevention services;
- Eliminate duplicate administration of related programs; and
- Create seamless integration of government and community programs.

Both approaches require a major paradigm shift in the way most organizations provide human services. These shifts have been taking place over the past several years and experience has indicated that change will not happen quickly - it is a multi-year and staged process, and technical support and resources are needed from key institutions with capacity to guide and foster change. For example, it requires an extensive data and system re-design to integrate diverse government and community services around clients, as opposed to clients accessing multiple services at different locations with redundant systems. Providing technical assistance and resources for building this infrastructure across services will be needed. Staff continues to identify barriers and effective strategies to implement these frameworks. Potential steps to accomplishing this are included in later sections.



Existing Efforts Supporting the Framework

Consistent with these models and themes, staff are assessing the feasibility of and success of several initiatives to inform strategies, engagement and implementation:

- **Pay for Success (Social Impact Bonds)** – directs public dollars to interventions with demonstrated success in delivering social and economic outcomes. In this model, an intermediary organization raises capital from private investors to fund multi-year delivery of human service programs traditionally funded by government agencies on an annual basis. If human service providers are

successful in achieving contractually agreed upon targets for performance metrics, the government authority pays the investors a return on their investment. This return on investment is funded from the savings produced through multiple funding streams to fund the successful interventions. Staff is exploring this model as a potential funding mechanism, particularly for housing for the homeless, which has been piloted in Denver. The city is partnering with Boulder County in exploring the feasibility of the Pay for Success model for human services or homeless programs. Other innovative financing structures, such as crowd-funding, are being explored to identify promising approaches in addition to Pay for Success.

- **Impact Genome Project** – Mission Measurement, a social impact consulting firm, and the city are exploring the feasibility of developing valid metrics for outcomes tied to community indicators that are meaningful in the social services sector and reduce or eliminate data collection which does not inform the most important community outcomes we are seeking. Mission Measurement uses data as a key tool to help design more effective strategies that move the needle on intended outcomes.
- **Homeless Emergency Services System** – Human Services has partnered with local homeless service providers and other stakeholders to form a task force to evaluate the emergency sheltering system, including day and night sheltering, day resources center space needs, most effective use of assets, maximizing use of resources, and recommendations on how to implement best practices (integrated services, data and outcome tracking for system improvement and coordinated entry). The task force will help guide the city in development of a Request for Proposal (RFP) for this work and implementation of recommendations. This is a follow up of an initial report authored by the Burnes Institute and commissioned by three services providers. One goal of the project is to assess next steps for implementation of best practices identified in the Collective Impact model.
- **DREAM BIG** – is a collective impact initiative aimed at improving educational outcomes for children in the city and county. Partners include, I Have a Dream Foundation, Boulder Valley School District, Boulder Housing Partners, the City of Boulder and other community agencies. With seed funding from the city's Education Excise Tax Fund, DREAM BIG will enroll the first class of second graders in April 2015 and support them over the next 15 years. DREAM BIG supports children and youth from elementary school to career with a focus on overcoming cultural and language obstacles and breaking the cycle of poverty by achieving high educational, personal and career goals. The program provides each Dreamer with academic support and tutoring, family and parental support, summer enrichment and service learning opportunities, and expanded pre-collegiate and career planning. This is an example of multiple community partners launching a bold community vision and working cooperatively to leverage efforts and resources to impact the achievement and success gap.

City Roles in Human Services

In delivering and supporting Human Services, the city plays three primary roles:

As Service Provider, the city:

- Provides direct services to support critical community services across the life stage continuum;
- Limits its role as a service provider to those situations where:
 - There is an expressed desire of city council or the community;
 - There is a demonstrated need that cannot be met through other service providers; and/or
 - The nature of the service requires a broad community collaborative effort or institutional capacity to administer or launch.

As Funder, the city:

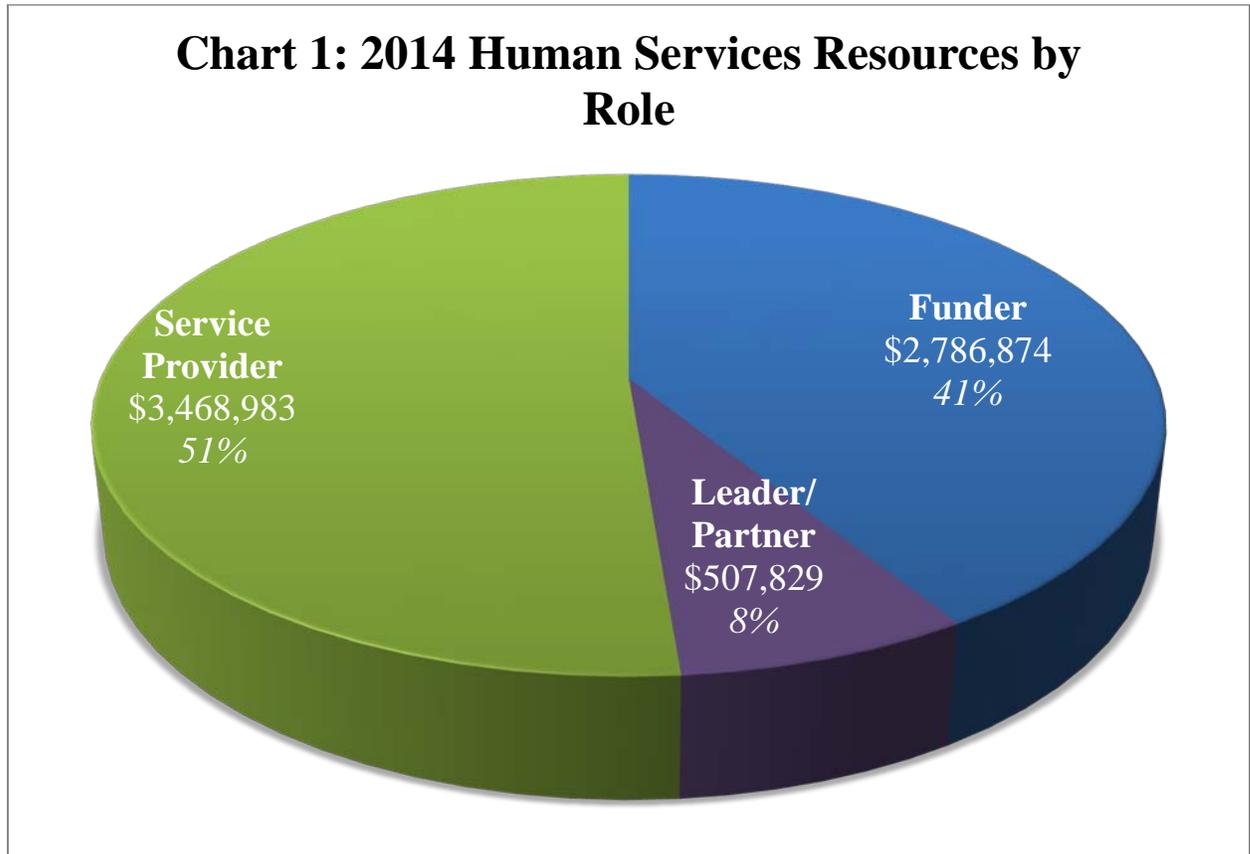
- Funds the most efficient, effective services, minimizing duplication;
- Makes funding decisions based on competitive RPF processes within funding priority areas identified in the current Human Services Master Plan;
- Involves residents in developing funding recommendations through an advisory committee appointed by the city manager; and
- Funds agencies based on specific, achievable goals and outcomes which benefit Boulder residents.

As Leader and Partner, the city:

- Makes strategic investments in the community that maximize long-term positive outcomes;
- Evaluates social problems and conditions and responds to identified concerns;
- Works toward addressing social issues and improving social conditions through regional coordination and partnerships;
- Pursues partnerships to ensure services are coordinated and effectively delivered;
- Develops and implements programs to address identified human services issues;
- Focuses on regional planning to increase efficiency, reduce duplication and more readily identify emerging gaps and needs; and
- Shares responsibility for human services with the county and other local municipal governments. The county provides human services with a focus on state and federal entitlement programs.

These roles are still current and consistent with the planning frameworks and guiding documents identified and will be incorporated in the new Strategy with simplified and updated language.

Chart 1 below identifies the budget share of Human Services investment, by role, in 2014:



As Chart 1 indicates, 51 percent of Human Services resources go to direct services provided by the city. This is consistent historically.

Service Provider

The balance of resources and efforts in these three areas are being evaluated. Over time, staff time and effort have increasingly been devoted to community planning and partnership building. Direct services, where appropriate, have transitioned to other community agencies where capacity exists or changes in program operations have allowed. More recent examples are the administrative oversight of the Prevention and Intervention Program transitioned to Mental Health Partners and the Early Childhood Council as a stand-alone nonprofit. A list of current direct services provided by Human Services can be found [here](#).

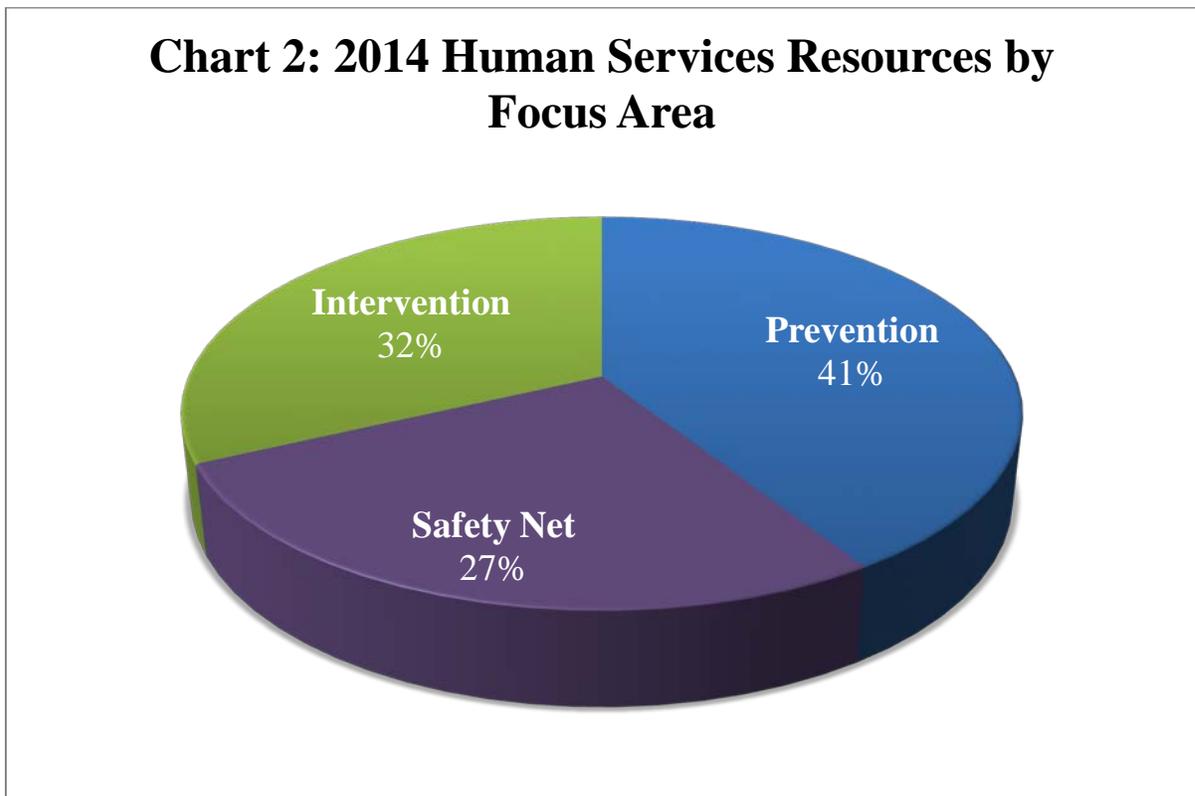
Consistent with evaluating city/county partnerships and roles, the following service areas are currently being evaluated with the county Departments of Housing and Human Services and Community Services, regarding how we partner and support similar direct service efforts:

1. Early Childhood Programs

2. Family Support Programs
3. Senior Programs
4. Data collection and integration
5. Innovative financing and funding

Social Safety Net

Chart 2 below indicates that human services resources are somewhat evenly spread across focus areas with more resources being devoted to prevention followed by intervention and basic needs. This balance is being evaluated against the current identified frameworks and direction to focus effort and resources upstream to prevent more costly social interventions. What that balance and percentage for each area should be, to still meet the goal of balancing prevention with safety net, will need to be determined.



The city funds a variety of community human services agencies, including nonprofit and governmental entities. Currently, agencies requesting Human Services Fund (HSF) funding must align with one of four broad countywide community impact areas, consistent among the Cities of Boulder and Longmont, Boulder County and Foothills United Way.

Significant state and federal budget cuts in human services over the past decade have reduced resources available for local programs. This has inspired new partnerships and local sources of funding. In 2010, the county passed ballot initiative 1A, the Temporary Human Services Safety Net (TSN) to help fill the gaps in safety net services created by

the downturn in the economy. This tax generates about \$5 million per year. Originally scheduled to expire in 2015, voters in 2014 approved an extension through 2030. The name has been updated from the TSN to the Human Services Safety Net (HSSN) to reflect this change. HSSN funds are administered by Boulder County Housing and Human Services, in addition to most of the county's state and federal public assistance entitlement programs. The additional support for safety net services has had a significant impact. However, not all residents are eligible for state and federal programs because of residency status or other eligibility barriers. There is a need for less restricted funding to support the basic needs of residents not eligible for federal and state programs, pointing to a need for municipal government and other sources to fill the safety net gap.

Funder

Also being evaluated is how existing funding impact areas are consistent with the seven key-issue and trend areas identified in Phase I.

- Poverty and economic mobility
- Seniors and aging
- School readiness and educational achievement
- Homelessness
- Inclusiveness, diversity and human rights
- Health and wellness, including food security and nutrition
- Mental health and well-being, including substance abuse education and reduction

All of these impact areas fall within the four general impact areas currently being funded in the Human Services Fund. However, shifts in focus of funding within these impact areas are being assessed for any impacts to the current service delivery system.

Potential Funding Strategies

The following are examples of potential ways to advance the framework principles and support change being considered or implemented for the 2016 Human Service Fund round.

- Innovation Fund – set aside a relatively small but impactful amount of HSF funds to be allocated based on criteria that support innovation and integration applications from collaborative programs and the key system change goals (integrated, coordinated services, data driven)
- Tiered funding – set aside some funding to implement a tiered system that incentivizes outcome measurement and systems integration from individual and collaborative agencies.
- Stage any potential substantive funding changes and criteria over several years to support system change.
- Fund technical assistance to implement key system change goals, such as data collection and outcome measurement, anticipated in Collective Impact. The City is partnering with Foothills United Way and Boulder County to focus efforts of the Non-Profit Cultivation Center, which provides technical assistance to nonprofit agencies, toward assisting agencies with systems change.

IV. KEY ISSUES

Options and Decision Points

1. The guiding frameworks and Phase I data analysis point the focus on “upstream” interventions. Evidence shows that these approaches to social problems offer much more cost-effective solutions in the long run. The extent to which Prevention, Intervention and Basic Needs resource allocation is shifted will be informed by the public engagement strategy.
2. Evaluate how existing funding impact areas are consistent with the seven key issues and trends:
 1. Poverty and economic mobility
 2. Seniors and aging
 3. School readiness and educational achievement
 4. Homelessness
 5. Inclusiveness, diversity and human rights
 6. Health and wellness, including food security and nutrition
 7. Mental health and well being, including substance education and reduction

Civic Area Plan and West Senior Center

The West Senior Center is located within the Civic Area planning boundaries. The future of the site will be determined through that planning process in conjunction with the Human Services Strategy update.

The vision of Human Services and best practice for community services is co-located community services, for ease of administration and for accessible and convenient services to the public. Co-locating the city’s human services to the public provides one-stop access to variety of family and community services. This includes colocating Family Services, Community Relations and the Office of Human Rights, currently located at 2160 Spruce Street, and the West Senior Center. Services and programs currently located at East Boulder Community Center would remain.

The Strategy will include an assessment of the future programming and services for senior services which are important to the community, within the identified role of the city, and other community and city partnerships. This will include the facilities and space needed to provide services and where those services are located. In the summer of 2015, it is anticipated that an assessment of services and programs along with a joint facilities study with Parks and Recreation will be completed. Expanding “points of contact” for residents for information or access to city and community human services at other city facilities will be explored.

It is anticipated that assessment information and options will be brought back to council in the fourth quarter 2015.

Stakeholder and Public Engagement

Stakeholder and public engagement is the next step in Phase II and will refine and identify options related to the policy direction identified above:

- Balance of roles – service provider, funder, leader/partner
- Balance of focus - resources and efforts among prevention, intervention and basic needs
- Priorities among the seven-key issue areas identified above

Public and customers

- Individual community members
- Services clients
- Neighborhood groups (both formal and informal)
- Private sector, business and faith communities

Non-profit agencies

- Community nonprofit organizations and service providers

Community Partners

- Regional planning and policy boards, including the Ten-Year Board to Address Homelessness, the Metro Denver Homeless Initiative (MDHI)
- Boulder Housing Partners (BHP)
- Boulder Valley School District (BVSD), the University of Colorado (CU) and Naropa University
- Other community funders and partners including Foothills United Way and the Community Foundation, Boulder County, City of Longmont
- Chamber of Commerce/Latino Chamber of Commerce
- Latino Task Force

Key City Departments and Boards and Commissions

- Departments: Parks and Recreation, Community Planning and Sustainability, Transportation, Police, Fire and Municipal Court
- Human Relations Commission (HRC), Immigrant Advisory Committee (IAC), Senior Community Advisory Committee (SCAC), the Youth Opportunities Advisory Board (YOAB)

Staff will engage stakeholders and the public through a variety of strategies, tailored to topic areas and constituent interest, with a focus on outreach to under-represented communities. Tools to be used include:

- Surveys
- Community focus groups
- Informational meetings
- On-line tools such as Mind Mixer
- Social media
- Web based communication

Questions and process will be targeted to better understand partners' and the public's expectations and aspirations for the role of the city in delivering and supporting human services and for priorities of human services investments. Outreach strategies will include

a variety of times during day, and evening hours, along with interpreters and child care. Policy options, the city's role in human services delivery, and funding and service priorities will be key discussion points.

Homelessness Update

City Council was provided with a summary of progress on homelessness planning and projects through the [April 7, 2015 Update on Homelessness Issues information packet](#). Progress on key initiatives is summarized in the memo.

Staff will be returning to council in the third quarter and fourth quarters on the Homeless Strategy and Action Plan.

V. NEXT STEPS

- May 2015 Implementation of Phase II - Stakeholder and community engagement process
- Council check in – August 2015 – Program and Policy preliminary recommendations; West Senior Center Facility update; Community Engagement Update; Draft Strategy
- November 2015 – Funding and financing models; Facility Update; updated draft Strategy
- Plan approval – First Quarter 2016

VI. ATTACHMENT

Attachment A: Strategy Update Timeline and Benchmarks

City of Boulder Human Services Strategy Timeline & Benchmarks 

