



## STUDY SESSION MEMORANDUM

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

**FROM:** Kurt Firnhaber, Director of Housing and Human Services  
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**DATE:** April 27, 2021

**SUBJECT:** Study Session for April 27, 2021  
Update on Approaches to Safe Space Management of Public Areas and  
Sanctioned Camping

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### EXECUTIVE SUMMARY

A coordinated approach to encampments has been carried out by multiple city departments over the past year and a half. During that time, the response to encampment clean-ups and public space management has seen mixed results. To improve effectiveness in addressing and maintaining our public spaces, staff has proposed the establishment of a city clean-up team and increasing presence in public spaces to enhance coexistence between the unhoused and the housed communities that use these spaces and to ensure spaces are safe and welcoming for all. This increased presence would involve the incorporation of:

- A contracted ambassador program piloted by the Downtown Boulder Partnership;
- A piloted Urban Ranger program; and
- A dedicated Boulder Police Unit to support these teams and provide a higher level of safety in the downtown area.

In the course of addressing encampment needs, the team collaborated to develop an approach to increase an “eyes on the street” presence that could help support a clean, safe, and inviting atmosphere for businesses, residents, and visitors in the civic area, Downtown Boulder Business Improvement District (BID), and the University Hill commercial area. In the January 19, 2021, meeting, Council also requested that staff provide information about sanctioned camping and the possible implementation within Boulder. This is included within the proposals for City Council to consider.

It should be noted that the proposals described in this memo are dependent on one another to some extent. Having an internal clean-up crew and increased presence by ambassadors may only be done safely with additional police officers. Therefore, staff requests that Council consider the strategies presented below together to ensure a holistic approach.

### ***Key Homelessness Issues***

The city's commitment to compassionately deal with encampments, and the individuals who reside within them, is challenging and met with a diversity of opinions. Over the last three and a half years, the city, with surrounding community partners, has significantly increased resources and established programs to provide options and services for individuals experiencing homelessness, consistent with the City of Boulder Homelessness Strategy. Despite the success of assisting more than 1,000 individuals in exiting homelessness, unsanctioned camping continues throughout our community. During 2020, significant increases in services and outreach to address COVID-19 occurred, yet we witnessed no decline in camping. Understanding that resources are limited, Boulder has targeted its services and resources towards housing solutions. These services far exceed those of other comparably sized communities.

With the emphasis on housing individuals locally over the last three years, Boulder Shelter for the Homeless (BSH) currently houses almost as many people on a given night in apartments with services than are now using the shelter that same night. In addition, hundreds of people have exited homelessness through other programs such as Ready to Work or Mental Health Partner's housing programs. Yet, Boulder continues to experience people living in its public spaces. Homelessness is the result of failed national systems of mental health and affordable housing, income inequity, and inequity in primary health care and educational opportunities. Many individuals living unhoused also are more likely to self-medicate with cheap and readily available methamphetamines, opioids, and alcohol, either through a lack of medical/counseling resources or as a side effect of unhoused living.

As a result of such core issues not being addressed nationally, individuals experiencing homelessness have become highly mobile and connected through networks, and often travel to communities that provide services or opportunities. Most towns and cities under 50,000 in population do not have any services for individuals who face homelessness, and most communities with populations under 200,000 have very minimal resources. A result, individuals travel to places that do have these resources, usually medium and large cities.

Boulder's efforts to assist more than 1,000 individuals in exiting homelessness since October 2017—slightly less than one person per day—represent one of the most successful programs in the country for a city of Boulder's size. This success is countered by approximately four new individuals experiencing homelessness arriving in Boulder every day. While roughly four individuals either receive housing or leave the community every day as well, approximately 100 to 150 individuals on average camp in our community each night. The average person who is new to the community stays in our community for about 1.3 months. It is also important to note that as affordable housing and permanent supportive housing (PSH) become scarcer, we will be further limited in keeping up with the demand for housing at the same levels of the last three years.

### ***Efforts to Address Encampments***

Since early 2020 and as directed by City Council, the interdepartmental task force has worked to develop and implement a strategy for the safe and compassionate closure of encampments in public spaces.

This internal task force has aimed to reduce encampments and associated unsafe conditions in the city to keep individuals out of floodways, drainageways and high hazard zones and to address hazardous materials in public parks and playgrounds, while also helping people experiencing homelessness find solutions consistent with the City of Boulder Homelessness Strategy. Despite these efforts and significant resources spent, the challenge has not been resolved, and in some ways, has worsened. During the January 19, 2021, council meeting, City Council requested that staff bring back proposals that provided for an internal clean-up team. The proposal, described in further detail below, is to create a four-person internal staff team under Utilities that would focus on maintaining areas along waterways and adjacent properties. Creating this internal team is a cost-effective approach to reduce reliance on contractors, increase flexibility and provide for enhanced collaboration with partners.

City Council also requested staff to consider additional approaches for providing safe place management in public spaces and gather information from other cities that have implemented sanctioned camping. Beyond providing services to people experiencing homelessness and improved coordination and efficiency in encampment clean-ups, staff also proposes, particularly in the downtown and civic areas, to increase uniformed presence in popular community gathering spaces to help provide a more safe and welcoming environment for all and to discourage and deter illegal behaviors, including the formation of encampments, without placing additional burden on the Boulder Police Department.

Two strategies that staff propose to increase uniformed presence in popular gathering places are the creation of an ambassador program to be led by the Downtown Boulder Partnership and the re-establishment of Urban Park Rangers. If funding can be identified, these teams would provide an added focus on creating a clean, safe, and welcoming atmosphere in the areas where they are dispatched. Ambassadors would focus on Downtown and University Hill, and Urban Park Rangers would focus on public parks. Together, their efforts would help create a warm and inviting atmosphere for all by preventing and addressing less serious code violations. Additional Boulder Police support would ensure that threats to safety are more quickly addressed.

### **Questions for Council**

1. For enhanced effectiveness in ensuring Boulder's public spaces are clean and safe, does Council support an internal encampment clean-up team?
2. For enhanced effectiveness of safe place management in Boulder's public spaces and commercial districts, does Council support coordinated efforts that include an ambassador program, park rangers and dedicated PD staff?
3. Does Council want staff to shift efforts to develop a sanctioned camp?

## **BACKGROUND**

Encampment clean-up efforts are costly and have substantially increased over the past 12 months. Community members have steadily voiced their concern about the trash, illegal activity, and safety concerns brought on by encampments. Staffing resources from Police, Fire, Open Space and Mountain Parks, Utilities, Parks and Recreation, Library Services, and other departments have been strained to address this issue. New programs such as BTHREE were also established in late 2020 to increase outreach, and a new Encampment Coordinator was hired to ensure that encampment clean-up activities are thoughtfully and efficiently managed and coordinated within multiple departments.

During the January 19, 2021, Council meeting, staff [provided an overview](#) of the issues surrounding encampments in public spaces, including impacts to safety, city capacity, and public spaces and set forth some suggested additions to the resources currently available to respond to encampments.

### **Parks and Public Spaces**

Boulder's public spaces should be safe and welcoming for all – including unhoused community members. Through the upcoming Needs Assessment Phase of the Parks and Recreation Master Plan, the project team will include unhoused community members as stakeholders and facilitate a community conversation about shared values for public spaces and acceptable behaviors in our public parks. Building on a toolkit developed by SPUR (a non-profit public policy organization in the San Francisco area) and funded by the Knight Foundation, the intent will be to develop values that support our public spaces being truly equitable, safe, and welcoming for all (see Figure 1). The intent of these efforts will be to address stigma associated with the unhoused and begin a conversation about shared community values and acceptable behaviors in public spaces.

In parallel, community members and employees continue to experience negative impacts from conditions associated with encampments in parks and public spaces. These impacts are outlined in the January 19 City Council Memo.

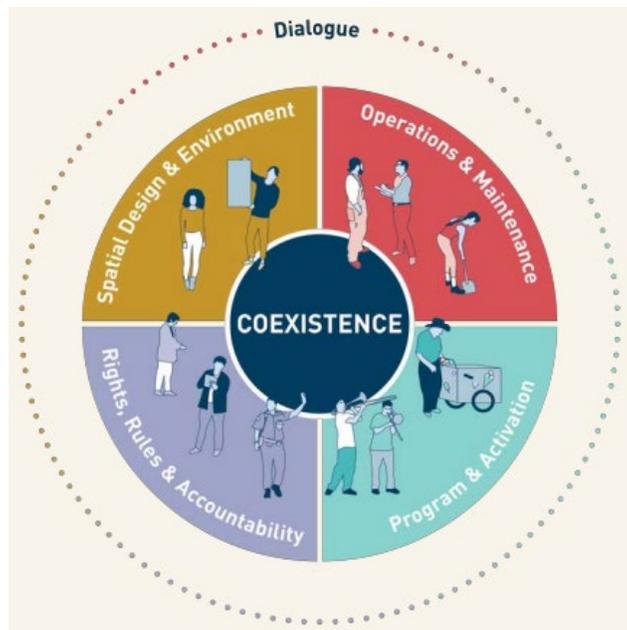


Figure 1: SPUR's Facets of Coexistence

Since January, staff members have further fleshed out strategies to increase activation in the downtown core and along the Boulder Creek Path, following the well-known strategy that a multiplicity of positive uses will limit negative ones. The Art in the Park program will provide a vibrant blend of arts and cultural performances at the historic Glen Huntington Bandshell and help reactivate the city's local arts and culture organizations and the Civic Area after the significant impacts of COVID-19 on the performing arts community. As of this writing, over 65 events have been planned at the Boulder bandshell for 2021 and will occur May to September, complimenting the regular Farmer's Market (opened the weekend of April 3) and other downtown activities resuming as public health conditions allow.

In addition, place-making will be enhanced through temporary infrastructure to support Arts in the Park and to activate the Civic Area in general (e.g., the Skate Spot under the library). The Boulder Creek Management Plan will kick off in the third quarter and result in a comprehensive restoration and management plan to balance recreation and public use while maintaining the stream's ecosystem.

Finally, City staff are working with the State of Colorado Department of Public Health and Environment (CDPHPE), Boulder County Public Health (BCPH), and Boulder Community Health (BCH) to identify additional Sharps container locations within a key location downtown, anticipated to be in place by Summer 2021.

### **Policing**

As described in the January 19 and March 24 Council meetings, the city's enforcement personnel, in concert with other departments and organizations, have expended considerable efforts to address the impacts of encampments in Boulder's public spaces. As with other negative trends, the COVID pandemic's lingering impacts have challenged enforcement efforts and

created greater opportunities for negative behavior, including failure to adhere to local ordinances concerning camping.

While noticed citywide, impacts appear greater in areas of Boulder presently experiencing significant shifts in public space uses and/or visitation. The absence of workers, temporary or prolonged closure of some businesses and reduced visitation created greater opportunity for the presence, spread and longevity of encampments, further straining the ability to address them with greater frequency. As shared with Council during the March 24, 2021, meeting, the Police Department has enhanced downtown and corridor presence in recent months to address increased concerns expressed by residents, workers and businesses visiting Boulder's downtown core, including complaints regarding the presence of impacts of encampments.

Despite limited staffing, much of this has been accomplished through a Directed Patrol strategy implemented on February 9, 2021, which aims to supplement other cross-departmental efforts by increasing police presence in Boulder's urban core. In supporting encampment cleanups and these directed patrols, the Police Department has used overtime assignments, re-allocated patrol officers from other assignments and sought assistance from other agencies such as CUPD and OSMP Rangers.

## **PROPOSALS**

### **PROPOSAL 1**

#### ***Internal Clean-up Team***

For the past several years, the Utilities Department has monitored and coordinated encampment clean-up for about 20 commonly occupied areas near waterways, except for the downtown corridor along Boulder Creek, which has been coordinated by the Parks and Recreation Department. Both the Utilities' and Parks' cleanup efforts rely on a combination of city staff and a specialty outside contractor, Servpro. These sites account for some of the most frequent needs in the city and pose risks to life-safety and the environment.

Staff propose to consolidate these clean-up efforts by creating one team within the Utilities Department that will maintain areas along all waterways and adjacent properties, including the Boulder Creek corridor. The existing Public Space Reclamation Supervisor would direct the proposed internal staff team, which would include a crew lead and three support staff that would perform the work currently performed by Servpro in these areas, allowing for greater flexibility, timely clean-up and further cost effectiveness in future years.

Currently, significant staff time is spent coordinating between these departments and with Servpro, often taking away from other critical maintenance needs. In addition, based on current level of funding and availability, Servpro can typically address two to four of these sites every other week, allowing for debris to build up that can present threats to life safety, Boulder's flood conveyance, water quality and surrounding ecosystems. A dedicated internal crew would be able to address these areas on a more regular basis and with greater flexibility and would allow for more streamlined coordination with partners including Boulder Police Department, HOT, BTHRE, OSMP and Housing and Human Services (HHS).

This team would also focus on standardizing practices, data collection and site prioritization to create a unified approach to supporting unhoused and housed community members while maintaining welcoming public spaces. In the event of a decreased need for clean-up specific to encampments, this crew could be redirected to other critical maintenance needs for stormwater and flood conveyance infrastructure.

With approval to create this in-house team, staff anticipate using Servpro for part of 2021 as positions are filled and new staff members are trained. By 2022, staff anticipates having this team fully established, minimizing the need for contractor support for clean-ups along waterways in the future. Depending on the outcome of the proposed approach, expansion to other locations could be considered in the future. Parks and Recreation, Facilities Maintenance and Open Space and Mountain Parks will continue utilizing a contractor for their respected areas. In the meantime, the Utilities supervisor would continue communication with other departments' clean-up efforts for those spaces.

While the Utilities crew is essential for the physical cleaning of the space, it should be noted that a clean-up operation can only be performed safely, humanely, and successfully in the presence of police officers and with prior engagement with individuals through HOT and BTHREE. Therefore, the crew proposal should be considered in combination of the other resources described elsewhere herein.

## **PROPOSAL 2**

### ***Integrated Presence Strategy***

Staff propose a layered approach to increase presence in the downtown core and along the Boulder Creek Path. The intent of this increased presence is similarly tiered:

- To increase maintenance support for increased vandalism, litter and graffiti;
- To increase education and outreach related to community values for and support acceptable behaviors in public spaces;
- To support business and visitors in the Business Improvement District and University Hill areas; and
- To provide public safety support for multiple users within public spaces.

### ***2a: Downtown and University Hill Ambassador Pilot Program***

In response to a noticeably higher amount of illegal behavior and business owner concerns in the downtown commercial area, the Downtown Boulder Partnership (DBP), as partially funded and supported by the Business Improvement District (BID) Board, has engaged city staff from multiple departments in the development of a scope for a Downtown Ambassador Pilot Program. To better deliver on their mission to foster a safe, clean, and welcoming downtown, DBP is proposing that the City support an 18-month pilot program to generate increased presence, maintenance, outreach, and education in the downtown and civic areas within and adjacent to the BID. These ambassadors would be contracted, trained, and supervised by a vendor selected and managed by DBP. Some funding has been identified within the BID budget; however, additional support is required from the City General Fund to support the launch of this pilot.

The ambassador program would be modeled after similar programs currently established in communities and downtowns of many sizes throughout the country. The increased presence of uniformed ambassadors would provide more consistent “eyes on the street” and help support acceptable behavior. Furthermore, depending on contract specifications, the team of ambassadors would be available to proactively perform light maintenance activities as well as engage community members who may require assistance or education regarding acceptable behaviors and applicable laws.

Maintenance activities could include things like graffiti and trash removal while outreach and education would focus on behaviors like loitering, walking dogs on the mall, riding bikes on sidewalks, smoking, etc. If desired, the ambassadors might perform monitoring duties for the downtown public restroom on the Pearl Street Mall. Ultimately, they would be available to readily address problematic behaviors in the downtown and University Hill areas that the police department would deem as lower priority relative to other law enforcement demands throughout the city. Finally, ambassadors would receive ongoing training and support to ensure their ability to professionally execute duties in accordance with city and DBP expectations.

The pilot program, as proposed, would interface with staff from several city departments, including the Boulder Police Department (BPD), Parks and Recreation, Community Vitality, and HHS. The on-duty managing supervisor would serve as the single point of contact for the BPD and other city departments for all program operations in order to avoid overwhelming communication channels that need to be preserved for higher priority calls for service.

Depending on funding availability, DBP intends to solicit proposals for an ambassador pilot program to launch as soon as July of this year with an 18-month pilot concluding by the end of 2022. An evaluation report will be produced and made available to City Council 12 months into the pilot program (Summer 2022).

### ***2b: Urban Park Ranger Pilot***

Boulder Parks and Recreation (BPR) historically had a ranger program. Much of the staffing moved with the mountain parks division during the merger with Open Space in 2001, and the remaining commissioned position was eliminated during budget reductions of the recession and as part of a departmental reorganization in 2014. As a result, BPR has relied on Boulder Police to enforce all code violations in the parks. This creates a strain on BPD and brings in law enforcement on minor code violations. In 2019 and 2020, BPR and BPD partnered to fund a pair of overtime Boulder police officers who worked along the Creek Path from the Civic Area to Eben G. Fine Park each weekend Memorial Day through Labor Day to address regular violations of the open container ordinance and other minor code violations. This had some success, although was challenged by availability of overtime officers.

Park Rangers serve as educators, officers, and medics, providing functions such as visitor services, protecting park resources, and enhancing use through education and enforcement.

Urban Park Rangers exist in many communities like Boulder. Nearly half of Boulder’s peer agencies have some classification of park rangers and at least 4 have limited commission officers who write administrative tickets (including Golden and Ft. Collins), and 3 are combined with trail/open space ranger programs in their cities. The City of Golden has rangers specifically dedicated to promoting a positive environment along the Clear Creek corridor, piloted in 2013 and continued each year due to the program’s positive impact on safety and welcomeness (Figure 2).



*Figure 2: City of Golden Park Rangers*

As the population on the Front Range and interest in outdoor activity grows, there continues to be an increased demand on public spaces. As visitation to recreation facilities grows, so does the potential for conflicts, both between visitors and with the infrastructure and amenities in place to serve them. A dedicated Parks and Recreation Ranger with the ability to write tickets and enforce park rules and regulations can address some of these issues. Simply having a uniformed presence in parks can induce many members of the public to obey park rules and regulations.

Additionally, the dedicated response can result in better resolution and ultimately can increase in the health and safety throughout the park system. During busy times, for example peak visitation days such as the Fourth of July, a Ranger could assist staff in ensuring the health and safety of all visitors at the Boulder Reservoir and Eben G. Fine Park, especially as police resources are already stretched thin.

**Approach:** BPR proposes an 18-month pilot of a pair of Fixed-Term Urban Park Rangers. The pilot will include a clear scope, baseline measures of certain customer-reported issues on the city’s online customer service portal, Inquire Boulder, and results would be assessed quarterly.

The pair would work together to:

- Interact with the public to increase awareness of parks rules and regulations and act as a community advocate, communicate with diverse and multi-lingual community members, and represent the department at various public events.
- Provide information to the public about facility and park resources and assist facility users in resolving problems and complaints concerning facility and park quality, availability and the actions of other users.
- Work collaboratively and cooperatively with teams to accomplish large and small tasks (e.g., agencies, partners, law enforcement, fire/EMS, wildlife agencies), and lead volunteers, youth corps, or staff on work projects (e.g. trail work)
- Ensure permit compliance and manage conflicts between visitors, and issue warnings and citations for violations of municipal park ordinances;
- Provide outreach and options for people experiencing homelessness.

The Rangers will work collaboratively with multiple department and agencies focused on creating safe and welcoming spaces, specifically in the core of the city. As an example, these Rangers will coordinate with OSMP Rangers specifically in the areas near and west of Eben G. Fine Park where high visitation and illegal park use has created challenging situations. The Rangers will also coordinate regularly with HHS staff in providing resources, information and education to park visitors experiencing homelessness and ensuring the right messaging and information to access services is provided. The Rangers would coordinate with both BPD and BFRD for training and support on a regular basis related to any enforcement or medical emergencies that might arise.

Staff will seek to recruit the Urban Park Rangers upon City Council approval according to the following schedule:

- May-July 2021: Recruit, hire and onboard
- October 2021: Assess first quarter results
- April 2022: 9-month outcomes evaluated to inform 2023 programming and budget requests as appropriate.

### ***2c: Boulder Police Dedicated Capacity***

To support and provide safety to other city departments such as Parks and Recreation, Transportation and Utilities, BPD has staffed officers during encampment cleanups. Depending on the size and location of the encampment, the number of officers has ranged from three or four officers to over a dozen. Encampment cleanups routinely take five to seven hours to complete. BPD does not have a unit dedicated to these operations, and the department must pull officers from other assignments such as the Pearl Street Mall Unit and general patrol to provide adequate staffing to ensure safety.

BPD proposes adding 6 officers to the department's authorized strength. These officers would be detailed to work with other city departments on encampment cleanup and would provide additional dedicated patrol coverage for the downtown corridor, including the Pearl Street Mall

and University Hill business districts. These additional officers would support the other initiatives proposed, such as the Ambassador program, to improve safety in the downtown corridor by providing high visibility proactive patrols and engaging in problem-solving efforts.

Adding officers on top of normal attrition presents challenges. BPD is currently operating with a deficit of 27 officers; six officers are in the POST academy, and there are 11 currently vacant officer positions. Ten officers are in field training and are estimated to be solo officers by mid-June/early July. With current and projected vacancies, and the six additional officers, the department could be looking to hire 15 to 17 officers this summer, and it is possible the department will not find enough qualified candidates to fill all positions. This time frame can be shortened by hiring lateral, POST certified officers; however, lateral hires typically make up less than 20% of new hires. Additional obstacles include finding adequate academy seats and field training capacity. The department anticipates additional retirements and resignations during the year.

In the interim, BPD will have to re-allocate officers from other patrol assignments to augment encampment cleanups and provide dedicated patrols in the downtown corridor. Overtime can be used to supplement these patrols. However, currently overtime is needed for shift backfill due to vacancies. Officers are already taxed, and overtime assignments often go partially or completely unfilled.

### ***Summary of Proposal 2: Integrated Presence Strategy***

This layered approach builds on successful models in other communities, with tiers of presence and enforcement tailored to address tiers of issues. The team of Ambassadors, focused on commercial districts on the Hill and Pearl Street, would support maintenance and provide proactive outreach to prevent unacceptable behaviors. The pair of Park Rangers, focused on the Boulder Creek Corridor, would provide uniformed presence with an ability to address minor issues that regularly create safety issues in the urban parks (such as alcohol violations, littering, and creek protection) and put a strain on law enforcement. Together, these efforts are designed to prevent and address minor issues and relieve strain on Boulder Police. The additional police unit is necessary if a more effective approach to enforcing Boulder's camping ban is desired, as encampments cannot be safely addressed without police officers.

## **PROPOSAL 3**

### ***Sanctioned Camping***

City Council has discussed sanctioned camping a few times over the last five years as an approach to support individuals who are not comfortable in a shelter setting or who have other needs that are not accommodated in a shelter setting. These needs have been suggested by some in the community as those who have pets who are not service animals, couples who do not want separate sleeping accommodation, those with PTSD or those who are not able to be in a setting where substance use cannot be continued while in a shelter facility. To understand these needs better, Homeless Solutions for Boulder County (HSBC) conducted a survey of individuals experiencing homelessness in Boulder and Longmont that looked at their barriers to service. The results of this survey can be seen in **Attachment A**.

The survey indicated that behavioral issues, disagreement with shelter rules, and transportation were the main barriers to staying at or accessing Boulder Shelter for the Homeless (BSH). While past experience indicates that animals can be a barrier for some, the survey did not identify such individuals and having a pet was not stated as a barrier to shelter. With over 1,000 individuals traveling to Boulder each year, some individuals will have pets. In previous years when BSH did allow animals, most nights they did not have any demand, and the highest number of pets they had at any one point was three. To remove the barrier to shelter stays for people with pets, BSH is in the process of renewing an agreement with the Humane Society for the offsite temporary care of animals while the person resides at BSH.

While there are certainly couples experiencing homelessness, single males make up the majority of people experiencing homelessness. As such, creating a space for couples within a shelter facility can create challenges from space utilization and behavioral disruptions for the other residents. The overwhelming standard for adult homelessness shelters is to disallow couples from sleeping together in the same room. Nationally, a few shelters provide a designated space for couples, but these are usually very small shelters that cater to underserved groups such as women, LGBTQ, or other subcategories of homelessness. Transitional Housing is also seen as a response to the needs of couples who can stabilize within two years.

Sanctioned camping piloted in other communities has had mixed results. Cities such as Denver, where shelter space is outpaced by demand, have recently invested in such sanctioned camping spaces, opening locations in late November 2020, and expanding in February 2021, as a COVID response to overburdened shelters.

Some communities, as a COVID response, have implemented temporary sanctioned camping spaces when inadequate sheltering or respite options were not available. In some cities such as Ft. Collins, COVID sanctioned encampments were closed after they grew beyond capacity, in favor of opening programs similar to that offered by Boulder.

The combination of the COVID Recovery Center (CRC), existing shelter beds, and the non-congregate shelter program (hotel rooms for high-risk shelter utilizers) provided adequate and safe sheltering options in Boulder during the 2020-2021 season.

A sub-committee of the Human Relations Commission (HRC) and the Housing Advisory Board (HAB) worked together in 2020 to come up with recommendations for approaches to safe camping, which are included as **Attachment B**.

If Council were to explore establishing sanctioned camping within Boulder, it would be important to establish the goal of such an endeavor. Feedback from the community indicates that safe camping goals could include:

1. Additional capacity for individuals that prefer camping;
2. An additional approach for individuals that have specific barriers to current services; or
3. A place for individuals with behaviors that are not allowed in a shelter facility; or
4. An alternative approach to reduce the spread of COVID-19, as was the primary purpose for the two sites opened in Denver in the last six months.

Staff has gathered information from other cities that have tried safe camping and visited the site in Denver. Lessons learned from this information highlight key approaches for a successful sanctioned camp site:

1. The initiative must have a key purpose with anticipated outcomes, one of which being a path to housing exits.
2. The scale must be of a size that is manageable, and which can be contained from unmanaged growth. Recommendations are sites that can support 25 to 50 individuals with a secure perimeter where surrounding areas are regularly monitored to prevent casual camping.
3. Rules for the site are established and maintained. Denver does not allow the exchange or use of substances, no aggressive behavior or visitors and rules similar to formal shelters. Denver has 24-hour staff with additional security services.
4. The facility must have supportive social services to assist individuals enter into care and housing conversations. Bathrooms, showers, an overflow heated area for extreme temperatures and daily food should be provided.
5. The facility should be managed and run by an organization with a track record of skills and experience in this type of work.

Over the last three years, HSBC has developed a robust Housing First program that connects services with a path to exit homelessness. Despite this success, HSBC has struggled to effectively meet the needs of some of the most vulnerable residents and continues to be challenged with the provision of housing for people with methamphetamine usage histories and people with significant criminal backgrounds. Some of these individuals are those camping within our community. There are currently approaches that are being taken and that will extend over the next year to address such individuals:

1. A committee has been set up that meets regularly to focus on unique solutions for such individuals (committee includes the Municipal Court Homeless Navigator, BSH, HHS, HSBC and BHP designated staff)
2. HHS is working with BSH to purchase individual units to house individuals with lengthy criminal records.
3. A Housing First meth recovery working group has been set up to publish an RFP for such services to be provided in Boulder in a residential setting.

Further information on these efforts will be described in the May 4<sup>th</sup> City Council memo and annual homeless update.

A second category of individuals camping within our community are those who have traveled to Boulder without expectations to stay for a long period of time or who do not wish to engage in services. With four to five individuals entering our community every day and a similar number leaving, there should not be an expectation that a sanctioned camp will significantly reduce camping within public spaces. Experience from other communities does not indicate that this would reduce the number of individuals camping in public spaces and could make Boulder more attractive in the national network for individuals experiencing homelessness, heightening pressures on community resources. A discussion of the experiences of various cities that have tried sanctioned camps is covered in **Attachment C**, along with case information about other

national sanctioned camping responses. **Attachment D** provides information related to possible campsites, as toured in 2016.

Two options for identifying a safe camping location in Boulder would include:

1. A city-led process to identify a site, evaluate compatibility of the location and needed infrastructure and establish an RFP to resource a qualified organization.
2. Allow for an existing non-profit organization to establish a self-funded or co-funded safe camping program on a private site.

Depending on the approach, staff resources would be required to support this initiative. For the first option, staff would need to postpone current efforts in place for 2021 and 2022 to free up time to focus on a new initiative. As a result, staff would ask for guidance or direction, if a safe camping initiative is requested.

### **Recommendation on Sanctioned Camping**

Through the staff research over the last two months, it is clear that while most communities have been challenged to successfully manage sanctioned camping as an approach to address homelessness, there are also examples of successful sanctioned camps. Many camps struggle to contain the growth of individuals and do not see successful exits out of homelessness. Camps that have shown success are well resourced, small in scale, have rules similar to shelters, include wrap around services and are managed by well-run organizations. While Boulder could potentially replicate these results with similar resources, the cost of comparable camps would be similar to that of housing an individual in an apartment with services and support.

At this time staff does not recommend moving resources to establish an encampment. The main categories of individuals who would be best served by a camp are those with methamphetamines or other substance uses or those with criminal records. For similar resources per individual, staff is working on two other approaches that have been supported by Council to address such individuals. These include a partnership with BSH to purchase and own units for individuals with criminal histories and provide wrap around services, giving them a track record over time to move into other voucher supported programs. The second is an approach to source residential treatment approaches for methamphetamine users. If staff were to be directed to initiate safe camping these initiatives would need to be placed on hold.

### **COST CONSIDERATIONS**

All of the proposals discussed above are associated with a significant outlay of costs. Some costs may be partially offset through grants or other savings, but all proposals have considerations that cannot be covered in existing departmental budgets. Below is an overview of projected costs for 2021 and 2022.

	Activity	Department	Anticipated Start Date of Activity	Pilot with Defined Period or Ongoing Program	Expense Type	2021 COB Budget	2022 COB Budget	Total 18 Month Budget:	Notes
<b>Proposal 1</b>	Internal Clean Up	Utilities		Ongoing	Onetime Exp	\$ 230,000		\$ 230,000	
					Ongoing Exp.	\$ 245,000	\$ 300,000	\$ 545,000	
					Internal Dept Savings	\$ 170,000	\$ 170,000	\$ 340,000	Reduction in Serv Pro Services
					Credit from Grant or Outside Support	\$ -	\$ -	\$ -	
					<b>Total Cost to City for Option 1:</b>	<b>\$ 305,000</b>	<b>\$ 130,000</b>	<b>\$ 435,000</b>	
<b>Proposal 2</b>	2A Ambassadors	Community Vitality	7/1/2021	18 month Pilot	Onetime Exp (BID Area)	\$ 10,000	\$ -	\$ 10,000	Start-up Expenses
					Ongoing Exp. (BID Area)	\$ 220,000	\$ 440,000	\$ 660,000	Admin and Ambassadors
					Onetime Exp (Hill Area)	\$ -	\$ -	\$ -	
					Ongoing Exp (Hill Area)	\$ 36,000	\$ 72,000	\$ 108,000	Ambassadors Only
					Onetime Exp (Civic Area)	\$ -	\$ -	\$ -	
					Ongoing Exp (Civic Area)	\$ 30,000	\$ 60,000	\$ 90,000	Ambassadors Only
					Internal Dept Savings	\$ -	\$ -	\$ -	None for CV
	Credit from Grant or Outside Support	\$ (100,000)	\$ (200,000)	\$ (300,000)	BID Contribution				
	<b>Subtotal Cost to City Dept:</b>	<b>\$ 196,000</b>	<b>\$ 372,000</b>	<b>\$ 568,000</b>					
	2B Park Rangers	Parks and Rec	7/1/2021	18 month pilot	Onetime Exp	\$ 10,000	\$ -	\$ 10,000	Start-up Expenses
					Ongoing Exp.	\$ 62,000	\$ 124,000	\$ 186,000	July '21 Start
					Internal Dept Savings	\$ (10,000)	\$ -	\$ (10,000)	Money spent on security/PD
					Credit from Grant or Outside Support	\$ -	\$ -	\$ -	
	<b>Subtotal Cost to City Dept:</b>	<b>\$ 62,000</b>	<b>\$ 124,000</b>	<b>\$ 186,000</b>					
	2C PD Officers	PD	Rolled out over 12 months	ongoing	Onetime Exp	\$ 114,000	\$ 159,000	\$ 273,000	
Ongoing Exp.					\$ 385,944	\$ 843,644	\$ 1,229,588		
Internal Dept Savings					\$ -	\$ -	\$ -		
Credit from Grant or Outside Support					\$ -	\$ -	\$ -		
<b>Subtotal Cost to City Dept:</b>	<b>\$ 499,944</b>	<b>\$ 1,002,644</b>	<b>\$ 1,502,588</b>						
<b>Total Cost to City for Option 2:</b>	<b>\$ 757,944</b>	<b>\$ 1,498,644</b>	<b>\$ 2,256,588</b>						
<b>Proposal 3</b>	Sanctioned Camping	HHS	10/1/2021	pilot	Onetime Exp	\$ 39,800	\$ -	\$ 39,800	
					Ongoing Exp.	\$ 133,500	\$ 543,422	\$ 676,922	
					Internal Dept Savings			\$ -	
					Credit from Grant or Outside Support			\$ -	
<b>Total Cost to City for Option 3:</b>	<b>\$ 173,300</b>	<b>\$ 543,422</b>	<b>\$ 716,722</b>						
<b>Total Impact to COB Budget:</b>						<b>\$ 1,236,244</b>	<b>\$ 2,172,066</b>	<b>\$ 3,408,310</b>	

### Internal Clean Up Team

The cost for an internal crew in the first year would be about \$475,000, which includes \$230,000 for additional vehicles and equipment. In subsequent years, the projected cost of an internal crew is estimated at \$300,000 annually for wages, benefits, training, operating costs and supplies. After the initial startup costs in the first year, the net annual cost for the crew is projected to be \$130,000 more than the cost of the annual Servpro contract. (Note that 2021 expenses for Servpro are outpacing budget, and Parks and Recreation is submitting a request for additional funds with the first Adjustment to Base.)

### Downtown and University Hill Ambassador Program

The conservative estimated total cost of the 18-month pilot program in the BID area only is \$670,000. Expanding ambassador coverage incrementally to include the University Hill commercial district and the Civic Area adjacent to the BID (to complement park ranger program) would require an additional \$198,000. Based on other anticipated expenses associated with the response to encampments, the need for reinforced staffing levels in the Police Department, and additional planned expenses associated with interim safety and visitation infrastructure in and

around Pearl Street Mall discussed with Council on March 24, 2021, staff recommends a phased general fund contribution toward a portion of the expenses of the Ambassador Program Pilot within the BID, University Hill, and the Civic Area.

- FY2021: \$10,000 for start-up costs and \$186,000 in support of personnel expenses for two managers (team leader and operations manager) and six to eight ambassadors for 26 weeks.
- FY2022: \$372,000 in support of personnel expenses (managers and ambassadors) for 52 weeks.

Staff believes that such expenditures are warranted given Downtown and University Hill's significant roles in tourism, hosted events, and sales tax revenue generation. The BID is prepared to contribute up to \$300,000 in support of the pilot program [FY2021 at \$100,000 and FY2022 at \$200,000]. Any funding commitments beyond the base Downtown BID pilot amount of \$670,000 can be utilized for additional ambassador staff, service hours and coverage as proposed for University Hill at \$108,000 and the Civic Area at \$90,000.

### **Urban Ranger Program**

The Urban Ranger Program will have a budget impact of \$186,000 over the 18-month period:

- 2021: \$10,000 One-time non-personnel for training and materials, \$62,000 in personnel for a full-time pair working 26 weeks.
- 2022: \$124,000 in personnel for a full-time pair working 52 weeks.

There are savings from the over-time officers the Parks and Recreation and Boulder Police funded in 2019-2020; these are minimal as not all shifts were covered and expenses were diverted from other routine maintenance funds for the Civic Area/Boulder Creek Corridor. It is likely there will also be savings due to a reduction in resources spent addressing vandalism and graffiti, however, that is not currently quantifiable. The city did receive a \$135K Great Outdoors Colorado (GOCO) grant to fund a similar position and efforts to balance safe recreation and ecological protection on the North Shore of the Boulder Reservoir – these expenses do not offset the Park Ranger pilot; however, they do create an opportunity to leverage training and resources. Similar to downtown, the North Shore of the Reservoir has seen tremendous growth in visitation and increase in illegal behaviors and unsafe conditions.

### **Police Officers**

Adding six officers in 2021 requires \$385,944 in salary and benefits, and \$114,000 in one-time expenditures (outfitting and academy training costs). Costs for salary, benefits and ongoing equipment and training for 2022 are \$843,644. One-time expenditures in 2022 are \$159,000 (primarily acquiring 3 additional cars for 6 officers.)

### **Sanctioned Camping**

A pilot program approach was used to develop a budget, using information from other cities as well as information from a site visit and interview of management staff associated with a safe camping pilot in Denver.

A pilot sanctioned camping program with up to 25 tents was used as an assumption. It is estimated to cost \$42 per tent, per night, for security and operations. This equates to \$519,422 for the pilot period (Oct.1 2020 through Dec. 31, 2022) for basic operations, supplies, set up, and security. Additional funds for non-profit support of case management services would be approximately \$197,300, for an estimated total of \$716,722, or \$1,911.26 per tent, per month. Permanent supportive housing costs the city, on average, \$1,666 per person, per month.

As discussed in **Attachment C**, implementation of the pilot program is contingent on securing a nonprofit with sufficient capacity and experience. Budget estimates have been developed through research of similar camping spaces in other communities and what that associated cost may likely be in Boulder, in consideration of the criteria included in the attachment, and are based on 100% city funding of the initiative.

## **RACIAL EQUITY**

These programs will be implemented in alignment with the city's Racial Equity Plan, specifically Strategy 2.2: Operationalize the Racial Equity Instrument and Strategy 4.2: Support City-Community Relationships Through Staffing. Throughout implementation of this work, the impacts and unintended consequences on communities of color will be strongly considered. The city's adopted Racial Equity Instrument will be utilized to aid the team in ensuring that this set of responses is equitable and responsive to the needs of all Boulder residents. To further assist through this process, staff will undertake the following activities:

- Communication with other GARE-aligned communities that have similar programs for best practices and additional racial equity information.
- Development of appropriate data collection and analysis to be used for program implementation. A team, consisting of program staff and staff members who are trained in usage of the city's Racial Equity Instrument, will support the ongoing implementation of the instrument throughout these programs.

## **NEXT STEPS**

### **Internal Clean Up Team**

Subject to City Council approval, staff will proceed with hiring processes for the internal crew positions and procuring equipment necessary for the crew. Staff will also continue work to develop and document processes and procedures necessary to establish the program for clean-up operations as an internal city function.

### **Downtown and University Hill Ambassador Program**

Once funding commitments have been established and subject to City Council approval, the Downtown Boulder Partnership will proceed with a competitive bid process to select a preferred vendor to provide the ambassador services. Community Vitality staff would initiate an addendum to the city's contract with the BID in order to disburse city funds in support of the

pilot program. This contract addendum would contain any agreed upon funding conditions required by the city.

### **Urban Ranger Program**

With City Council approval, BPR will immediately proceed with hiring processes for two 18-month Fixed-Term positions, procurement of equipment, and planning for onboarding. With the recent seasonal hiring of similar ranger positions, staff might be able to pull from existing candidate pools to accelerate the process. Staff will develop a clear pilot program, including identifying goals, baseline data, metrics and regular milestones for evaluation.

### **Increased Police Presence**

If approved by the City Council, BPD will add up to six additional officers during the July 2021 hiring process. As previously mentioned, it is possible the department will not find enough qualified candidates to fill all positions. Officers hired in July typically complete all required training by the following May or June. In the interim, BPD will have to re-allocate officers from other patrol assignments to augment encampment cleanups and provide dedicated patrols in the downtown corridor.

### **Sanctioned Camping**

If Council were to support a sanctioned camping program with city support, there are certain activities and trade-offs that must be considered:

- Determining which activities will be delayed or not completed in 2021 to implement the pilot; and
- Considering staff capacity to effectively design and implement the program.

Staff would request the City Council consider these impacts as part of its approval of a city-supported sanctioned camping program.

If Council chooses not to fund sanctioned camping, there are no current limits for a private entity to provide this service. However, staff would encourage collaboration to ensure that any such program met the parameters discussed above so that the service aligned with the overall homelessness response system.

## **CONCLUSION**

While we have greatly increased our resources in services and programs to assist newcomers to our community and to provide housing, we have not increased our resources or strategies to strengthen the management of our public spaces. We must continue to evolve and improve our services and housing for individuals experiencing homelessness, but we also need to increase our resources to maintain public spaces to enhance coexistence between the unhoused and housed communities that use these spaces and to ensure spaces are safe and welcoming for all.

## **ATTACHMENTS**

Attachment A: HSBC Outreach Survey Results

Attachment B: HRC and HAB Sub-Committee Final Report

Attachment C: HSBC Sanctioned Camping

Attachment D: 2016 Tour Packet

# Outreach Engagement Survey 2020

## Report Highlights:

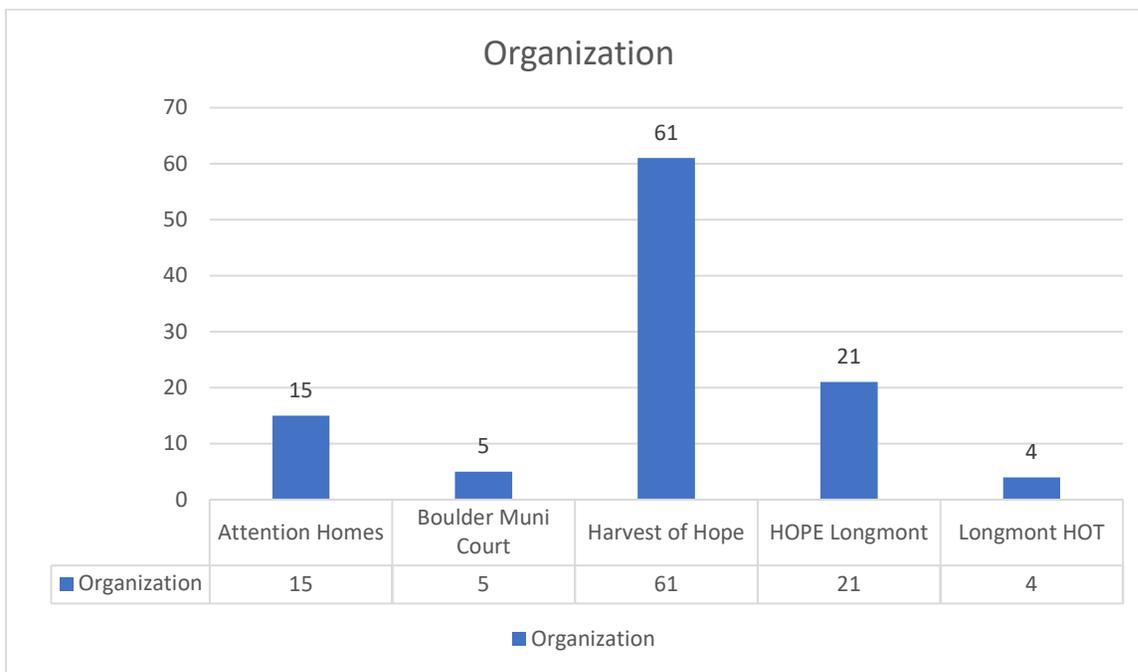
- 106 surveys were completed between October and December 2020.
- 58% were completed at Harvest of Hope in the City of Boulder.
- 76% were completed in the City of Boulder and 24% were completed in the City of Longmont.
- 86% of respondents reported they had completed a Coordinated Entry assessment.
- 67% of respondents who reported completing a Coordinated Entry assessment reported they were not accessing the services they were screened to.
- 90% of all respondents reported they were interested in housing to end their experience of homelessness.

## Attachment A - HSBC Outreach Survey Results

### Overview:

The follow report reflects the responses provided from individuals experiencing homelessness engaged by providers during street outreach and engagement efforts between October 2020 and December 2020. A total of 106 individuals anonymously responded to questions designed in partnership with Homeless Solutions of Boulder County and homeless providers throughout Boulder County. Respondents were offered the opportunity to provide contact information for follow up.

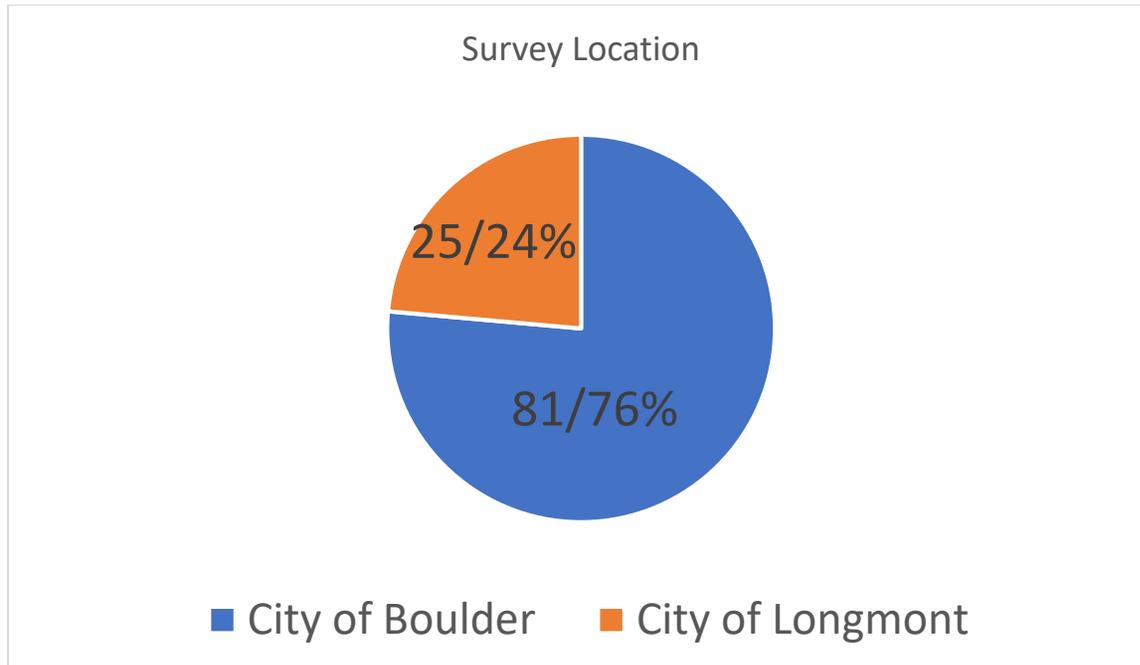
The purpose of this survey effort, although not scientifically sound, was to better understand individuals who are engaged and/or disengaged in services as it relates to Coordinated Entry as well as services offered. These questions were voluntary, and the administration of the survey was provided in both electronic and paper form. Upon reviewing the preliminary data with the Outreach Collaborative, the decision was made collectively at the December Outreach meeting to conclude this survey as it reflected many of the anecdotal information provided by clients to providers. The follow graph reflects the organization in which the data was collected during normal engagement efforts.



## General Survey Results

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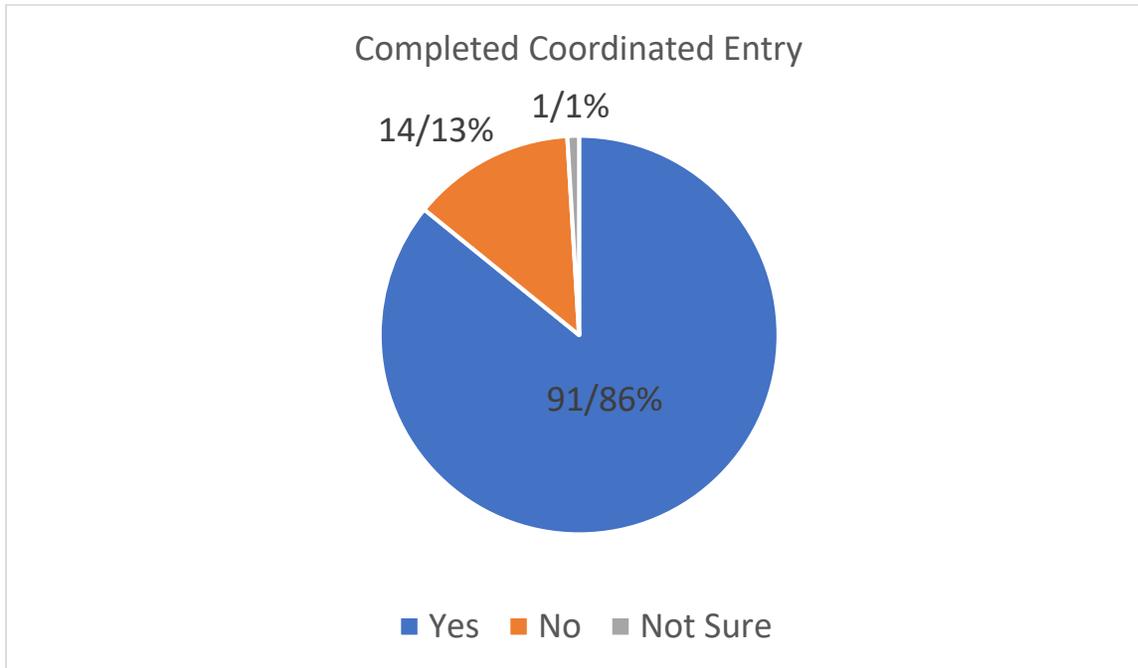
As reflected below, 76% (81) surveys responses were collected in the City of Boulder and 24% (25) were collected in the City of Longmont. This distribution mirrors the average number of individuals engaging in Coordinated Entry per municipality.



## Survey Results and Coordinated Entry Assessment

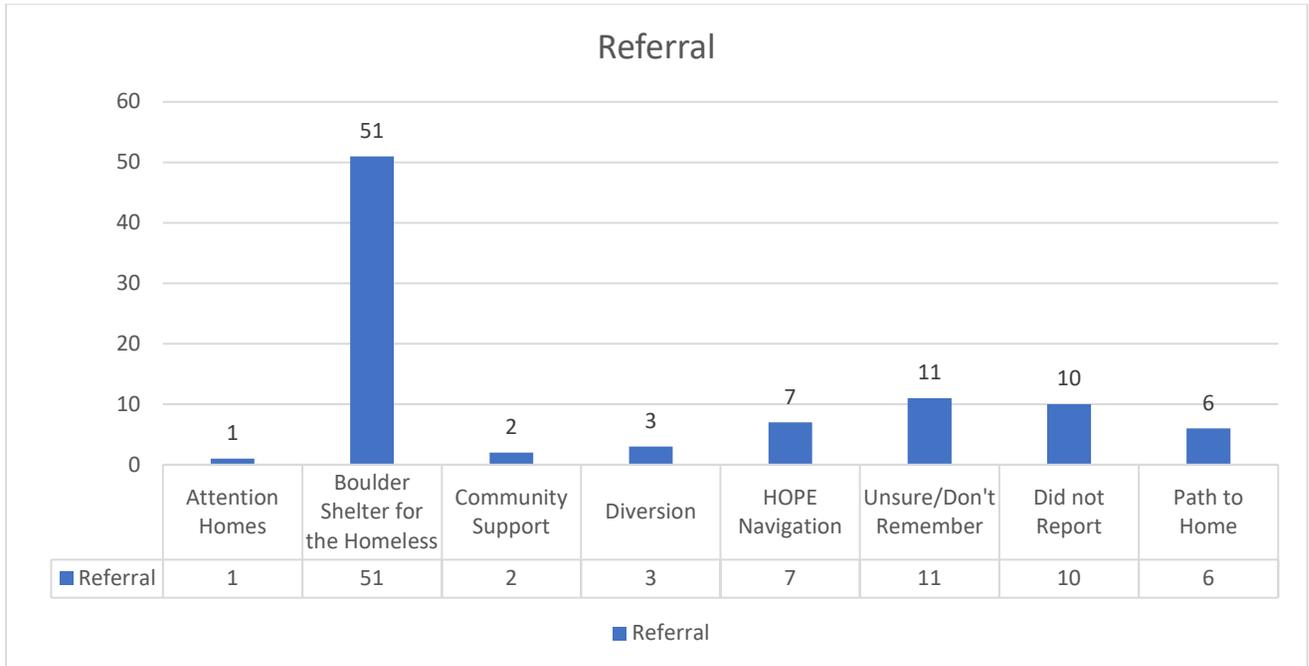
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Respondents were asked if they had completed a Coordinated Entry assessment. As reflected below, 86% (91) of the individuals surveyed reported that they had completed a Coordinated Entry assessment. These data reflect prior matching data between Coordinated Entry assessment and Severe Weather Shelter access in the City of Boulder.



## Attachment A - HSBC Outreach Survey Results

Respondents who reported that they had completed a Coordinated Entry assessment were asked where they were referred to as a result of the screening. As reflected in the chart below, of the 91 individuals who reported completing a Coordinated Entry Assessment, 1 (1%) reported they were referred to Attention Homes; 51 (56%) were referred to Boulder Shelter for the Homeless; 2 (2%) were referred to Friends and/or Family; 3 (3%) were referred to Diversion; 7 (8%) were referred to HOPE Longmont Navigation services; 11 (12%) could not remember where they were referred to; 10 (11%) did not disclose where they were referred to; and 6 (7%) were referred to Path to Home.

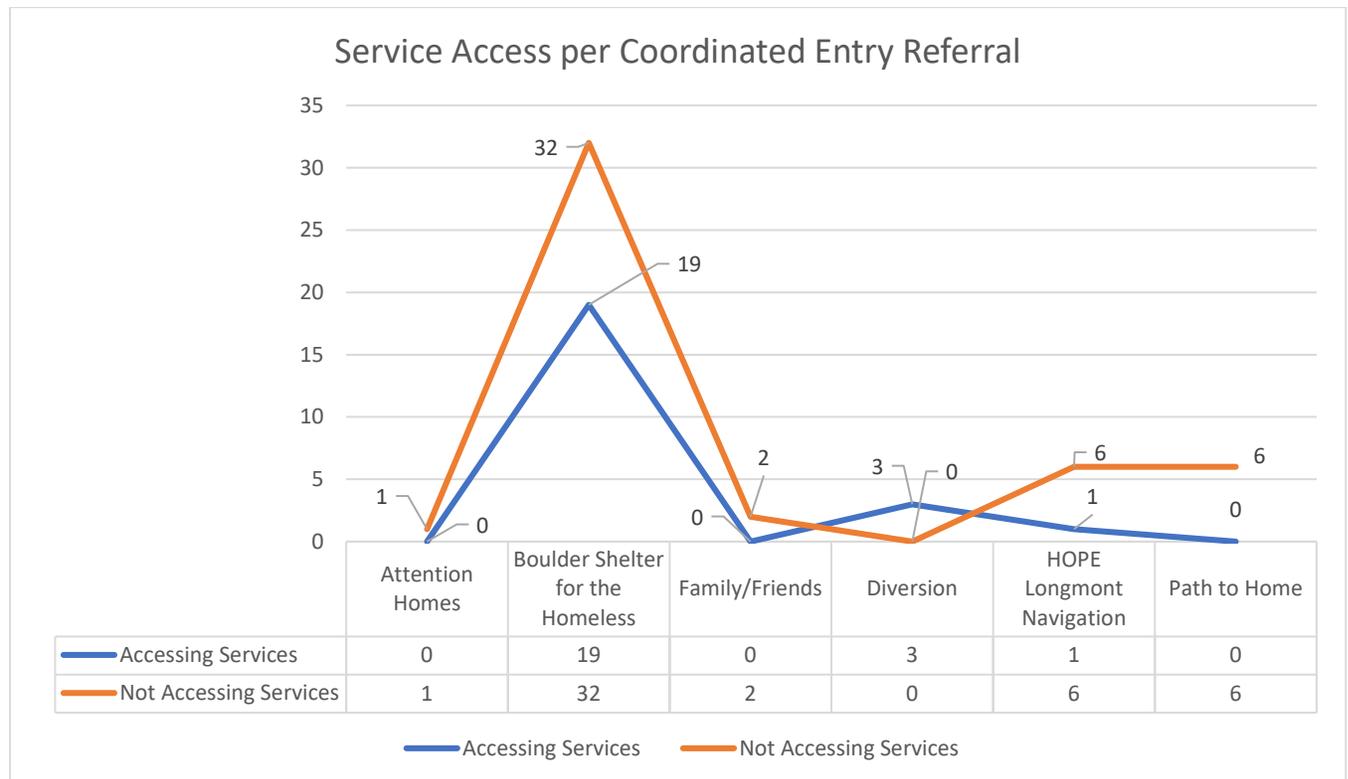


## Completed Coordinated Entry Assessment and Service Access

Individuals who reported that they had completed a Coordinated Entry assessment were asked if they were accessing the services that they were referred to.

As reflected in the graph below, 1 (100%) of those referred to Attention Homes is not accessing services; 19 (37%) of those referred to Boulder Shelter for the Homeless reported accessing services (32/63% were not accessing services); 2 (100%) were not accessing family and/or friends support; 3 (100%) of individuals referred to Diversion were accessing services; 1 (17%) referred to HOPE Longmont Navigation were accessing services (6/86% were not accessing services); and (6) 100% of the individuals referred to Path to Home are not accessing services due to the closure of the facility.

These data excluded individuals who reported that they did not know where they were and/or did not report where they were referred. As a result, a total of 70 individual responses were included in the following data graphs.



## Reason for Not Accessing Services Referred to from Coordinated Entry

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To further explore why individuals engaged on street outreach are or are not engaged in services, individuals who reported completing a Coordinated Entry assessment and not accessing services were asked the reason they were not accessing the services they were assessed to. The following data reflected the reported reasons and have been stratified based by municipality.

### Screened in City of Boulder

Of the 39 individuals who reported they have completed an assessment and where not accessing services in the City of Boulder, 24 (62%) provided a reason why they were not accessing services. The below chart reflects the where the individual was referred with the reason they are not accessing those services.

	<b>Attention Homes</b>	<b>Boulder Shelter</b>	<b>Family/Friends</b>	<b>HOPE Longmont</b>	<b>Path to Home</b>
<b>Bed Bugs</b>		1 (4%)			
<b>Too Busy</b>		1 (4%)			
<b>Organization Closed</b>					2 (8%)
<b>Dismissed for Behavior</b>		4 (17%)	1 (4%)	2 (8%)	
<b>Don't Agree with the Rules</b>		4 (17%)	1 (4%)	1 (4%)	
<b>Not in BOCO long enough</b>	1 (4%)				
<b>Transportation</b>		4 (17%)			
<b>Other clients at facility</b>		1 (4%)			
<b>Not enough beds</b>					1 (4%)

## Attachment A - HSBC Outreach Survey Results

### Screened in City of Longmont

Of the 19 individuals who reported they have completed an assessment and where not accessing services in the City of Longmont, 18 (95%) provided a reason why they were not accessing services. The below chart reflects the where the individual was referred with the reason they are not accessing those services.

	<b>Boulder Shelter</b>	<b>HOPE Longmont</b>
<b>Don't Agree with the Rules</b>	2 (11%)	
<b>Mental Health Issues</b>		1 (6%)
<b>Don't want to leave Longmont</b>	6 (33%)	1 (6%)
<b>Transportation</b>	6 (33%)	
<b>Can't Work due to lack of ID</b>		1 (6%)
<b>Gang Violence and Drugs</b>	1 (6%)	

## Not Completed Coordinated Entry

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A total of 15 individuals reported that they had not (or unsure) completed a Coordinated Entry assessment. Of those who reported not completing a Coordinated Entry assessment, 12 (80%) completed their Outreach Survey in the City of Boulder and 3 (20%) were in the City of Longmont. The following data reflected the reported reasons and have been stratified based by municipality.

### Survey Completed in City of Boulder

A total of 12 (100%) individuals surveyed in the City of Boulder reported the following reasons why they have not accessed Coordinated Entry. The below chart reflects those reported reasons.

<b>Reasons Reported by Respondent</b>	
<b>Bad Reviews</b>	1 (8%)
<b>Transportation</b>	1 (8%)
<b>Current MHP client</b>	1 (8%)
<b>New to Town</b>	2 (17%)
<b>Have No Interest</b>	1 (8%)
<b>Not Sure How to Access</b>	3 (25%)
<b>Process feels Complicated</b>	3 (25%)

### Survey Completed in City of Longmont

A total of 3 individuals surveyed in the City of Longmont reported they have not completed a Coordinated Entry assessment. Of those 3 individuals, 2 (67%) provided the following reasons why they have not accessed Coordinated Entry. The below chart reflects those reported reasons.

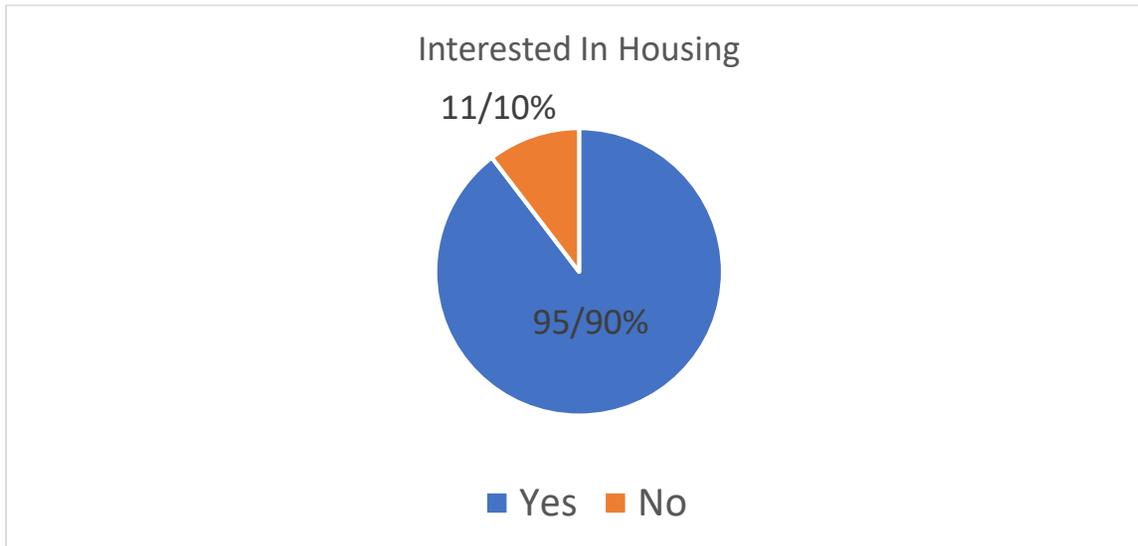
<b>Reasons Reported by Respondent</b>	
<b>Lack of Personal Motivation (related to Substance Misuse)</b>	1 (50%)
<b>Not Sure How to Access</b>	1 (50%)

## Interest in Housing

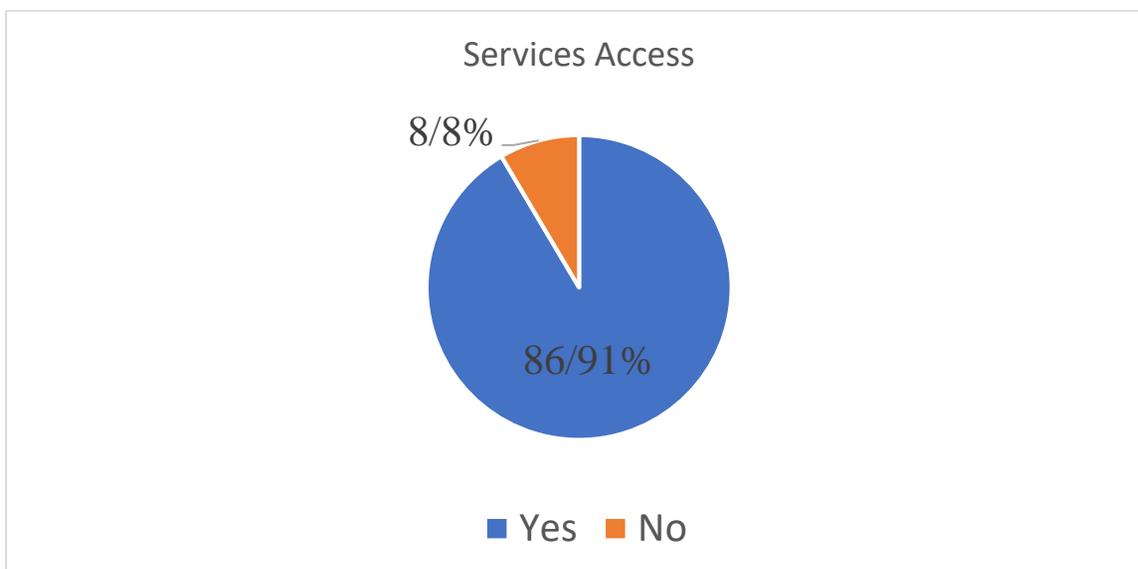
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All respondents of the Outreach Survey, regardless of Coordinated Entry assessment completion or Service access, were asked a question regarding their interest in Housing. The following charts and graphs reflect the responses provided.

As reflected below 90% (95) of all survey respondents reported that they are interested in housing to end their homelessness.



As reflected below, of the individuals who reported they were interested in housing to end their homelessness, 91% (86) reported they would access services if they knew it would increase their access to housing.

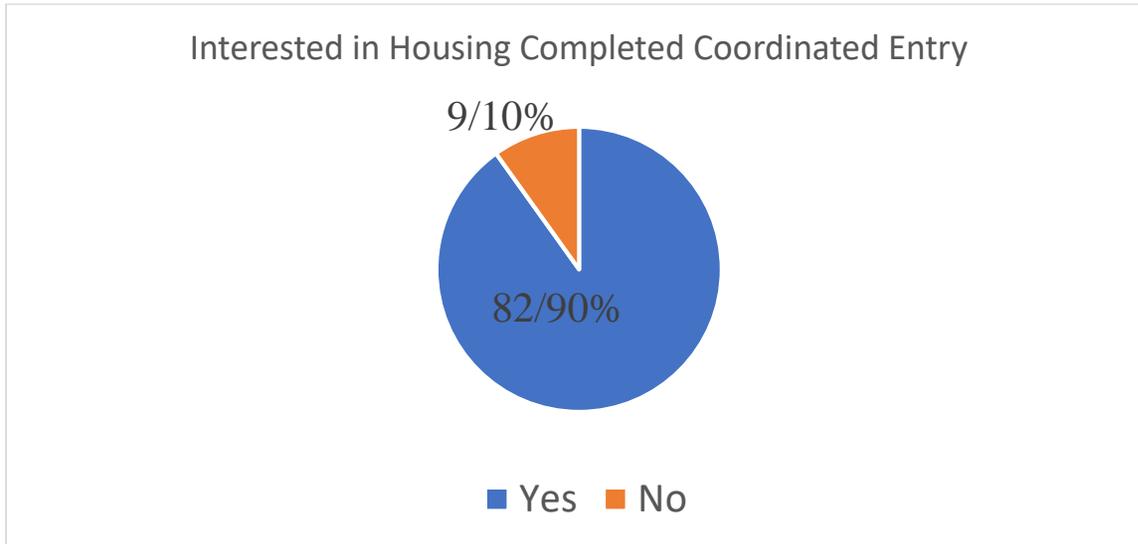


## Coordinated Entry Assessment and Interest in Housing

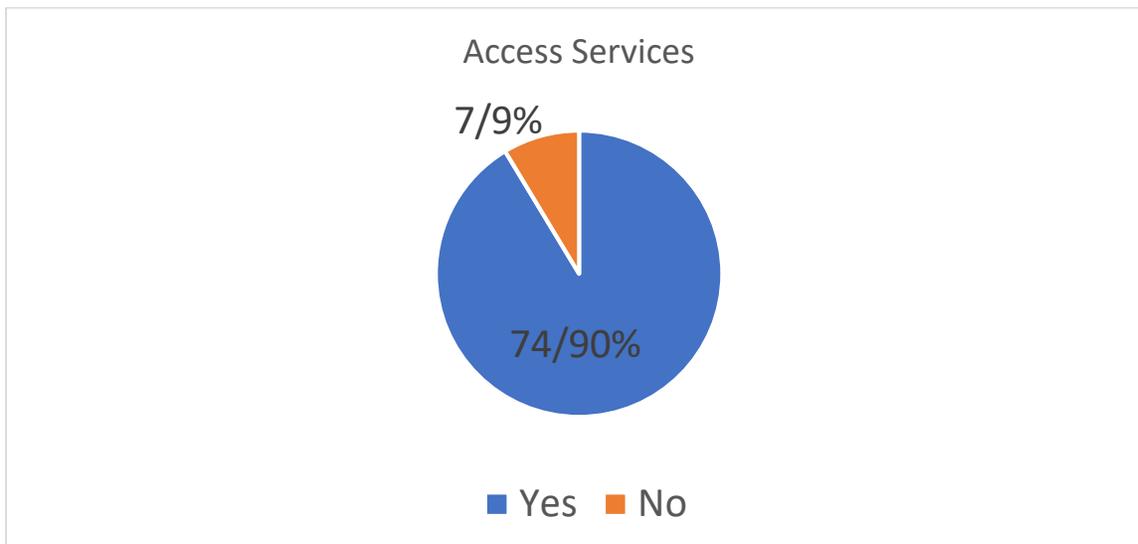
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The following data reflect responses correlated between Coordinated Entry assessment and interest in housing and accessing services leading to housing.

As reflected below, 90% (82) of all the individuals who reported completing a Coordinated Entry assessment reported an interest in housing to end their homelessness.

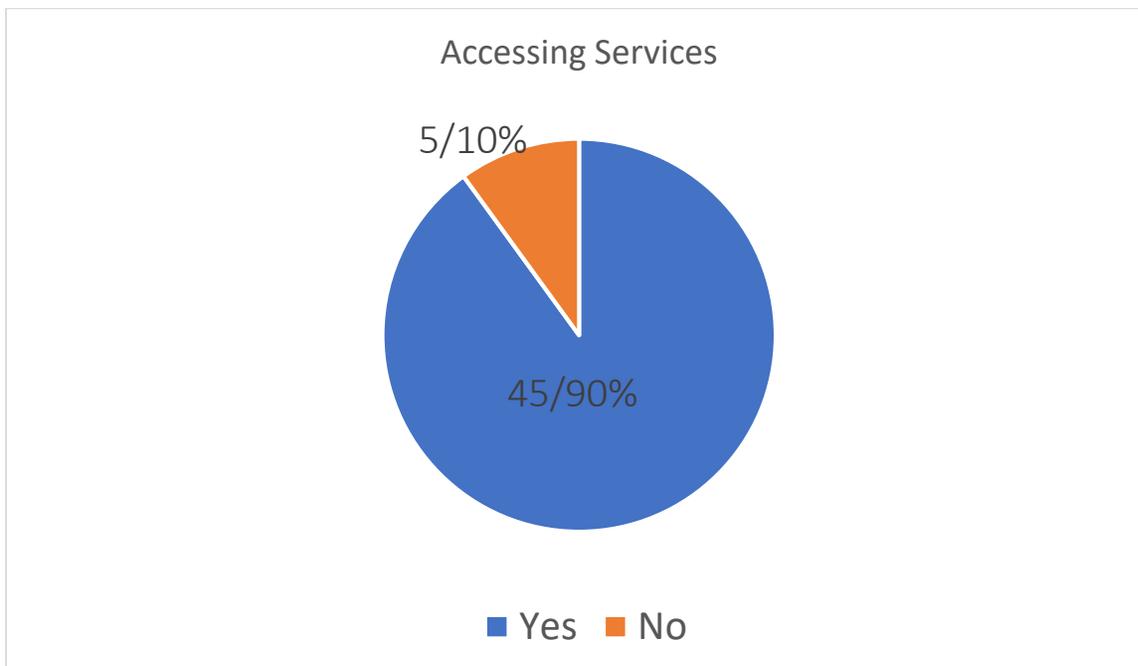
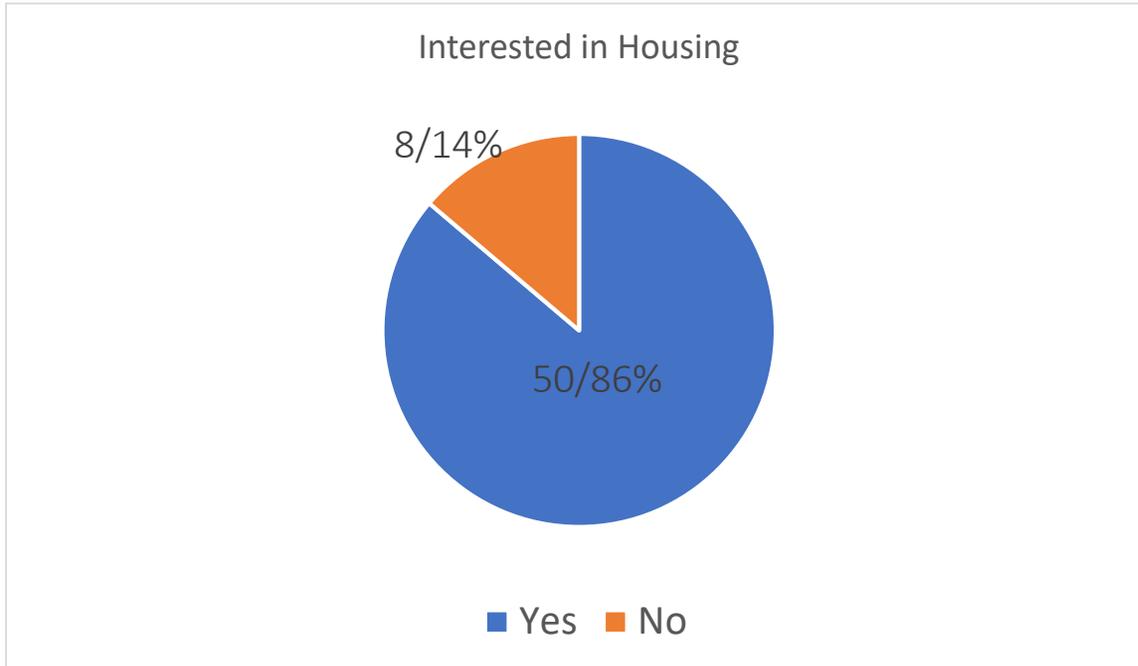


As reflected below, of the individuals who completed a Coordinated Entry assessment and reported an interest in housing to end their homelessness, 90% (74) reported that they would access services if it increased their access to housing.



## Attachment A - HSBC Outreach Survey Results

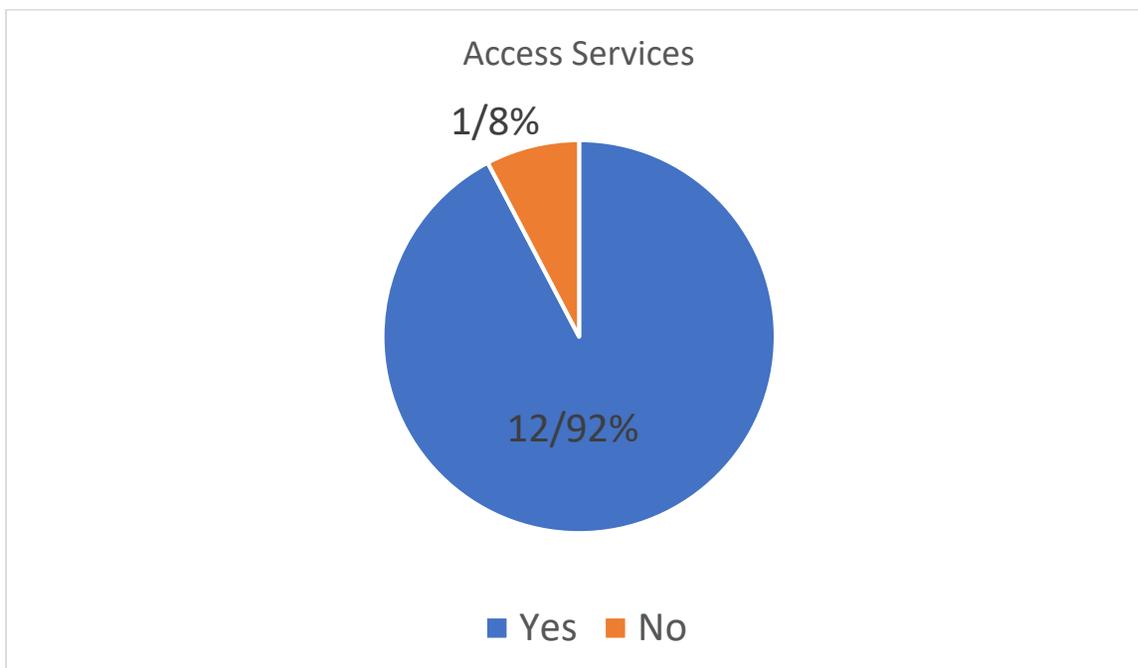
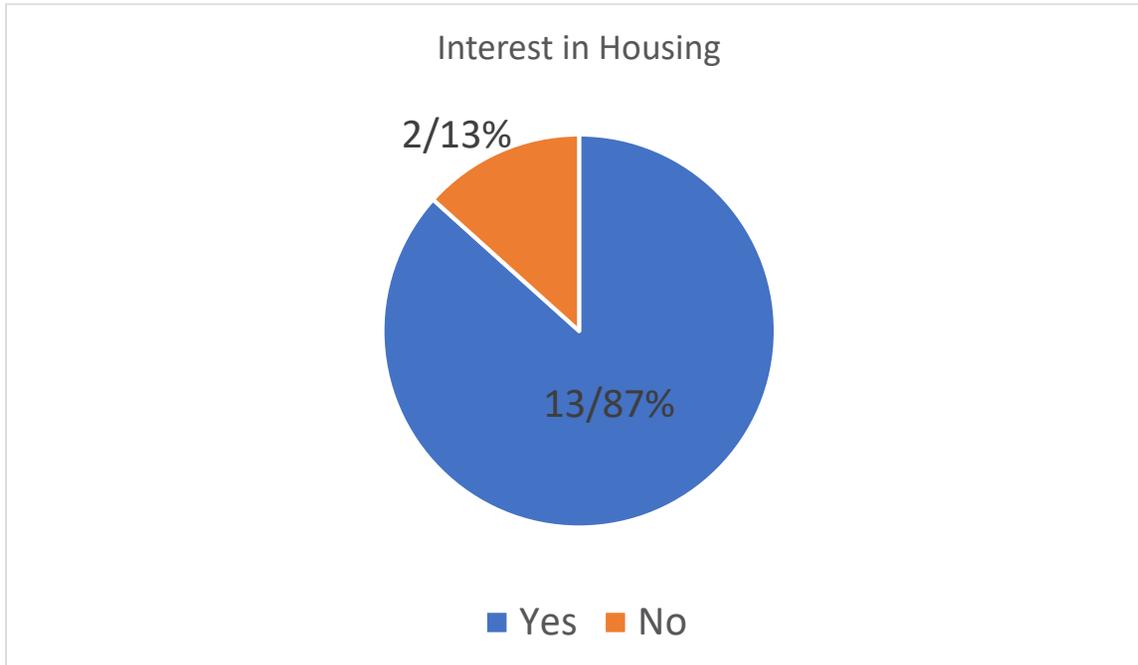
Of the clients (58) clients who reported completed a Coordinated Entry assessment but were not accessing services, as reflected below, 86% (50) of the respondents reported wanted housing to end their homelessness and 90% (45) reported that they would access services if they knew it would lead towards housing.



## Attachment A - HSBC Outreach Survey Results

The following data reflect the correlation between not completed a Coordinated Entry assessment and interest in housing and services access.

As reflected in the charts below, 87% (13) of the individuals who have not completed a Coordinated Entry assessment are interested in housing to end their homelessness. In addition, 92% (12) reported they would access services if it led to housing.



## Attachment B - HRC/HAB Joint Committee Report

### FINAL REPORT - HRC/HAB JOINT COMMITTEE ON THE UNHOUSED - 11/19/20

The HRC/HAB Joint Committee on the Unhoused commenced work in mid-July 2020 to research the (attached) June 29<sup>th</sup> joint recommendations from HRC (Boulder's Human Relations Commission) and HAB (Boulder's Housing Advisory Board).

The joint committee was mindful of City Council members' suggestions, including the city's indication that staff was not to be asked to assist in this project, that city funds would not be available for additions to Boulder's Strategy for Homelessness, and that Council Member Swetlik serve as liaison. The committee thanks Council Member Swetlik for his support, as well as numerous members of the community for helpful information and insights.

The joint committee appreciates staff and Council's hard work and dedication to issues surrounding people who are unhoused. Impressive and laudable progress has been accomplished in increasing permanently affordable housing. However, the committee strongly feels that many unhoused individuals are underserved as they await housing. Many cost-effective programs could provide transitional housing and other services to assist people for whom permanently affordable housing is not yet available and those not likely to receive support.

The committee prioritized the most viable recommendations from the June 29<sup>th</sup> HRC/HAB meeting and pursued in-depth research into the several areas:

- *Tiny Homes Village pilot.* The joint committee prepared a report on a tiny homes village pilot (attached) with specific characteristics. The report demonstrates with an abundance of evidence that a pilot program with specific characteristics in Boulder would be cost-effective, evidence-based, and address the city's key criteria for their strategy for homelessness. It would assist unhoused individuals who are not able to use existing services. Such a pilot would provide much-needed transition into permanent housing with expected high outcomes for success, thus meeting Housing First goals. **The committee has carefully documented the feasibility of a tiny homes village pilot for Boulder.**
- *Safe Parking Lot pilot.* Similarly, a detailed report (attached) demonstrates that a safe parking lot pilot with specific characteristics has great potential in Boulder. It would be cost-effective, evidence-based, address key criteria in the city's Strategy for Homelessness and assist unhoused individuals who aren't able to use existing services. A Safe Parking Lot pilot would provide a transition into permanent housing with expected high outcomes for success, as meets Housing First goals. **The committee has carefully documented the feasibility of a safe parking lot pilot for Boulder.**
- *Sanctioned encampments.* Much work has been done by local individuals to research this topic. The committee has reviewed this information and talked with several people. **The committee believes that others have successfully documented the feasibility of a small sanctioned encampment as a pilot for Boulder.**
- *Data and dashboard.* After an extensive look into the dashboard, the committee determined that the dashboard itself is not the issue. Rather current data is insufficient to ascertain appropriate information about unhoused individuals who are underserved.

## Attachment B - HRC/HAB Joint Committee Report

Whether the city's budget or policy decisions impact staff ability for more research, there simply is not enough appropriate data.

For example, city staff reported they do not collect information on "negative scenarios". From our interviews, these "negative scenarios", often called by staff "service-resistant", are real people with specific life circumstances that render existing sheltering options untenable. These circumstances include, though are not limited to, individuals with animals that provide critical support, individuals in partnerships, individuals with specific medical conditions (like PTSD), for which group sheltering is frightening or disorienting, and individuals who have had bad experiences with the system.

Further, since city and county data are combined, an understanding of sheltering needs within the city is difficult to determine. The two-year exclusion from Coordinated Entry after an initial diversion leads to a significant number of undocumented and unserved unhoused people within the city. This undercount combined with uncounted unhoused individuals currently residing in vehicles renders the determination of actual needs very difficult. **The committee believes that additional data should be collected and utilized for needs assessment.**

- *Oversight Committee.* The first priority of HRC and HAB at the June 29th meeting was the establishment of an oversight committee. Although the county has some input from individuals with lived experience, county oversight is limited. Oversight in the city of Boulder is needed. Such an oversight committee could provide necessary community engagement and fresh input.

In addition to an Oversight Committee's other functions, specific areas of interest were revealed during this committee's research that could be included. Those specific areas are: inaccuracies in data or incomplete data; a review of the six-month residency requirement; the implementation of regional coordination in addition to the regional Housing First effort; the need for increased mental health and addiction rehabilitation services countywide; the need for "promising practices" to be added to the city's Strategy for Homelessness; and more appropriate use of language promoted by the city (including replacing terms like "service resistant" that carries a negative connotation). **The committee believes that an Oversight Committee is worthy of serious consideration.**

Notwithstanding the great strides in permanently affordable housing, a significant number of underserved individuals are present in our community. Not only are these individuals left in highly vulnerable situations, but their presence often leads to other community stresses. The committee hopes that this final report and the two attached reports will be helpful to HRC, HAB, Council and the community as both a foundation and a springboard for the expansion of services to unhoused individuals and families appropriate to the health and wellbeing of the Boulder community.

Committee Members – Stan Deetz (HRC), Lindsey Loberg (HRC), Judy Nogg (HAB)

### Sanctioned Camping

Over 1/3 of communities across the nation have established some form of encampment ban or enforcement<sup>1</sup>. Several communities, mostly on the west coast where homelessness has exponentially risen over the past five years, have addressed the impact of the number of people illegally camping in the community by designating camping spaces for people experiencing homelessness. The success of a sanctioned camping program is highly dependent on the strength of the administrator and in the design of the campground.

As people experiencing homelessness are very susceptible to acquiring the virus due to communal living situations and a general lack of access to cleaning supplies/protective gear, additional communities established sanctioned camping spaces as a response to COVID-19. In March 2020, Boulder opted for a different approach and established a COVID Recovery Center (CRC) as part of a coordinated response that included the CRC, daily symptom checking, regular testing at shelters, enhanced shelter precautions, non-congregate shelters (i.e., hotel rooms) for at-risk shelter users, and enhanced outreach services through the BTHERE team. In the beginning of the pandemic, researchers at the University of Pennsylvania estimated that 40% of the 550,000 people experiencing homelessness nationally could be infected at peak (not total), more than 21,000 (3.8%) would need hospitalization, and 0.7% of the unhoused population would potentially die from the virus<sup>2</sup>. Those estimates would equate to approximately 435 unhoused people being infected with COVID-19 in Boulder County during peak infection. To date, the CRC has seen 98 people who tested positive for COVID-19 (18 at peak) and no one experiencing homelessness dying from the virus. These numbers are significantly lower than that in communities with wholesale non-congregate sheltering or established campgrounds.

Depending on the goals of the community, sanctioned camping spaces may or may not be a solution. For example, establishing sanctioned camping spaces to fully eradicate unsheltered homelessness will unlikely meet this goal. According to an ABT Associates 2019 study of encampments for the US Department of Housing and Urban Development (HUD), “currently, limited evidence suggests that sanctioned encampments help to reduce homelessness; we also do not know whether certain types of sanctioned encampments are more effective than others”. Allowing people experiencing unsheltered homelessness to stay indefinitely in sanctioned camping without the Housing First Model (the expectation of working towards housing) undermines the goals of the current sheltering system as well as the city and county’s strategy to address and end homelessness.

Due to limitations in finding housing for the most vulnerable persons experiencing homelessness in Boulder, various approaches would need to take into consideration the prioritization for housing resources as well as control/maintenance of the potential growth of campgrounds with the possible inflow of people wanting to live in the camp. Regardless of the solution, as National

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<sup>1</sup> ABT Associates Report to HUD Office of Policy Development and Research, *Understanding Encampments of People Experiencing Homelessness and Community Responses*, Presented January 2019

<sup>2</sup> *Estimated Emergency and Observational/Quarantine Capacity Need for the US Homeless Population Related to COVID-19 Exposure by County; Projected Hospitalizations, Intensive Care Units and Mortality* Dennis Culhane, Dan Treglia & Ken Steif University of Pennsylvania Randall Kuhn University of California Los Angeles Thomas Byrne Boston University Updated: March 27, 2020

## Attachment C: HSBC Sanctioned Camping

Alliance to End Homelessness Vice Chair Steve Berg stated in 2018, “If the only response is more shelter, each new shelter will quickly fill up, and unsheltered homelessness will continue to grow...a community must consider how each person will exit to housing from that shelter”.

The United States Interagency Council on Homelessness (USICH) cautioned cities to consider a variety of issues when determining the implementation of sanctioned camping spaces, stating “As we respond to the crisis of unsheltered homelessness, we must not repeat past mistakes of focusing only on where people will be tonight. We must simultaneously be focused on where people can succeed in the long term – and we know that is permanent housing”<sup>3</sup>. USICH looked to the importance of weighing costs and consequences of sanctioned camp spaces, noting:

- These environments have little impact on reducing homelessness.
- Creating these environments can be costly in money, staff time, and effort.
- These environments can prove difficult to manage and maintain.
- Often proposed as temporary approaches, these programs prove difficult to close once they open.

As the State of Hawaii considered designated campgrounds, a state task force discouraged sanctioned camping spaces because they divert money from permanent housing. Additional cities report that designated camping is a drain on resources that could be used more effectively for housing interventions.

### **What is a Sanctioned Camping Space?**

A sanctioned camping space is a location where a person can camp without being in violation of camping bans. Sanctioned camping spaces can be funded through a city or county, be fully funded through a non-profit or faith-based organization or be a partnership of various entities. Key to the successful operation of a sanctioned camping space is a strong administrator of the program. While some campgrounds have been in place for decades and can allow for self-governance/self-security, a service agency provides case management, general oversight, and optimally connections to long-term exits from homelessness.

Nationally, there are varying degrees of amenities offered at sanctioned sites such as security, showers, common cooking areas, and restrooms. The types of structures also vary as to type from elevated tents to small solar-heated structures, and the level to which a campground is connected to housing or case management resources also varies. Who stays in sanctioned camping spaces also vary by climate; in cities with large numbers of shelter beds, the unsheltered population tends to have high rates of disability and mental health issues, which may create challenges to entering shelters. In contrast, in West Coast cities with limited shelter availability (or where barriers to shelter use are higher), the unsheltered population represents a greater mix of people<sup>4</sup>. The majority of cities with robust, long-standing programs are in warm or temperate climates.

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<sup>3</sup> *Caution is Needed When Considering “Sanctioned Encampments” or “Safe Zones”*, US Interagency Council on Homelessness, May 2018

<sup>4</sup> ABT Associates Report to HUD Office of Policy Development and Research, *Understanding Encampments of People Experiencing Homelessness and Community Responses*, Presented January 2019

## Attachment C: HSBC Sanctioned Camping

### Alignment with Housing First

The Housing First is a philosophy that guides Boulder's homelessness strategy and is nationally considered best practice in homelessness services. As articulated by the National Alliance to End Homelessness, the Housing First approach to homeless assistance focuses on providing people experiencing homelessness with permanent housing, which serves as a platform for clients to address other personal goals and challenges. Housing First assumes that people are better able to address issues like securing employment, budgeting, and dealing with substance use after they are in housing and have their basic needs met, and the evidence supports this approach.

Sanctioned camping spaces that have little to no connection to services or housing would not be considered to be in alignment with Housing First. No expectation of housing or other exits from housing means that such a location would not be a tool for long-term stability. Additionally, while costs for sanctioned camping spaces vary by community, most have costs per tent that are equal to rental assistance.

A campground that was structured to specifically meet the needs of people working toward housing who could not access shelter would align with the principles of Housing First.

### Optimal Program Design

Should Council decide to approve a sanctioned camping space, staff recommends that a small pilot be run. During the pilot period, staff would focus on obtaining community and lived experience input for possible improvements to the pilot. An overview of recommended components of the pilot campground would include:

- Limited size to 25 tents on elevated platforms
- Eligibility criteria would include:
  - Completion of Coordinated Entry (CE) and screened to either Housing Focused Shelter or Navigation Services
  - Compelling reason for not being able to utilize shelter (pet, couple, long term suspension, mental health/substance use disorder, etc.)
  - Priority given to high utilizers of the justice or hospital systems
- Uniformly provided tents and sleeping bags
- Partnership with an operating organization with demonstrated ability to work with the HSBC system – oversee operations, provide food, connections to long-term resources, case management services
- Controlled access/fencing
- Nighttime security services
- Limited stay to two years and requirement for demonstrated engagement with housing efforts; not a drop-in service
- Communal kitchen area and common area with heating
- One electrical outlet per tent for space heater or electric blanket. No propane or gas heating allowed within tents.
- Harm reduction approach to substances – no alcohol, marijuana, or illegal substances in common areas or within 1 block of encampment
- Resident commitments to communal living – site cleanliness, food preparation, etc.

## Attachment C: HSBC Sanctioned Camping

As evidence shows that this intervention will not solve encampment issues across the community, staff recommends this as a solution for a limited number of people who do not have access to/will not access shelter. Requiring screening through CE aligns with overall strategies and targeting of expensive resources to community members. Moreover, it allows data collection and ease of connection to housing or other homelessness exit resources. Structuring the campground like transitional housing (up to 24 months) rather than sheltering further emphasizes the use of this camping space as a vehicle to engage people in exiting homelessness.

At this time, there are missing components that require additional investigation. The following activities would be crucial if council decides to proceed pilot a sanctioned encampment:

Activity	Status
Identify an entity or non-profit organization in the community to contract with and provide on-site support and management.	Currently, an entity or non-profit organization has not been identified with the requisite experience or demonstrated ability to coordinate with the HSBC system to support and manage a sanctioned camping space.
Identify a location for an authorized camping space.	There has been no identification of a location for a camping space, and this may prove challenging.
Allocate funds needed to pilot the program.	HHS funds have not been identified, nor have alternative funds (i.e, grants) been identified. Expenditures for a safe camping space would require reduction in other expenditure categories (i.e., housing, severe weather shelter, shelter support).
Engage people experiencing unsheltered homelessness for input to determine if sanctioned camping spaces would be helpful or not.	BTHERE has been conducting outreach and collecting data based, however, the data is not sufficiently targeted to learn whether a sanctioned camping space would serve as helpful among people experiencing unsheltered homelessness.

### Case Study 1: Denver, Colorado

While the City and County of Denver, Colorado prohibits unauthorized camping on both public and private property, service provider and law enforcement officials have been seeking alternative options for people experiencing homelessness to camp safely. Colorado Village Collaborative (CVC), a non-profit organization that supports people experiencing homelessness with housing, employment, and education while living in tiny home villages, along with multiple partners built political will in the last year to support safe camping as a COVID-19 response.



*Colorado Village Collaborative's Safe Outdoors Space (Denverite)*

In fall 2020, CVC provided a mock-up sanctioned camping space for local officials and neighbors to visit and begin to understand the model. The City and County of Denver administered a Request for Proposals (RFP) process for sanctioned camping spaces, and CVC launched a Safe Outdoors Space (SOS), located on a church parking lot in Capitol Hill, in December 2020, and another non-profit organization, EarthLinks, launched a second SOS with 22 tents to serve up to 30 women and transgender people.

As a temporary solution, the purposes of the CVC SOS are to mitigate spread of COVID, provide on-site services, and reduce unsanctioned camps in Denver. City of Boulder staff from Housing and Human Services, Utilities, and Police departments met with CVC staff and visited the SOS on March 16, 2021. The SOS is equipped with 30 tents (with a capacity to serve up to 40 people), fencing around the perimeter of the site, large tents for community space, services and a warming/food station, a sharps container drop box, portable bathrooms and sanitation stations. Each tent has access to an electric outlet. There is one entrance to the SOS, which is managed by on-site staff, and an emergency exit. There is staff on-site 24 hours a day, 7 days a week.



*Portable bathrooms and hand washing stations (Denverite)*

The SOS provides on-site resources and services, including showers, laundry, a mailing address, outreach services, the public library, health providers, homeless management case management, benefit navigation, employment referrals, hotel referrals, one warm meal a day, food (almost all provided through in-kind donations), and in response to COVID, daily wellness screenings, COVID testing access, and when available, onsite COVID vaccinations. SOS residents can access the site at any hour, using the one entrance managed by staff, remain as a couple, and stay with pets (the SOS currently has 2 dogs and 1 cat). To help with maintenance, all residents' items must stay within their tent.

## Attachment C: HSBC Sanctioned Camping

For resident selection, CVC partnered with outreach teams and the Denver Police to help identify interested residents. CVC's only criteria currently is that residents need to be 18 years or older and are experiencing unsheltered homelessness in Denver. Once people are identified to live in the SOS, CVC proceeds with an intake assessment and the use agreement. The use agreement provides ground rules of the SOS around violence, substance use, maintenance, COVID guidelines, and general peacekeeping rules. CVC provides relocation assistance for new residents as well as monthly good neighbor virtual meetings with nearby neighbors and city officials.



*Inside a SOS tent (Denverite)*

Within the 3 months of its launch, CVC has seen early signs of success, including very few calls were made to the police (calls to the police that were made were related to events outside the SOS), 5 residents moved into tiny homes, 2 residents connected to housing vouchers, 4 residents reconnected with the VA, and 3 residents connected with mental health services. During the March 16 visit, CVC staff shared that 1 resident did not engage in services until the week we visited- 2 months after this resident moved in and after staff worked to build trust with this resident.

The City and County of Denver approved funding of \$899,569 for the two sites for the rest of 2021.<sup>5</sup> CVC shared that set up costed approximately \$300 a tent (including wooden panels for the foundation for the Eskimo 5-sided tent) and general operations cost CVC roughly \$28 per person, per night. CVC is currently seeking private funds to support the SOS model beyond 2021.



*Setting up the SOS (Denverite)*

CVC has found that the SOS has not encouraged additional camping in the area as the on-site services are reserved for SOS residents and CVC works with Denver Police to keep nearby blocks clear of unsanctioned camps. CVC has also found that the SOS is meeting the basic needs for people to gain a sense of stability with which allows them to work towards long-term goals, including housing, employment, well-being, and education.

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<sup>5</sup> Denverite *Denver gives nearly a million dollars to temporary sanctioned campsites for people experiencing homelessness*, Published February 16, 2021

### Case Study 2: Madison, Wisconsin

The City of Madison, Wisconsin also prohibits unauthorized camping, taking shelter or residing in city parks and green spaces. In response to COVID-19, however, the city and service providers collaborated to improve shelter accommodations for shelter users as well as developed a policy to temporarily limit enforcement and provide portable bathrooms and hand washing stations at permissible campsites.<sup>6</sup>

In May 2020, the Mayor of Madison issued an executive order, which the following guidance for temporary camping sites:

- Maintain at least 500 feet from any residential property
- Avoid areas in the flood plain or other low-lying area susceptible to flooding, areas deemed unsafe and inaccessible via public property or right of way for delivery of services (portable toilets, hand washing stations, trash containers, etc.), as well as areas that are environmentally sensitive
- Follow CDC guidelines, such as practicing social distancing
- The presence of a camping space cannot prevent, disrupt, or interfere with the intended use of a nearby public space, such as park shelters and playgrounds

In addition to on-site services (bathrooms, hand washing stations, trash collectors), the city collaborated with street outreach workers to provide additional resource navigation.<sup>7</sup>

The mayor could end the use of temporary encampments when the public health department lifts the COVID public health emergency, the continued use of the encampment no longer serves the health and safety of its users, the community or site is no longer suitable for a temporary campground or if the users of the camping space continually engage in illegal or unsafe behaviors. If the temporary encampment is revoked, the city will notify street outreach staff and post a notice at encampments with a 5-day notice to vacate the site.

After the executive order was adopted to allow sanctioned camping, the city also saw a growth in unsanctioned encampments. In October 2020, city council introduced a resolution to enforce laws against camping in city parks and to investigate temporary housing options, including working with city staff, the county and homeless service providers to find “more humane housing options.” The Public Safety Review Committee and Parks Commission rejected city council’s proposal to end the emergency order.<sup>8</sup> In November 2020, the Parks Commission



*An unsanctioned encampment in McPike Park, Madison WI (Wisconsin State Journal)*

<sup>6</sup> *Madison mayor allows temporary homeless encampments*, The Cap Times, Published May 7, 2020

<sup>7</sup> [Madison Mayor Emergency Order #2](#), Forward Outlook, Published May 2, 2020

<sup>8</sup> *Madison committees cool on proposal to break up homeless encampments amid COVID-19*, Wisconsin State Journal, Published October 15, 2020

## Attachment C: HSBC Sanctioned Camping

voted to support a revised proposal to include the option to bar people from staying in city-authorized encampments once they have been offered an alternative legal housing option.<sup>9</sup> The city and community partners began aggressively working to find other options for housing and shelter and the large unsanctioned encampment in McPike Park was eventually shut down and cleaned up in March 2021.<sup>10</sup>

### Case Study 3: Gainesville, Florida

Grace Marketplace (Grace) serves as a one-stop shop shelter for people experiencing homelessness in Gainesville, Florida. For years, Grace allowed people experiencing unsheltered homelessness to camp outside the shelter facility, which was called Dignity Village. Grace provided garbage maintenance, basic needs (food, bathrooms), and case management to a camp that first started small with 7 people. It grew quickly from 30 people to more than 300 people. Grace saw unintended consequences as Dignity Village grew. With little guidance and support for the campers, staff started to see an increase in mental health issues, violence related to drug use and drug sales, substance use. In 2019, local elected officials agreed to begin closing Dignity Village. Grace used this closure as part of a transition plan to find housing for people residing in the camp and transitioning people into shelter services provided by the non-profit organization.<sup>11</sup>



*Dignity Village in Gainesville, FL (WUFT)*

In preparation, Grace staff collected input from camp residents over the course of 6 months. Staff surveyed, asking “If Dignity Village were to close, how likely would you be to move into a temporary campground on the [25-acre] Grace campus?”, and adding variables to the question. Staff found that when they asked camp residents about allowing pets, the likelihood to move into a temporary campground jumped to 30%; when asked about staying as couples, the likelihood

jumped to 70%. Staff found that residents ultimately wanted a place to sleep and not worry about their things getting stolen. With extensive resident input, Grace created a new version of a camping space that focused on housing, dignity, and respect.

The temporary campground launched in early 2020 with the goal of providing a temporary shelter solution and reducing the camper roster by 80% in the first year through housing and resource navigation. The camp roster started with 90 people. Within the first year, the roster was reduced by 88% with 128 permanent housing placements, 68 individuals left town, and 26 people to be housed. Gainesville saw a 38% decrease in unsheltered homelessness based on their annual Point-in-Time Count and Grace saw a 90% housing retention rate with those who were housed. The Grace staff received an average 8/10 score on questions regarding respect and support. Grace currently has 13 occupied tents. Financially, Grace found that the city was

<sup>9</sup> *Madison committee supports pared back proposal on homeless encampments*, Wisconsin State Journal, Published November 5, 2020

<sup>10</sup> *‘Pretty much abandoned’: McPike Park homeless encampment largely empty on day of closure*, Wisconsin State Journal, Published March 1, 2021

<sup>11</sup> *City, County agree to close Dignity Village*, The Gainesville Sun, Published May 6, 2019

## Attachment C: HSBC Sanctioned Camping

spending approximately \$384K a year to run the original Dignity Village, and by closing the camp and housing camp residents, costs went down to \$299K a year, saving \$80K a year.

Like CVC's SOS, Grace operated as a low-barrier shelter and treated each platform for a tent as a shelter bed. The camp is also equipped with fencing and new tents, making it safer and more obvious if someone new joins the camp and does not have the same blue tent.

Grace's success is met by engaging and integrating camp residents' input leading up to the closure of Camp Dignity (such as the layout of the campground), providing extremely low-barrier access to services, prioritizing camp residents in the local Coordinated Entry System, and using Rapid Rehousing to bridge residents into long-term Permanent Supportive Housing. Dignity Village has a no return policy if a resident declines housing 5 times, then they will be asked to leave. When a resident moves on to the shelter or housing, the platform remains on-site. Staff have heard from camp residents that seeing the decline in tents is motivating people to move towards housing than it is for people to move towards languishing and remain homeless.



*Platforms for each tent (The Gainesville Sun)*

### Case Study 4: Portland, Oregon

The City of Portland, Oregon does not allow for unsanctioned camping and provides 48 hours' notice prior to cleaning up an unsanctioned encampment. Sanctioned camping spaces are offered through a countywide effort, Dignity Village, and each municipality designates up to two sites for campground use. Dignity Village has been providing camping space for 60 people per night since 2000 through a self-governed, transitional housing model. Each campsite includes showers, an open-air kitchen, computer lab, donation center, common room, garbage service, mail service, shared phone, and Wi-Fi. Campsites feature small wooden structures made from recycled/reused materials. Structures are heated by gas or solar power.

The program has a two-year maximum for a stay, and in 2019 the median length of stay was 1.7 years with 80% of those that exited receiving some form of permanent housing. People wishing to stay in the community must apply to and be interviewed by the Village Intake Committee, a committee of current residents. There is a waiting list for housing structures (10 spaces of emergency sheltering are also available in winter weather), and the community screens for understanding of village rules, their needs, and what they can



*Dignity Village Common Area*

## Attachment C: HSBC Sanctioned Camping

contribute to the community. People are accepted under a 60-day probation.

The village has basic rules which include no violence; no theft; no alcohol, illegal drugs, or drug paraphernalia onsite or within a one block radius; no consistent disruptive behavior; everyone must contribute to the operation and maintenance of the village with a minimum of 10 hours of sweat equity per week; and each resident must pay a fee of \$50 per month. The community has a zero-tolerance policy for drug/alcohol use. The community reports that people with violent or trust violating behavior support needs are not good fits.

While the campgrounds are self-governed, they are supported through the non-profit JOIN. JOIN manages the operations and provides case management. They connect residents to social



*Dignity Village: Variety of Structures*

services, make job referrals, assist with Social Security applications, provide housing search assistance, and aid with obtaining identification and documentation.

Each campground has a \$30,000 per year operating budget. No city funding goes into the operations of the camps, and the county financially supports a JOIN social worker.

The city supported an expansion of three camps as a COVID response. There is one camp designated for persons identifying as

LGBTQ, one designated for persons of color, and one for everyone else with an emphasis on older adults. These temporary camps provide 45 elevated tents, sleeping bags, and cleaning services. The temporary camps are run by JOIN, require daily temperature measures, and they are fenced off from the public.

### Unsuccessful Camping Initiatives and Challenges

While some of the case studies listed above show some success, although highly dependent on services provided and camp structure, other communities have struggled with sanctioned camping. While the COVID-19 pandemic caused some cities to embrace sanctioned camping due to inadequate safe shelter space, prior to COVID-19, several communities had found challenges with sanctioned camping models.

Portland, Oregon and Seattle, Washington were leaders in developing city-sanctioned campgrounds. Both cities closed several sites in favor of increasing shelter space and housing options. In Ontario, Canada, the city provided a sanctioned campground area on city-owned land near the regional airport that included water, portable toilets, tents, and some other necessities. Encampment ballooned to over 400 people, with  $\frac{3}{4}$  of the population from outside of the city. The city revised the campground to only allow community members, disallow pets, and not allow public consumption of drugs or alcohol, with a 10 p.m. curfew. The Ontario campsite had start-up costs of \$100,000 with \$300,000 annual operating costs for 68 people. San Diego, California provided tents, security, food, showers, restrooms, and social services for 200 people. The camp closed after three months.

## **Attachment C: HSBC Sanctioned Camping**

Closer to home, an encampment in Colorado Springs, Colorado was supported without city resources. In December 2018, the camp was closed as it had grown to 145 tents with significant impacts on trash/debris collection. In March 2021, Colorado Springs was forced to close a COVID-allowed camp due to a propane explosion. The City of Fort Collins, Colorado closed a 100-tent encampment that had been allowed in April 2020, at the beginning of the COVID-19 pandemic, in favor of opening an expansion shelter similar to the CRC. The closure came after increased crime, complaints about trash and hazardous materials, and fights between residents within the camp.

Without clear parameters, a strong entity or non-profit organization to maintain/manage the site, and housing-focused case management/support, sanctioned camping can create issues for the community and not adequately serve people experiencing unsheltered homelessness. However, with best practices in place and adequate funding there are also examples of successful sanctioned camps.



# 2016 Boulder Homelessness Tour: Transitional Living Programs

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Date:

**August 1, 2016**

Time:

**5:00 - 8:30 pm**

Tour Start Location:

**West Senior Center  
909 Arapahoe Avenue**

Parking Available at West Senior Center  
Additional metered parking available at the Main Library, 1001 Arapahoe Ave



# 2016 Boulder Homelessness Tour: Transitional Living Programs

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## 2016 Boulder Homelessness Tour

# AGENDA

**5:00 Guest check-in**

**5:15 Depart to Bridge House, Ready To Work House, 4747 Table Mesa Dr.  
(restroom available)**

**6:00 Depart to 6400 Arapahoe Ave.**

**6:30 Depart to Fire Station #6 and Longbow Out lots, 5145 63rd St.  
(restroom available)**

**7:00 Depart to Boulder Shelter for the Homeless, 4869 Broadway**

**Drive by Boulder Shelter for the Homeless, 1175 Lee Hill and Emergency Family Assistance Association (EFAA) main building and transitional housing sites under construction (Yarmouth)**

**7:30 Depart to Municipal Service Center, 4950 Pearl St.**

**8:00 Depart to drive by Mother House, 2041 Pearl St.**

**8:15 Arrive back at West Senior Center / collect written questions for follow-up**





## 2016 Boulder Homelessness Tour

# Bridge House

4747 Table Mesa



1

**Program:** Ready To Work

**Who:** Homeless adults over the age of 18

**Goal:** Provide paid work in a social enterprise, support services, and housing for one year

**Services Provided by the Program:**

Transitional jobs, Job training, Case management, Financial management, Sobriety support, Transitional housing, Meals, Medical care

**Admittance Requirements:**

Desire and ability to seek full time work, Commitment to be clean and sober, Criminal background check, History of homelessness

**Capacity:** 44

**Projected Outcomes:**

- Employment – 100% of trainees who enter will work, 70% will obtain full-time mainstream employment after participation in Ready to Work
- Savings – 100% of trainees will save 30% of their income, approximately \$1,000
- Sobriety – Trainees will remain clean and sober and set standard for other BH clients
- Housing – Graduates of the program will find stable housing within 3 months of completion
- Work barriers – 100% will improve employability

**Challenges:** Sobriety

**Other:** RTW generates revenue to support work training through social enterprise

**Program:** Resource Center

**Who:** Homeless adults

**Goal:** Provide intake, assessment, case management and referrals to improve the situation of homeless adults

**Services Provided by the Program:**

Service qualification assessment, Benefit sign-up, Transportation assistance, Identification assistance, Employment services, Financial assistance with rent and deposits, Vulnerability Assessment for supportive housing, 14 service provider partners on site, Mental health, medical, substance abuse groups

**Outcomes:**

- For the first half of 2016, there has been a 142% increase in use of the RC
- For the first half of 2016, there has been a 90% increase in people applying for housing
- For the first half of 2016, there has been a 138% increase in clients participating in substance use/mental health groups
- For the first half of 2016, there was no change in the number of people accessing employment services and gaining employment

**Admittance Requirements:** Sign a code of conduct, Participate in a Welcome Meeting

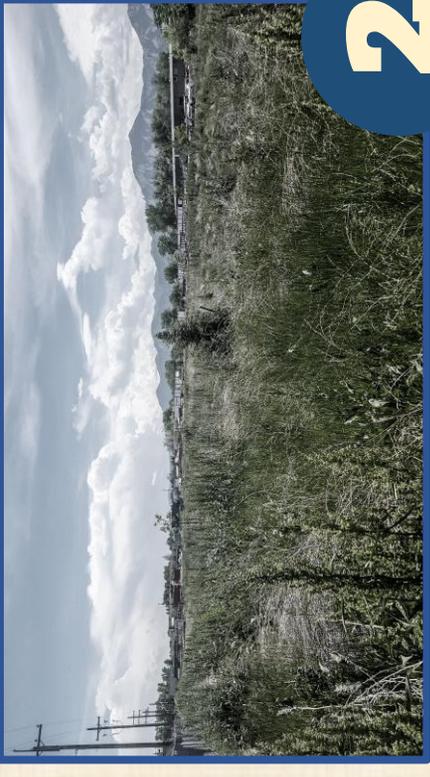
**Capacity:** Approximately 350 unique individuals are served a month

**Challenges:** Housing





# 2016 Boulder Homelessness Tour | 6400 Arapahoe



Location	Topography and Site Access		Access to Transit		Distance to Amenities		Zoning and Land Use Implications**		Access to Water and Sewer	
	Summary	Pro/Con	Summary	Pro/Con	Summary	Pro/Con	Summary	Pro/Con	Summary	Pro/Con
6400 Arapahoe	Flat Site; separate lot with access	●	One bus line: JUMP runs every ½ hour on weekdays and Saturdays until 10 p.m.; Sundays and Holidays every hour until 9 p.m.	●	Bus access to Arapahoe amenities: grocery @ 3 miles; park @ 3 miles; @ ¾ mile to bike multi-use path at South Boulder Creek	◎	Industrial General Zoning; adjacent to BVSD offices and ReSource with some dust generated; near Thorne Ecological @ Sombbrero Marsh	◎	Currently served by water and sewer	●

● = Positive    ◎ = Neutral    ○ = Con

More information on this and other parcels of land can be found at the end of this packet.



# 2016 Boulder Homelessness Tour

## Fire Station #6 & Longbow Out lots

5145 63rd



3

Location	Topography and Site Access		Access to Transit		Distance to Amenities		Zoning and Land Use Implications**		Access to Water and Sewer	
	Summary	Pro/Con	Summary	Pro/Con	Summary	Pro/Con	Summary	Pro/Con	Summary	Pro/Con
5145 N. 63 <sup>rd</sup> (Fire Station 6)	Flat Site; existing access from 63 <sup>rd</sup> Street, could also likely access off of Spine Road	●	Bus Lines: 205 with weekday and Saturday service every 20 minutes until 10:30 p.m.; every 30 minutes on Sundays/Holidays until 9:30 p.m. and 'J' infrequent services	●	Walking access to grocery ½ mile east; ¾ mile to Twin Lakes County Open Space; near Boulder Reservoir, however no direct access	⊙	Industrial General Zoning; would require a subdivision, occupied by Fire Station 6 on north side of site	⊙	Currently served by water and sewer	●
Longbow Outlots	Approximately 10-15 percent slope on site; no access exists today.	○	One Bus Line: 205 with weekday and Saturday service every 20 minutes until 10:30 p.m.; every 30 minutes on Sundays/Holidays until 9:30 p.m.	●	Walking access to grocery and coffee shops 1.2 miles to northeast; ¾ mile to Twin Lakes County Open Space; near Boulder Reservoir, however no direct access	⊙	Public zoning	⊙	Sewer and water in the adjacent street	○

Attachment D - 2016 Tour Packet

● = Positive    ⊙ = Neutral    ○ = Con

More information on this and other parcels of land can be found at the end of this packet.



## 2016 Boulder Homelessness Tour



4

## Boulder Shelter for the Homeless

4869 Broadway

**Program:** Transition Program (First Steps)

**Who:** Homeless adults

**Goals:** Stability; Clients leave the program with sustainable housing

**Services Provided by the Program:**

Overnight shelter, two meals a day, storage, case management, access to shelter amenities

**Outcomes:** About 50% of people leaving the program have stable housing

**Admittance Requirements:**

- Have some source of income
- Be clean and sober

**Capacity:**

About 30 people in the program at any given time and 30 on the waitlist

**Challenges:**

- Sobriety
- Structure of the shelter
- Boulder's housing market

**Other:**

The transition program has been in place for more than 20 years

**Program:** Transitional Housing

**Who:** Homeless individuals and families

**Goals:** Clients leave the program with sustainable housing

**Services Provided by the Program:**

- Safe, transitional housing
- Referring agency provides ongoing support

**Admittance Requirements:** Lease compliance is mandatory

**Capacity:** 12 apartments (8 one bedroom units and 4 two bedroom units)

**Outcomes:**

- About 70% of clients leave the program with stable housing

**Challenges:**

- Boulder's housing market

**Other:**

Program takes referrals from other partner agencies

# Boulder Shelter for the Homeless

**Program:** Boulder County Cares

**Who:** People experiencing homelessness residing on the streets of Boulder

**Goal:** Clients have life-sustaining supplies, transportation, and referrals to services from October through April

**Services Provided by the Program:** Street outreach

**Other:** Program uses trained volunteers

**Program:** Winter Sheltering

**Who:** Homeless adults

**Goal:** Safe, overnight shelter with food and support services from October through April

**Services Provided by the Program:** Overnight shelter, two meals a day, access to shelter amenities

**Outcomes:** Clients have safe, overnight shelter

**Admittance Requirements:** Civility

**Capacity:** 100 beds

**Challenges:** Emergency shelter is a temporary solution



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## Boulder Shelter for the Homeless and Boulder Housing Partners 1175 Lee Hill

**Program:** Housing First (Permanent Supportive Housing)

**Who:** Chronically homeless adults

**Goals:**

- Clients have safe, permanent housing
- Clients became more stable and retain housing

**Services Provided by the Program:**

- Case management and support services

**Outcomes:**

- About 70% of clients are still housed after two years in the program

**Admittance Requirements:**

- Entrance through the coordinated entry and intake process
- Chronically Homeless

**Capacity:** About 55 clients

**Challenges:**

- Population is very vulnerable with multiple needs
- Potential clients must be ready to participate when units are available

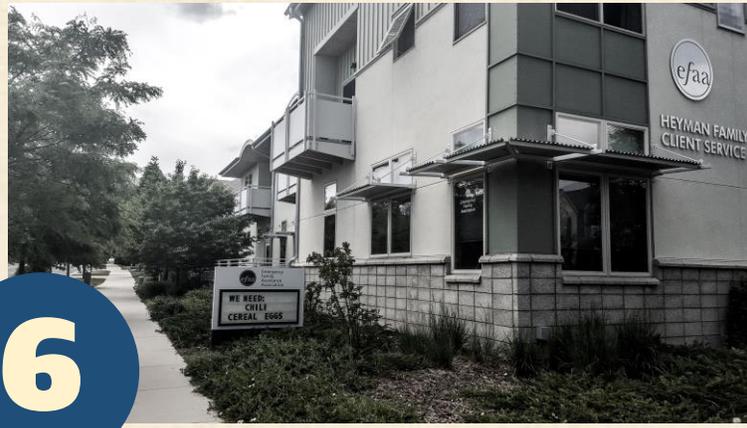


## 2016 Boulder Homelessness Tour

# Emergency Family Assistance Association

1575 Yarmouth Avenue

6



**Program:** Transitional Housing

**Who:** Homeless families with children under the age of 18 in Boulder and Broomfield counties

**Goals:**

- Support families to achieve their goals in self-sufficiency
- Increase assets
- Permanent, affordable housing at end of stay

**Services Provided by the Program:**

- Case management
- Children's assessment
- Access to all EFAA services, referral to community resources

**Admittance Requirements:**

- Income
- Children's needs
- Local ties
- Future housing/income plans
- Sobriety

**Capacity:**

- 12 apartments in Boulder
- 5 additional units under construction

**Outcomes:**

- FY2016: 85% of families exiting EFAA's short-term and transitional housing programs exited to sustainable housing

**Challenges:**

- Before participation: Lack of education, training and experience to secure and keep jobs with adequate wages, lack of affordable housing, stress due to unstable living situations, mental health/health/disability issues
- During: Gain education, training and experience within the two year time frame to secure jobs with adequate wages, lack of affordable housing to exit to, lack of low-cost mental health services, high cost of child care
- After: Lack of affordable housing, lack of subsidized housing programs (vouchers or affordable rental units), difficulty leasing up even with vouchers, low wage jobs, lack of subsidized child care slots, language barriers and eligibility for government programs

**Other:**

- Transportation, medical bills, and/or rent are issues
- Alcohol, drugs, and serious mental illness are not primary reasons for family homelessness
- Most families are doubled up or in shelter
- Ability to secure and keep living wage jobs and attainable affordable housing are primary obstacles for families
- Transitional housing needed as families are evicted, unable to pay increasing rents, and/or inability to lease up due to high rental costs
- 16 months is typical length of stay. Length of stay increasing as families have a difficult time finding affordable housing





# 2016 Boulder Homelessness Tour | Municipal Service Center 4950 Pearl St



7

Location	Topography and Site Access		Access to Transit		Distance to Amenities		Zoning and Land Use Implications**		Access to Water and Sewer	
	Summary	Pro/Con	Summary	Pro/Con	Summary	Pro/Con	Summary	Pro/Con	Summary	Pro/Con

PW Municipal Services Center (approximately 4950 Pearl)	Flat Site; access off of Walnut Street	●	One Bus Line: 206 within ¼ mile: weekdays every 30 minutes until 8:00 p.m.; approximately 1 mile to Depot Square RTD Regional Bus Facility	●	Adjacent to the Goose Creek Bike Multi-use path; bus access to groceries and retail at 29 <sup>th</sup> Street Mall and Crossroads; approximately ¼ mile to Pearl Parkway Multi Use Path and Boulder Creek Multi-use path	⊙	Industrial General Zoning; next to city's Public Works Yards	⊙	Sewer and water adjacent to the site	⊙
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Attachment D - 2016 Tour Packet

● = Positive

⊙ = Neutral

○ = Con

More information on this and other parcels of land can be found at the end of this packet.



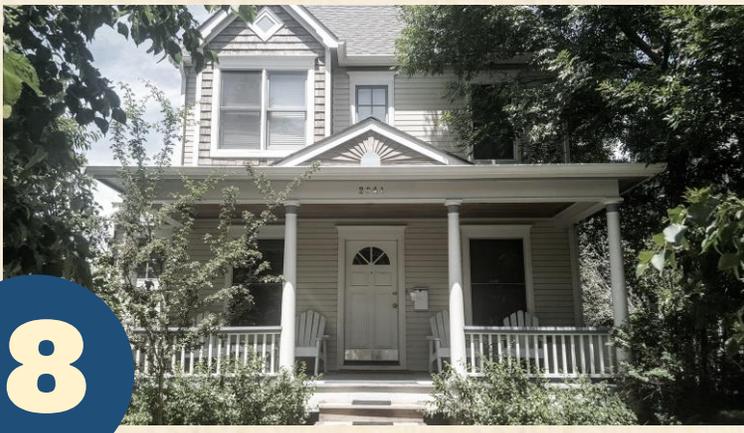


## 2016 Boulder Homelessness Tour

# Mother House

2041 Pearl St

8



**Program:** Shelter Program

**Who:** Pregnant women who are homeless or at-risk of homelessness

**Goals:**

- Provide safe, clean housing to pregnant women through three months post-partum or until they place their baby up for adoption
- Assist residents in connecting to community services and medical care
- Educate residents on life skills, birthing, parenting and other topics
- Help residents become independent and empowered as parents

**Services Provided by the Program:**

- Housing
- Education
- Case Management
- Mentoring Program
- Referrals to community programs

**Outcomes:**

- 100% of the residents and babies have medical care in the form of Medicaid
- 100% of the residents receive pre-natal check-ups and after care

**Admittance Requirements:**

- Work 20 hrs/week
- Pay monthly rent of \$220 + \$125 deposit
- Sober
- Attend Monday night speakers
- Complete chores
- Adhere to curfews
- Be flexible and work together with other residents
- Those who cannot be admitted include those in high-risk pregnancies or are in need or therapeutic care

**Capacity:** 7 women and their babies

**Challenges:**

- Many people turned away because their other children and/or partners cannot be accepted into the program
- Residents having difficulty finding low-income housing after they leave even if they start looking once they enter the house

**Other:**

Mother House has been in existence for almost 34 years and they've helped 750 women and their babies





## 2016 Boulder Homelessness Tour

# Boulder County Housing and Human Services

3400 Broadway



A

**Program:** Housing Stabilization Program (HSP) & Housing Panel

**Who:** Boulder County citizens who are either homeless, unstably housed, or facing imminent eviction

**Goals:**

- Case management supports with a housing first approach
- Clients exit the program to market rent or a self-sustaining situation

**Services Provided by the Program:**

- Short term rental assistance:
- *Deposit Only:* Clients with Section 8 voucher and need deposit funds in order to lease a property
- *Eviction Prevention:* Clients who are currently housed in Boulder County and are facing eviction due to a short-term crisis and just need some help to stay housed
- *Rapid Re-housing:* Clients who are homeless or couch-surfing, referrals from domestic violence shelters and from Bridge House's Ready to Work program

**Admittance Requirements:**

- Screening by the Community Housing Resource Panel Existing ties to Boulder County
- Ability to self-sustain within a year of assistance being awarded funds
- Clients must either have or be willing to create strong ties with one of the partner agencies for basic needs and case management support

**Capacity:**

- HSP served over 400 households in the county in 2015 (86 in Boulder)
- Some clients who were residents of the city leased outside of the city, some due to cost of rent

**Outcomes:**

- Overall HSP population improvements (moved from being in crisis or vulnerable to safe, stable, or thriving) in 2015:
  - 79% in transportation
  - 83% in health care access
  - 82% in relationship safety
  - 61% in childcare
  - 42% in housing
  - 37% in income

**Challenges:**

- Rising rents
- Families having more difficulty returning to market rent when assistance ends

**Other:**

The holistic approach and coordinated case management model that combines government benefits with nonprofit case management, plus a network of supports working in tandem to meet families "where they are", is a very successful model



## 2016 Boulder Homelessness Tour

# Attention Homes

3080 Broadway

**B**

**Program:** The Source Runaway & Homeless Youth Drop-in Center

**Who:** 12-24 year olds

**Goals:** Housing, Safety, Education, Employment, Well-being, Permanent connections

**Services Provided by the Program:** Meals, GED and educational linkages, mental health/substance abuse counseling, LGBTQ support, employment counseling, family reunification, activities, benefits assistance, case management, life skills, medical health services, housing/transportation assistance

**Outputs:** In 2015: 1,465 employment and education referrals, 600 hours of career counseling, 500 hours of mental health and substance abuse counseling, 21 clients participated in equine therapy, 207 clients accessed medical care at the drop-in center.

**Admittance Requirements:** Age verification through age 24

**Capacity:** 50

**Challenges :** Identifying affordable and/or supportive housing and meeting housing entrance criteria, earning a living wage, long-term mental health support, post secondary education, access to prescriptions, vital documents & SSI/SSDI, transportation, career advancement opportunities and supported employment, maintaining housing, maintaining healthy adult relationships

**Other:** The Source Runaway and Homeless Youth Drop-in Center and Shelter are the only youth day drop-in center and youth shelter in Boulder County and Northern Colorado

**Program:** The Source Runaway and Homeless Youth Shelter

**Who:** 12-21 year olds

**Goals:** Safety, Education, Employment, Well-being, Permanent connections

**Services Provided by the Program:** *Same as those listed for Drop-in Center plus Shelter and Aftercare/transitional case management*

**Outcomes:** 72% enrolled in academic programs, 73% reunified with family, 98% of youth engaged in mental health services demonstrated improvement, 99% of youth engaged in substance abuse counseling demonstrated improvement, 85% of shelter residents with long-term housing goals successfully achieved long-term housing goals, 92% of youth participating in aftercare met long-term post shelter goals

**Admittance Requirements:** Intake and assessment, age verification up to age 21

**Capacity:** Shelter capacity of 16 with average waitlist of 3.2

**Program:** The Source Street Outreach Program

**Who:** 12-24 year olds and provides referrals for others

**Goals:** Safety, Awareness of services, Access to The Source and trust/relationship building

**Services Provided by the Program:**

Food, survival gear, education, referrals, harm reduction supplies, mobile case management

**Outcomes:** Over 5,000 units of food distributed, Over 6,000 units of non-food survival items (condoms, bleach and crack kits, ponchos, socks, hand warmers, emergency blankets, etc.) distributed

**Capacity:** Over 5,000 outreach contacts each year; Outreach shifts five days a week

**Challenges:** Identifying affordable and/or supportive housing and meeting housing entrance criteria, earning a living wage, long-term mental health support, post secondary education, access to prescriptions, vital documents & SSI/SSDI, transportation, career advancement opportunities and supported employment, maintaining housing

**Other:**

- The Source Runaway Street Outreach Program is the only youth-focused mobile case management in Boulder County and Northern Colorado

**Program:** Transitional Living Program

**Who:** 17-24 year olds

**Goals:** To help youth achieve and maintain housing stability, build a rental history, life skill acquisition and implementation, support and develop permanent connections

**Services Provided by the Program:**

Limited financial assistance, referrals to Boulder County Housing & Human Services, (Housing Resource Panel), case management, access to furnishing and move-in kits

**Outcomes:** 90% of youth in transitional programming maintain housing for one year

**Admittance Requirements:**

- Completion of The Source or Residential programming
- Employment/income verification
- Vital documents and background checks
- Criminal record clean of sex crimes and certain violent crimes, distribution or manufacturing of methamphetamines

**Capacity:**

- Up to 11 annually

**Challenges:** *Same as Outreach Program plus* Permanent connections

**Other:**

- This program just completed its first year of service
- Successful partnership with Thistle Communities



## 2016 Boulder Homelessness Tour

**B**

### Project in Development

#### Program in Development: Apartments

**Who:** This potential project is scheduled to serve 18-24 year old young adults who are experiencing homelessness and require non time-limited supportive housing.

#### Goals:

- Housing
- Safety
- Education
- Employment
- Well-being
- Permanent connections
- Community integration

#### Services Provided by the Program:

- Housing
- GED and Educational linkages
- Mental health and substance abuse counseling
- LGBTQ support
- Employment counseling
- Equine therapy
- Family reunification
- Pro-social recreational/cultural activities
- Benefits assistance
- Case management
- Life skills
- Medical health services
- Housing/Transportation assistance

#### Projected Outcomes:

- Housing Retention: 70% after 18 months, 80% after one year
- Income: 80% accessing some form of income after 12 months (employment or entitlement benefits)
- Medical Care: 90% accessing medical care as needed within 12 months
- Permanent Connection: 85% at exit from housing (family or other support system/person, mentor, etc)

#### Admittance Requirements:

- Assessment and application via tenant selection criteria/approval and Regional Coordinated Entry

**Capacity:** 40 scheduled to be built

#### Other:

- If funded, this would be the first tax credit funded PSH youth-focused project in CO
- Based on the Housing First model
- Developmentally appropriate services for youth
- Strength-based, client-centered, case management focused programming
- Average 2-year tenancy per household
- Anticipated to serve 800 households over 40 years
- Is expected that 80% of the households will be residents of Boulder and the remaining 20% will be residents of Colorado, primarily from Metro Denver region



## 2016 Boulder Homelessness Tour

# Mental Health Partners

1000 Alpine Ave

C



**Program:** Housing/Voucher Program

**Who:** Individuals and families in Boulder and Broomfield Counties

**Goals:** Individual sustains housing in the community that allows them to better engage with health care providers, employers, educational institutions, community resources, family, and friends

**Services Provided by the Program:**

- Wellness and education classes
- Health home services
- Vocational
- Case management
- Substance use treatment
- Outpatient services
- Community services and Trauma-informed care
- Crisis and intervention services

**Admittance Requirements:** Each Housing program has different eligibility requirements. All participants need to have a behavioral health diagnosis and meet the criteria for the particular program they are applying for. Many programs have a priority for people who are chronically homeless and are viewed as highly vulnerable through the Coordinated Assessment and Housing Placement Systems (CAHPS). Another priority is for people who are leaving institutions or who qualify for that level of care.

**Capacity:** There are many people in the Boulder and Broomfield county communities that are homeless or marginally housed.; Current programs at MHP are close to capacity; Capacity for all MHP Housing and Voucher Programs is currently 400

**Challenges:** The limited availability of safe, secure, affordable housing for individuals who may have resources (vouchers), but no availability of housing; financial challenges and difficulty in finding units in a very competitive housing market

**Other:** Using vouchers and other resources, MHP assists several hundred people gain access to housing every year

# Safehouse Progressive Alliance for Nonviolence

835 North St.

**Capacity:**

- 27 people and residents may stay up to 45 days
- 1,100 calls for shelter were unmet due to capacity issues

**Outcomes:**

- From June 15, 2015 through June 15, 2016 emergency shelter provided to 412 adults and 85 children/youth
- 95% of adult shelter residents surveyed reported having enhanced strategies for staying safe and an increase in knowledge of available community resources as a result of their time in shelter
- 90% reported feeling more hopeful and less isolated
- 83% of these children demonstrated decreased trauma symptoms as a result of this contact

**Challenges:**

- Some survivors have no viable housing options in Boulder other than to return to their abusive partner, so they are forced to move from shelter to shelter or community to community
- Some survivors ineligible for subsidized housing or public assistance programs because of age, immigration status, criminal history, or other disqualifying factors have few options for self-sufficiency after leaving the shelter

**Other: 2015:**

- 9,502 crisis hotline calls – information, resources, and referrals
- 9,200 shelter nights
- Supported 485 victims of assault immediately following law enforcement response
- Helped 346 individuals with legal advocacy as they applied for protective orders and dealt with other civil legal issues
- Provided counseling services to 738 adults and children
- Supported 176 adults and children with long-term transitional services like affordable housing, skill-building, and intensive case management

**Capacity:**

- 13-14 units/vouchers
- Not likely a resident will move directly into a transitional housing unit upon leaving
- Shelter residents who meet eligibility requirements go on a waitlist and are contacted when a unit becomes available

**Outcomes:** On average, 50 adults/children are housed through these programs annually (appx. 18 households/adults, 32 children)

**Other:** Clients typically remain in transitional housing for two years, Approximately 175 adults/children receive Transitional Services (not necessarily housing units) each year. These include housing/resource case management, skill building groups and support networks to stabilize after crisis



D

**Program:** Emergency Shelter

**Who:** Adults, youth, and children who have experienced interpersonal violence

**Goals:**

- Abusers are most lethal in the two-week period immediately following a survivor's leaving, making it critical that victims of abuse and their children have access to safe, confidential shelter
- Access to confidential, safe shelter, culturally appropriate and trauma-informed counseling and advocacy services, and resource assistance to help survivors rebuild their lives after violence

**Services Provided by the Program:**

- Basic needs, case management, counseling, healthcare services, legal advocacy, Access to staff 24 hours a day, Safety plan development, referrals, education, peer support, Safe Pet Program, public benefit assistance, skill-building, housing navigation assistance
- For children: Separate trauma assessment, case management, counseling, age-appropriate education on feelings, conflict resolution, and staying safe

**Admittance Requirements:**

- Screening through Crisis Line
- Homelessness caused by domestic violence
- Available to all survivors regardless of gender identity or expression

**Program:** Transitional Housing

**Who:** Adults, youth, and children who have experienced interpersonal violence

**Services Provided by the Program:**

- Intensive case management and resource support

**Admittance Requirements:**

- Screening through Crisis Line
- Homelessness caused by domestic violence
- Available to all survivors regardless of gender identity or expression



# BOHO

Boulder Outreach for Homeless Overflow

*the safety net under the safety net*



## 2016 Boulder Homelessness Tour

# Boulder Outreach for the Homeless Overflow

**Program:** Day Shelter and Community Table (in collaboration with Bridge House)

**Who:** Homeless adults

**Goals:**

- Safe, legal, designated place to be during the day
- Daily meals

**Services Provided by the Program:**

- Shelter
- Safety
- Meals (catered by Bridge House Community Table Kitchen)

**Outputs:**

- 2016 Q1: average of 108 visits per day to the Day Shelter, average of 71 visits per day to Community Table

**Admittance Requirements:**

- Must be able to state name
- No weapons or alcohol
- Follow instructions
- Care for self
- Complete Code of Conduct form
- Attend Bridge House Resource Center Welcome Meeting
- Short demographic interview is not mandatory, but has nearly 100% participation

**Capacity:** Approximately 150; No one turned away for space reasons

**Challenges:** Life on the streets

**Other:** The program operates six days a week and has rotating locations. The Carriage House location will not be in use in the fall

**Program:** Emergency Warming Center (EWC)

**Who:** Homeless adults

**Goal:** Basic overnight shelter (some congregations provide additional program features)

**Services Provided by the Program:**

- Safe, legal, indoor, sleeping

**Output:**

- In the 2015-2016 season, the BOHO EWC served an average of 107 guests per night

**Admittance Requirements:**

- Must be able to state name
- No weapons or alcohol
- Follow instructions
- Care for self
- Short demographic interview is not mandatory, but has nearly 100% participation

**Capacity:** Up to 200; No one turned away for space reasons

**Challenges:** Life on the streets

**Other:**

The program operates about five months of the year and is on standby for bad weather the rest of the year. BOHO was open during the flood



Boulder Outreach for Homeless Overflow

the safety net under the safety net

E

## 2016 Boulder Homelessness Tour

# Boulder Outreach for the Homeless Overflow

**Program:** Residents Shelter

**Who:** Homeless adults

**Goal:** Provide shelter to help Boulder's adult homeless residents develop stability

**Services Provided by the Program:**

- Safe, legal sleeping

**Outcomes:**

- Preferred that income is developed
- Entry into Boulder Shelter for the Homeless or Bridge House program or achievement of housing
- Although we do not have formal records, we believe that about a quarter of the women who entered the program became housed when they left

**Admittance Requirements:**

- Identification
- Record of good behavior
- Homeless in Boulder for six months or more
- Welcome meeting with Bridge House Resource Center
- Sign and abide by behavioral agreement

**Capacity:** 40; Wait list of usually one to two weeks

**Challenges:** Life on the streets

**Other:** This program operates year round

**Program:** Women's Shelter

**Who:** Homeless adult women

**Goal, Services Provided by the Program, and Outcomes, and Challenges:** *Same as Residents Shelter*

**Admittance Requirements:** *Same as Residents Shelter plus being Female*

**Capacity:** 25

**Other:** The program operates when winter shelter programs are not available



# 2016 Boulder Homelessness Tour | Definitions

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

**CAHPS:** Coordinated Assessment and Housing Placement System (CAHPS) is a regional, client-centered process that enables our community to assess and identify the housing and support needs of individuals experiencing homelessness, target outreach and housing navigation for those with the greatest need, and match the right level of service and/or housing intervention to these individuals as quickly and efficiently as possible, while being respectful of client choice and local providers.

**Case Management:** A collaborative and planned approach to ensuring that a person who experiences homelessness gets the services and supports they need to move forward with their lives. It is a comprehensive and strategic form of service provision whereby a case worker assesses the needs of the client (and potentially their family) and, where appropriate, arranges, coordinates and advocates for delivery and access to a range of programs and services designed to meet the individual's needs.

**Chronically Homeless Families:** Families with adult heads of household who meet the definition of a chronically homeless individual. If there is no adult in the family, the family is still considered chronically homeless if the minor head of household meets all the criteria of a chronically homeless individual. A chronically homeless family includes those whose composition has fluctuated while the head of household has been homeless.

**Chronically Homeless Individual:** A homeless individual with a disability who lives either in a place not meant for human habitation, a safe haven, an emergency shelter, or in an institutional care facility continuously for at least 12-months, or on at least four separate occasions in the last three-years, where the combined occasions total at least 12 months. Each period separating occasions must include at least 7 nights of living in a place not meant for human habitation, an emergency shelter, or a safe haven.

**Conestoga Huts:** The Conestoga is a newly developed hut being used at Opportunity Village in Eugene, OR. The hut is 6' x 10' shelter that can be built for between \$250 and \$500 depending on the utilization of re-used or donated materials. There are four components to a Conestoga hut: a basic insulated floor, two solid, insulated walls that line the short sides of the flooring, and a metal wire roof that is curved to connect to the long sides of the floor. The roofing frame is then covered with insulation and outdoor vinyl that is attached to the base of the structure. The result is a structure that resembles the Conestoga wagons used during early American westward expansion. The components of the shelter can then be easily assembled or disassembled on site.



# 2016 Boulder Homelessness Tour | Definitions

## **Homeless:**

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

- Places not meant for human habitation, such as cars, parks, sidewalks, abandoned buildings, bus or train stations, airports, campgrounds;
- In an emergency shelter;
- In transitional or supportive housing for homeless persons who originally came from the streets or emergency shelters;
- In any of the above places but is spending a short time (up to 30 consecutive days) in a hospital or other institution;
- Is being evicted within a week from a private dwelling unit and no subsequent residence has been identified and the person lacks the resources and support networks needed to obtain housing, or their housing has been condemned by housing officials and is no longer considered meant for human habitation;
- Is being discharged within a week from an institution in which the person has been a resident for more than 30 consecutive days and no subsequent residence has been identified and the person lacks the resources and support networks needed to obtain housing;
- An individual or family who will imminently lose their nighttime residence (within 14 days, no subsequent residence has been found, the individual/family lacks the resources to obtain other permanent housing).
- Unaccompanied youth under 25 years of age, or families with children and youth, who are identified as homeless under federal legislation.
- Any individual or family who is fleeing or is attempting to flee domestic violence, dating violence, sexual assault, stalking, or other dangerous or life-threatening conditions that relate to violence against the individual or family member, including a child, that has either taken place within the individual's or family's primary nighttime residence or has made the individual or family afraid to return to their primary nighttime residence and the household has no other residence and lacks the resources or support networks to obtain other permanent housing.

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

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

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



# 2016 Boulder Homeless Tour | Definitions

**Permanent Supportive Housing:** Permanent supportive housing (PSH) uses the Housing First approach to serving persons experiencing homelessness and centers on providing homeless people with housing quickly and providing services as needed. PSH is designed to meet the long term housing and service needs of chronically homeless individuals and families and combines affordable housing with services that help people who face the most complex challenges to live with stability, autonomy and dignity. The type of services depends on the needs of the residents and may be provided on a short term, sporadic, ongoing, or indefinite basis. The housing is usually “affordable” or intended to serve persons who are on an SSI income – which is \$733/month (2016 rates for individuals).

**Point-in-Time Count (PIT):** A count of sheltered and unsheltered homeless persons carried out on one night in the last 10 calendar days of January. The PIT provides a *snapshot* from a single night in January of individuals and families identified by self-reporting as homeless and who were willing to participate in the count.

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

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

**SSI:** Supplemental Security Income program is a federally funded program which provides income support if you are aged 65 or older, blind or disabled. SSI benefits are also available to qualified blind or disabled children. SSI benefits are administered by the Social Security Administration (SSA). Eligibility is determined by the SSA using Federal criteria. The benefits are in the form of cash assistance.

**SSDI:** Social Security Disability Insurance (SSDI) is a federally run benefits program that provides aid to people who are unable to achieve gainful employment due to a permanent disabling condition. SSDI is financed by the Social Security tax, and eligibility is determined by the SSA using Federal criteria. The benefits are in the form of cash assistance. Anyone who has paid Social Security taxes long enough to achieve sufficient work credits, can qualify for SSDI.

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

**Transition-Age Youth:** Youths age 18 to 24.

**Transition-Age Youth VI-SPDAT:** See *Vulnerability Index – Service Prioritization Decision Assistance Tool*.



# 2016 Boulder Homeless Tour | Definitions

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

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

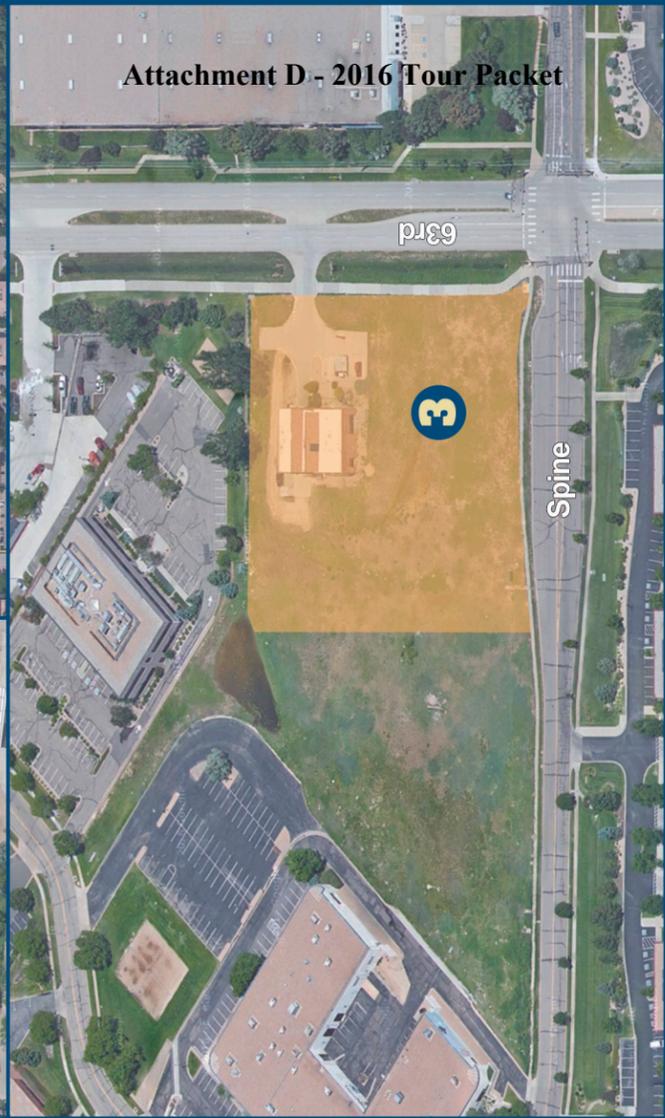
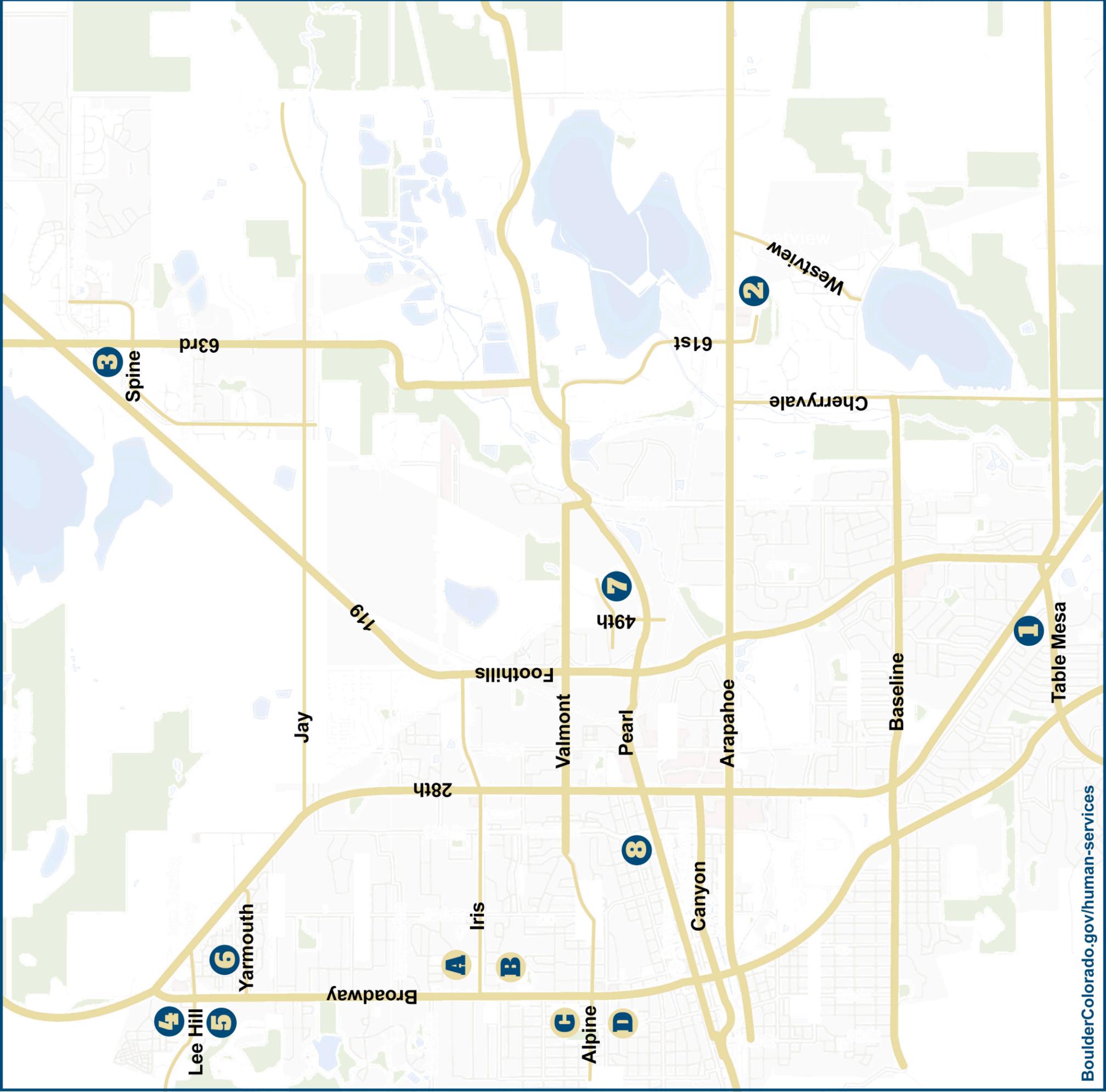
**Vulnerability Index – Service Prioritization Decision Assistance Tool (VI-SPDAT):** A pre-screening, or triage tool that is designed to be used by all providers within a community to quickly assess the health and social needs of homeless persons and match them with the most appropriate support and housing interventions that are available. The VI-SPDAT helps to clarify demand, as well as identify those who are most vulnerable.



# 2016 Boulder Homelessness Tour

- Additional Service Providers**
- A** Boulder County Housing and Human Services  
3400 Broadway
  - B** Attention Homes  
3080 Broadway
  - C** Mental Health Partners  
1000 Alpine Ave
  - D** Safehouse Progressive Alliance for Nonviolence  
835 North St
  - E** Boulder Outreach for the Homeless Overflow  
*(not mapped; held at multiple, rotating locations)*

- 1** Bridge House Ready To Work  
4747 Table Mesa
- 2** 6400 Arapahoe  
6400 Arapahoe Ave
- 3** Fire Station #6 and Longbow Outlots  
5145 63rd
- 4** Boulder Shelter for the Homeless  
4869 Broadway
- 5** 1175 Lee Hill  
1175 Lee Hill Dr
- 6** Emergency Family Assistance Assn.  
1575 Yarmouth
- 7** Municipal Service Center  
4950 Pearl St
- 8** Mother House  
2041 Pearl St



Attachment D - 2016 Tour Packet



## 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
  - 300 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



# 2016 Boulder Homelessness Tour

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## Supplemental Information

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**Land Use Code (B.R.C. Title 9) Considerations**

Tiny homes, either as an individual residential building use or as a part of a broader 'tiny home village' scenario, are not expressly prohibited by Boulder's Land Use Code. However, there are conflicts with the current regulations that render the development of a tiny home village very challenging if not impossible. These conflicts stem from the application of the relevant controlling regulations including (but not limited to) density allowances and lot size requirements, parking requirements, open space standards, and setbacks that are zoning district specific and that are applied on a per dwelling unit basis. As an example: where a minimum lot size requirement is 7,000 sq. ft., and the minimum lot area per dwelling unit standard is 1,600 sq. ft., building smaller dwellings does not result in a greater unit yield than would be achieved by a more conventional sized residential building product. Similarly, in the absence of all of the elements that constitute a dwelling unit (eating, cooking, sanitation, etc.) a tiny home, unlike the example of "efficiency living units" (defined as a *dwelling unit that contains a bathroom and kitchen and does not exceed a maximum floor area of four hundred seventy-five square feet*), would not be eligible for the density equivalent that allows two units to be counted as one dwelling unit.

Alternatively, if tiny homes were to be considered and regulated as Recreational Vehicles (RV's) the Land Use Code regulates these as a camping use and limits their placement to 30 days.

Potential Land Use Code changes to consider (*code changes will need to be prioritized with other code changes already in the Council work program*):

- Create and have Council adopt a code update to allow and regulate this use in one or more zoning districts
- Use a legislative process through a special ordinance adopted by the city council to create specific regulations for an identified site.

**Building Code Considerations**

Under the city of Boulder's existing regulations, only the following type of building does not require a building permit: One-story detached non-conditioned building accessory to a residential structure, no more than 80 square feet in area or ten feet in height that is not served by any electrical, mechanical, or plumbing fixtures or systems. Other proposed buildings or structures would be required to meet the city's building permit regulations. A dwelling unit is defined as: "A single unit providing complete independent living facilities for one or more persons, including provisions for living, sleeping, eating, cooking and sanitation." The current regulations for a constructed unit require the following minimum area per dwelling unit:

Room	Dwelling Minimum Room Areas	
	International Residential Code (IRC) <i>Single Family Detached Units Sec. R304</i>	International Building Code (IBC) <i>Multi-Family - Efficiency Units Sec. 1208.4</i>
Living room	120	220
Sleeping room	70	
Kitchen	40	40
Bathroom	40	40
Total (sq. ft.)	270	300

If a common kitchen area is \_\_\_\_\_ proposed for all of the units  
then the kitchen equipment would be required to meet more rigorous requirements associated with commercial kitchens.

To qualify as a manufactured home a unit must be built to the Manufactured Home Construction and Safety Standards (HUD Code) and displays a red certification label on the exterior of each transportable section. Manufactured homes are built in the controlled environment of a manufacturing plant and are transported in one or more sections on a permanent chassis. National manufactured home standards specify that manufactured homes must be at least 8 foot wide, or 40 feet long, for a footprint of at least 320 square feet. A manufactured home that meets the HUD guidelines is transported to its destination and the final product rests on a foundation.

A tiny house on wheels (THOW), has been defined by the industry as a structure that is intended as a full time residence or year-round rental property and if it meets these conditions then it would not be regulated as a building:

- Is built on a trailer that was registered with the builder's local Department of Motor Vehicles (DMV).
- Is towable by a bumper hitch, frame-towing hitch, or fifth-wheel connection. Cannot move (and was not designed to be moved) under its own power.
- Is no larger than allowed by applicable state law to be towed on a public street. (The typical THOW is no more than 8'6" wide, 30' long, and 13'6" high).
- Has at least 70 square feet of first floor interior living space, and no more than 400 square feet (excludes any lofts) on total space.



# First Tier

Location	Topography and Site Access		Access to Transit		Distance to Amenities		Zoning and Land Use Implications**		Access to Water and Sewer	
	Summary	Pro/Con	Summary	Pro/Con	Summary	Pro/Con	Summary	Pro/Con	Summary	Pro/Con
6400 Arapahoe	Flat Site; separate lot with access	●	One bus line: JUMP runs every ½ hour on weekdays and Saturdays until 10 p.m.; Sundays and Holidays every hour until 9 p.m.	●	Bus access to Arapahoe amenities: grocery @ 3 miles; park @ 3miles; @ ¼ mile to bike multi-use path at South Boulder Creek	⊙	Industrial General Zoning; adjacent to BVSD offices and ReSource with some dust generated; near Thorne Ecological @ Sombraero Marsh	⊙	Currently served by water and sewer	●
4920 28 <sup>th</sup> St.	Flat Site; direct access from Highway 36;	●	Bus Lines: 'Y', 204, SKIP (every 10 minutes until midnight on weekdays) across Highway 36 from site; no direct access to transit from site and currently no pedestrian crossing at Hwy. 36 and Broadway	⊙	Bus access to Broadway amenities: grocery @1.3 miles; park @ ¼ mile;	⊙	Within Planning Area III Reserve: would require annexation; current tenant is carpet and tile store	○	No current water or sewer service and would require main extensions beyond what is allowed in BRC for out of city service	○
Mapleton Ballfields Parking Lot	Flat Site; access from Mapleton and 30 <sup>th</sup> streets Was considered for FS #3 and issues with deed restrictions and cross parking agreements for this site.	○	Bus Lines: BOUND, 206, HOP all with frequent service until 11:30 p.m. ; also across 30 <sup>th</sup> from Depot Square RTD Regional Bus Facility	●	Walking access to Mapleton Park; walking access to Whole Foods, Target and other retail; adjacent to Goose Creek Bike Multi-use path	●	Public Zoning: would require subdivision	⊙	Sewer and water in the adjacent streets	⊙
5145 N. 63 <sup>rd</sup> (Fire Station 6)	Flat Site; existing access from 63 <sup>rd</sup> Street, could also likely access off of Spine Road	●	Bus Lines: 205 with weekday and Saturday service every 20 minutes until 10:30 p.m.; every 30 minutes on Sundays/Holidays until 9:30 p.m. and 'J' infrequent services	●	Walking access to grocery ¼ mile east; ¾ mile to Twin Lakes County Open Space; near Boulder Reservoir; however no direct access	⊙	Industrial General Zoning; would require a subdivision, occupied by Fire Station 6 on north side of site	⊙	Currently served by water and sewer	●
Longbow Outlots	Approximately 10-15 percent slope on site; no access exists today.	○	One Bus Line: 205 with weekday and Saturday service every 20 minutes until 10:30 p.m.; every 30 minutes on Sundays/Holidays until 9:30 p.m.	●	Walking access to grocery and coffee shops 1.2 miles to northeast; ¼ mile to Twin Lakes County Open Space; near Boulder Reservoir, however no direct access	⊙	Public zoning	⊙	Sewer and water in the adjacent street	⊙
PW Municipal Services Center (approximately 4950 Pearl)	Flat Site; access off of Walnut Street	●	One Bus Line: 206 within ¼ mile: weekdays every 30 minutes until 8:00 p.m.; approximately 1 mile to Depot Square RTD Regional Bus Facility	●	Adjacent to the Goose Creek Bike Multi-use path; bus access to groceries and retail at 29 <sup>th</sup> Street Mall and Crossroads; approximately ¼ mile to Pearl Parkway Multi Use Path and Boulder Creek Multi-use path	⊙	Industrial General Zoning; next to city's Public Works Yards	⊙	Sewer and water adjacent to the site	⊙

● = Positive      ⊙ = Neutral      ○ = Con

## Second Tier

Location	Topography and Site Access		Access to Transit		Distance to Amenities		Zoning and Land Use Implications**		Access to Water and Sewer	
	Summary	Pro/Con	Summary	Pro/Con	Summary	Pro/Con	Summary	Pro/Con	Summary	Pro/Con
4540 Broadway	Somewhat sloping: 3 – 5 percent cross-slope; Access via 13 <sup>th</sup> Street	☉	Bus Lines: walking distance to two bus lines: 'Y' and SKIP; Every 10 minutes until midnight on weekdays	●	Bus access to Broadway amenities: grocery @ ¼ mile; park @ ¼ mile; adjacent to Four Mile Creek bike multi-use path; walking distance to retail along Broadway	●	Mixed Use 2, adjacent to multi-family residential to the north and east and mobile home park to the east	☉	Currently served by water and sewer lines are in property	●
2948 47 <sup>th</sup> St.	Bowl shaped; likely access from 47 <sup>th</sup> Street	●	Bus Lines: 'J' along with 206 and 208; 206 service is weekdays every 30 minutes until 8:00 p.m.; approximately 1 mile to Depot Square RTD Regional Bus Facility	☉	Adjacent to Foothills Parkway Multi-use path; ¼ mile to Goose Creek Multi-use path; @ 1 mile to grocery and retail; ¾ mile to Mapleton Ballfields;	☉	Industrial Service – 2; highly visible; surrounded by roadways	○	Sewer and water in the adjacent street	☉
Municipal Services Center - Parks (0 Pearl)	Flat Site; access from Pearl Street and Pearl Parkway	●	One Bus Line: 206 along Pearl Parkway; weekdays every 30 minutes until 8:00 p.m.; approximately 1.5 miles to Depot Square RTD Regional Bus Facility	☉	Adjacent to the Goose Creek Bike Multi-use path across Pearl Parkway from Boulder Creek Multi-Use Path; bus access to groceries and retail at 29 <sup>th</sup> Street Mall and Crossroads; approximately ¼ mile to Pearl Parkway Multi Use Path and Boulder Creek Multi-use path	☉	Public Zoning	☉	Depending on the location water and sewer could be extended to serve the site.	☉

● = Positive      ☉ = Neutral      ○ = Con



# 2016 Boulder Homelessness Tour

# Transitional Program Comparison

	Opportunity Village	Bridge House Ready to Work House	Boulder Shelter Transitions Program	Boulder Shelter Transitional Housing
Overview	A micro-housing project that opened in August 2013 with the vision to create a collaboration between the housed and unhoused that provides stable and safe places to be through cost-effective, human-scale approaches for transitioning the unhoused to more sustainable living situations.	A combination transitional housing and employment program that opened in August 2015 with the purpose of providing a pathway to self-sufficiency for homeless individuals through paid work. This is accomplished through the employment program that provides paid work, vocational training, and support services to help individuals re-enter the workforce and stable housing.	A temporary transitional shelter program with the purpose of pairing housing with case management to address root causes of homelessness. Residents are given a safe space to obtain stable housing.	A transitional housing program that pairs case management for individuals or families with stable housing to help residents move into permanent housing.
Website	<a href="http://www.squareonevillages.org/#!opportunity/c959">http://www.squareonevillages.org/#!opportunity/c959</a>	<a href="http://boulderbridgehouse.org/what-we-do/ready-to-work/">http://boulderbridgehouse.org/what-we-do/ready-to-work/</a>	<a href="http://www.bouldershelter.org/programs.transition.html">http://www.bouldershelter.org/programs.transition.html</a>	<a href="http://www.bouldershelter.org/programs.housing.html">http://www.bouldershelter.org/programs.housing.html</a>
Type of building/housing	Conestoga huts with 60 <sup>2</sup> of floor space or bungalows that feature 72 <sup>2</sup> of floor space	44 units (mix of 1 and 2 bedrooms); Stick-built	Semi-private dorm room ; Stick-built	12 units across boulder; Stick-built
Eligibility requirements	Must abide by a few basic rules including maintaining sobriety and providing 10/hr a week to the site upkeep and governance.	Desire and ability to seek full time work; Commitment to be clean and sober; Criminal background check - case by case screening; History of homelessness; Proper identification. Must work a minimum of 20 hrs/week.	Residents must live drug and alcohol free, pay a weekly program fee, and abide by a budget and savings plan. Residents must have a sustainable income that can be verified and a transition plan that is achievable.	Must be referred by one of the collaborating agencies. Must be homeless or at immediate risk for becoming homeless, have sustainable income, be able to live independently and have the ability to transition to stable housing within two years.
Maximum stay	TBD- Length of residency slowly increasing	1 year	9 months	2 years
Populations served	Homeless individuals and couples that apply through a basic application and background screening process.	Homeless adults	Homeless adults	Homeless individuals and families
Cost to resident	\$30 a month for utilities and 10 hours a month of upkeep and governance			Rent starts at \$225 a month and won't exceed 30% of a household income. Clients also are responsible for utilities.
Average # of residents	34	44	60-80	variable in 12 units
Services provided	No direct services provided as part of the program. Some services and support provided through outside agencies	Paid transitional work, vocational training, financial training, transportation (Ecopass), case management	Detailed case management	Ongoing case management provided by the referring agency for the two year period
Initial costs w/land per unit	\$32,067.00			
Initial costs w/o land per unit	\$7,067			
Annual operating cost per/person	~\$1,000			
Transition rate to permanent housing	59% of those that transitioned went into a type of permanent housing	Still in first year of program - 84% still in program or housed	About 50% of clients move into stable housing	75% of the clients move into stable housing within two years





## 2016 Boulder Homelessness Tour

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# Tiny Home Considerations

- Any homeless housing will require investments in public process and land that is scarce and costly. Density/number of people housed is one consideration in evaluating tiny homes as a solution compared to new construction or redevelopment.
  - Some people may thrive more in a tiny home environment with a sense of community and personal space.
  - Tiny homes for the chronically homeless population would require significant support services. Fewer services may be required for transitionally homeless individuals.
  - “Housing First” is considered best practice for chronically homeless people. Transitional housing and tiny home villages typically requires sobriety, which is not consistent with Housing First.
  - Staff from the National Alliance to End Homelessness (NAEH) did not recommend tiny homes unless they meet code and are permanent. Building temporary homes with lower requirements diverts resources from permanent solutions.
  - Boulder Shelter reports that 5 months is the average time spent in the Transitions Program, with some people staying up to the 9-month limit. Transitional housing programs differ in length, but are generally two years or less.
  - If tiny homes are used as transitional housing, consider pipelines for where the clients can go next.
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## 2016 Boulder Homelessness Tour

# Opportunity Village Eugene, OR



### Background

Opportunity Village is a transitional housing pilot project located in Eugene Oregon at 111 N. Garfield Street. The project was initiated in 2011, and approved through City Council action. The initial pilot was for one year and has since been renewed through 2018. The buildings at the site are known more commonly as “tiny homes,” and are allowed as housing under an exemption in Eugene Code 9.2450, which classifies them as a homeless shelter.

### Site description

At the one-acre plot, there are a total of 30 buildings (9 conestoga huts and 21 bungalows)



Cost per bungalow (built on site) = \$1,282.15  
72 square feet of floor space and 648 cubic feet of living space

### Amenities

Each unit provides secure space and storage for an individual or a couple.

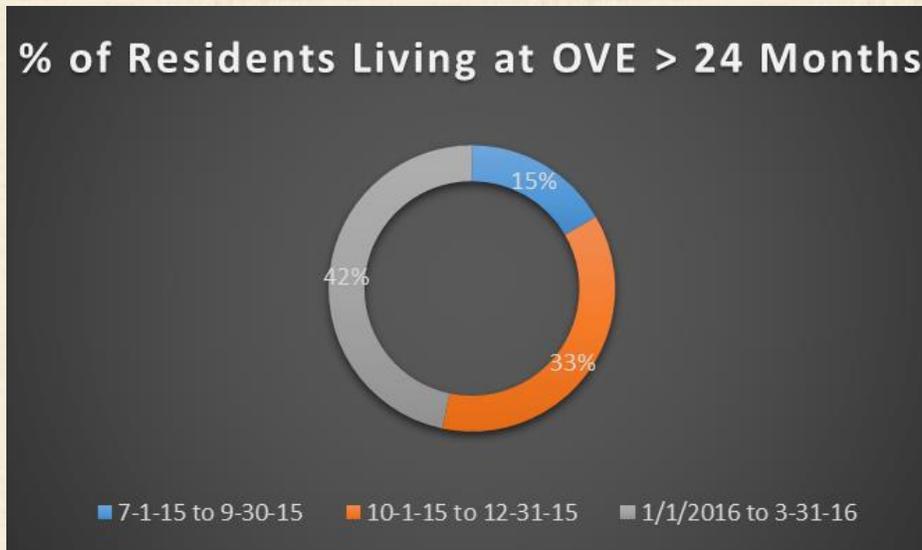
- Tiny Homes
- Common Spaces
- No electricity
- No water
- No heat



Cost per conestoga hut (prefabricated) = \$1,063  
60 square feet of floor space and 300 cubic feet of living space

- \*Please note some units have limited electricity through donated solar panels.
- Computers with internet access
- Community restrooms
- Workshop with tools
- Laundry facilities
- Space for cooking

# Opportunity Village



## Services

There are no direct services being offered through the pilot program. Residents have the opportunity to work with service providers that come to the Village. In addition, there are optional peer support groups and skill building opportunities available on site.

## Program admittance requirements

For acceptance into the program, residents must agree to a basic community agreement that states the following overall rules:

No violent to yourself or others

No theft

No alcohol, illegal drugs or drug paraphernalia

Everyone must contribute to the operation and maintenance of the Village

Residents must commit at least 10 hours a month towards front desk and Village upkeep. Further, they must agree to attend meetings and honor the more specific rules outlined in the agreement.

Residents are accepted under a four-week trial period. After that period, they will be evaluated at a Village Council Meeting with at least one board member present. For acceptance into the program,

## Funding model

Construction of Opportunity Village was funded through a combination of mechanisms. Nearly half (\$100,699) of the \$214,909 came from donations and the remaining (\$114,210) came from in-kind donations of time and building materials. In 2015, the annual operating budget to maintain the village came out to \$35,520 or \$1184 per unit.

Annual operating expenses included basic maintenance, rental of mobile toilets, utilities and staff time. A portion of the overall operating budget is reduced by

Land was leased through the city for \$1 annually, and the value of the land is ~\$750,000. The city also incurred costs of around \$2,000 to complete fencing around the property. The city also incurred an unknown amount of expenditure for the use of additional emergency services calls.

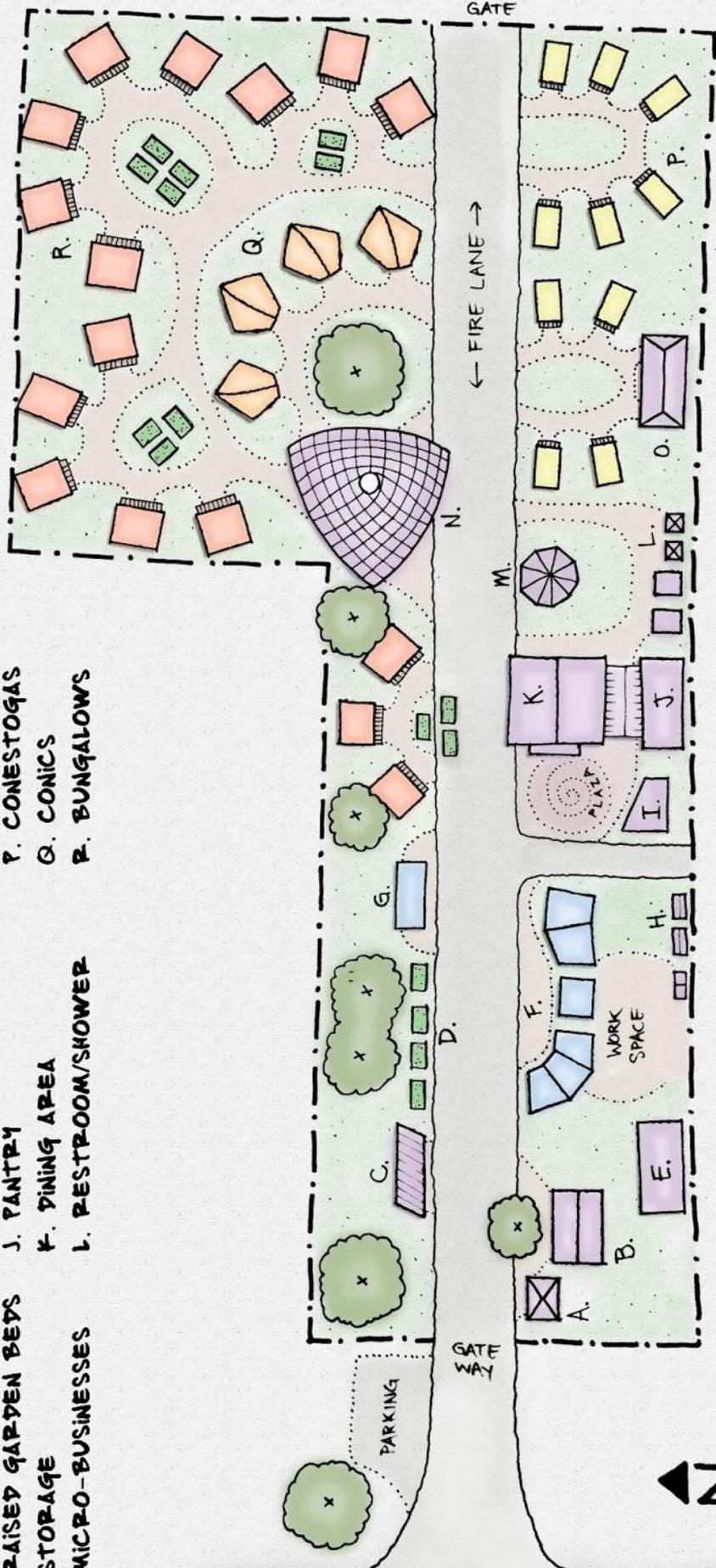
## Outcomes

The pilot initially had issues with rules violations and disturbances. This was expected and rates after the first year saw significant reductions in general disturbances and those that involved law enforcement. The 2015-16 transition rate to permanent housing was 59%. One additional trend is that 42% of residents reported in the first quarter of 2016 have lived at the village for at least two years. The figure below illustrates the first time period that a resident could have lived at least two years at the village and that percentage has increased through each subsequent reporting period.

# opportUNITY village

EUGENE

- A. WELCOME KIOSK
- B. ADMIN CENTER
- C. BIKE STORAGE
- D. RAISED GARDEN BEDS
- E. STORAGE
- F. MICRO-BUSINESSES
- G. GREENHOUSE
- H. DUMPSTERS/COMPOST
- I. COVERED COOKING AREA
- J. PANTRY
- K. DINING AREA
- L. RESTROOM/SHOWER
- M. NOTIONAL ROUNDHOUSE
- N. COVERED GATHERING AREA
- O. BUNKHOUSE
- P. CONESTOGAS
- Q. CONICS
- R. BUNGALOWS



N. GARFIELD STREET





2016 Boulder Homelessness Tour

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Notes



A large, empty rectangular box with a thin blue border, intended for handwritten notes.





## 2016 Boulder Homelessness Tour

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# Questions and Feedback



Would you like us to follow up with you? If so, please provide your email address below.

Email:

