



**CITY OF BOULDER  
CITY COUNCIL AGENDA ITEM**

**MEETING DATE: October 2, 2018**

**AGENDA TITLE:**

Introduction, first reading, and consideration of a motion to order published by title only, an emergency Ordinance 8294, as an amendment to Title 9, "Land Use Code," B.R.C. 1981, granting authority to the City Manager to approve a day shelter, overnight shelter, and severe weather sheltering uses at 2691 30<sup>th</sup> street and to modify density and parking standards as they apply to the use, and setting forth details in relation thereto.

**PRESENTER/S**

Jane Brautigam, City Manager  
Tanya Ange, Deputy City Manager  
Jim Robertson, Executive Director of Planning, Housing & Sustainability  
Charles Ferro, Development Review Manager / Interim Comprehensive Planning Manager

**EXECUTIVE SUMMARY**

In order to begin implementing the city's Homelessness Strategy adopted by council on June 20, 2017, council approved [an ordinance](#) in January 2018 to accommodate Bridge House's Path to Home Navigation Center and day and overnight shelter at 2691 30<sup>th</sup> Street. The Path to Home Navigation program (PTHN) provides 24/7 sheltering and case management services for homeless adults. PTHN was selected to provide the navigation services called for in the City of Boulder's Homelessness Strategy. PTHN hosts onsite coordinated entry services in addition to program services including meals, sleeping and supportive services for program participants. The building currently accommodates 50 occupants. In order to do so, council approved modifications to the city's code to allow 50 occupants where 24 were permitted. In addition, council approved a 34% parking reduction to allow 40 spaces where 61 were required.

Bridge House was the city's severe weather shelter (SWS) contractor during the 2017-18 season and provided the service at rotating faith-based locations. On July 2, 2018, the city released a Request for Letters of Intent (LOI) to provide SWS for adults experiencing homelessness in the city of Boulder from Oct. 1, 2018 – Sept. 30, 2019. The Request for LOIs sought proposals from qualified organizations with experience providing homeless adults with similar services and required respondents to identify the site(s) where SWS would be provided. While the Navigation Center is open 24/7, SWS is not open every night during winter. It is only operational on nights that meet the criteria for weather as defined by city council.

The Request for LOIs was advertised via press release, the city website and email distribution to the Homeless Solutions of Boulder County Management Board and the Metro Denver Homeless Initiative. The city received one LOI, from Bridge House, by the due date of July 30, 2018.

The site proposed by Bridge House for SWS is 2691 30th Street, next to the existing PTHN (former Robb's Music which is 7600 square feet), in the space previously occupied by a dance studio and jeweler (5000 square feet). Bridge House staff have indicated that this is the only site at which it is feasible for Bridge House to offer SWS, due to organizational capacity limitations and the ability to leverage PTHN staffing at the same site. The efficiencies created for clients and the community to have one location for SWS co-located with Coordinated Entry and PTHN services were also cited by Bridge House. Bridge House is not able to provide SWS on an ongoing basis at faith sites for the reasons above. However, until this facility is available for SWS, Bridge House has agreed to provide this service at faith communities, on an interim basis.

In order to accommodate the SWS at 2661 30<sup>th</sup> St., additional modifications to the city's code are required:

**1. Occupancy of Overnight Shelter, Section 9-6-6(b)(4)(D)**

The maximum occupancy in the Business Transition One (BT-1) zone is based on a standard of six persons per dwelling unit. A minimum of 1,200 square feet of open space is also required per dwelling unit. The .93 acre site is mostly paved and has approximately 5,056 square feet of existing open space, which equates to 4 dwelling units and thus (at six persons per dwelling unit) would allow approximately 24 occupants. The previous ordinance allowed for an increase in occupancy from 24 to a maximum of 50 at the PTHN facility. With an additional 72 occupants proposed at the SWS, the total capacity for the site would be raised to a maximum of 122 occupants between the PTHN overnight / day shelter and the overnight SWS.

**2. Parking, Section 9-6-6(b)(2)(D)/9-6-6(b)(4)(C) (refers to Table 9-2 (overnight shelter), Table 9-3 (day shelter)).**

The previous ordinance allowed for a parking reduction of 34% (61 spaces were required by code and 40 were provided on-site) to accommodate the PTHN. An additional 72 occupants would require an additional four parking spaces for a total

parking reduction of 38%. Per Bridge House, a vast majority of those seeking services do not have vehicles. Staff finds that parking can be appropriately managed based on the limited number of vehicles that program participants are expected to bring to the site. Additionally, the maximum amount of staff and volunteers on-site at one time would be 15. It should be noted that all other life safety codes required by the building code will be met.

For additional background information on the SWS, please refer to the [informational packet item](#) that was forwarded to City Council on September 20, 2018.

The proposed code modifications are being considered as an emergency ordinance due to the immediate human service needs of the homeless population. The proposed modifications are reflected in Ordinance 8294 found in **Attachment A**. Bridge House will operate the SWS sheltering facility in accordance with their management plan (**Attachment B**) that was approved by council in January 2018.

Additionally, staff has provided an update on the PTHN Coordinated Entry facility that was requested by the Council Agenda Committee on September 24, 2018 (**Attachment C**).

It should also be noted that an informational item was forwarded to Planning Board on September 26, 2018 and that Bridge House will host a publicly noticed neighborhood meeting on site on October 10, 2018. Second reading of the proposed ordinance is scheduled for October 16, 2018.

## STAFF RECOMMENDATION

### **Suggested Motion Language:**

Staff requests council consideration of this matter and action in the form of the following motion:

*Motion to approve first reading of emergency Ordinance 8294 that, as an amendment to Title 9, "Land Use Code," B.R.C. 1981, grants authority to the City Manager to approve a day shelter, overnight shelter, and severe weather sheltering uses at 2691 30<sup>th</sup> Street and to modify density and parking standards as they apply to the use, and setting forth details in relation thereto.*

## COMMUNITY SUSTAINABILITY ASSESSMENTS AND IMPACTS

- Economic – None identified.
- Environmental – None identified.
- Social – The proposed use will provide the services specified in the Homelessness Strategy.

**ATTACHMENTS**

- A. Ordinance 8294
- B. Management Plan
- C. Update on the PTHN Coordinated Entry facility that was requested by the Council  
Agenda Committee on September 24, 2018

ORDINANCE 8294

AN EMERGENCY ORDINANCE THAT, AS AN AMENDMENT TO TITLE 9, "LAND USE CODE," B.R.C. 1981, GRANTS AUTHORITY TO THE CITY MANAGER TO APPROVE A DAY SHELTER AND OVERNIGHT SHELTER USE AT 2691 30<sup>TH</sup> STREET AND TO MODIFY LAND USE CODE STANDARDS AS THEY APPLY TO THE USES AND SETTING FORTH DETAILS IN RELATION THERETO.

WHEREAS THE CITY COUNCIL OF THE CITY OF BOULDER, COLORADO, FINDS THAT:

- A. The Bridge House has filed land use application LUR2018-00062 (the "Project") for a day shelter and an overnight shelter use at a property located at 2691 30<sup>th</sup> Street and more particular described on Exhibit A (the "Property").
- B. Bridge House proposes to utilize a tenant space within a building on the Property to site a severe weather shelter which would provide sheltering services during severe weather conditions for homeless individuals.
- C. Bridge House already operates a Path to Home Navigation Center and Lodge on the Property that provides navigation services to homeless adults called for in the City of Boulder Homelessness Strategy.
- D. The Project proposes to provide overnight shelter and, on limited days, day shelter for up to 72 persons.
- E. The Property is located in the Business-Transitional 1 (BT-1) zoning district, and the Project is inconsistent with parking and density or occupancy standards applicable to the proposed uses.
- F. Although inconsistent with the applicable parking and density or occupancy standards, the Project is consistent with the Boulder Valley Comprehensive Plan in that the Project would

1 address critical human service needs by providing overnight shelter during life and health  
2 threatening weather conditions. The Project is also consistent with the City of Boulder  
3 Homelessness Strategy.

4 G. The Planning Board was notified of this ordinance on September 26, 2018 consistent with  
5 Charter Section 79.

6 BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF BOULDER,  
7 COLORADO:

8 Section 1. The city council authorizes the city manager to grant the necessary approvals  
9 under Title 9, "Land Use Code," B.R.C. 1981, for a day shelter and overnight shelter use on the  
10 Property generally consistent with the Project.

11 Section 2. To accomplish the objectives of this ordinance, the city council authorizes the  
12 city manager to modify standards established in Title 9, "Land Use Code," B.R.C 1981, including  
13 the parking and density or occupancy requirements under Paragraphs 9-6-6(b)(2)(D), (b)(4)(C)  
14 and (D), B.R.C. 1981, for the Project.

15 Section 3. For the limited purposes of this ordinance, the city council suspends the  
16 provisions of Subsection 9-1-5(a), "Amendments and Effect of Pending Amendments," B.R.C.  
17 1981.

18 Section 4. All other City of Boulder regulations and ordinances that have not been  
19 mentioned herein continue to apply to the Property.

20 Section 5. This ordinance shall be considered an amendment to Title 9, "Land Use Code,"  
21 B.R.C. 1981. To the extent that this ordinance conflicts with any other ordinance of the city, such  
22 ordinance shall be suspended for the limited purpose of implementing this ordinance. Nothing in  
23 this ordinance shall be construed as a waiver of the city's police power.  
24  
25



1 READ ON SECOND READING, PASSED, AND ADOPTED AS AN EMERGENCY  
2 MEASURE BY TWO-THIRDS COUNCILMEMBERS PRESENT, this 16<sup>th</sup> day of October 2018.

3  
4 \_\_\_\_\_  
5 Suzanne Jones  
6 Mayor

7 Attest:

8 \_\_\_\_\_  
9 Lynnette Beck  
10 City Clerk  
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**Exhibit A**

**LEGAL DESCRIPTION**

BEGINNING AT THE NORTHEAST CORNER OF THE NORTHEAST QUARTER OF THE NORTHWEST QUARTER OF SECTION 29, TOWNSHIP 1 NORTH, RANGE 70 WEST OF THE 6TH P.M.; THENCE SOUTH A DISTANCE OF 698.5 FEET; THENCE WEST A DISTANCE OF 20 FEET TO THE TRUE POINT OF BEGINNING; THENCE WEST A DISTANCE OF 309.535 FEET; THENCE NORTH A DISTANCE OF 140.72 FEET; THENCE EAST A DISTANCE OF 309.535 FEET; THENCE SOUTH A DISTANCE OF 140.72 FEET TO THE TRUE POINT OF BEGINNING, COUNTY OF BOULDER, STATE OF COLORADO; EXCEPTING THEREFROM THAT PORTION CONVEYED TO THE CITY OF BOULDER, COLORADO BY DEED RECORDED JUNE 22, 1972 UNDER RECEPTION NO. 23533.

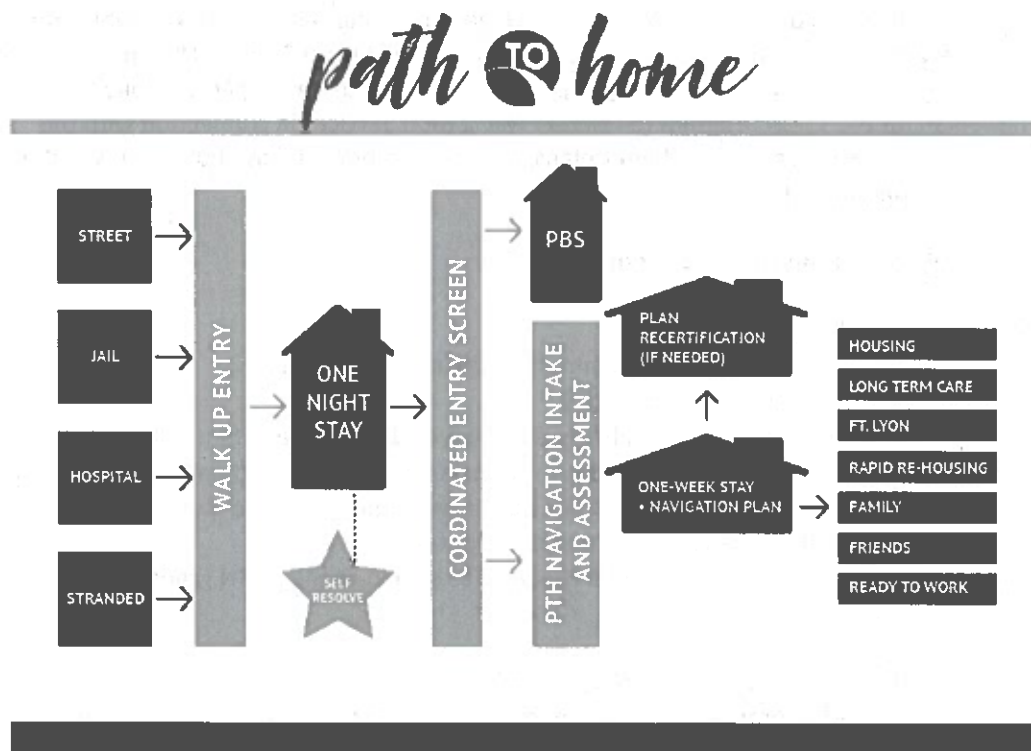
**Path to Home Navigation (PTHN) Center and Lodge Management Plan****2691 30<sup>th</sup> Street****PTHN Management Plan of November 30, 2017****Overview-**

Bridge House seeks to site its Path to Home Navigation Center and Lodge at 2691 30<sup>th</sup> Street. The Path to Home Navigation program (PTHN) will provide 24/7 sheltering and case management services for homeless adults. PTHN has been selected to provide the navigation services called for in the City of Boulder's Homelessness Strategy. PTHN will host onsite Coordinated Entry services in addition to providing programming including meals, sleeping and case management and other supportive services for clients. For more about the Bridge House, see [www.boulderbridgehouse.org](http://www.boulderbridgehouse.org).

The following is the PTHN Management Plan for the proposed use to be drafted and implemented consistent with the Boulder Municipal code 9-2-4.

**Highlights:**

- PTHN is a new sheltering model designed to provide support to adults experiencing homelessness through access to basic needs services such as meals and safe shelter coupled with intensive service engagement to help clients become housed or achieve other substantial, long-term outcomes.
- Bridge House has operated programs to help homeless individuals progress in their lives since 1997, including the award-winning Ready to Work, Community Table meals and Community Table Kitchen food service social enterprise, and day and night shelter.
- PTHN is part of a coordinated community plan to better address homelessness and is planned to include onsite Coordinated Entry screening to assign homeless adults to programs designed to lead clients to housing and or other long term outcomes.



### **Path to Home Navigation (PTHN) Center and Lodge Management Plan**

- Individuals experiencing homelessness may walk up to PTHN outside of Coordinated Entry hours or be referred from another location to PTHN through Boulder County's Coordinated Entry system.
- Coordinate Entry screening is required after initial entry for clients to continue to access services.
- All PTHN clients assigned by Coordinated Entry are required to create housing and service plans with case managers as a condition of stay.
- Path to Home was piloted with great success in moving adults experiencing homeless into housing and services, and PTHN is currently in faith community spaces prior to the availability of the 2691 30<sup>th</sup> Street unit.
- In Coordinated Entry screening, clients are usually referred to PTHN services or to the Boulder Shelter for the Homeless Program-Based Shelter program. Higher needs clients will generally be those directed to services of the Boulder Shelter for the Homeless Program-Based Shelter program.
- Clients assigned to PTHN will create navigation plans designed to find housing or other substantial outcomes within seven days. Plans may be renewed at the discretion of PTHN staff.
- PTHN will provide a designated place for homeless adults to engage, reducing impacts on other public spaces.
- PTHN will not accept convicted sexually violent predators (SVP). An individual may walk up for Coordinated Entry screen but once identified that individual will not receive services at PTHN.
- All individuals seeking services from PTHN will be required to sign a code of conduct (see attached draft which may change from time to time) and agree to program expectations including the creation of a housing plan.
- PTHN will operate 24 hours a day, 7 days a week with a full complement of experienced staff onsite and monitoring the interior and exterior of the property at all times.
- No criminal behavior will be tolerated on or around the property.

Based upon the many years of program experience Bridge House and the entities with which it has partnered or merged, and with the oversight and guidance of the City of Boulder Human Services and Boulder County Health and Human Services groups, Bridge House has developed the following management plan for the PTHN program to operate Navigation Services in connection with the Coordinated Entry and Program Based Shelter plans, and the additional plans and changes that may emerge as these programs evolve.

#### **Plan details per Boulder Municipal code requirements:**

(A)

##### *A description of the food service offered;*

PTHN will offer meal services through the Community Table meal program.

- Meals will be offered up to 3 times a day.
- PTHN clients will not need to seek alternative food options in the community.
- New clients will be able to access food prior to participating in Coordinated Entry screening and will be required to be assessed on the next scheduled day of Coordinated Entry screening. Meals will be prepared offsite and served by volunteers.
- All people present at meal time will be required to sign in at the PTHN greeter desk.

(B)

##### *Hours of operation;*

PTHN will operate seven days a week, 24 hours a day.

- During all hours of operations, program participants will be held to the rules and expectations outlined in the PTHN posted rules (see attached draft which may change from time to time).

**Path to Home Navigation (PTHN) Center and Lodge Management Plan**

- Operations staff who oversee the operation of the site and the management of clients and service deliveries are on duty around the clock, in varying numbers depending upon the time of the day.
- Staff will be easily identifiable with a Bridge House employee ID

**Sample schedule-projected basic daily time table, client point of view**

6:00 AM	Early risers may begin daily preparation
6:30 AM	Lights on
7:15 AM	Breakfast service begins
7:30 AM	Morning Meeting
8:00 AM	Breakfast Ends; Case Management begins for Navigation residents
9:00 AM	Daily programming begins
	○ PTHN case management
	○ On-site Coordinated Entry
	○ Service partners on site: "one stop shop" – Resource Center model
	○ Groups
	○ Self-directed resource searches
12:00 PM	Lunch service begins
12:30 PM	Lunch service ends
4:00 PM	Daily programming ends
5:00 PM	Dinner service begins
6:00 PM	Dinner ends
8:00 PM	Evening Meeting
9:00 PM	Navigation Lodge client's curfew and lights out

*(C)***Client and visitor arrival and departure times;**

Clients will be able to enter and leave PTHN from 7:30AM to 9:00PM.

- Meal times are planned for 7:15AM, 12 noon and 5:00PM. Day programming hours are expected to be 9:00AM to 4:00PM. Curfew for clients approved to sleep at PTHN is 9:00PM.
- All clients onsite will be required to engage in program services including but not limited to, case management meetings, employment assistance, mental health and addiction recovery groups, and coordinated entry screening. Clients will be participating in housing-focused case management plans and will come and go for appointments, job interviews, housing searches, and similar activities.
- Every time an individual, whether client, volunteer, or staff member, enters or exits the building he/she will be required to sign in or out. When a new client arrives, he or she will be oriented to program facility rules
- Entry will be provided through the east-facing door of the property.
- An interior waiting area will provide ample space and eliminate the need for exterior line-ups.

*(D)***Coordinated times for deliveries and trash collection;**

- PTHN will schedule trash collection during business hours, subject to available services.
- Meals will be delivered from the Community Table Kitchen social enterprise approximately 30 minutes prior to meal times.

*(E)***A description of the type of entertainment provided;**

- Not applicable.

*(F)***Size, location, and number of electronic amplifiers;**

- Not applicable.

*(G)*

### **Path to Home Navigation (PTHN) Center and Lodge Management Plan**

#### *Techniques and strategies to mitigate noise impacts;*

- PTHN will consist of programs offered in the interior of the facility. Due to the previous tenant much of the unit is sound-proofed. Program activities do not encourage noise other than standard conversation.

(H)

#### *A description of how the applicant will prevent littering and maintain an orderly appearance of the premises and any adjacent right of way;*

- PTHN sets a culture of opportunity and respect for clients, staff and volunteers. To promote and maintain this culture, the physical appearance of the property must reflect the values of the program.
- Prior to moving in, Bridge House will deploy it's Ready to Work outdoor landscaping crew to clean up the property and set a higher standard for landscaping.
- Once operational, PTHN staff will make rounds of the property every half hour. During these rounds all trash will be picked up.
- Covered trash cans will be available at the east entrance of the property and a dumpster at the west side of the property for larger trash items. Clients will be offered storage on site.
- Supervised work crews from the Bridge House Ready to Work program will maintain the landscaping of the property.

(I)

#### *A security plan describing security features, including, without limitation, personnel and equipment;* PTHN will deploy well-vetted operations and safety plans given Bridge House's wealth of experience through legacy programs including Community Table, case management, and day and overnight sheltering. PTHN staff has developed and implemented best-practice security measures to ensure safety for all who seek services and deliver services at the PTHN site as well as for the surrounding neighbors, including collaborative operations with the Boulder Police Department and its Homeless Outreach Team (HOT).

- All individuals on site will be required to check in and out at the greeter desk. A master list of all approved individuals will be checked at entry.
- If an individual seeking services is new and not in registration system, they will be asked to provide basic identifying information. At that time, it will be confirmed if this person is a referral through coordinated entry or if he/she requires a coordinated entry screen. This will be managed through PTHN data systems.
- Once checked in staff will be aware of who is on site at all times and for what purpose. Those not engaging appropriately will be approached and asked to engage properly or to leave. Clients who are asked to leave will be subject to Boulder Police Department welfare checks or other interventions according to plans. The greeter for the facility will be responsible for knowing who is on site and the team lead will monitor the property.
- Each day a daily census will be produced of all who accessed services keeping a record who was on-site.
- PTHN plans to maintain cameras previously in place. In addition, staff will walk the exterior perimeter of the building every half hour.
- PTHN has a close working relationship with the Boulder Police Department. The BPD Homeless Outreach Team is expected to have a regular presence at PTHN. Additionally, staff has protocols for reaching out to BPD for welfare checks and emergencies.

(J)

#### *The facility's drug and alcohol policy;*

PTHN is committed to a trauma-informed, harm-reduction model.

- PTHN clients may struggle with addiction and may be intoxicated at times. All individuals, are required to adhere to strict behavioral expectations outlined in PTHN rules and code of conduct.

### **Path to Home Navigation (PTHN) Center and Lodge Management Plan**

- Criminal behavior will not be tolerated. No drug or alcohol use will be allowed on the property.
- PTHN staff is trained to identify if a person is under the influence of drugs or alcohol and intervene safely and appropriately with respect to PTHN policies of safety, trauma-informed care and harm reduction.

(K)

#### *Strategies to avoid loitering;*

PTHN will be a service system entry point for people experiencing homelessness as well as a provider of navigation services for clients screened for short-term assistance.

- Clients at the PTHN site will be required to engage in services when on the property.
- All services will be offered inside the building and a waiting area will be provided to eliminate an exterior line up.
- With the availability of PTHN, individuals experiencing homelessness in other parts of Boulder and the immediate neighborhood can be referred to PTHN for appropriate services.

(L)

#### *Employee education;*

Regular practical and classroom training is provided to staff and may include these and other topics: abstinence, client and crisis de-escalation, CPR, custodial arts, food handling, harm reduction, managing intoxication, mental health first aid, mindfulness, motivational interviewing, pat-downs and searches, standards and procedures, suicide awareness, and trauma informed care.

(M)

#### *The facility's responsibilities as good neighbors;*

Bridge House has a legacy of being a good neighbor with all of its current and past programs.

- PTHN will be proactive in communicating with neighbors through written and in person outreach and information sharing.
- PTHN will offer information sessions and trainings on how neighbors can interact with PTHN including how to make client referrals and who to reach out to with feedback.
- When contacted by a neighbor, PTHN staff plans to respond within two business-days.
- PTHN staff is only responsible for activities on the PTHN property. However, PTHN staff will educate clients on the importance of respecting the surrounding area.
- Bus fare will be provided, when possible, for clients seeking services or working off-site.

(N)

#### *Neighborhood outreach and methods for future communication; and*

- PTHN will host regular meetings and will provide a regular newsletter.
- PTHN will establish a social media footprint.
- Outreach cards will be made available for neighbors for distribution to individuals experiencing homelessness who may be seeking services.
- PTHN leadership will provide trainings for neighbors by request.

(O)

#### *Dispute resolution strategies for any conflicts with the surrounding neighborhood.*

All formal feedback for PTHN should be directed via email to the Path to Home Program Director, Melissa Green (melissa@BoulderBridgeHouse.Org).

- Day-to-day communication and problem-solving can be directed to onsite PTHN staff. Staff will have a form at the PTHN greeter desk in which formal communications can be recorded.
- PTHN staff will consult the Path to Home Program Director for on a timely and as-needed basis.
- The Path to Home Program Director (or designee) will respond to the neighbor inquiry within two business-days.
- If the neighbor has concerns with the response, the neighbor may reach out to the Bridge House Executive Director.



## *Path to Home*

### Code of Conduct

Date \_\_\_\_\_

Name \_\_\_\_\_ Nickname \_\_\_\_\_

Date of Birth (Month, Day, Year) \_\_\_\_\_

Emergency Contact information: \_\_\_\_\_

Name \_\_\_\_\_ Relationship to you \_\_\_\_\_

Phone Number (        ) \_\_\_\_\_

Email Address \_\_\_\_\_

Bridge House Path to Home provides safe, warm, legal places to be and services to assist you in accessing resources and receiving programmatic support and assistance. Our guests, staff, volunteers, and hosts meet with courtesy and mutual respect and maintain the safety of the community.

Guests, staff, and volunteers are expected to behave with courtesy and respect towards one another.

Please be respectful of our hosts and neighborhoods. Staff monitor programs inside and outside and enforce our Guest Policies. Anyone not cooperating with staff or not following this code and any posted rules may be asked to leave the property and be subject to a BPD welfare check.

When you sign in, you agree to the program's policies and rules, including:

- I will follow staff directions at all times.
- I will obey the rules -- I understand the rules are posted and it is up to me to know them.
- I will perform regular chores or special tasks on a volunteer basis as requested.

I will complete a Welcome Meeting. If I do not, I understand that I may not be eligible for some program benefits.

Client Signature \_\_\_\_\_

Date \_\_\_\_\_

## Update on Coordinated Entry and New Adult Homelessness Services System

Oct. 2, 2018

### EXECUTIVE SUMMARY

The city's Homelessness Strategy was approved by council on June 20, 2017. The core work during the first year of the Homelessness Strategy has been the design and implementation of a new adult homeless services system as part of the countywide partnership [Homeless Solutions for Boulder County \(HSBC\)](#). The new system shifts the primary function from providing emergency services, to emphasize helping individuals exit homeless services to housing. Key points of this update include:

- The city and countywide partners have made significant progress working in close coordination toward homelessness housing goals, with the city on track to meet its established targets for the next three years. However, additional housing resources are needed to address local demand.
- The new adult homeless services system featuring Coordinated Entry launched Oct. 1, 2017 as part of [HSBC](#). While continued development and adjustments will take place as the system matures, early results are promising. During the first 11 months of HSBC, nearly 350 people exited homeless services countywide, with approximately 300 of those exiting from services in the City of Boulder.
- The adult homeless services system did not experience challenges with overnight sheltering capacity during the first year, with the need for services consistently under the capacity provided.
- HSBC is governed by countywide Executive and Management Boards to set policy direction, give system feedback, and develop and implement HSBC system adjustments. HSBC is focused on data analysis and continuous system improvement. The [HSBC Six Month Status Report](#) includes data on system design, performance, challenges and client demographics. A one-year system review process will take place during fall and winter 2018, to assess options and recommendations for changes.

Previous council memos related to homelessness can be found [here](#). System results are available on the City of Boulder [homelessness dashboard](#). For additional information on adult homelessness services countywide, see the [HSBC webpage](#).

### BACKGROUND

Components of the new adult system are described below.

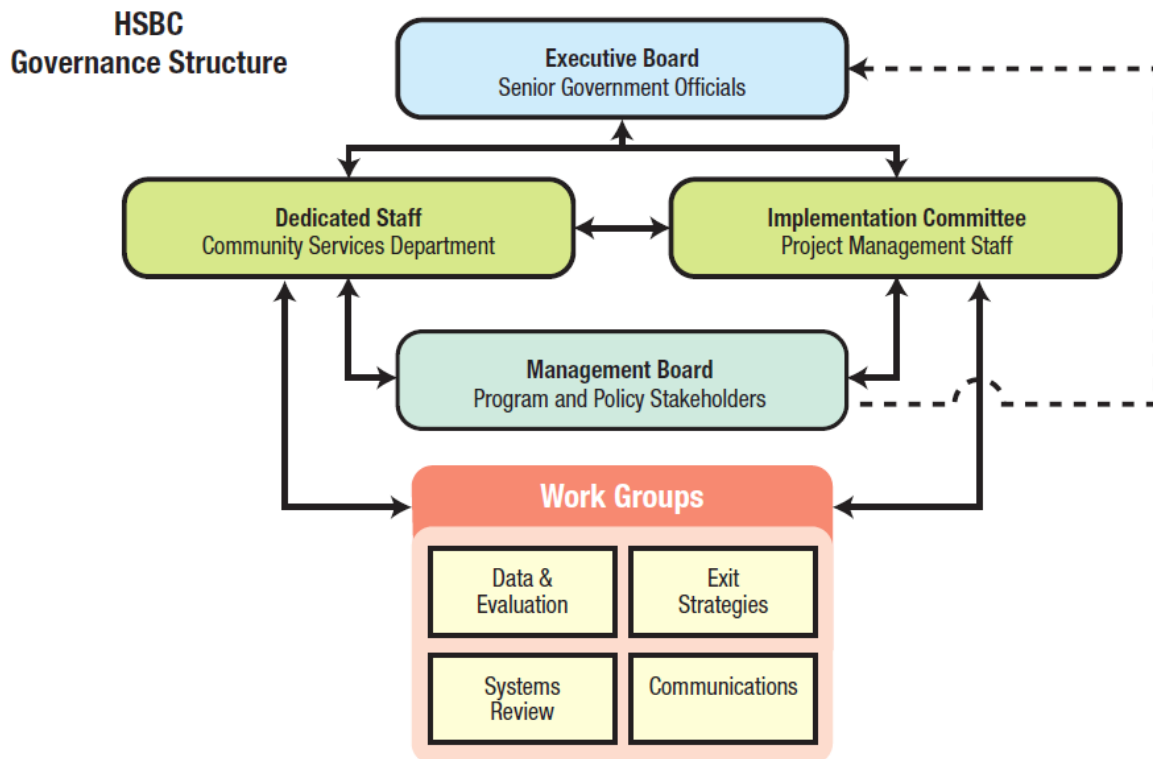
- *Countywide Systems Governance*  
[Homeless Solutions for Boulder County \(HSBC\)](#) is a countywide system because no individual municipality can succeed in reducing homelessness alone. As such, HSBC is governed by two countywide boards:

HSBC Executive Board – comprised of local government leaders from Housing, Human Services, Community Services and Public Health agencies, as well as housing authorities across the county and Metro Denver Homeless Initiative. The Executive Board's role is to make decisions, allocate resources, and troubleshoot issues for the overall system.



HSBC Management Board – comprised of program and policy stakeholders in non-profit and government organizations that support adults experiencing homelessness, including homeless services agencies, justice and health organizations, and faith community partners. The Management Board provides input to the Executive Board on system performance and recommendations, participates in working groups, and supports system implementation efforts.

**Figure 1: Homeless Solutions for Boulder County Governance Structure**



These boards, and the process of coordinated, system-wide decision making and resource prioritization are critical to system success.

- Housing First Orientation***

Homelessness is fundamentally a housing problem. Housing First is an evidence-based approach to solving homelessness that focuses on placing people in housing as quickly as possible and adding supportive services as needed to retain housing. Housing is more beneficial to people experiencing homelessness, and more cost-effective for the community, than shelter or other programs. The goal of HSBC services is to help adults experiencing homelessness obtain stable housing solutions as quickly as possible. The system approach combines commitment to adding housing resources, with more efficient methods of helping people get to resources.
- Outcomes Oriented, Data Informed***

HSBC prioritizes data to inform decisions, with a focus on outcomes rather than just providing services.

- *Coordinated Entry (CE)*  
CE is a national best practice and the entry point to all adult homeless services in Boulder County. At CE the needs of individual clients are assessed and matched with appropriate service and housing paths. Boulder Shelter for the Homeless (BSH) staffs CE in Boulder and Longmont through a countywide contract. Through CE, clients with higher needs (based on disability, length of time experiencing homelessness, high-frequency emergency service use) and longer-term residency are referred to Housing-focused Shelter (HFS) at BSH. Clients not meeting HFS criteria in CE screening are referred to Bridge House Path to Home Navigation Services. Longmont navigation clients are referred to navigation services in Longmont. For more information on CE, including locations, visit the Boulder County [Coordinated Entry website](#).
- *Housing-focused Shelter (HFS)*  
BSH Housing-focused Shelter provides longer-term shelter and case management support to help clients obtain stable housing. Up to 160 reserved beds with housing-focused case management are available year-round for clients in this program, and clients can stay at BSH until they are housed.
- *Bridge House Path to Home Navigation Services (PTHN)*  
In PTHN, clients work with case managers on a short-term plan to resolve their housing crisis. Up to 50 beds are available to clients as they are working on their plans. While plans are restricted to one week, they can be renewed when progress is demonstrated.
- *Severe Weather Shelter (SWS)*  
SWS offers supplemental shelter during adverse weather conditions. Individuals served by SWS are referred to CE the next day. Bridge House provided this service during the 2017-18 sheltering season and is also the contractor for the 2018-19 season.

## ANALYSIS

### Expanding pathways to permanent housing and retention

Although the supply of housing available to support people working to exit homelessness continues to be a challenge, significant progress has been made in helping individuals obtain housing and creating new housing opportunities.

Between Oct. 1, 2017-Aug. 31, 2018, the new adult homeless services system helped nearly 300 people in the City of Boulder exit emergency sheltering services for more stable housing solutions. An additional 45 people have successfully exited navigation programming in Longmont, for a countywide total of 343. Successful exits in **Figure 2** below include the following categories:

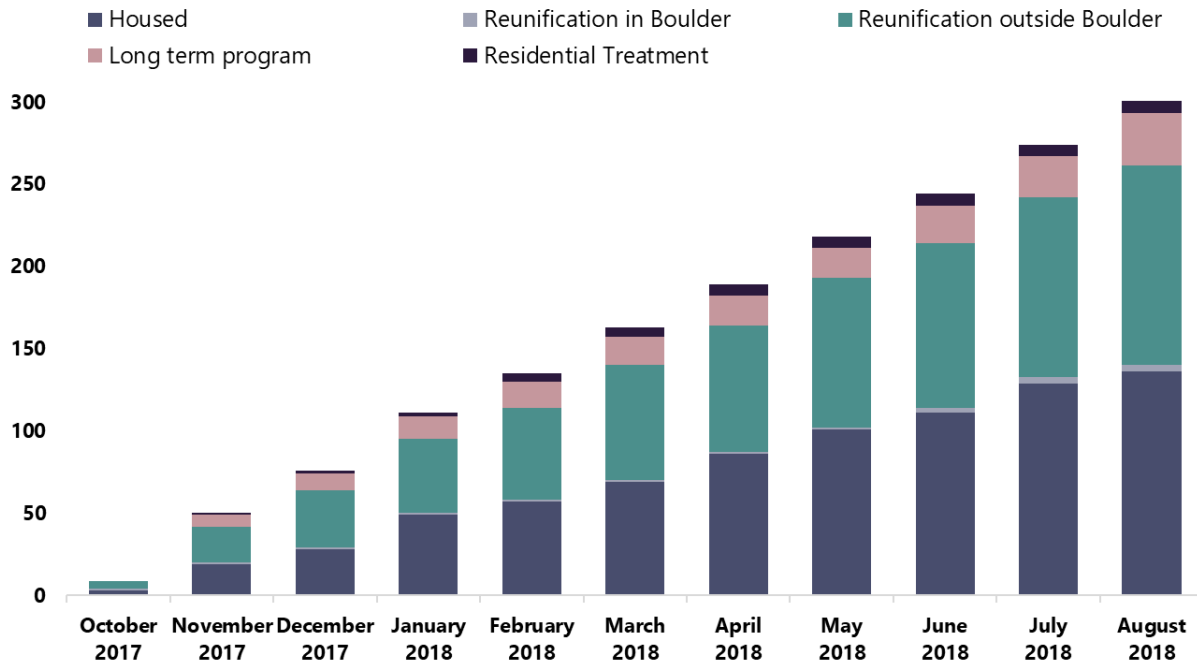
- **Housed** – Individuals that obtained a permanent housing solution locally;
- **Reunification** – Mediation and transportation assistance to help people reunite with verified support systems in Boulder and other communities;
- **Long-term program** – Placement in housing programs such as transitional housing or employment training; and
- **Residential treatment** – Entrance into residential substance use treatment.

Some individuals are able to resolve their housing crisis independently, and those exits are not captured in system data because the exit destination is unknown. Further information on exits

from services located in the City of Boulder is available on the City of Boulder [homelessness dashboard](#).

**Figure 2: Successful Exits from City of Boulder Adult Homeless Emergency Services**

### City of Boulder - Monthly Exits (running total)



While the system does not yet have a sophisticated mechanism to track returns to homelessness, available data reflect that about eight percent of those successfully exiting services in Boulder since Oct. 1, 2017 have returned seeking homeless emergency services.

### Creation of Housing to Address Homelessness

During the first year of Homelessness Strategy implementation, the city and its countywide partners advanced Homelessness Strategy housing goals with several specific initiatives:

#### Identifying units in city-funded affordable housing developments

By working with developers on new housing projects funded by the City of Boulder, the recently reorganized Housing and Human Services Department has planned for more than 90 permanent supportive housing (PSH)<sup>1</sup> units that will come online over the next three years, including seven that have already been created since Oct. 1, 2017. An additional 20 PSH units are proposed in developments that have yet to seek funding from the city's Housing and Human Services

<sup>1</sup> Permanent Supportive Housing (PSH) is an evidence-based approach that places people in housing quickly and provides supportive services to help people retain housing. PSH is designed to meet the long-term housing and service needs of chronically homeless individuals and families. 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 on a Supplemental Security Income (SSI).

Department. Vouchers or other subsidies to support rent payments and case management have not yet been identified for all units.

#### City-funded PSH vouchers

Boulder Housing Partners and the City of Boulder entered into a partnership in Jan. 2018 to house and provide supportive services (through Boulder Shelter for the Homeless) for chronically homeless households. This agreement is for \$200,000 per year and has now housed 12 people. It is the first time the city has provided a long-term rental subsidy with supportive services.

#### Countywide Housing Progress

HSBC partners have worked aggressively to apply for federal and state funding for additional supportive housing resources and establish updated targets for housing resources using system data. For example, Boulder Housing Partners applied for and was awarded 28 additional vouchers from HUD, which will benefit a core demographic for HSBC, those under the age of 62 with a disabling condition. Boulder County, in partnership with Boulder Shelter for the Homeless, the Inn Between, and Mental Health Partners, also applied to the State Division of Housing for rent assistance to convert 20 existing units to permanent supportive housing. Official notification on the funding decision for that application is expected imminently. The HSBC Executive Board is currently considering recommendations on further housing and support service resource needs developed by the Housing Exits Working Group, which includes housing staff from the City of Boulder's Housing and Human Services Department.

Additional countywide progress toward developing housing opportunities for people experiencing homelessness is described in the [HSBC Six Month Status Report](#). Housing for people experiencing homelessness is also a part of the ongoing work of the [Regional Housing Strategy](#), adopted by Boulder City Council in the fall of 2017.

#### **Additional Adult System Observations for First Year**

##### *Coordinated Entry is well-known and accessible in the community*

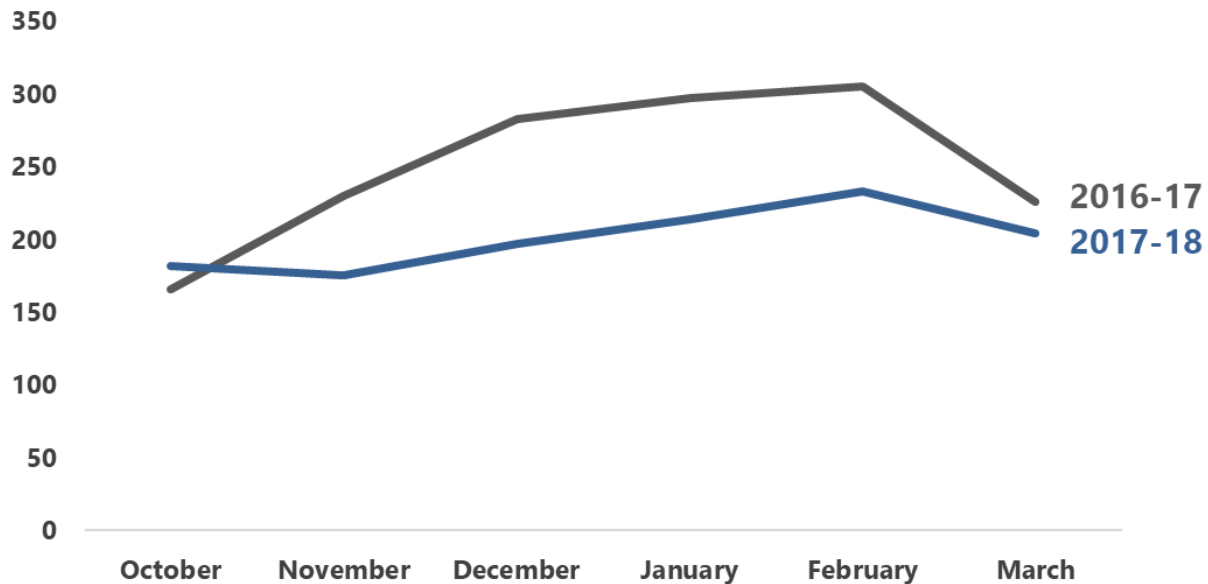
2284 people were assessed countywide through Coordinated Entry between Oct. 1, 2017 and Aug. 31, 2018. Data suggests that even among participants of the system's most low-barrier service, Severe Weather Shelter, approximately 70 percent successfully access Coordinated Entry.

##### *Reduction in nightly shelter demand*

During the first sheltering season of the new adult system, Boulder has experienced a reduction of approximately 18 percent in nightly demand for emergency overnight sheltering services, with BSH experiencing a slight increase (1 percent) in nightly demand and combined Bridge House PTHN and SWS services experiencing a large decrease (38%) in nightly demand when compared to Boulder Outreach for Homeless Overflow census numbers during the 2016-17 winter season.

**Figure 3: Average Monthly Overnight Shelter Attendance 2016-17 and 2017-18**

### Average Monthly Attendance: Housing Focused Shelter & Path to Home Navigation



With more consistent services offered year-round through HFS and PTHN the number of unique individuals served may equal or exceed previous years after the first year of new system service is complete.

*The majority of Coordinated Entry clients access the program to which they are referred*  
 Approximately 72 percent of clients referred to HFS between Oct. 2017 and Mar. 2018 accessed an HFS service at least once by late May 2018. Approximately 66 percent of clients referred to PTHN between Oct. 2017 and Mar. 2018 had started a navigation plan by March 31, 2018. Due to current limitations in the way data is collected for HFS and PTHN, the percentage of clients accessing services is not directly comparable between the two programs. Data should improve as all programs will have migrated to a common system by October 2018.

While the majority of clients access programs to which they are referred and many have success completing plans for exits from the system, some people engage on a limited or sporadic basis. The connection between CE client referrals, program access and type of engagement is an important question for ongoing analysis as the system develops and data becomes more sophisticated.

#### *Profile of those screened*

Demographic information about people screened through Coordinated Entry is included in the [HSBC Six Month Status Report](#). Selected highlights include:

- Slightly over half (52 percent) of individuals screened through CE report being in Boulder County at least one year, with 45 percent reporting residency of two years or longer.
- People screened countywide reported long lengths of homelessness and high rates of disabling conditions. Three out of five clients had been homeless at least 12 months out of the past three years, and 71 percent reported a disabling condition.

The profile of clients screened in Boulder and Longmont is somewhat different, with Boulder clients more likely to be male, report a disability and report coming from a literally homeless situation (e.g. sleeping on the street, in shelter, etc.) versus a transitional or permanent housing situation. Boulder clients are also more likely to report being in the county for less than 30 days. Data is not yet available to inform reasons for general differences in client profiles.

*Continued work to address population subsets experiencing challenges in the new system*

For the majority of adults experiencing homelessness in Boulder, the new system provides accessible, common entry points for homeless services that eliminate the need to travel around town trying to figure out disparate services. However, the stakeholder feedback mechanisms in the HSBC structure have also allowed countywide partners to identify challenges for some sub-populations that require ongoing analysis and system adjustment. Examples of issues to address include:

- Boulder's homeless population, like those of other communities, includes people that are reluctant to participate in any type of system or services. In cases of more vulnerable individuals this reluctance is often due to severe mental health issues. This is believed to be a small percentage of the overall homeless population, but a very important group to address. A key value of the system is helping our most vulnerable residents access housing and needed services.
- In some cases, people with significant health issues become homeless for the first time and may require more intensive supports and/or improved access to care opportunities.

The new integrated service and data structure of Coordinated Entry gives community partners a better forum to identify, analyze and work on solutions to help the most vulnerable people exit homelessness. Work is beginning, via enhanced client case conferencing and prevention planning, to address system challenges and will continue through initiatives focused on vulnerable subpopulations.

More detailed information on individual program performance is included in Attachment B of the [Aug. 2, 2018 Homelessness Strategy Update Information Packet](#).

### **Winter Sheltering**

On a nightly basis, the city of Boulder has shelter capacity of 210 beds for adults referred to services through the [Coordinated Entry](#) System:

- 160 in the Housing-focused Shelter program at Boulder Shelter for the Homeless; and
- 50 at the Bridge House Path to Home Navigation (PTHN) site at 2691 30th St.

These 210 beds are open 365 nights per year, regardless of weather conditions, and are rarely filled to capacity. Shelter attendance throughout the year can be viewed on the City of Boulder [homelessness dashboard](#). The Severe Weather Shelter (SWS) program supplements those 210 beds with additional shelter space on nights meeting SWS criteria approved by council on Jan. 23, 2018:

- National Weather Service warning or watch for winter weather, winter storm, blizzard, cold/wind chill, extreme cold/wind chill, heavy snow, ice storm; OR
- National Weather Service predicts a temperature of 32 degrees Fahrenheit or below; OR
- National Weather Service predicts a temperature of 38 degrees Fahrenheit or below with precipitation.

Bridge House was the city's SWS contractor during the 2017-18 season and provided the service at rotating faith-based locations. Over the course of last season, average nightly utilization of SWS was 33 people, with peak attendance of 60 on one night. On nights with high SWS utilization, PTHN and Boulder Shelter for the Homeless were not full. Median utilization was two nights per individual last season, indicating most people use SWS on a very limited basis.

Bridge House is also the selected SWS contractor for the 2018-19 season. The site proposed by Bridge House for SWS is 2691 30th Street, next to the site for Bridge House's Path to Home Navigation (PTHN) program, in the space previously occupied by a dance studio and jeweler. This is the only site at which it is feasible for Bridge House to offer SWS, due to organizational capacity limitations and the ability to leverage PTHN staffing at the same site. The efficiencies created for clients and the community to have one location for SWS co-located with Coordinated Entry and PTHN services were also cited by Bridge House.

Bridge House's proposed SWS site provides some implementation challenges due to code issues. Staff have determined these issues can be addressed. An emergency ordinance approved by council would be necessary to address some zoning requirements, and staff is bringing this ordinance forward.

This site also requires improvements for life safety (fire sprinklers, fire alarms), that cannot be waived by council. City staff have been working with Bridge House and contractors to determine costs and timelines for implementing life safety improvements. Preliminary estimates anticipate a cost of between \$45,000 and \$60,000 for improvements. These costs would be partially offset by up to \$30,000 in projected savings each year for the city as a result of staffing efficiencies Bridge House would achieve by co-locating SWS with PTHN.

The site capacity in the new SWS site of 72 beds (in addition to the 50 PTHN beds already onsite), is appropriate given typical utilization of SWS last year. In the unlikely event that SWS clients exceed the capacity of the SWS space, Bridge House will place them in unused PTHN capacity and will also coordinate with Boulder Shelter for the Homeless to place clients in unused beds in their facility.

The new SWS site at 2691 30<sup>th</sup> Street is anticipated to be ready for occupation by Dec. 1, 2018. Bridge House has worked with faith organizations to arrange temporary sites for SWS during the first part of the season. Bridge House will continue to communicate with community partners



and clients about SWS locations and other details. Expanded information about severe weather sheltering for the 2018-19 season is included in the [Sept. 20, 2018 Adult Winter Sheltering Update Information Packet](#).

### **NEXT STEPS**

The Homelessness Strategy is a data-driven plan focused on continuous quality improvement leveraging community and regional partnerships. As such, highlights of planned work over the next year include:

- Analysis of Homeless Solutions for Boulder County system performance after a complete year of implementation to assess needed changes with the HSBC Executive and Management Boards;
- Return to the Boulder City Council in the first quarter of 2019 with a report on the evaluation, analysis and changes to the system, based on the first year results.
- Planning next steps for Navigation programming after the two-year term of the current site at 2691 30<sup>th</sup> Street ends;
- Development of additional housing resources and funding through countywide partnerships, including applications for state and federal funding; and
- Assessment of population subsets experiencing challenges in the new adult homeless services system and development of targeted solutions.

The next council update on the Homelessness Strategy is planned for January 2019.