



**CITY OF BOULDER
CITY COUNCIL AGENDA ITEM**

MEETING DATE: January 18, 2024

AGENDA TITLE

Alternative Sheltering (Safe Outdoor Spaces) Update and Direction.

PRESENTER(S)

Nuria Rivera-Vandermyde, City Manager
Mark Woulf, Assistant City Manager
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Vicki Ebner, HHS Operating and Homelessness Strategy Sr. Manager
Megan Newton, Homelessness Policy Advisor
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EXECUTIVE SUMMARY

Through direction given by City Council, Housing and Human Services (HHS) staff have been evaluating various options for alternative sheltering. This memo focuses specifically on alternative shelter programs, often referred to as Safe Outdoor Spaces (SOS), a concept that, in other communities, has encompassed various approaches with varying levels of service and success. HHS has conducted research and discussions with other communities, reviewed national best practices and investigated emerging solutions. Staff also looked at how this solution could integrate into the tapestry of services for the unhoused that exist in Boulder.

The goal of this effort is to identify ways to augment sheltering in the community while not duplicating services or creating unintended community impacts. Since 2017, the primary emphasis of Boulder's Homeless Strategy has been to allocate resources towards

approaches aimed at resolving and ending homelessness. With the impact of COVID, the city has expanded on this approach. It now includes services that provide both exits from homelessness and additional support for daily needs, along with emergency services for the unhoused community. The Day Service Center, scheduled to open in the next few months, will offer supplementary daily living support alongside comprehensive services to assist individuals transitioning into housing, complete with wrap-around services. An alternative sheltering program would primarily be focused on addressing emergency needs; however, its ability to assist individuals in exiting from homelessness would only occur with additional housing units, vouchers, and service support. This memo will look at various approaches our city could explore in expanding services to include an alternative sheltering program.

STAFF RECOMMENDATION

Staff requests council direction regarding this matter:

- Does council wish to establish this program (and thereby include within its 2024-25 City Council Priorities)? If yes,
 - What level of services would council like included at a SOS location?
 - What sheltering approach (i.e., camper-provided tents, ice fishing tents, pallet shelters) does council support?
 - Is there a particular location that council would like us to further develop?
- Does council agree to or have input on the approach for community engagement? Based on council's response to the above, how would council like to fund the program for 2024 based on the tradeoffs outlined below?
- Does council agree to or have input on the approach for community engagement?

BACKGROUND

The city's Homelessness Strategy is rooted in the belief that Boulder community members should have the opportunity for a safe and stable place to live. The strategy expands pathways to permanent housing and increases access to programs and services. Since its implementation in 2017, Boulder has seen over 1,800 exits from homelessness (as of November 2023).

As part of Homeless Solutions for Boulder County (HSBC), a collaboration between the City of Boulder, the City of Longmont, Boulder County, and non-profit organizations, the city has actively pursued the established goals outlined in its homelessness strategy.

Homelessness Strategic Goals

- Expand pathways to permanent housing and retention.
- Expand access to programs and services to reduce or prevent homelessness.
- Support an efficient and effective services system based on best practices and data.
- Support access to basic services as part of a pathway to self-sufficiency and stability.
- Support access to public information about homelessness and community solutions.
- Create welcoming and safe public spaces.

The strategy is used to create a holistic and sustainable approach to homeless services, emphasizing the importance of permanent housing, preventive measures, efficiency, and access to essential services. The city uses the strategy's objectives, supplemented with the identification of service gaps in the community, to determine needed and required services.

Boulder's current homelessness system is designed as a continuum of services, reflecting a comprehensive approach to address the diverse needs of individuals experiencing homelessness. The array of services, either presently supported or in the process of implementation, is coordinated to ultimately exit people from homelessness. These services include:

- *Street Outreach/Navigation Services:* Engages directly with individuals experiencing homelessness in various settings to connect them with essential services and support. Along with coordinated services provided by a variety of nonprofit organizations, city sponsored outreach and navigation services include BTHREE (Boulder Targeted Homeless Engagement & Referral Effort), Municipal Court Homeless Navigators, and the Homeless Outreach Team.
- *Coordinated Entry:* Establishes a streamlined system to assess and prioritize individuals' needs, ensuring efficient access to appropriate services. Coordinated Entry screening can be accomplished at a physical location, over the telephone, or in the field through the BTHREE team.
- *Emergency Shelter:* Provides temporary sheltering solutions for those in immediate need, offering a safe and supportive environment during critical times. Nighttime sheltering for single adults occurs at Boulder Shelter for the Homeless. Specialized sheltering for targeted population includes Haven Ridge, The Source, and SPAN.
- *Day Services Center:* Offers essential daytime resources, including meals, hygiene facilities, and access to case-managed support and housing-focused services, fostering a sense of community and stability.
- *Respite Sheltering:* Provides temporary, specialized shelter and care for individuals recovering from illness or injury, addressing immediate health-related concerns.

- *Transitional Housing*: Offers interim housing with a focus on helping individuals transition from homelessness to more stable, permanent housing situations.
- *Bridge Housing*: Serves as a transitional step between emergency shelter and more permanent housing solutions, providing individuals with a supportive environment.
- *Permanent Supportive Housing*: Offers long-term, stable housing combined with supportive services tailored to meet the unique needs of individuals facing chronic homelessness.
- *Housing Retention Services*: Provides ongoing support to individuals in securing and maintaining stable housing, addressing challenges that may arise leading up to and after the initial move-in.
- *Peer Support Services (Community Building)*: Fosters a sense of community and empowerment through peer-led initiatives, recognizing the value of individuals with lived experiences in supporting one another.
- *Treatment - Behavioral Health/Physical/Substance Use*: Offering critical assistance for mental health, physical, and addiction challenges.
- *Homelessness Prevention Services*: Prevents homelessness through rental assistance, economic mobility assistance, and eviction prevention services. Sponsored programs include Keep Families Housed (through EFAA), Elevate Boulder, and EPRAS (Eviction Prevention and Rental Assistance Services),

This continuum reflects Boulder's commitment to a multifaceted and person-centered approach, recognizing that homelessness is a complex issue requiring diverse and interconnected solutions. By offering this range of services, the city aims to address the immediate needs of those experiencing homelessness while simultaneously creating pathways to long-term stability and self-sufficiency.

The inclusion of alternative sheltering within the continuum of homeless services occupies a unique position. Alternative sheltering sites aim to provide a secure space for those without traditional congregate sheltering options. The decision to include safe camping or similar alternative sheltering solutions in a continuum of homeless services should be approached with consideration of local needs, resources, and its connection to other programs.

Alternative Sheltering

Council advised staff to further explore options for the siting and implementation of an alternative shelter pilot program. Alternate shelter programs have been growing as a method to increase sheltering capacity, particularly for people experiencing homelessness who cannot or will not use traditional congregate sheltering.

Most alternate sheltering is provided through tent-based or pallet shelters. Pallet shelters are small structures made from aluminum and composite panels. The name "pallet shelter" comes from the company that produces them, stacking the shelter panels on a pallet to ship them nationwide. Tenting can be either provided by the residents or the

operators of the campsites. In areas with inclement weather, such as the Front Range, ice fishing tents have been used as a sheltering approach.



Figure 1: Example of Ice Fishing Tent Shelters



Figure 2: Example of Pallet Community Interior



Figure 3: Example of Pallet Structure

When evaluating potential components for any potential Boulder alternative shelter program, staff relied on national best (or emerging) practices, experience from other communities performing these services, and the unique needs of the Boulder unhoused population. Staff also investigated ways to creatively utilize existing or soon-to-be-implemented services to reduce the costs of an alternative shelter site and to ensure that key services were not duplicated.

ANALYSIS

Alternative Sheltering Program Review

Staff have conducted assessments and engaged with personnel in multiple municipalities that have introduced various alternative sheltering programs, including Portland OR, Madison WI, Denver CO, and Santa Cruz CA. While each community had varied objectives, operations, and services, they all delivered the following fundamental services.

1. Tents or Shelter Structures
2. Security Measures to ensure the safety and well-being of camp residents (controlled access/fenced perimeter).
3. Sanitation Facilities: Access to a clean and functional restroom.
4. Waste Management: typically trash bins and a waste disposal system to keep the site clean and organized.
5. Water Access: Access to clean drinking water/shower.
6. Rules and regulations governing behavior within the camp, intended to maintain order and safety.
7. Community Spaces: Common areas or spaces for social interaction provided to promote a sense of community among residents.
8. Food: Most communities have some approach to food. Some communities provide food directly and others refer residents to community-based resources.

The extent of services offered at each site was frequently dependent on the demographic the site aimed to assist. Sites in Portland and Santa Cruz that offered only limited site services primarily catered to individuals who had recently become homeless or faced fewer obstacles to securing housing and were already connected to supportive services within the community. Staff noted the prevalence of such programs in municipalities with a significant number of individuals experiencing homelessness and particularly large populations living without adequate shelter. Both communities with this model had also enhanced these locations by providing separate and additional larger alternative sheltering sites equipped with 24/7 staff and additional wrap around supportive services.

Sites in all four communities reviewed had programs in addition to the researched campsites that were able to meet the needs of a wider variety of individuals. These additional programs also included all or some combination of the following services:

1. Operational support staff present 24/7.
2. Supportive Services: access to social services, including mental health support, medical support, and substance use treatment.
3. Case Management/Navigation: services to help residents find permanent housing and access resources.

After a review of the programs implemented in other communities, staff created a comparative analysis of options broken down using the type of sheltering provided and

staff/wraparound service needs. Estimated costs are based on costs provided by programs reviewed and represent a general overview of anticipated expenses.

Program Approaches: Sheltering Options

The table on the following page outlines key features and considerations related to various configurations of the site.

Figure 4: Structure Comparison

	Camping Tents	Ice-Fishing Tents	Pallet Shelters
Cost-efficiency	Affordable	Less Affordable (\$600 per structure)	More expensive (\$18,470 per structure)
Set up	Quick set up	Quick set up	Longer to set up
Portable	Portable	Portable	Less portable
Ability for electricity/heat access	No	Limited	Yes
Durability	Low	Low	High
Insulation	None	Limited temperature control	More comfortable environment
Customization	No	No	Facilitates more individualized living spaces
Meets requirements for Land Use Code	Yes- with the following considerations. The tents would need to comply with section 3103 of the IBC if erected for less than 180 days at a time, If they comply with this section and are less than 120 square feet then no building permit is required. If the tents are in excess of 120 square feet or will be in place for more than 180 days, then a permit will be required, and they will need to comply with section 3102 of the 2018 IBC.	Yes- with the following considerations. The tents would need to comply with section 3103 of the IBC if erected for less than 180 days at a time, If they comply with this section and are less than 120 square feet then no building permit is required. If the tents are in excess of 120 square feet or will be in place for more than 180 days, then a permit will be required, and they will need to comply with section 3102 of the 2018 IBC.	Yes- with the following considerations. The pallet structures would need to be engineered to comply with Boulders climate design criteria (wind and snow loads). Pallet structures would need to be anchored either per manufacturers installation instructions or by a system designed by a Colorado licensed design professional to meet Boulder's wind speed criteria.

Both the fishing tents and the pallet structures would be subject to the energy code. Compliance by conventional means would be extremely difficult, however an alternative compliance method could be allowed, such as offsetting the energy use through the purchase of solar credits offsite, similar to the way that pools and other outdoor energy use is offset in Boulder.

Costs vary, depending on the program approach chosen. Communities located in more temperate climates have been able to reduce costs by allowing individuals to either use their own shelter or by providing basic camping tents. Programs located in colder climates, at minimum, provided ice fishing tents with most either currently transitioning or having already transitioned to pallet shelters or other more substantial shelter options. Staff also note that the main company producing pallet shelter structures will only sell to organizations that intend to complement their sites with staffing and supportive services.

The table below includes site costs related to the different types of structures. In each case, services, costs and site components are based on campsites with 30 sheltering structures.

Figure 5: Shelter Type Cost Comparison

	A Client-Provided Camping Tents			B Ice Fishing Tents			C Pallet Structures		
	Description	Year 1/ Start Up	Year 2 (Annual)	Description	Year 1/ Start Up	Year 2 (Annual)	Description	Year 1/ Start Up	Year 2 (Annual)
Individual Shelter Structures	Client provides own tent	\$ -	\$ -	All seasons ice fishing tents (30 tents and 20% replacement) @ \$600 per unit	\$ 19,200	\$ 3,708	Pallet Shelter @ \$18,470 per unit	\$ 554,100	\$ -
Maintenance and Repair	Site Repairs	\$ -	\$ 10,000	General maintenance	\$ 10,000	\$ 24,000	General maintenance/ pallet repair	\$ 20,000	\$ 87,000
Site Supplies	Fencing, shade structure, portable heaters, fans, cots, tables, chairs, etc. Includes 15% replacement	\$ 17,616	\$ 2,722	Fencing, shade structure, portable heaters, fans, cots, tables, chairs, etc. Includes 10% replacement	\$ 17,616	\$ 2,722	Fencing, shade structure, portable heaters, fans, cots, tables, chairs, etc. Includes 10% replacement	\$ 57,616	\$ 8,902
Hygiene	Porta-let/handwash rentals and cleanings	\$ 29,604	\$ 30,492	Rental Hygiene Trailer (shower, toilet, sink)- annual	\$ 95,000	\$ 97,850	Purchase Hygiene Units (shower, toilet, sink) including 1 accessible unit - One time plus repair and maintenance (10% annual)	\$ 148,500	\$ 13,500
Laundry	Not available	\$ -	\$ -	Can use Day Service Center	\$ -	\$ -	Purchase of washer/dryer and supplies	\$2,500	\$ 824
Office Facility	Ice Fishing Tent for check in	\$ 600	\$ -	Office Portable (120 s.f.)	\$ 20,600	\$ -	Office Portable (120 s.f.)	\$ 20,600	\$ -
Utilities (based on similar sites)	Does not require complex utilities	\$ 20,000	\$ 20,600	Requires electric, water supply	\$ 80,000	\$ 82,400	Requires electric, water supply	\$ 96,000	\$ 98,880
Total		\$ 67,820	\$ 63,814	Total	\$ 242,416	\$ 210,680	Total	\$ 899,316	\$ 209,106

Startup program supply costs include bathrooms/showers, portable structure for staff office, fencing, and shade structures/tables for communal areas. Ongoing costs include utilities, any rental costs, maintenance/replacement, and supplies.

Program Approaches: Services

After completing comparative analysis of sheltering options, staff evaluated local data to determine service programming that would best meet the gaps and needs within the Boulder community. Local data from the City of Boulder's most recent Point in Time (PIT) count conducted in July showed that 76% of individuals experiencing unsheltered homelessness were experiencing long-term chronic homelessness, with 88% reporting to be living with at least one disabling condition or barrier to housing. Historically, data at this level of detail has not been collected during the winter Point in Time Count, but it is anticipated these numbers could be higher in colder months when shelter demand increases, and fewer individuals are living unsheltered. This data highlights that the substantial unmet demand predominantly exists among those with significant needs and barriers to housing who would benefit most from an alternative sheltering program paired with more comprehensive services. It is important to note, however, that some of the highest utilizers of unsanctioned camping sites are not likely to utilize a sanctioned campsite, due to an inability or unwillingness to comply with established rules of congregate living.

During analysis conducted in November and December, staff interacted with the Municipal Court's lived experience group. Additionally, individuals experiencing unsheltered homelessness in encampments were engaged, and those with lived experience were presented with programming and sheltering options. Their recommendations reflected a preference for solutions that incorporated staff and additional services. There was a discernible inclination toward the comfort offered by pallet shelters; however, it is important to note that their familiarity with this specific option did not allow for a definitive or strong opinion. The individuals provided valuable insights and considerations, emphasizing the significance of staff involvement and the need for supplementary services within the presented program options.

Staff would not recommend a program or a model without overnight staffing. An unsupervised program model does not meet an identified service gap in Boulder, and it would serve a population that is, for the most part, provided for in other programming areas. Staff also would recommend that, whether onsite or with direct connection to other programming such as at the Day Service Center, residents of the site should have access to supportive services, including case management, to assist them in obtaining permanent housing and accessing necessary resources.

Incorporating more intensive services within an alternative sheltering program aligns with Boulder's broader strategy to address homelessness comprehensively. This is not only a matter of providing temporary shelter but also a commitment to meeting the needs and improving the lives and prospects of individuals experiencing homelessness.

The table on the following page provides a comparison of the components of different service levels.

Figure 6: Service Level Comparison

	No Services/Staff	Limited Services/Staff (Operational only)	Onsite Supportive Services
Cost-efficiency	Affordable	Less affordable	More expensive
Start-up	Quick start up	Longer to start up	Longer to start up
Impact on Surrounding Community	Possibly more	Less	Less
Who Site Can Serve	Limited- lower acuity individuals	Can meet a greater need and serve some individuals with higher acuity	Meets the greatest identified need in the community. Can serve individuals with higher acuity
Meets requirements for Planning Use Review Approval	No- Staff required on site for planning approval	Yes- if all other requirements met	Yes- if all other requirements met
Meets Pallet Manufacturer Requirements	No- Will not sell to site who does not have onsite services built into programming	Yes	Yes
Direct Connection to Services	No	Limited (could coordinate with Day Service Center, with additional resources)	Yes
Effectively exiting individuals to long term solutions	Very limited	May be limited	Creates wider range of opportunities
Ability to meet identified local service gap	No	Yes	Yes
Cost	Most affordable	More affordable	More expensive

No Services/Staff: This service arrangement is primarily self-governed and involves a minimal staffing setup responsible only for on-site check-ins and the processing of both incoming clients and individuals exiting the site.

Limited Services/Staff: In this program setup, the program manager will have the responsibility of overseeing program staff, coordinating supportive services, and managing day-to-day operations. Program staff will primarily be responsible for providing direct client and site supervision 24 hours a day.

Onsite Supportive Services: This service arrangement supplements operational program staff with additional navigation, case management, and peer support.

The quality and comprehensiveness of services offered at sites in other communities have been demonstrated to have a direct influence on program outcomes. Sites that offer comprehensive services and direct connections to resources for transitioning out of homelessness exhibit shorter lengths of stay and more favorable outcomes.

The table on the following page shows a comparison of the costs associated with the different service levels.

Figure 7: Service Level Cost Comparison

	A No Services/ Staffing			B Limited Services/ Operational Staffing Only			C Full Services Including Onsite Supportive		
	Description	Year 1/ Start Up	Year 2 (Annual)	Description	Year 1/ Start Up	Year 2 (Annual)	Description	Year 1/ Start Up	Year 2 (Annual)
Estimated Personnel Costs	Checkin (2 hours per day)	\$ 31,587	\$ 32,535	Program Manager (1 FTE) and Program Staff (6 FTE)	\$ 562,500	\$ 579,375	Program Manager (1 FTE), Program Staff (6 FTE), Navigator (1 FTE), Peer Specialist (1 FTE)	\$ 735,000	\$ 757,050
Third Party Costs	Self-governed	\$ -	\$ -	Overhead	\$ 84,375	\$ 89,513	Overhead	\$ 110,250	\$ 116,964
Program Supplies/ Misc.	Supplies necessary to run program	\$ 5,000	\$ 5,150	Supplies necessary to run program	\$ 12,992	\$ 4,763	Supplies necessary to run program (includes case management supplies/computers)	\$ 17,662	\$ 6,617
Meals	No meals provided	\$ -	\$ -	Catered food - 3x each day (\$643.60 per day)	\$ 234,913	\$ 241,960	Catered food - 3x each day (\$643.60 per day). Also includes refrigerator and microwave for community center	\$236,414	\$ 241,960
Transportation (may vary based on site)	None	\$ -	\$ -	Bus passes	\$ 10,000	\$ 10,300	Bus passes	\$ 4,000	\$ 4,120
Total		\$ 36,587	\$ 37,685	Total	\$ 904,780	\$ 925,912	Total	\$ 1,103,326	\$1,126,711

Integration With the Day Services Center

The board of the Boulder Shelter for the Homeless (BSH) recently authorized to move forward with the use of the BSH facility for the Day Service Center and Respite Services. These two new initiatives will provide efficiency in the way basic needs are addressed and the availability of wrap-around services to the unhoused community. With the Day Services Center (DSC) becoming operational, staff believe there could be an opportunity for some of the wrap-around services to be provided at the DSC to reduce service duplication.

In pursuit of addressing the most significant community needs, if the decision is made to move forward without supportive services for the alternative sheltering site, staff recommends collaborating with the DSC to enable individuals access to additional wrap-around and housing-focused services. Staff believe that program participants would also be DSC program participants, and there is value in coordinating DSC services and programs (including showers, laundry, medical/mental health services, and navigation/case management services), in conjunction with site staffing at the alternate sheltering site.

Identified Locations for Alternative Sheltering Use

Staff developed a set of criteria to provide clear guidance in the process of identifying appropriate alternative sheltering sites. Staff gave precedence to city-owned properties that encompass a minimum of one acre and are situated outside of floodplains. The site selection process also considered the potential implications for the neighboring community and considered relevant zoning requirements.

In addition to identifying city-owned properties, staff also reached out to Boulder's faith-based community, seeking to assess their interest in potential collaboration with the city on this project that could utilize properties already linked to utilities, thereby minimizing the development efforts and costs required for city-owned identified properties. Of the approximately 75 faith communities contacted, a handful have responded with a request for additional information. Staff have primarily received responses expressing a desire to engage in the broader initiative to serve individuals experiencing homelessness. No privately-owned parcels have been offered for site consideration at the time of this memorandum.

Staff submitted six potential sites (one of the six sites was eliminated) along with inquiries to the Planning and Development Services department for a preliminary review. Based on insights gained from the review, staff pinpointed two sites and engaged with an engineering firm to conduct more in-depth analyses, focusing on both the site itself and associated costs.

An engineer consultant was hired to evaluate two city owned sites to establish a preliminary estimate of the scope of work required for infrastructure to support an alternative sheltering use and an estimated cost. At the time of this memo submission, we had not received this completed work. However, we are expecting to receive this work and cost estimate a couple of days before the council meeting and will include these costs in the presentation. Land costs were not included in this estimate, as each of these sites is considered a temporary location.

2961 30th Street

This site was purchased by the city for \$4.9 million. It is currently being used as a staging area for the construction of the new fire station. It was purchased for the purpose of developing affordable housing. The site will likely commence development in three or four years for this purpose and could create between 40 and 50 units of housing, including, potentially, Permanent Supportive Housing. This site will be available in the summer of 2024 and will be a vacant parcel. It is well located to public transportation and pathways to access services.



Figure 8: 2691 30th Street

5125 Pearl Parkway

This site was purchased by the city for \$4.9 million in 2021 to assist with advancement of one of the key initiatives of the Facilities Master Plan where it calls for consolidation of services from roughly 20 buildings to two campuses, one of which is the Eastern City Campus (ECC) that incorporates this location with the existing adjacent city parcels that make up the Municipal Service Center. The site is currently adjacent to the Municipal Service Center. The MSC provides Fleet Services that is the base for all Transportation & Mobility and Utilities maintenance services which includes heavy vehicle and equipment storage, staff support spaces, parts and equipment storage. This site at 5125 Pearl Parkway is also adjacent to the Jeep dealership. A planning process, commencing in 2024 will explore development options for the ECC to address urgent needs around existing aging and failing city building infrastructure while simultaneously addressing climate and social goals in buildings, sites and access to services. In the very near term (within 2 years), the site is anticipated to be used for satellite parking to support staff and city fleet working out of the Western City Campus located at Alpine-Balsam where onsite parking will be extremely limited.



Figure 9: 5125 Pearl Parkway

Two other sites that have the potential of a longer-term use are **2948 47th St** and **5145 63rd St**. These sites were not selected for further assessment because of some of their unique challenges. For 2948 47th St, there was concern in locating an alternative sheltering site directly adjacent to a state highway as well as it being identified as a “Long Term Protection” area for the current prairie dog colony that is on the site. For 5145 63rd, there was concern that it was too far away from services without effective public transportation. It also has a prairie dog colony, but this colony is identified as an “interim protection/long term removal”.

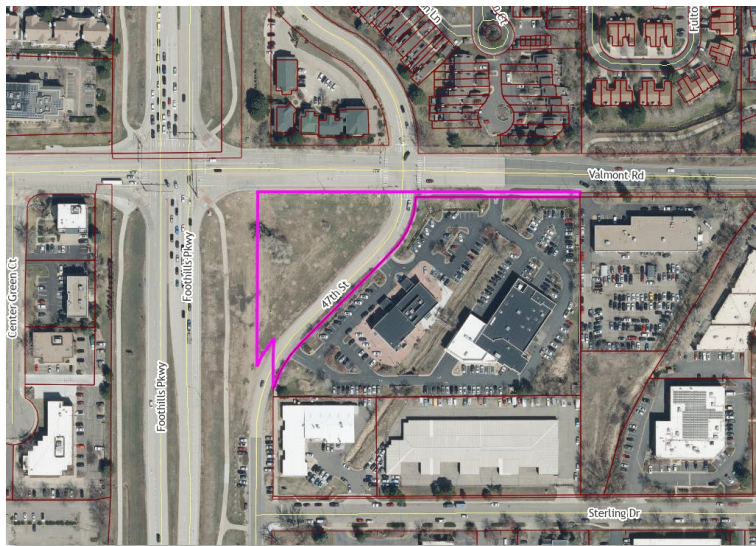


Figure 10: 2948 47th Street

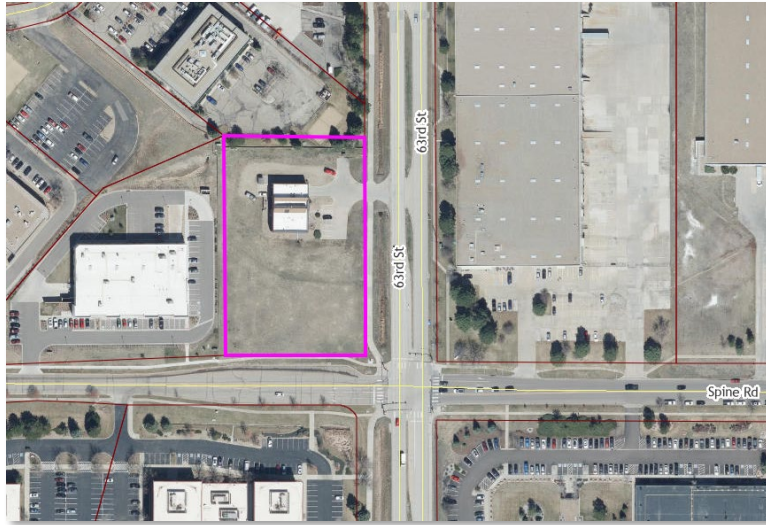


Figure 11: 5145 63rd Street

The following table is a summary of some of the main criteria that were used to assess the four sites. A pre-application was completed with Planning and Development Services for the sites. The complete pre-application is shown as **Attachment A**.

Figure 12: Site Feasibility

	5145 63 rd	2948 47 th	2691 30 th	5125 East Pearl
Additional Review Necessary	Minor modification for prior approval	Replatting of site	Right-of-way dedications	None
Water at Site	Yes	No	Yes	No
Sanitary Sewer/ Adjacent	Yes	No	Yes	Yes
Storm Sewer	Yes	Yes	Yes	Yes
Flood Plain or Wetlands	No	No	No	Yes (portion of site)
Prairie Dog Colony	Yes	Yes (long term protection)	No	Yes (portion of site)
Close Proximity to Public Transportation	No	No	Yes	No
Close to Supportive Services	No	No	Reasonable with public transport	No
Years Site is Available for Use	Long-term (5+ years)	Long-term (5+ years)	3-4 Years	2 Years

Staff would like direction as to the location of a proposed site. Does council have a preference for a particular site?

- 2961 30th Street
- 5125 Pearl Parkway
- 2948 47th Street
- 5145 63rd Street

Community Engagement Plan

In collaboration with the Engagement team, staff recommend the following community engagement activities to foster open and constructive dialogue with the community and to ensure transparency in the implementation of an alternative sheltering program. This outline is a high-level overview of a community engagement plan.

Communication of Site Identification:

Create citywide community awareness of the project and be clear on each step of the process. Ensure that community members know where to find more information.

- Explain the site identification process and criteria used to determine potential sites.
- Share information via the city's website to reach a wide audience.
- Hold a community meeting in proximity to the desired site and invite nearby property owners and others that could be impacted by the location.

Engagement Goals and Activities:

This community engagement plan aims to build trust, foster collaboration and ensure the successful implementation of the alternative sheltering program while addressing community concerns and cultivating a sense of shared responsibility.

Engagement will focus on surfacing shared values for project implementation and gathering potential positive and negative impacts to inform operations planning.

Engagement will be conducted by a neutral outside facilitator to ensure an unbiased process.

The engagement consultant will use a variety of techniques to reach unhoused neighbors, community members who live, work, and play in site-adjacent areas, and the general population. Techniques might include online materials and questionnaires, focus group discussions, and site visits.

"Good Neighbor" Commitment:

Depending on zoning, a 'good neighbor' process may be required. Regardless of site requirements, the city strives to foster a positive relationship with site-adjacent neighborhoods.

- The city commits to implementing a "Good Neighbor" engagement process, emphasizing the city's dedication to mitigating negative impacts and fostering a positive relationship with the community.
- The city commits to regularly report on the program's progress, including addressing any challenges and improvements made.

Measures

The results of implemented alternative shelter projects exhibited variations, primarily contingent on the individuals served, the range of services offered, and the resources accessible for transitioning out of homelessness. Programs catering to individuals with

fewer housing barriers or those with more extensive services connected to the program typically experienced shorter stays and achieved more favorable outcomes.

As any alternative shelter program is an expansion of sheltering services, measures will be put in place that are aligned with those used to measure the effectiveness of sheltering programs, rather than housing programs.

FUNDING CONSIDERATIONS

Funding Trade-Offs

As previously mentioned, there is not adequate available funding for the implementation of an alternative sheltering program at this time. While staff may be able to identify one-time funding for the first year, the resourcing for additional ongoing years would require cutting some existing programs or finding a new funding source from outside of the city. It is also important to note that the two sites analyzed would be time-limited to two-four years.

Due to the limited short-term flexibility in HHS funding, and significantly constrained General Fund resources, funding to support the implementation of an alternative sheltering program must come from delaying or replacing current work plan items and/or program delivery. Additionally, staff time is currently allocated towards the existing 2024 work plan which includes the implementation of the new day services center. Depending on the approach and the timeline, additional HHS staff may be needed to support this work plan item.

Should council direct staff to implement an alternative sheltering program, staff could also endeavor to solicit grant funding to help support the sheltering operations and/or set up. It is important to note, however, that homelessness funding – particularly from the state Department of Housing – is increasingly geared toward housing and permanent stability programs.

The 2024 Housing and Human Services (HHS) budget is \$44.3 million spread across seven different funds. Most sources of funding are designated for a specific purpose. For instance, the Affordable Housing Fund (\$14.4 million) is comprised of resources from commercial linkage fees that must be used for permanently affordable housing. Other sources of funds, such as Community Development Block Grant dollars (\$4.2 million), Sugar Tax funds (\$1.8 million), and human services funds (via General Fund – \$2.1 million), are granted to community organizations through a competitive award process and are subject to certain use provisions. While flexibility exists in the use of some of these dollars, changes would have to be made in future allocations (e.g., decreasing competitive grant funds and/or changing criteria) to not impact current grant contractual obligations.

On the following page is a table that contains certain HHS programs that could be used to offset the cost of an alternative sheltering program. Depending on the service level and structure type of the alternative sheltering program chosen by council, it might require a combination of programs to secure adequate funding. Each of these programs, with the exception of the Day Service Center, is supported through personnel.

Figure 13: Potential HHS Trade Offs

Program	Amount	Notes/ Impact
Day Service Center and Respite Services	\$ 1,605,000	Annual General Fund operating funds. Shifting funding would halt work on this project and result in returning grant funding and housing vouchers associated with this project.
Homelessness Housing Supports	\$ 1,000,000	In connection with the Day Service Center project, this fund (annually for the next 5 years) is provided to allow for additional housing vouchers and different approaches to homelessness exits. Removing this funding would significantly reduce exits out of homelessness for participants of the day service center.
Human Services Fund	\$ 2,441,505	Competitive single- and multi-year grant funding (General Fund). Shifting of funds could not take place until 2025 due to existing contracts and would significantly impact nonprofit basic needs services for low-income community members, including those serving people at risk of homelessness or who are experiencing homelessness.
Crisis Intervention Response Team (CIRT)	\$ 1,157,522	CIRT is a heavily-used mental health crisis response team. This primarily includes the funding of on-staff clinicians that respond to calls. Shifting funding would result in the ending of this program.
Community Assistance Response and Engagement (CARE)	\$ 798,765	This reflects the HHS portion of a non-law enforcement response program that was implemented in late 2023. This primarily includes the funding of on-staff clinicians that respond to calls. Shifting funding would result in the ending of the program.
Community Relations/ Office of Human Rights	\$ 230,712	Includes staff time to address claims under the city's Human Rights Ordinance (including for discrimination and wage theft) and other activities that ensure a fair, equitable and inclusive community. This would also impact support for the Human Relations Commission.
Community Mediation	\$ 337,056	Staff services for mediation and conflict resolution, including landlord/tenant issues. Shifting funding would reduce services for people in need, including community members who are low-income and may be housing insecure.
Family Resource Schools	\$ 465,192	Shifting funding away from this program would end this partnership program with area schools and put additional financial burden on BVSD and nonprofit partners such as EFAA, who already have increased demand for economic stability programs.
Youth Opportunity Program	\$ 137,767	Shifting funding away from this program would end the city's youth leadership program and significantly impact the city's Child Friendly Cities Initiative, for which YOP (including the Youth Opportunities Advisory Board) play a key role.
Older Adult Services - East	\$ 128,258	Older Adult Services at the East Community Center were closed during COVID and only reopened in late 2022, due to significant community requests. Closure of the AWC-East campus would impact traffic levels at West. In addition, FTE include BMEA

Unfunded Programs

In addition to programs that could be considered trade-offs to fund an alternative sheltering program, there are a number of new initiatives that have been put in place with ARPA or grant funding. To continue these programs when ARPA or grant funding ends, Housing and Human Services has identified an anticipated potential future cost of \$2,531,190 per annum, if additional grants are not secured for these uses.

Program	Annual Amount	Funding End Date	FTE	Internal/ Contract
Building Home Retention Team	\$ 309,000	12/31/2025	3	Contract
Building Home Peer Support	\$ 206,000	12/31/2025	3	Contract
DSC Peer Support	\$ 155,619	12/31/2024	2	Contract
DSC Housing Retention Team	\$ 167,375	12/31/2024	2.1	Contract
DSC Mental/Behavioral Health	\$ 306,296	12/31/2024	3.2	Contract
Respite Services	\$ 978,500	12/31/2025	11.5	Contract
Winter Weather Shelter Expansion (Bridge Housing Hotels) 2024	\$ 120,900	3/31/2024	1	Contract
Winter Weather Shelter Expansion (Bridge Housing Hotels) 2025	\$ 201,500	12/31/2024	1	Contract
OAS Rental Assistance	\$ 26,000	12/31/2024	0	Internal
Family Hotel Assistance	\$ 60,000	12/31/2024	0	Contract
	\$ 2,531,190		26.8	

Figure 14: Unfunded ARPA/Grant Programming

Building Home – The Building Home program was piloted through ARPA funds and provides housing retention and peer services to people who are navigating or have been recently placed into permanent supportive housing programs. The goal of the Peer Services program – contracted with Focus ReEntry- is to build community within the formerly unhoused population, reducing the feelings of isolation commonly resulting in loss of housing. Certified peer specialists also help highly vulnerable people navigate the voucher and leasing processes. The Housing Navigation Team – contracted with Boulder Shelter for the Homeless (BSH) – aims to provide holistic mental health, physical health, and other services to people who have exceptional barriers to housing stability or who have been identified by property management as needing intervention (as eviction prevention services). This work is done in concert with the person’s case manager and peer support.

Day Service Center (DSC) and Respite Services – For the pilot year, HHS solicited and received ARPA-based grant funds from the State. Funds are being used to fund respite beds at the shelter and supplemental services at the DSC. These services include mental/behavioral health services, peer support and programming, and a second housing retention team that can be deployed for non-PSH clients at Boulder Housing Partners units.

Winter Weather – HHS currently funds, through ARPA, hotel rooms between Nov. 15 and Mar. 31 that expand the number of available beds at the shelter during core winter months. People placed in these hotel rooms are bridging to permanent housing. Funding includes rent for individual rooms and a case manager for the people staying in the hotel.

Older Adult Services (OAS) Rental Assistance – OAS received a small allocation of ARPA funding to assist with older adults living below 50% Area Median Income who are struggling to pay their rent or other expenses to free up funding for housing (40% of this funding was spent on medical needs). Of note, this funding can be critical as the Boulder Seniors Foundation has dissolved and the Area Agency of Aging funds cannot be used for medical assistance due to new HIPPA requirements in the contract.

Family Hotel Assistance – As the greater Boulder community does not support a family emergency shelter outside of those for people fleeing domestic violence, the network of providers of family homelessness services utilizes hotels for short-term, case-managed stays. Costs and demand for hotels have increased dramatically and city funds have been critical in helping Boulder families stabilize and return to housing. While Boulder County was able to secure some funding for this effort, that funding is also time-limited and is only available to people who can demonstrate legal US residency.

This list of potential tradeoffs and unfunded future needs is limited to Housing and Human Services and is not inclusive of other unfunded needs as previously outlined to council during the budget process. The resourcing question for whichever approach council may be targeting for an alternative sheltering program will need further input from finance and budgeting, especially if other options need to be explored beyond those considered within this memo.

NEXT STEPS

Staff requests that council determine whether to include the implementation of an alternative sheltering project as part of its 2024-25 City Council Priorities. The determination of prioritization for a SOS approach would be predicated on decisions related to offsetting city program reductions in order to ensure adequate funding for such a program.

Should council decide that it chooses to prioritize this program and has identified adequate funding offsets, staff requests direction as to the level of service to be provided. This ranges from a self-governed camp serving low acuity individuals to either a campsite with 24/7 operational support or a campsite with onsite case management and supportive services.

In addition to service levels, staff request council direction regarding the type of campsite to be provided. This includes a choice between camper-provided tents, ice fishing tents, or pallet structures.

Service levels and structure types can be separate considerations. For example, council may decide to provide full case-managed services with ice fishing tents or operational-only staffing with pallet structures. As mentioned above, infrastructure costs would be in addition to the costs summarized below. Site development costs are not available as of

the time this memo was submitted. Outside of site development costs, a summary of the Year 1 and Year 2 costs for each option is as follows:

Figure 15: Service Level Cost Summary

A		B		C	
No Services/ Staffing		Limited Services/ Operational Staffing Only		Full Services Including Onsite Supportive Services	
Year 1/ Start Up	Year 2 (Annual)	Year 1/ Start Up	Year 2 (Annual)	Year 1/ Start Up	Year 2 (Annual)
\$ 36,587	\$ 37,685	\$ 904,780	\$ 925,912	\$ 1,103,326	\$ 1,126,711

Figure 16: Structure Type Cost Summary

A		B		C	
Client-Provided Camping Tents		Ice Fishing Tents		Pallet Structures	
Year 1/ Start Up	Year 2 (Annual)	Year 1/ Start Up	Year 2 (Annual)	Year 1/ Start Up	Year 2 (Annual)
\$ 67,820	\$ 63,814	\$ 242,416	\$ 210,680	\$ 899,316	\$ 209,106

Staff would also like direction as to the location of a proposed site. Does council have a preference for a particular site?

ATTACHMENTS

Attachment A: Planning Pre-Application



City of Boulder Planning & Development Services

PRE-APPLICATION REVIEW SUMMARY

Date of Comments: October 27, 2023

Location of Request: 5145 63RD ST; 2948 47TH ST; 2691 30TH ST; 1665 33RD ST; 5125 PEARL PKWY;
0 PEARL PKWY

Applicant/Contact: Lynette Badasarian, City of Boulder
Sloane Walbert, City of Boulder
Megan Newton, City of Boulder
Vicki Ebner, City of Boulder
Jay Sugnet, City of Boulder Housing and Human Services

Case Manager: Shannon Moeller, Planning Manager

Reviewers: Scott Kuhna, Civil Engineering Manager
Tom Pankau, Civil Engineering Senior Project Manager
Val Matheson, Principal Resource Project Manager and Advisor
Rob Adriaens, Chief Building Official
Chris Ricciardiello, Landscape Architect Principal
David Lowrey, Chief Fire Marshal

Case Number: PAR2023-00030

Proposal: Safe Outdoor Spaces Initiative - City Council has directed Housing and Human Services (HHS) staff to explore the possibility of providing sanctioned camping (termed "safe outdoor spaces") within the city as an alternative to sheltering for individuals who are unwilling or unable to live in congregate settings.

HHS staff are working to evaluate different possible options of services and programming to determine costs, impacts, and outcomes for each option. Each project option varies by sheltering type, site amenities, levels of operational staffing, and services provided. An overview of the three different project variations is below. Each option will aim to serve 30 individuals at one time. The project is being explored as a temporary pilot project with initial planning for one year.

Six locations within the city have been identified as potential sites for an alternative sheltering project (described in detail below after the questions). HHS staff would appreciate your assistance with the following questions, and the identification of any potential issues and future review process. In particular, HHS staff needs help evaluating the feasibility of the proposal on each site and site development improvements for each site so that staff can estimate a cost/timeline for Council.

QUESTIONS/TOPICS OF DISCUSSION:

1. The proposed use seems most similar to an "overnight shelter" and "day shelter" use in the land use code (rather than a "camping" use). Does staff agree? What is the review process for a shelter use on each site?

Planning, Shannon Moeller, moellers@bouldercolorado.gov

Per 9-16-1, General Definitions, B.R.C. 1981:

Overnight shelter means a facility providing short-term overnight accommodation without charge or at a nominal charge to people with limited financial resources, including people who are homeless, the primary purpose of which is to provide housing to individuals on a day-by-day basis. Accessory services that also may be provided at the facility include food, counseling, transportation services, and services to support the personal care of the residents of the facility including medical care, dental care, and hygiene.

Day shelter means a facility providing basic services generally during daylight hours, which may include food; personal hygiene support; information and referrals; employment, mail, and telephone services; but excluding overnight sleeping accommodations, to people with limited financial resources, including people who are homeless.

Emergency shelter means a facility providing intermediate-term housing to people with limited financial resources, including people who are homeless, where occupancy is permitted on a twenty-four-hour basis. Accessory services that also may be provided at the facility include food, counseling, transportation services, and services to support the personal care of the residents of the facility including medical care, dental care, and hygiene.

The proposal appears to be consistent with the definitions of one or multiple of the above-listed definitions, depending on the specific operating characteristics that are identified among the three scenarios. Please note that any proposal for day or overnight shelters would need to demonstrate compliance with subsections 9-6-4(e)(B)(i) and 9-6-4(e)(D)(i), B.R.C. 1981, which requires onsite staffing ("No facility shall be open for use by clients unless there is staff on site to supervise and oversee the clients").

Generally, the land use(s) may be reviewed through either a Conditional Use process or a Use Review process.

Conditional Use: A day, emergency, or overnight shelter may be approved as a Conditional Use pursuant to the standards in 9-6-4(e), B.R.C. 1981. A Good Neighbor Meeting and Management Plan is required per 9-6-2(e)(2)(A), B.R.C. 1981.

Use Review: A day, emergency, or overnight shelter may be approved through a Use Review pursuant to 9-6-1, Use Standards, B.R.C. 1981 and would be required to meet the Use Review criteria in 9-2-15, B.R.C. 1981 and the Conditional Use Standards in 9-6-4(e), B.R.C. 1981. A Good Neighbor Meeting and Management Plan is required per 9-6-2(e)(2)(A), B.R.C. 1981.

The review processes for each site are listed in the table on the next page:

Location	Zoning	Property Size (Approx.)	Concept Plan and Site Review <u>Required</u> per 9-2-14(b)?	Active Discretionary Approvals	Processes
5145 63RD ST	IG, Industrial General	87,548 SF / 2.01 acres	Not Required (5 acres or 100,000 square feet of floor area)	Special Review SR-77-23	Conditional Use, possible Minor Modification to Special Review SR-77-23, Technical Document Review, Building Permits
2948 47TH ST	IS-2, Industrial - Service 2	77,249 SF / 1.77 acres	Not Required (5 acres or 100,000 square feet of floor area)	None	Conditional Use, Subdivision to create developable lot (property is an Outlot per plat), Technical Document Review, Building Permits
2691 30TH ST	BT-1, Business – Transitional 1	Approx. 30,966 / 0.71 acres (after Bluff St. Dedication)	Not Required (2 acres or 30,000 square feet of floor area)	None (building has been demolished)	Conditional Use, ROW Dedication for Bluff St. and Alley, Technical Document Review, Building Permits
1665 33RD ST	BR-1, Business – Regional 1	68,677 SF / 1.58 acres	Not Required (3 acres or 50,000 square feet of floor area)	None (LUR2018-00050 expired)	Conditional Use, possible Lot Line Elimination, Technical Document Review, Building Permits
5125 PEARL PKWY	IS-2, Industrial - Service 2	109,165 SF / 2.50 acres	Not Required (5 acres or 100,000 square feet of floor area)	None (TEC2017-00050 expired)	Conditional Use, Technical Document Review, Building Permits
0 PEARL PKWY	P, Public	574,157 SF / 13.18 acres	May Be Required; or Modification or Amendment to existing PUD may be necessary (5 acres or 100,000 square feet of floor area)	P-93-16 (portion of site)	Use Review, possible amendment or modification to P-93-16, Technical Document Review, Building Permits

Notes:

5145 63RD ST: The property is subject to an existing Special Review for the Fire Station. A Minor Modification may be necessary to update the Special Review site plan, in particular if any portion of the parking lot, access, or areas necessary for the fire station are being used or impacted by the proposal.

2948 47TH ST: Property is an outlot. Proposal would require a replatting as a developable lot.

2691 30TH ST: There are planned ROW dedications for Bluff St. and alley that would be necessary per 9-9-8(d), B.R.C. 1981.

1665 33RD ST: Property consists of two existing lots. If the proposal will utilize portions of both lots a Lot Line Elimination is necessary.

0 PEARL PKWY: Specific information regarding the location of the proposal is necessary to determine process related P-93-16.

Technical Document Reviews: Please see more specific information regarding technical document reviews and easement dedications in the responses to questions 3 and 4, below.

2. Considering that the use is intended to be temporary in nature, will a concept plan and site review be necessary if the site meets the thresholds of Section 9-2-14(b), B.R.C. 1981? What would be the process to request a waiver to the discretionary review process?

Planning, Shannon Moeller, moellers@bouldercolorado.gov

It does not appear that most of the sites are of a size (acres) that would require a mandatory review per 9-2-14(b), B.R.C. 1981, so long as the proposal also does not exceed the amount of floor area (see table in response 1, above).

The site at 0 Pearl Pkwy may require a mandatory review or an amendment or modification to the existing PUD that impacts a portion of the property.

A legislative decision would be required to exempt the proposal from the typical process requirements.

3. Connections to water and sewer utilities would be necessary for the restrooms, laundry facilities, and any common buildings. Electrical services will also be necessary. Please identify any issues with connecting to utilities for each site. And the applicable review process.

CITY UTILITIES, Scott Kuhna, 303-441-4071

City utilities include water, wastewater, and storm sewer (wet utilities). Electrical, telecommunications, gas, etc. (dry utilities) are franchise utilities, so potential services to the individual sites are subject to the franchise utility's review and approval.

For all options (1, 2, and 3):

11-1-13. - When Connections With Water Mains Are Required.

(a) All property located in the city or annexed to the city that is open to the public or used for commercial or industrial purposes or uses (other than single-family residential) and that requires a potable water supply for human consumption shall be connected with the water utility of the city.

11-2-8. - When Connections With Sanitary Sewer Mains Required.

(a) All property located within the city or annexed to the city on which there is located a structure or dwelling that requires the use of a waste disposal system shall be connected with the wastewater utility of the city.

Per Section 4.03(A) of the City of Boulder Design and Construction Standards, a Utility Plan shall provide an overview of the proposed project or development application.

Final Utility Plans are reviewed through the Technical Document Review application process (please see forms below):

Technical Document Review Application Form:

<https://bouldercolorado.gov/media/797/download?attachment>

SITE 1: 5145 N 63RD STREET

Existing Water Service and Meter: 1.5-inch #95305

Existing Irrigation Service and Meter: No

Existing Wastewater Service: Yes

Existing Adjacent Storm Sewer: Yes – There is an existing 12-inch storm sewer in Spine.

(Attachment: Pre-App Review comments from 4-26-2000)

SITE 2: 2948 47TH ST

Existing Water Service and Meter: No – There is an existing 12-inch water main across Valmont.

Existing Irrigation Service and Meter: No

Existing Wastewater Service: No – There is an existing 8-inch wastewater main across Valmont.

Existing Adjacent Storm Sewer: Yes – There is an existing 15-inch storm sewer on 47th (south).

(Attachments: Ordinance for right-of-way vacation, LUR2010-00028 staff comments)

SITE 3: 2691 30TH ST

Existing Water Service and Meter: 1.5-inch #70838 (meter pulled 12/12/22)

Existing Irrigation Service and Meter: No

Existing Wastewater Service: Yes

Existing Adjacent Storm Sewer: Yes – There are existing storm sewer inlets along 30th.

(Attachments: Pre-App Review comments from 11-2-2016, Pre-App Review comments from 11-2-2017)

SITE 4: 1665 33RD ST

Existing Water Service and Meter: 1-inch #63319
Existing Irrigation Service and Meter: 1-inch #63320
Existing Wastewater Service: Yes
Existing Adjacent Storm Sewer: No
(Attachments: Preliminary Utility Plan (expired))

SITE 5: 5125 PEARL PKWY

Existing Water Service and Meter: No – There is an existing 12-inch water main on MSC property.
Existing Irrigation Service and Meter: No
Existing Wastewater Service: Yes – Existing 6-inch service at northwest corner from neighbor.
Existing Adjacent Storm Sewer: Yes – There are existing storm sewer inlets and lines along Pearl Pkwy.
(Attachments: Approved (expired) engineering construction plans dated 2-8-2018, 5075 Pearl - Approved engineering construction plans dated 2-8-2018)

SITE 6: 0 PEARL PKWY

Existing Water Service and Meter: No – 16" main middle of site
Existing Irrigation Service and Meter: No
Existing Wastewater Service: No
Existing Adjacent Storm Sewer: Yes – There are existing storm sewer inlets and lines along Pearl Pkwy.
(Attachments: P.U.D. amended Site Plan dated 7-13-1993)

4. Will the city be required to provide stormwater detention and water quality on the site? Will a drainage report be necessary?

DRAINAGE, Scott Kuhna, 303-441-4071

For all options (1, 2, and 3):

Per Section 7.12(A) of the City of Boulder Design and Construction Standards, detention ponding for stormwater shall be provided for all new development or redevelopment where the runoff coefficient for the site increased.

Per Section 7.15(A) of the City of Boulder Design and Construction Standards, all new development and redevelopment shall reduce the pollutant impacts of the development site on receiving waters. All "applicable development sites" shall implement post-construction stormwater quality management practices.

"Applicable development site" means (1) any new development or redevelopment site resulting in land disturbance of greater than or equal to one acre, including a site that is less than one acre that is part of a larger common plan of development or sale that would disturb or has disturbed one acre or more, or (2) any development site for which a stormwater detention pond is required under these Standards.

Per Section 7.04(B) of the City of Boulder Design and Construction Standards, the Final Drainage (Stormwater) Report shall describe the to-be-constructed drainage conditions for the site.

Final Stormwater Plans & Reports are reviewed through the Technical Document Review application process (please see forms below):

Technical Document Review Application Form:

<https://bouldercolorado.gov/media/797/download?attachment>

Also, per Section 7.15(C)(6) of the City of Boulder Design and Construction Standards, all SCMs (post-construction Stormwater Control Measures) shall be located in a public easement. The easement shall grant to the City at a no charge a permanent right to inspect, maintain, and reconstruct the SCMs. No owner of land or other applicant shall obtain a Final Drainage Plan, unless the owner first grants to the City the easement for all SCMs. A separate Technical Document Review (TEC Doc) application is required for this easement dedication.

5. The proposed pallet structures and insulated tents do not appear to fit into the building code or energy code. How would these structures be reviewed through the permitting process? Would a foundation be necessary for the pallet structures?

Chief Building Official, Rob Adriaens, adriaensr@bouldercolorado.gov, 303-441-4270

1) The pallet structures would need to be engineered by to comply with Boulders climate design criteria (wind and snow loads). We could exercise some discretion through the alternative means and methods clause in the code to work around other code issues. These structures would not need to be on a foundation but would need to be anchored either per manufacturers installation instructions or by a system designed by a Colorado licensed design professional to meet our wind speed criteria.

2) The tents would need to comply with section 3103 of the IBC if erected for less than 180 days at a time, If they comply with this section and are less than 120 square feet then no building permit is required. If the tents are in excess of 120 square feet or will be in place for more than 180 days, then a permit will be required, and they will need to comply with section 3102 of the 2018 IBC.

3) Both the tents and the pallet structures would be subject to the energy code, Compliance by conventional means would be extremely difficult, however we could allow an alternative compliance method such as offsetting the energy use through the purchase of solar credits offsite, similar to the way that pools and other outdoor energy use is offset in Boulder.

6. What is the appropriate methodology to calculate required parking for the use? HHS staff is assuming that parking will only be required for the number of staff that are on site at any given time. Is this methodology appropriate? Residents with cars will not be permitted to park on site unless it is easy to provide.

Required vehicle parking for a day, emergency, and/or overnight shelter use(s) would be calculated per the code sections 9-6-4(e)(2)(B)(iv), 9-6-4(e)(2)(C)(ii), and 9-6-4(e)(2)(D)(iii), B.R.C. 1981; if the proposal consists of more than one use such as both a day and overnight shelter, the greater of the code sections would apply; a deferral can be proposed as noted in the code sections. Staff would generally be supportive of a request for a deferral and/or reduction if a written statement is provided that addresses the relevant review criteria as mentioned in the informational comments.

7. What are the flood and wetland implications on each site?

Wetlands/Flood, Tom Pankau, pankaut@bouldercolorado.gov, 303-441-4369

Site 1: 5145 63rd St.: This site does not contain any regulatory floodplains or wetlands.

Site 2: 2948 47th St.: This site does not contain any regulatory floodplains or wetlands.

Site 3: 2691 30th St.: This site does not contain any regulatory floodplains or wetlands.

Site 4: 1665 33rd St.: This site is impacted by the Boulder Creek 500-year floodplain and would be considered as a lodging facility with the use of an overnight shelter or emergency shelter. Section 9-3-2(i)(3) requires lodging facilities to provide an emergency management plan. The site does not contain any regulatory wetlands.

Site 5: 5125 Pearl Pkwy: This site is impacted by the Boulder Creek 100-year and 500-year floodplain, but not impacted by regulatory wetlands. It is possible to avoid placing shelters in the 100-year floodplain that is in the southwestern end of the parcel.

Site 6: 0 Pearl Pkwy: This site is impacted by the Goose Creek High Hazard Zone (HHZ), 100-year floodplain, and 500-year floodplains that are located in the southwestern edge of the parcel. It is possible to avoid placing shelters within these special floodplain hazard areas and still utilize the parcel. Regulatory wetlands and associated buffers are located within the HHZ and there will be no wetland implications if the HHZ remains vacant.

8. Are there any considerations on how each site is accessed? What are the requirements for access for fire and emergency services?

Chief Fire Marshal, David Lowrey, lowreyd@bouldercolorado.gov, 303-441-4356

Emergency access will be dependent on how the site is set up as far as proposed structures/tents. All six sites have acceptable primary emergency access. Most sites would not be required to have vehicle access however, we would still need to see the proposed setup. The setup would need to consider appropriate personal access including space and surface finish for an ambulance stretcher.

The other consideration is the available water supply for firefighting purposes (existing hydrant locations). Looking at each proposed location the site with the best existing hydrant location is the site on 33rd St. The worst location for available existing hydrants appears to be the proposed site off Pearl (south of the Yards).

9. Are prairie dogs located on the sites? How could the sites be utilized with active colonies?

Principal Resource Project Manager and Advisor, Valerie Matheson, Mathesonv@bouldercolorado.gov, 303-441-3004

Item 6A: Alternative Sheltering

(Safe Outdoor Spaces) Update and Direction

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Boulder, CO 80306-0791

BoulderPlanDevelop.net
P: 303-441-1880
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SITE 1: 5145 63RD STREET (FIRE STATION 6)- Active prairie dog colony present.

Site Acres: 1.98

Urban Wildlife Management Plan colony designation (2006): This prairie dog colony (Colony #19) is identified for “interim protection/long-term removal” (2008 or later). This categorization was due to no current significant conflicts; and development plans were unknown or not anticipated for at least six years.

SITE 2: 2948 47TH ST (VALMONT AND FOOTHILLS)- Active prairie dog colony present.

Site Acres: 1.77

Urban Wildlife Management Plan colony designation (2006): This prairie dog colony (Colony #8a) is identified for “long-term protection” in the 2006 Urban Wildlife Management Plan. This site was categorized for protection because at the time of the plan, the current and projected land uses were compatible with prairie dog occupation and prairie dogs could be treated with “benign neglect”.

SITE 3: 2691 30TH ST (ROBBS MUSIC) - No prairie dog colony.

Site Acres: 0.94

SITE 4: 1665 33RD ST (FRUEHAUFS) – No prairie dog colony.

Site Acres: 1.51

SITE 5: 5125 PEARL PKWY (SOUTH OF THE YARDS) – Some prairie dog activity on part of the site.

Site Acres: 2.56

Urban Wildlife Management Plan colony designation (2006): The prairie dog colony in this area (Colony #9) is identified for “interim protection/long-term removal” (see ATTACHMENT A). This parcel has had some prairie dog activity, there is not a colony on the entirety of the site.

SITE 6: 0 PEARL PKWY (EAST OF THE YARDS) – Some prairie dog activity on part of the site.

Site Acres: 13.18

Urban Wildlife Management Plan colony designation (2006): The prairie dog colony in this area (Colony #9) is identified for “interim protection/long-term removal” (see ATTACHMENT A). This parcel has had some prairie dog activity, there is not a prairie dog colony on the entirety of the site.

Management of prairie dogs in areas where they are in conflict with proposed use.

The City of Boulder has guidelines for managing conflicts between prairie dogs and human land uses. The City's Urban Wildlife Management Plan (UWMP) describes a “six-step” decision making process for managing prairie dogs when they are in conflict with human land uses. The “six-step” decision making process includes:

Step 1. Minimize conflicts with the wildlife through non-removal methods.

Step 2. Remove animals on a portion of the site where conflicts are occurring.

Step 3. Evaluate potential for relocation.

Step 4. Consider animal recovery programs (ferret or raptor).

Step 5. Evaluate trapping and individual euthanasia.

Step 6. If earlier steps not feasible and pesticides must be used:

- Pay into city habitat mitigation fund
- Notify the city
- Post notice on property of pesticide application

Evaluating the potential for relocation (Step 3) includes passive relocation (closing burrows where prairie dogs cannot remain) and active relocation (physically moving the prairie dogs to another site).

Relocations occur between June 1 and Nov. 1. Relocation activities are prohibited March 1- June 1 due to the prairie dog birthing season, and infeasible Nov. – March due to weather. Requests to relocate prairie dogs onto land managed by the City of Boulder must be made in writing by March 1, to the director of the Open Space and Mountain Parks Department.

Passive relocation, a process that closes a portion of the active burrows while the colony remains on site requires a Special Use Permit from the city. Active relocation moves prairie dogs off site, and requires a permit from the State of Colorado. To apply for a Special Use Permit for passive relocation, complete the General Data in addition to numbers 1, 2 & 18 of the Prairie Dog Lethal Control Permit Application referenced below. There are no costs associated with applying for a Special Use Permit, and processing time is approximately two weeks.

If removal is required and there are no relocation sites available (Step 4), City ordinance requires landowners must obtain a permit from the city before using any form of lethal control on prairie dogs. In order to obtain a permit, the landowner must demonstrate the following:

- A reasonable effort has been made to relocate the prairie dogs to another site;
- The most humane method of lethal control possible will be used;
- One of the following three conditions exist:
 1. the land on which the prairie dogs are located will be developed within 15 months of the date of the application,
 2. a principal use of the land will be adversely impacted in a significant manner by the presence of prairie dogs on the site, or
 3. an established landscaping or open space feature will be adversely impacted by the prairie dogs; and
- the landowner has an adequate plan designed to prevent the reentry of prairie dogs onto the land after the prairie dogs are lawfully removed.

Prairie Dog Lethal Control Permit Application Form can be found on the city website or by following this link:

<https://bouldercolorado.gov/sites/default/files/2021-02/312prairiedogpmtapp.pdf>

The waiting period after the submission of an application is a minimum of three to five months. If the city determines that relocation alternatives exist during or after the initial three-to-five month period, it may delay issuing the permit for an additional 12 months in order to allow relocation to occur.

The basic administrative fee for a lethal control permit is \$1,500. An applicant for a prairie dog lethal control permit must also pay a fee of \$1,200 per acre of active prairie dogs habitat lost, pro-rated for any partial acres of lost habitat.

Prairie dog relocation costs, timeline, and feasibility

The only available prairie dog relocation site in 2023 was the U.S. Army Chemical Depot in Pueblo, CO. It is unclear if this site will be accepting prairie dogs in 2024, or if there will be any relocation sites available in 2024. If there is a relocation site available, the soonest relocations could begin is June 2024 (the 2023 relocation season is over). The cost to relocate a 27-acre site in Boulder to Pueblo in 2023 was \$50,000. The estimated cost to relocate a one to two acre site in 2024 would be \$5,000 - \$10,000.

For additional information contact:

Valerie Matheson
Principal Resource Project Manager and Advisor
(she/her/hers)
O: 303.441-3004
Mathesonv@bouldercolorado.gov
Planning & Development Services Department
1101 Arapahoe Ave. | Boulder, CO 80302
bouldercolorado.gov

10. Are there any other site improvements or review processes we should be aware of?

Transportation, Tom Pankau, pankaut@bouldercolorado.gov, 303-441-4369
See Informational Comments for additional transportation information.

Planning, Shannon Moeller, moellers@bouldercolorado.gov, 303-441-3216
Please ensure that submittal documents demonstrate the proposal meets the maximum occupancy requirements in 9-6-4(e), B.R.C. 1981, in particular where occupancy is determined based on the amount of open space provided (BT-1 zoning district).

Please note that landscaping is typically required for new and redevelopment per the requirements in 9-9-12, 9-9-13, and 9-9-14, B.R.C. 1981; a modification to these requirements can be requested per 9-9-12(c) "Modifications to Landscaping Standards," B.R.C. 1981. The applicant would need to demonstrate how the proposal to modify the standards was in

keeping with the modification criteria.

ADDITIONAL COMMENTS:

Access/Circulation, Tom Pankau, pankaut@bouldercolorado.gov, 303-441-4369

Site 1: 5145 63rd St. On-site parking would be required for deliveries and vehicle access would be required from Spine Road.

Site 2: 2948 47th St. On-site parking would be required for deliveries and vehicle access would be required from 47th Street.

Site 3: 2691 30th St. On-site parking would be required for deliveries and vehicle access would be required from the new Bluff St expansion.

Site 4: 1665 33rd St. On-site parking would be required for deliveries and vehicle access would be required from a new access point directly opposite the access on the east side of 33rd Street that serves the Peloton Condos. The existing access point does not meet the alignment standards in the DCS Section 2.04(C)(2) for Site Access and would be required to be relocated.

Site 5: 5125 Pearl Pkwy (south of the Yards). On-site parking would be required for deliveries and a new vehicle access would be required from Pearl Parkway that meets standards in Section 9-9-5, B.R.C. 1981 and DCS Section 2.04.

Site 6: 0 Pearl Pkwy (east of the Yards). On-site parking would be required for deliveries and vehicle access would be required from Pearl Parkway.

Parking, Tom Pankau, pankaut@bouldercolorado.gov, 303-441-4369

The following transportation comments are applicable to all options and sites:

Bicycle parking spaces should be available to adequately serve the occupants and approved through review. Bicycle parking reductions and modifications to the ratio of long-term and short-term requirements may be approved through a written statement that addresses the criteria in Land Use Code 9-9-6(g)(6), B.R.C. 1981.

Modifications, deferrals, and reductions to vehicle parking requirements can be addressed with a written statement that meets the requirements listed in Land Use Code 9-9-6(f), B.R.C. 1981.

Note: Comments provided by City staff are based on the information received at the time of the Pre-Application and do not constitute a formal review, an approval or conditions of approval for the application. Additional staff comments and project requirements will be provided to the applicant after review of a formal application submittal. All development applications are required to comply with all applicable City of Boulder codes and ordinances.