



## STUDY SESSION MEMORANDUM

**TO:** Mayor and Members of City Council

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

**DATE:** August 30, 2016

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

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### EXECUTIVE SUMMARY

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

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

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

### KEY ISSUES

#### Questions for Council

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

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

**BACKGROUND**

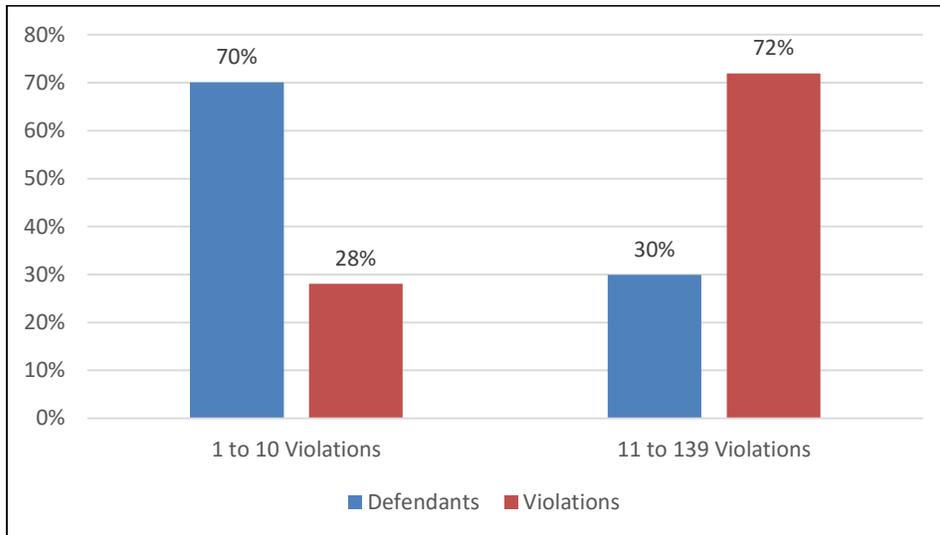
Update on Police Department and Municipal Court Efforts to Address Homelessness

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

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

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

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



The following information is for comparative purposes:

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

2014	240
2015	217
2016	128

The monthly breakdown for 2016 camping tickets:

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

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

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

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

#### *Pilot Camping Diversion Program*

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

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

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

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

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

#### *Increased Police Presence Downtown*

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

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

#### *Homeless Outreach Team*

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

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

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

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

#### *Municipal Court Navigator*

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

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

#### Early Navigator Outcomes:

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

#### Client examples:

##### Client 1 (Ft. Lyon):

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

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

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

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

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

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

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

**Question for Council:**

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

Homelessness Strategy and Action Plan Update

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

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

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

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

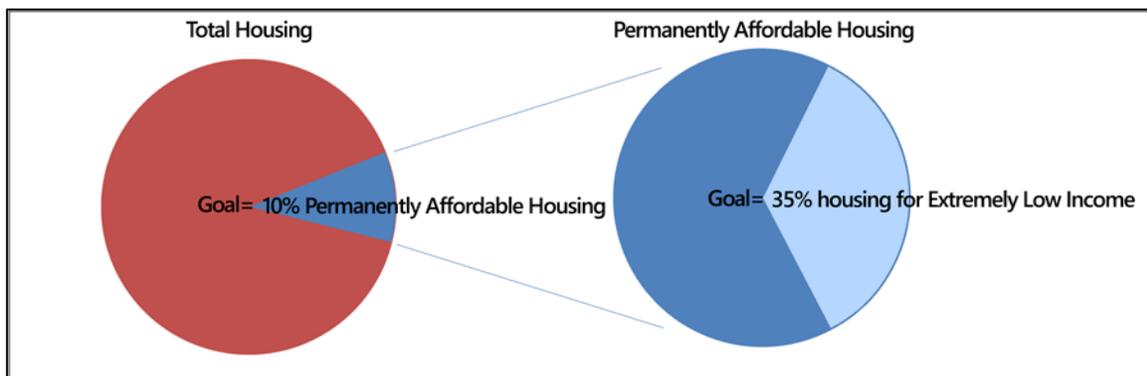
Since spring 2016, staff have undertaken a community engagement process to further refine goals and strategies to finalize the Homelessness Strategy and Action Plan, in conjunction with the Human Services Strategy update. Community engagement is ongoing through September 2016. Engagement opportunities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

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

### *Housing*

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

**Chart 2: Permanently Affordable Housing Goals**



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

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

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

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

**Question for Council:**

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

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<sup>1</sup> Housing Boulder “Strengthen Our Current Commitments” Fact Sheet March 4, 2015

### *Housing Vouchers*

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

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

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

### *Homeless Bus Tour Follow Up*

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

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

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

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

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

- Other comments expressed by more than one person:

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

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

**Question for Council:**

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

*Emerging Issue – Day Shelter*

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

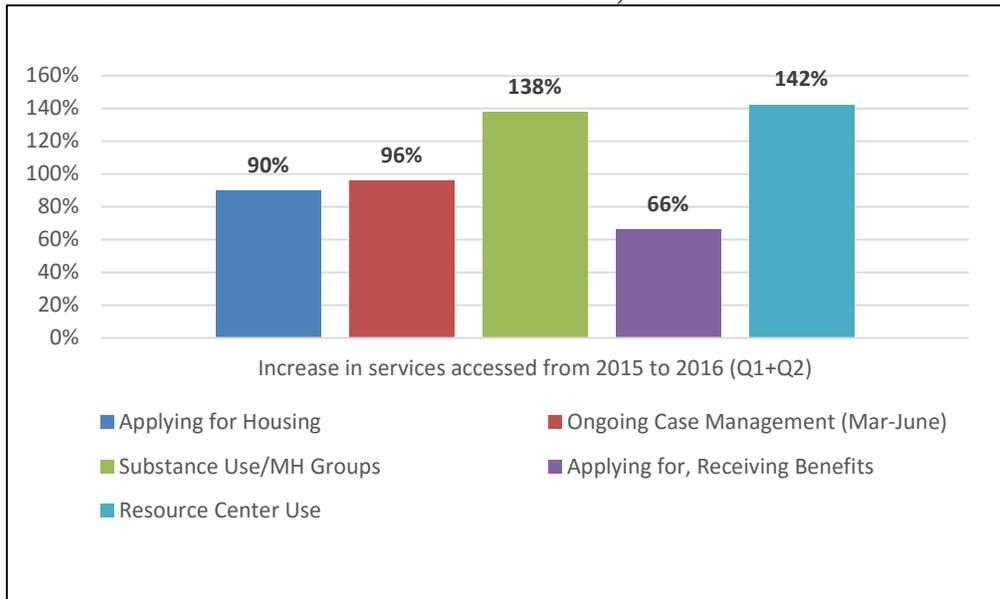
In 2016 the City of Boulder and Boulder County partnered with BHSC to launch a pilot project with three key objectives:

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

The pilot shows early promise for some key city goals:

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

**Chart 3: Resource Center Service Utilization, 2015 and 2016**



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

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

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

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

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

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

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

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

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

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

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

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

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

**Question for Council:**

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

**NEXT STEPS**

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

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

**ATTACHMENTS**

Attachment A: Homelessness Strategy Framework and Action Plan

Attachment B: Homelessness Action Plan Update and Accomplishments

Attachment C: Countywide Homeless Shelter and Housing Overview

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

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

Attachment F: Citywide Investments in Addressing Homelessness

Attachment G: Homeless Populations Matrix



## City of Boulder Homelessness Strategy Framework

### Homelessness Strategy Purpose

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

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

### Homelessness Strategy Guiding Principles

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

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

### Homelessness Strategy Goals

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

## Attachment A: Homelessness Strategy Framework and Action Plan

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

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

### **Homeless Action Plan**

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

#### Strategy 1 – Strengthen Regional Partnerships

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

#### Strategy 2 – Develop Innovative Solutions to Increase Housing Options

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

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

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

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

#### Strategy 3 – Expand Community Education

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

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

#### Strategy 4 – Prevent Homelessness

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

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

#### Strategy 5 – Expand Local Service Integration

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

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

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

**Attachment A: Homelessness Strategy Framework and Action Plan**

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

## Homeless Action Plan Update and Accomplishments

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

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

#### **Landlord Campaign**

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

#### **Regional Funding**

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

#### **Other Regional Initiatives**

For more updates on regional initiatives, also see:

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

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

#### **Consortium of Cities Permanent Supportive Housing Study**

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

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

Recommendations in the final study include:

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

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

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

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

#### **Homelessness Communication Plan**

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

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

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

### Regional Communications Efforts

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

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

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

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

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

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

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

### Day Services Pilot and Integrated Data System Development

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

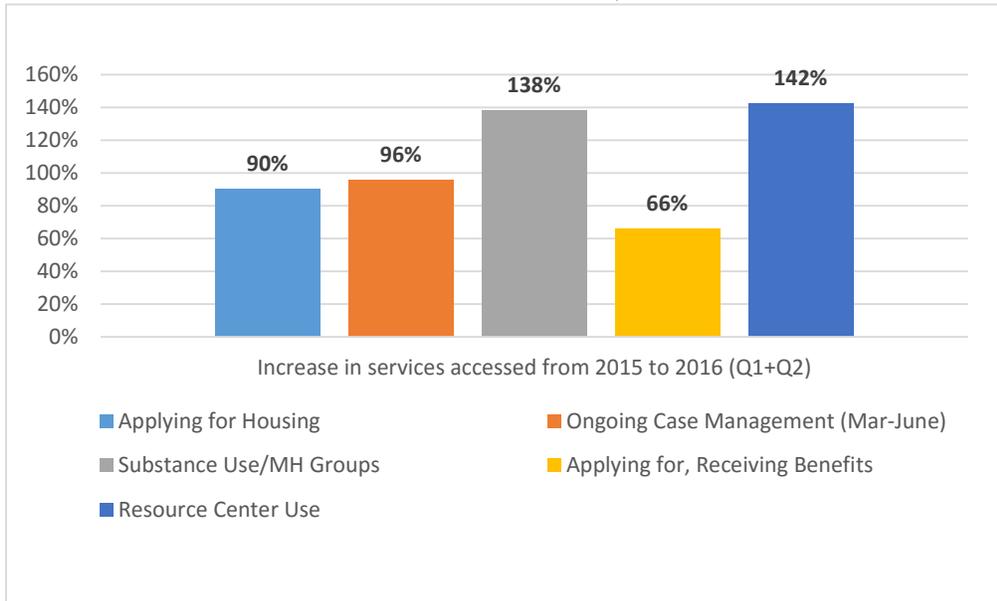
In 2016 the City of Boulder and Boulder County partnered with BHSC to launch a pilot project with three key objectives:

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

The pilot shows early promise for some key city goals:

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

**Chart 1: Resource Center Service Utilization, 2015 and 2016**



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

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

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

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

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

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

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

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

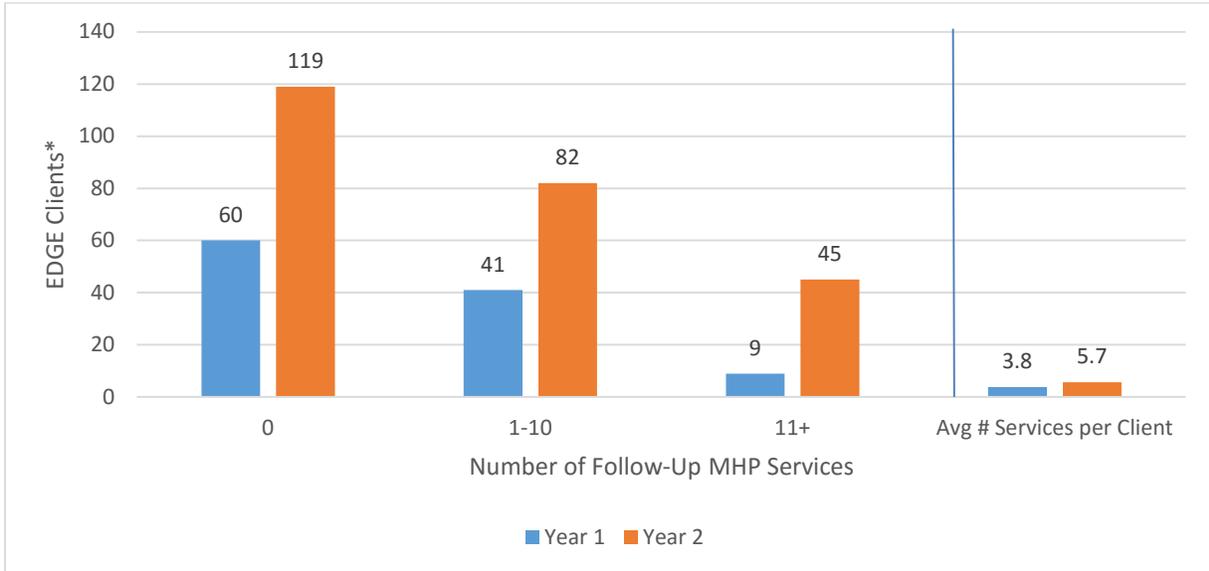
### [5.b. Partner with Municipal Court, Boulder Police Department and homeless service provers to reduce interface with the criminal justice system, expand service connection and to improve community and individual outcomes](#)

#### **Early Diversion Get Engaged (EDGE)**

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

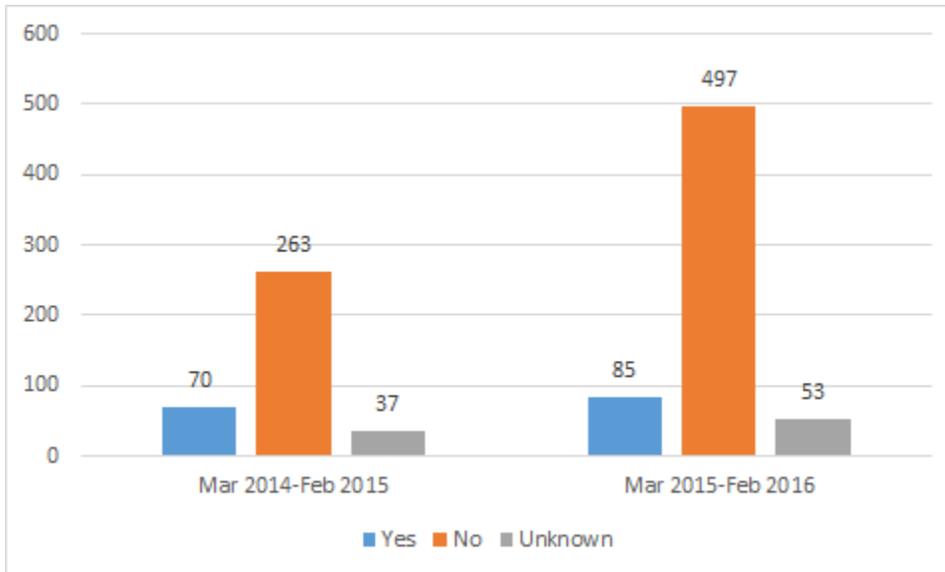
Two years of data are now available from the program (Chart 3). In year one (March 2014-February 2015) there were 142 EDGE encounters with 126 unique clients. Ninety-five percent were diverted from arrest. In year two (March 2015-February 2016), there was an increase to 339 EDGE encounters with 264 unique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

**Chart 2: EDGE Clients Accessing MHP Services After Field Contact**



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

**Chart 3: EDGE Clients Experiencing Homelessness by Year**



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

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

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

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

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

### **Municipal Court Navigator**

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

#### Early Navigator Outcomes:

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

#### Client examples:

##### Client 1 (Fort Lyon):

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

## Attachment B: Homeless Action Plan Update and Accomplishments

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

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

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

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

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

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

### **High Utilizer Project**

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

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

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

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

### **Pilot Camping Diversion Program**

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

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

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

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

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

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

#### **Summer Shelter**

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

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

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

**Fort Lyon**

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

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

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

## Countywide 2016 Homeless Shelter and Housing Overview

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

**Attachment C: Countywide Homeless Housing Overview**

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

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

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

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

## Role of Vouchers and Rental Assistance in Addressing Homelessness

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

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

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

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

**Chart 1: Vouchers and Rental Assistance in Boulder County**

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

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

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

**Voucher/Rental Assistance Barriers for People Experiencing Homelessness**

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

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

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

<b>\$ 3,621,748</b>	<b>47,095</b>
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## Notes:

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

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

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

# Homeless Populations



City of Boulder

## Chronic Single Adult Homeless

174 people

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

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

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

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

Progress  
205 new units/  
vouchers since 2010

## Transitional Single Adult Homeless

236 people

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

- Housing Solutions**
- Transitional Housing
  - Permanent Housing

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

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

Progress  
69 new units/  
vouchers since 2010

## Transitional Age Youth 18-24yrs old

50 people

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

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

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

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

Progress  
6 new beds  
since 2013

## Youth up to 18yrs old

298 children

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

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

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

**Gaps**

Progress  
6 new beds  
since 2013

## Families & Children

298 children

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

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

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

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

Progress  
190 new units/  
vouchers since 2010

## Domestic Violence Survivors

46 people

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

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

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

- Gaps**
- Units affordable <30% AMI

Progress  
14 new beds/  
units since 2010