



**CITY OF BOULDER  
CITY COUNCIL AGENDA ITEM**

**MEETING DATE: JULY 18, 2017**

**MOTION TO APPROVE HUMAN SERVICES STRATEGY**

**PRESENTER/S**

Jane S. Brautigam, City Manager  
Mary Ann Weideman, Deputy City Manager  
Karen Rahn, Human Services Director  
Matt Sundeen, Strategic Initiatives Manager

**EXECUTIVE SUMMARY**

This memorandum presents the draft Human Services Strategy 2017-2022 (Strategy) and summarizes key changes since the Feb. 14, 2017 study session. The Strategy provides a strategic blueprint for human service priorities that will guide city investments over the next five years.

Beginning in 2015, the Human Services Department began the development of the update to the Human Services Master Plan. The process included three phases:

- Phase I - Research and background on demographics, trends, best practice and peer cities;
- Phase II - Community engagement; development of goals and priorities; and
- Phase III - Refinement of goals and priorities, development of draft Strategy, and council approval.

The Strategy development included significant engagement from broad sectors of the community, which shaped the identified goals and priorities for the next five years and incorporates council direction provided at study sessions in May 2014, April 2015, October 2015 and February 2017.

Specific council feedback included:

- Focus limited resources on fewer priorities that have greater impact in the community;
- Work with community partners to improve the human services delivery system;
- Maximize potential benefits of human services models such as Collective Impact and Social Determinants of Health;
- Assess service opportunities and redundancies with community partners;
- Assess changing demographics to inform priorities;
- Continue prevention focus for community funding to reduce long-term community costs, and maximize individual and family outcomes;
- Ensure processes and services are culturally competent;
- Consider healthy/active living and local food access as a strategy;
- Engage diverse sectors of the community in the plan development;
- Allow longer grant cycles for greater focus on long-term outcomes and reduced administrative burden, with a caveat for off-cycle funding opportunities; and
- Assess public-private partnerships to support job training and workforce development.

At the [Feb. 14, 2017 City Council Study Session: Human Services Strategy Update](#), staff presented draft Strategy goals and community funding allocation recommendations. Council provided additional feedback on two key issues, including proposed goals and strategies and community funding allocations changes. Feedback has been incorporated into the draft Strategy presented.

Previous City Council memos and Information Packets related to the Human Services Strategy can be found [here](#).

City council approved the related [Homelessness Strategy](#) on June 20, 2017.

## **STAFF RECOMMENDATION**

### **Suggested Motion Language:**

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

Motion to Approve the Human Services Strategy.

## **COMMUNITY SUSTAINABILITY ASSESSMENTS AND IMPACTS**

*Economic:* The Strategy identifies economic mobility and resilience as a core focus for human services investments. It contains specific strategies to address poverty and affordability and provide equitable opportunities for individual residents to improve their economic condition. By addressing economic mobility and stability, the city can improve

outcomes for individual residents and promote a diverse and sustainable economy that positively affects the business community and city revenues.

*Social:* The Strategy goals and priorities address human services needs for community members to insure a strong social safety net and provide economic, social and cultural opportunities to advance.

### **OTHER IMPACTS**

- Fiscal - Implementation of the Strategy goals and priorities anticipates additional resources needed from the General Fund or other sources. Budget requests consistent with council feedback and direction will come forward as part of the 2018, and future years, budget processes.
- Staff time –Staff requests associated with implementation of the Strategy will be brought forward as part of the 2018 budget process and subsequent years.

### **BOARD AND COMMISSION FEEDBACK**

The Strategy reflects feedback from nine meetings with five different city boards and commissions and advisory committees, including:

- The Human Relations Commission;
- The Youth Opportunities Advisory Board;
- The Downtown Management Commission;
- The Library Commission; and
- The Senior Community Advisory Committee.

On May 22, 2017, the Human Relations Commission unanimously supported the draft Strategy and staff recommendations with feedback on a specific area for consideration related to length of Human Services Fund funding cycles.

### **PUBLIC FEEDBACK**

The Strategy goals and priorities were identified through a robust community engagement process conducted over approximately one year. Engagement included 41 unique opportunities through on-line, telephone and paper surveys, focus groups, community meetings, and curbside conversations. Through the entire engagement process, more than 2,000 Boulder residents and 70 community organizations participated.

### **BACKGROUND**

The Strategy reflects a two-year effort to identify the most important human services goals and priorities for the next five years. It includes information collected from extensive background research and community engagement and identifies the city's strategic human services goals and priorities that will guide work plans and investments over the next five years. The Strategy aligns city investments with those priorities through appropriate city roles as a direct services provider, funder, and community partner.

The Strategy accounts for Boulder's demographic changes, new economic and social conditions, and shifts in state and federal human services priorities and policies. The

Strategy addresses immediate needs and long-term challenges and is intended to be a flexible, living document that allows the city to respond to shifting community needs over time.

The Strategy include six key human services goal areas and related strategies and identifies a new framework for how the city invests in community funding and services. It includes a stronger focus on:

- Upstream investments - investing in programs, services and systems which have greater impact on mitigating costlier interventions later and positive outcomes for community members;
- Data-driven decision making - focusing investments on efforts that have the greatest positive, long-term community impacts;
- System and service integration and coordination - leveraging investments from other sectors and providing efficient and effective services for community members;
- Strengthening community partnerships and outreach for planning, developing and delivery of services; and
- Maintaining and supporting a strong social safety net of services, while building long-term community resilience.

At the [Feb. 14, 2017 City Council Study Session: Human Services Strategy Update](#), staff presented draft Strategy goals and community funding allocation recommendations. Council provided feedback on two key issues: proposed goals and strategies and community funding allocations changes.

In response to council direction, staff solicited additional feedback through two additional surveys and additional meetings with nonprofit agency partners and the Human Relations Commission. Community and council feedback helped to refine the goals and strategies and community funding allocations presented in the attached draft Strategy.

Based on council and additional community feedback, the Strategy reflects the following revised key elements:

1. Use community funding through the Human Services Fund (HSF), Youth Opportunities Fund (YOF) and Community Relations Fund (CRF) to advance the six goals and supporting strategies identified in the draft Strategy;
2. Do not define specific percentages for community funding awards in the six goal areas. When new resources are available, however, focus more resources on advancing Economic Mobility and Resilience and addressing homelessness.
3. Similar to the current funding process, continue to evaluate funding proposals based on the strength of the nexus to goals, strategies and core principles, including:
  - greater focus on upstream investments;
  - focus on data-driven outcomes; and
  - greater focus on integrated and coordinated services for improved effectiveness and efficiencies.
4. Make administrative modifications to reduce burdens on agencies and align with the three core principles.

- Award future funding through a Request for Proposal (RFP) process conducted every four years, rather than one-year cycles. Four-year grants will allow greater focus on long-term outcomes and reduce administrative burdens on the funded agencies and the city. Funding will be contingent on annual city budget approval.
- Fund off-cycle opportunities that arise between the four-year funding cycle. Off-cycle funding will be available annually between fund rounds through the HSF Opportunity Fund for new, innovative programs and collaborations, or to meet an emerging need.
- Strengthen partnership relationships with agencies to meet community goals and outcomes through regular planning to innovate and reduce barriers to success.
- Annually convene funded agencies, in partnership with other funders, to provide opportunities for greater collaboration, shared learning and opportunities for new ideas and innovation.
- Allow funding to be used for data collection, metric development and evaluation, in alignment with goals and outcomes.

Based on council feedback, changes and modifications to the draft Strategy will be completed.

#### **ATTACHMENTS**

Attachment A – DRAFT Human Services Strategy

Attachment B – Human Services Strategy Appendices A-L



# MAPPING OUR FUTURE

2017-2022





## ACKNOWLEDGEMENTS

### City Council

Suzanne Jones, *Mayor*  
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### Human Relations Commission

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Nicolas Bell  
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Evie Mathis  
Cole Schoenberg  
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Angela Zhou

### Senior Community Advisory Committee

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Beth Gaffney  
Mary Jo Manydeeds  
William Marine  
Minda Papson  
Howard Sargent  
Madelyn Wynne

### Community Partners and Residents

The city would like to thank the more than 2,000 community members and 70 community organizations that participated in the development of the Human Services Strategy. Fulfilling the vision of human services for the community requires significant partnerships, participation and expertise from the community.

### Consultants

BBC Research and Consulting  
Civic Canopy  
Novak Consulting Group  
One Thousand Design

Recommended by  
Human Relations  
Commission  
on May 22, 2017

Accepted by City Council  
on XXXXXX

Homelessness Strategy  
accepted by City Council  
on June 20, 2017

MESSAGE FROM THE MAYOR

MESSAGE FROM THE CITY MANAGER

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DRAFT

### Department Mission

Create a healthy, socially thriving and inclusive community by providing and supporting human services to Boulder residents in need.

## INTRODUCTION

Boulder has a global reputation as an innovative and socially progressive community that blends entrepreneurship, education, arts, culture and recreation to create a high quality of life for residents. Boulder is known for its iconic scenery, abundant open space, extensive trail networks, leading edge climate initiatives, alternative transportation system, federal research labs, world class universities, flourishing technology companies, natural foods industries and walkable neighborhoods. These features attract people to Boulder and make it a highly desirable place to live, work and visit.

Less visible, but equally important, is the community's long-term, sustained commitment to the welfare and social well-being of its residents. The city's commitment to social issues reflects the values of the people who make up the community. Investments in social programs is a shared belief that investments in the welfare of all residents positively impact the entire community.

Boulder's commitment to investing in people is as important today as it has been at any time. Changing demographics and economic conditions and changing federal and state policies create complex social challenges for the city and community. Increasingly, communities are being challenged to find long-term, innovative and cost-effective solutions to community problems. Social investments help strengthen community resilience, contribute to the city's economic and cultural vitality, improve community health, and advance the aspirations of Boulder's future residents, workers, and leaders.

*Mapping Our Future: The 2017-2022 Human Services Strategy* (Strategy) reflects the vision, values, goals and priorities of residents, community members and partners. It provides a strategic blueprint for city investments in human services that will support the social safety net and provide opportunities for community members to enhance their quality of life and realize their individual potential.

The Strategy reflects a two-year effort to identify Boulder's most important human services issues, needs and trends (**Appendix A**). It includes background research on demographics and best practices, information on other communities' experiences, and robust community engagement. It anticipates shifting demographics and community needs and shapes the city response to both immediate needs and long-term challenges. The Strategy aligns investments with priorities through the appropriate city roles as a service provider, funder, and community partner and identifies the key human services goals and priorities that will guide city investments over the next five years.

The Strategy continues the community's vision that investment in the well-being of residents and community members is an investment in the health and well-being of the entire community.

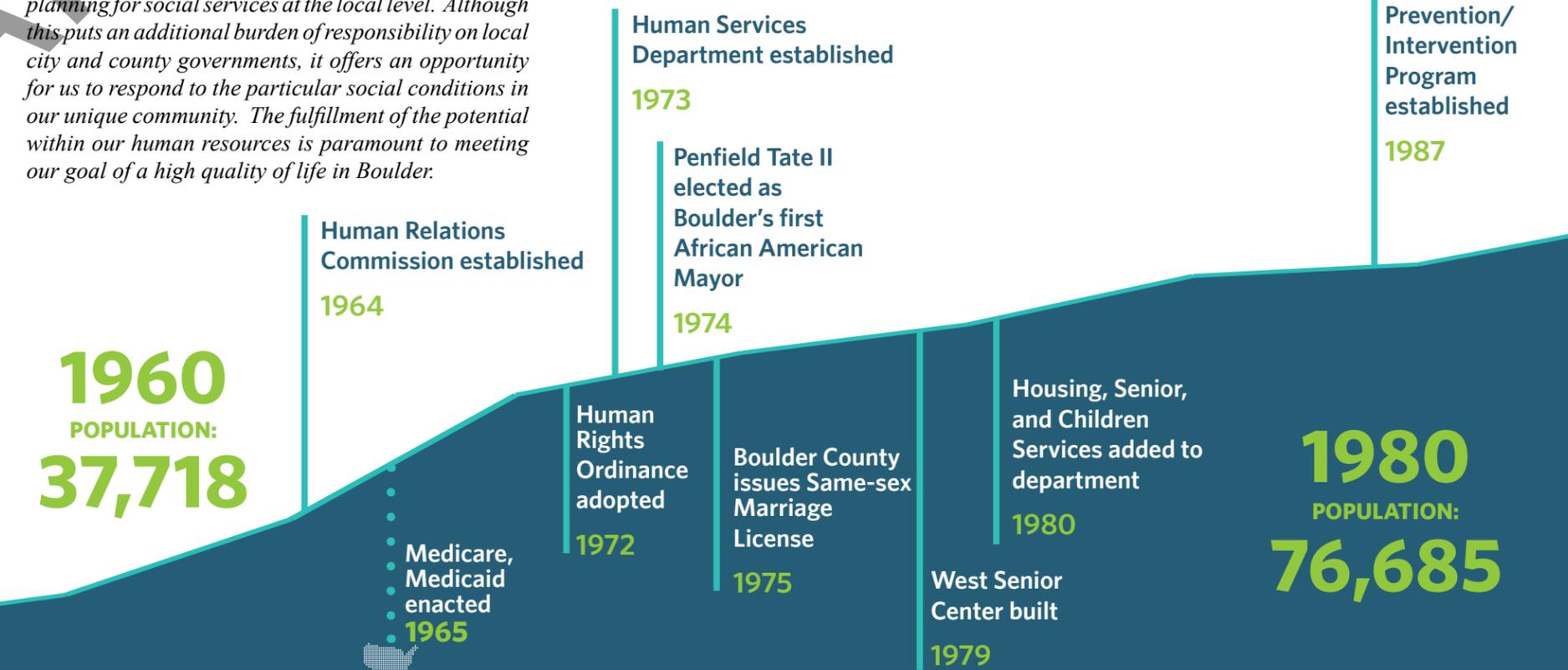
## HUMAN SERVICES LEGACY AND PURPOSE

The city created a human services department by ordinance in 1973, although public investments in human services date back to the early 20th century. In 1973, community leaders recognized the connection between human services and overall quality of life, and chose to include "social planning" as a core function of local government. In creating the department, then City Manager Archie Twitchell noted that:

*Cities have traditionally been judged by the effectiveness of their utilization of natural and technological resources, and activities in the area of human services have been limited to Fire and Police protection and Recreation and Library Services. The altering of funding at the federal level has made it necessary for city government to become involved in planning for social services at the local level. Although this puts an additional burden of responsibility on local city and county governments, it offers an opportunity for us to respond to the particular social conditions in our unique community. The fulfillment of the potential within our human resources is paramount to meeting our goal of a high quality of life in Boulder.*

Forty-four years later, the vision for fulfillment of human potential continues as a central theme in the 2017-2022 Human Services Strategy.

The city created the Human Services Department to "research and evaluate social problems and conditions in the community, develop and implement programs to respond to such social problems and conditions, and coordinate city, state, federal and private agency efforts to improve such social conditions and solve such social problems." This fundamental purpose has not changed. As community social challenges have evolved, the department has remained focused on creating a healthy, socially thriving and inclusive community by providing and supporting human services to Boulder residents in need.



A community's greatness is "measured by how it treats its weakest members."

- Mahatma Gandhi



**1990**  
POPULATION:  
**83,312**

- Americans with Disabilities Act enacted

1990



**1992**

East Boulder Senior Center built  
Family Resource Schools established  
0.15% Sales Tax approved by voters (48% to create Human Services Fund and Youth Opportunity Fund)

- 1st Human Service Master Plan accepted
- 1st Human Services Fund Grants distributed
- Education Excise Tax passed by voters

1994

**1996**

Boulder Domestic Partner Registry established

- Colorado Amendment 2 (that prevented cities from recognizing Sexual Orientation as a protected class) declared unconstitutional by US Supreme Court

1996



**2000**

Comprehensive Housing Strategy approved

Living Wage Resolution approved

2003

2nd Housing and Human Services Master Plan accepted

2005

**2006**

Sentence Enhancement Ordinance adopted (for Bias-motivated crimes)

Failure to Pay Wages Ordinance adopted

2007

**2010**

Affordable Care Act (ACA) enacted

2011

Non-electors approved by voters to serve on City Boards and Commissions

2015

Recreational Marijuana Tax passed by voters



**2015**

US Supreme Court legalizes same-sex marriage

**2016**

Substance Education & Awareness Grants distributed

Sugar-sweetened Beverage Product Distribution Tax passed by voters

Community Health Equity grants distributed

2017

**2016**  
POPULATION:  
**108,090**

DRAFT



## ROLES IN THE COMMUNITY

The Human Services Department functions in three primary roles in the community:

- **Funder:** The city annually distributes more than \$2.5 million in competitive grants for human services programs to community organizations. In addition, the city contracts annually for community services for approximately \$500,000 (Appendix F). As a funder, the city collaborates with other community funders to maximize outcomes and minimize duplication.
- **Direct Service Provider:** The city limits its role as a service provider to circumstances where:
  - There is an expressed desire of City Council or the community;
  - A demonstrated need cannot be met through other sectors; and
  - The nature of the service requires a broad community collaborative effort or institutional capacity that is best met by the city.
- **Partner/Leader:** The city achieves its human services goals through collaboration and partnerships with other jurisdictions and community organizations. As a community partner and leader, the city:
  - Evaluates social problems and conditions and responds to needs; and
  - Coordinates with other entities in planning, service delivery and funding to ensure community needs are addressed, services are effectively and efficiently delivered, and resources are leveraged.

## STRATEGY DEVELOPMENT

The Strategy reflects a two-year effort to identify the city's goals and priorities for community investments in human services. It accounts for changed demographics and new social and economic conditions and includes extensive background research on community needs, trends and best practices for what works (**Appendix B**). It reflects information gathered through robust community engagement with residents, stakeholders, and community organizations. (**Appendix C**). This process led to the focus on the goals and priorities presented.



## GUIDING FRAMEWORKS AND PRINCIPLES

The Strategy is influenced by key models, grounded in social science research, for developing effective policies for addressing complex social issues (**Appendix B**).

*Human-Centered Design* (HCD) is based on users' and stakeholders' needs and preferences, combined with behavioral science and impact evaluation. Behavioral science provides insights on how people interact with their environment and under what conditions. Impact evaluation provides insights on what works to affect the desired outcomes through testing of new and innovative ideas. HCD starts with the people you are designing for, tests ideas and solutions, and implements what works. Core principles include:

- focus on users and their needs;
- fund solutions to problems rather than the problems;
- investment more in innovation; and
- test new ideas and increase tolerance for risk and failure to test new ideas.

*Social Determinants of Health* (SDOH) is a widely-used model for addressing health inequities, and emphasizes addressing the root economic and social factors that impact health and well-being. This model recognizes that efforts to improve population health require comprehensive approaches that address social, economic and environmental issues. Although specific SDOH models may vary by country, geographic location and other variables, key determinants of social health identified in most models include:

- early childhood development;
- educational attainment;
- economic stability;
- employment status;

- income and wages;
- food security;
- access to health care;
- housing status;
- social support networks and engagement; and
- physical environment.

The *Two-generation model* for mitigating social welfare issues proposes investing in programs and services that assist multiple generations including children, parents and grandparents. This approach recognizes that social and economic conditions such as poverty, may impact one generation but simultaneously influence the ability of other generations to overcome the same condition. The Two-generation approach emphasizes integrated efforts to address issues for the entire family to overcome intergenerational barriers to success.

The *Collective Impact model* proposes coordination among multiple community stakeholders to solve shared community concerns. Collective Impact, and similar models, emphasize coordination and integration of multiple stakeholders and systems to solve significant social issues, including a common agenda and shared infrastructure, data systems, resources, and mutually reinforcing activities, among all partners.

Together, these human services models, inform a framework for an effective human services delivery system.

## 3 Core Principles

### 1. Upstream Investments

A focus on strategic, upstream investments that target root causes of complex social issues, reducing the future demand for and investment in costlier crisis interventions.

### 2. Data-driven Decision-making

Decisions informed by data that drive continuous improvement and refinement of services to meet intended community outcomes.

### 3. System Integration

Integrated, coordinated, client-centered service systems that maximize resources.

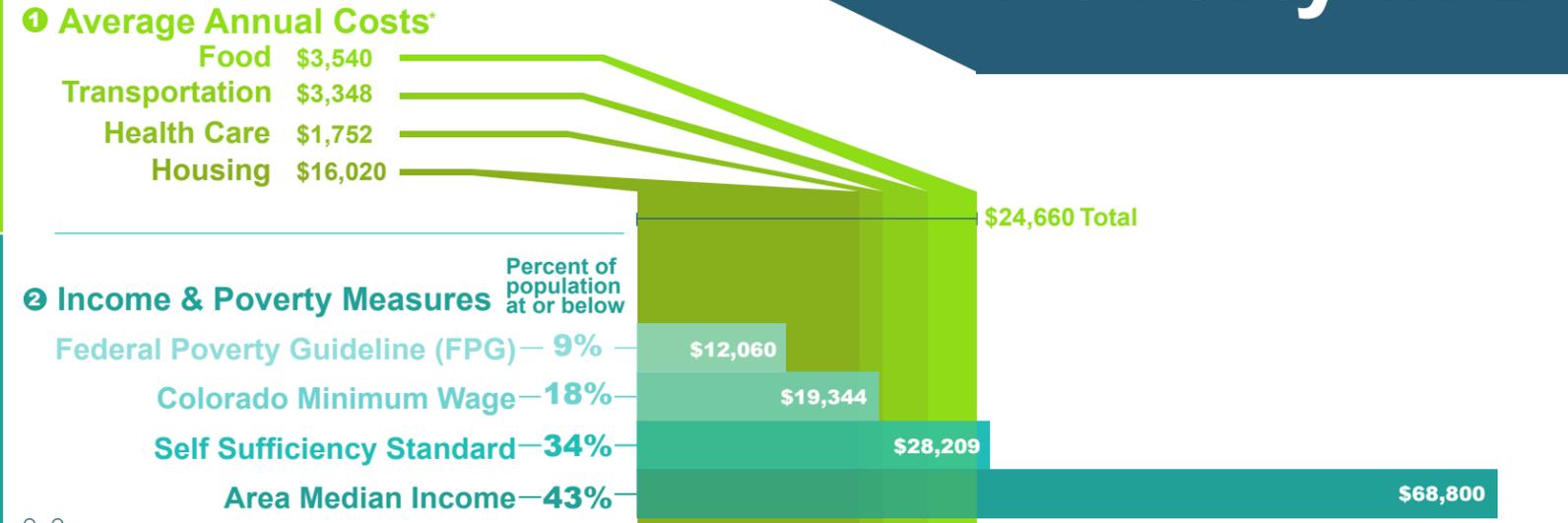
# Poverty in Boulder

**Poverty is an important issue in Boulder and relates to all of the key human services issues identified in the Strategy.** No single formula, however, can completely define poverty. Many variables, including income, geographic location, household size and composition, and living expenses affect whether an individual or family is considered in poverty or self-sufficient. Government programs that serve indigent populations use different income thresholds and criteria to determine eligibility.

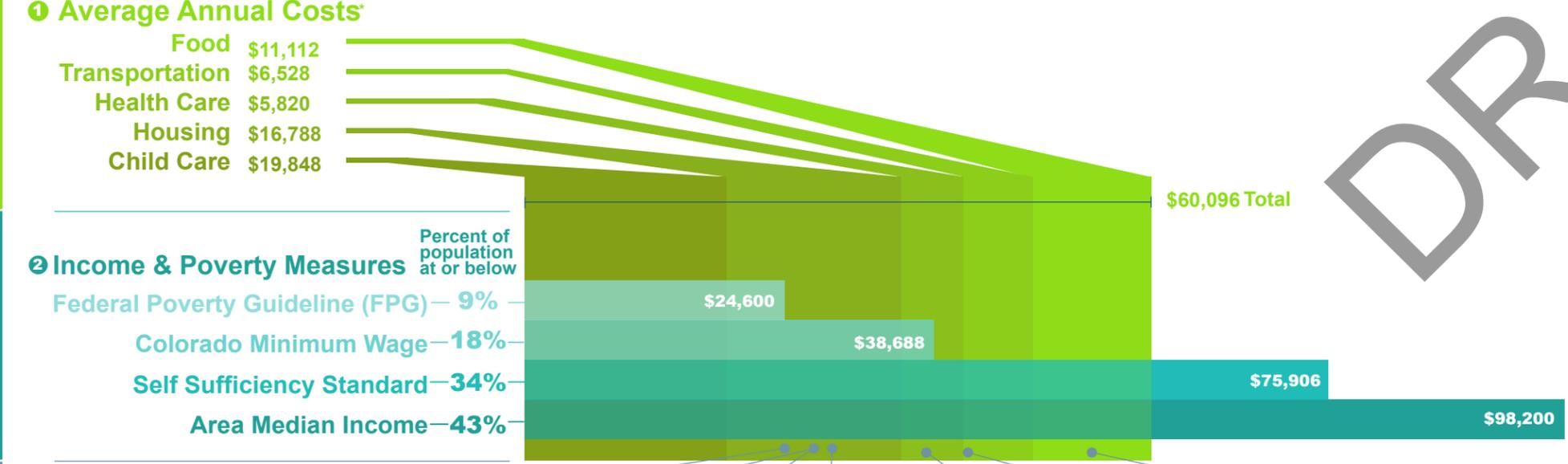
To gain a better understanding about what poverty means in Boulder, the Poverty chart identifies multiple data points including the percentage of Boulder's population living at or below several poverty and income measures, average annual expenses and eligibility thresholds for different government programs, and disparities in academic achievement and household income, which impact affordability.

Recognizing the multi-dimensional nature of poverty, the Strategy does not attempt to specifically define poverty, but to highlight the methods by which poverty is measured and the impacts on affordability. By whatever measures are used, the Strategy identifies poverty as a root cause of many social welfare issues and addresses it through multiple goals and strategies.

## Single Adult



## Family of Four\*\*



### 3 Eligibility for Assistance Programs\*\*

Head Start	NSLP	SNAP	Medicaid	LIHEAP	WIC	CCAP
\$24,600 (100% FPG) School Readiness for Children under five	\$31,980 (130% FPG) National Free School Lunch Program	\$31,980 (130% FPG) Food Assistance	\$33,948 (138% FPG) Health Coverage	\$39,852 (165% FPG) Low-Income Home Energy Assistance Program	\$45,510 (185% FPG) Supplemental foods, health care for Women, Infants and Children	\$54,804 (222% FPG) Child care assistance program

## Education



### Additional Points

- Annual Median Income**  
Married Couples: \$144,166  
Single Female H/H w/Children: \$40,000
- Hispanic Latino**  
living at or below \$15,075 (125% FPG) is 51%, White is 24%
- Children**  
10% live in poverty

\*Source: Self-Sufficiency Standard for Boulder County, CO 2015  
\*\*Family of Four= 2 adults, 1 preschool aged child, 1 school-aged child

# BOULDER DEMOGRAPHICS

1000  
BOULDER  
RESIDENTS

-  WHITE
-  HISPANIC/LATINO
-  ASIAN
-  AFRICAN AMERICAN

## COMMUNITY CHANGES AND CHALLENGES

Boulder ranks as Colorado's 11th most populous community and the 296th largest city in the United States. More than 107,000 people call Boulder home, up from 93,000 in 2006. While Boulder is not a large municipality, many of the same complex human services challenges found in large urban areas are evident. Looking toward the future, several emerging social trends will challenge the community.

### Poverty

Demographically, Boulder is more affluent than the statewide and national average.

In 2015, Boulder's median family income was approximately \$105,000 compared to the \$75,000 statewide median family income. By multiple measures, however, many residents live in or near poverty.

- Excluding college students, approximately 7,000 residents live in households earning under the Federal Poverty Guidelines (FPG), or an annual income of approximately \$24,000 for a family of four.
- Nearly 50 percent of Boulder residents live in households earning less than 300 percent FPG, or approximately \$74,000 in annual income for a family of four.

Poverty disproportionately affects Boulder's Hispanic/Latino residents.

- According to five-year Census estimates from 2011 through 2015, the median family income for Hispanic/Latino families (\$33,810) is 30 percent of median income for white families (\$113,920).
- Approximately 36 percent of Hispanic/Latino residents live in households earning at or below 100 percent FPG. In comparison, only 21 percent of white live at or below 100 percent FPG.
- Hispanic/Latino children comprise only 16.4 percent of Boulder's under 18 population, but among the estimated 1,300 children living in households earning under 100 percent FPG, nearly half identify as Hispanic/Latino.
- Hispanic/Latino children are four times more likely to live in poverty than white children.

Single female heads of households in Boulder on average earn significantly less than married couples and single male heads of households.

- Median family income for female heads of households with children is \$40,000.
- Median family income for married-couples with children is \$141,166.
- Median income of women who worked full-time, year-round in the past 12 months is \$50,561; 77 percent of the median annual income for men (\$65,480).

### Equity and Inclusion

Boulder's Hispanic/Latino residents are disproportionately poor. Poverty status is closely associated with academic achievement and earning potential. Disparities in academic achievement between Hispanic/Latino and white students are evident at early ages and persist through graduation.

- Fewer than 35 percent of Hispanic/Latino adults have attained a Bachelor's degree or higher compared to 76 percent of white adults.
- More than 31 percent of Hispanic/Latino adults earned less than a high school diploma compared to only 1.3 percent of white adults.
- The median household income for Hispanic/Latino families (\$33,810) is approximately 30 percent of the median household income for white families (\$113,920).
- Approximately 51 percent of Boulder's Hispanic/Latino residents earn at or below 125 percent of the FPG and 27 percent of Hispanic/Latino children live in households earning 100 percent or less of FPG.

The May 2017 Boulder Community Perception Assessment (CPA) report identified people overall feel quality of life in Boulder is quite good (**Appendix I**). Non-majority community members and newcomers reported a small, but persistent lack of inclusion, including local lack of exposure to diversity, micro-aggressions and unaffordability as key issues. Others expressed feelings of exclusion related to political or religious beliefs. The CPA identified the lack of affordable housing, access to basic living supplies, and representation in local government as factors creating perceptions of inequities within the community.

### Aging

Like much of Colorado, Boulder's population is aging. Residents age 60 and older comprise Boulder's fastest growing demographic. The Colorado state demographer predicts that Boulder County's older adult population will grow six times faster than the rest of the county's population over the next decade. By 2040, residents age 60 and over will account for 28 percent of the county's population.

Among Boulder's older adult population, the fastest growth is among the oldest residents. The percentage of residents age 70 to 79 will nearly double by 2040, and the percentage of adults age 80 to 89 will almost triple.

Almost 40 percent of Boulder adults age 65 and older lived below 50 percent of area median income in 2014 (\$32,850 per year for a single person). In 2012, about one-quarter of Boulder homeowners age 65 and older were housing cost-burdened.

### Children

Although the number of children in Boulder has slowly increased over the last decade, children are now a smaller percentage of the overall population. In 2006, approximately 15 percent of residents were under age 18. By 2015, 11.5 percent of residents were under age 18.

Many of Boulder's children live in or near poverty. Nearly 10 percent of children live in households with income at 100 percent FPG or under, and 24.5 percent live in households with income between 100 and 299 percent FPG. During the 2016-2017 school year, approximately 21 percent of children accessed the Free and Reduced Lunch (FRL) program available to families earning 185 percent FPG (reduced) or less than 130 percent FPG (free).

2000 2015 2040

0-19



20-64



65+



\*The 2040 estimates for the City of Boulder are based on current population estimates through the Census and projections for the overall population in Boulder County provided by the State Demography Office.

The rate of return for investment in early childhood program for disadvantaged children is approximately 10 percent per year through improve child outcomes in education, health, economic productivity and reduced interface with the justice system.

### Homelessness

Homelessness remains one of Boulder's most visible human services challenges. Many factors contribute to homelessness. High housing costs, loss of a job, physical health problems and low wages, make many residents vulnerable to crisis. A major health event can lead to homelessness and remain a barrier to employment or long-term housing. In 2015, 62 percent of renters in Boulder were cost-burdened and paid more than 30 percent of their income on rent.

Family instability and domestic violence also contribute to homelessness. Single parent households are often more susceptible to economic hardships, and people fleeing domestic abuse often have limited housing options. Homeless children are less likely to succeed in school and are more likely to experience lifelong poverty. Those who are homeless are more likely to die at a younger age.

Homelessness significantly affects the use of public resources, including municipal spending for health care, law enforcement, courts, open space management, environmental clean-up and emergency services.

Between 2012 and 2016, the annual Point in Time Count (PIT) in the City of Boulder found on average that 523 people were homeless. PIT is a survey of people experiencing homelessness, conducted each January in communities across the nation as part of federal funding requirements. The McKinney-Vento program, managed through public schools, offers another source of data on family homelessness.

## Housing-Cost Burdened Rental Households, City of Boulder, 2015



The most recent McKinney-Vento data reflects 298 children accessing homeless services through City of Boulder schools. While no existing data source can fully capture the picture of homelessness, this information demonstrates a significant amount of housing instability in Boulder.

Boulder's homeless population is not homogenous. It includes chronically homeless individuals as well as transitionally homeless individuals and families who may have been pushed into homelessness by a sudden shock such as a job loss or illness. Homeless children

are less likely to succeed in school and are more likely to experience lifelong poverty. Those who are homeless are more likely to die at a younger age.

Homelessness significantly affects the use of public resources, including municipal spending for health care, law enforcement, courts, open space management, environmental clean-up and emergency services.

## COMMUNITY PRIORITIES AND THEMES

The goals and priorities presented in the Human Services Strategy were identified through a robust community engagement process. Engagement included telephone, on-line and paper surveys, focus groups, community meetings and curbside conversations. Through the engagement process, more than 2,000 Boulder residents and 70 community organizations participated (**Appendix C and Appendix D**).

Community engagement confirmed that Boulder residents are concerned about the social issues identified through research. Public feedback helped identify the level of community concern and potential solutions that could be incorporated into the Strategy.

Community engagement also found that race, ethnicity, age and income often affect perceptions about Boulder's key social issues.

### Inclusion and Equity

- Latino, Hispanic and non-white respondents generally identified inclusion and equity as higher priorities than White-only respondents.
- Lower-income respondents identified an inclusive and welcoming community as a more significant concern than higher-income respondents.

### Health Care

- Generally, Hispanic or Latino respondents identify physical health care and substance use and addiction treatment as higher priority concerns.
- White-only respondents identify mental health as a more significant health concern.

### Housing

- Older adults identified rent and mortgage costs as less significant concerns than younger adults.

Community engagement also identified several general themes that emerged as broader community issues. These include:

- **Affordability-** Broad concerns about the cost of housing, health care, child care, and transportation.
- **Social Equity-** Race, ethnicity and income factored into feedback about access to affordable goods and services, lack of economic opportunities and inclusion in Boulder.
- **Transportation-** Affordable and accessible transportation, particularly for older adults and low-income residents.

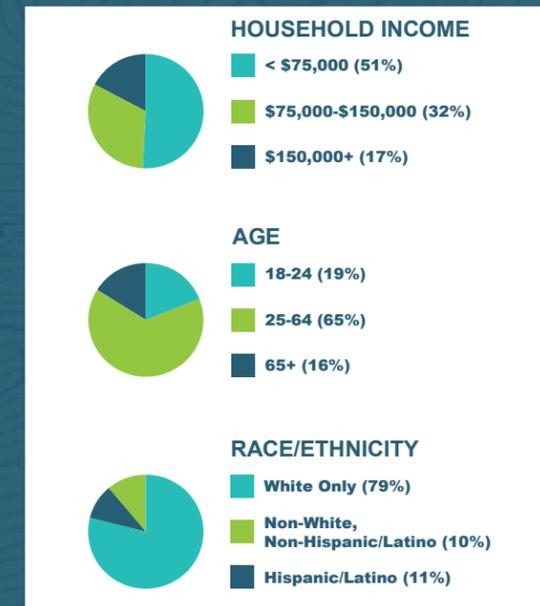
## Community Engagement

June 2015-April 2017

41 Community Events

70 organizations

2000+ individuals



**PRINCIPLES**

Upstream Investment  
Data-Driven Outcomes  
System Integration

**RESEARCH**

Guiding Documents  
Community Trends & Assessments  
Services Assessments  
Community Engagement

**GOALS & PRIORITIES**



A Good Start  
Aging Well  
Economic Mobility & Resilience  
Health & Well-being  
Homelessness  
Inclusive & Welcoming Community

**STRATEGIES**

Programs & Services  
Community Partnerships

**ROLES**

Service Provider  
Funder  
Partner

**GOALS AND PRIORITIES**

The Strategy identifies goals and priorities to address community needs for six key human services issues: A Good Start, Aging Well, Economic Mobility and Resilience, Health and Well-being, Homelessness and Inclusive and Welcoming Community. Specific strategies are intended to address concerns and themes identified in research and community engagement and will be used to guide city human service investments for the next five years.

**A Good Start**

A good start early in a child's life provides a solid foundation for positive, life-long outcomes and success.

**Key Facts**

- Many of Boulder's children live in or near poverty. Approximately 10 percent of children live in households at or below 100 percent FPG, an annual income of \$24,600 for a family of four. Approximately 34 percent of children live in households under 300 percent FPG.
- Boulder's children are disproportionately Hispanic/Latino. Approximately 16.4 percent of residents under age 18 identify as Hispanic/Latino compared to 9 percent of the overall population.
- Approximately 27 percent of children that identify as Hispanic/Latino live in households at 100 percent FPG or below.
- Academic achievement disparities between Hispanic/Latino and white, not Hispanic/Latino students are evident early in childhood and persist throughout adolescence. Hispanic/Latino children are less likely to meet early literacy targets, are more likely to drop out and graduate high school at significantly lower rates than other students. Academic achievement disparities are particularly pronounced among boys.
- At market rate, the average annual cost for center-based pre-school care in Boulder is more than \$15,000. Center-based infant care averages more than \$17,000 per year.

**Community Priorities**

- Programs and services for children and families
- School readiness for young children
- College or workplace readiness for young adults who are transitioning from high school
- Safe spaces for youth to socialize after school or out-of-school
- Access to mental health services and substance use prevention and education
- Supports that can improve academic achievement, including access to materials in other languages and tutoring
- Access to nutritious food

**Goals**

1. Children are healthy and socially, emotionally and cognitively ready to start school.

**Strategy 1 – Support accessible, affordable, quality infant, toddler and preschool care.**

Examples of programs include:

- expand capacity for affordable, quality, culturally appropriate child and preschool care; and
- quality improvement training for family, friend and neighbor care;

2. Children and Youth are healthy and successful in school and have the skills necessary for self-sufficiency and success as an adult.

**Strategy 2 – Reduce barriers to successful school achievement and graduation.**

Examples of programs include:

- programs that connect students and families to community support services;
- family support and wrap-around services for children, youth and families;
- mentoring and tutoring programs for children and youth; and
- youth civic engagement and leadership development.



**Strategy 3 – Support successful transition from school to college or employment.**

Examples of programs include:

- internship and apprenticeship programs;
- employment skills and development; and
- employment programs for adolescents and young adults.

**Strategy 4 – Support healthy lifestyle choices and the reduce of risky behaviors.**

- substance use prevention programs;
- youth mentoring and tutoring programs;
- pro-social, out-of-school and after-school activities;
- access to mental health programs and services; and
- out-of-school and after school educational, social and cultural enrichment.

**Aging Well**

Over the next two decades, Boulder’s growing and diverse older population will require more varied and individualized services to meet social and economic needs, and community planning to be ready to meet those needs into future years. An age-friendly community values older adults and makes aging well a community priority. Four key areas vital to all such communities are basic needs (housing, safety, food, access to essential services, and transportation), personal connections and community involvement (paid work and volunteer opportunities, participation in civic life, and connection to friends and family), health and wellness (access to affordable health care and fitness programs), and aging in community



(systems and a built environment that support an individual’s choice to live at home).

**Key Facts**

- The Baby Boom generation started in 1946, peaked in 1957 and ended in 1964. Baby boomers started turning 60 in 2006.
- Older adults are Boulder County’s fastest growing demographic. Residents age 60 and older will comprise 28 percent of the county’s population by 2040.
- Approximately 22 percent of Boulder residents age 65 and older are still in the workforce.
- Boulder’s older residents are predominately female (55 percent), less likely to identify as Hispanic/Latino (3 percent) and more likely to own their home (76 percent).
- Approximately 22 percent of Boulder’s older residents report living with a disability.
- Boulder’s aging population will have implications for Boulder’s economy. Older adults generally spend less on consumer goods and more on services.
- Boulder’s older residents are more likely to be employed, less likely to be on food assistance and have higher earnings than the national average.
- Older adults make more charitable contributions per capita than any other age group.
- Older workers possess deep work experience and expertise as well as extensive institutional knowledge and professional networks that provide value to businesses.
- Nationally, older adults annually contribute more than 3.3 billion hours of volunteer service in their communities valued at \$75 billion.

**Community Priorities**

- Opportunities to age in place, including in-home support services
- Assistance with basic needs and services, such as transportation, food, housing and health care
- Educational and cultural learning opportunities
- Multi-generational community centers rather than senior-specific centers

**Goal**

Older residents can remain and thrive in the community as they age.

**Strategy 1 – Support a continuum of age and ability appropriate services for older adults**

Examples of programs include:

- financial and retirement education and planning programs;
- educational and social programs for older adults, caregivers and family members;
- case management and referral services for older adults to address quality of life needs such as health care, retirement, and financial planning; and
- services that help older adults stay in their home including home care, home repair and maintenance and support services.

**Strategy 2 – Expand opportunities to stay engaged in the labor force as long as desired.**

Examples of programs include:

- education, training and support for workforce readiness, entrepreneurship, and volunteerism; and
- employment retraining and placement programs.

**Strategy 3 – Improve community readiness to address the needs of older adults**

Examples of programs include:

- partnerships and programs that address the growing aging demographic and future needs; and
- partnerships and programs that address community impacts of demographic shifts.

**Economic Mobility and Resilience**

Most of Boulder’s human services challenges strongly correlate with issues related to poverty and affordability. High costs for housing, child care, food, transportation and health care make it difficult for low-income residents to thrive or improve their economic circumstances. Poverty destabilizes families, making it difficult for children to succeed in school, is a significant factor contributing to homelessness, and negatively impacts health and well-being.



Because poverty and affordability are core issues impacting many other welfare issues, the Strategy emphasizes this goal for future expanded efforts as new funding and resources allow. By addressing poverty, the city can improve resilience to economic downturns, expand opportunities for residents to become more economically mobile, reduce reliance on safety net services and improve the quality of life for residents.

**Key Facts**

- According to the 2015 American Community Survey nearly 7,000 Boulder residents, excluding college students, live in households with annual incomes at or below 100 percent of FPG.
- Almost 50 percent of Boulder’s Hispanic/Latino

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- residents live at or below 125 percent FPG. The median income for Hispanic/Latino families is \$33,810, approximately 30 percent of median income for white, not Hispanic/Latino families.
- The median family income for female householders with children is \$40,000. In comparison, median family income for married-couples with children in Boulder is \$141,166.
  - Boulder’s white, not Hispanic/Latino residents have higher earnings potential than Boulder’s Hispanic/Latino residents. More than 76 percent of white, not Hispanic/Latino residents have earned at least a bachelor’s degree. Fewer than 35 percent of Hispanic/Latino residents have earned a bachelor’s degree or higher.

#### Community Priorities

- Options to purchase or rent an affordable home
- Affordable transportation
- Availability of affordable basic goods and services including child care, health care and food
- Supports to increase self-sufficiency including employment and training programs and increased wages

#### Goal

Residents have equitable opportunities to improve their economic condition and create intergenerational stability.

#### Strategy 1 – Strengthen access to pathways and opportunities to improve employment situation.

Examples of programs include:

- programs that promote personal entrepreneurship and small business development;
- skills training and re-training to meet labor market demands;

- regional partnerships to align education and workforce opportunities with employer needs;
- programs that train or hire hard-to-employ residents;
- internship and apprenticeship programs; and
- green jobs training programs.

#### Strategy 2 – Expand financial support that enhance family economic stability.

Examples of programs include:

- subsidies for low-wage workers to help meet basic needs including:
  - food tax rebates for older adults, families with low incomes, and people with disabilities;
  - child care subsidies; and
  - housing rental subsidies.

#### Strategy 3 – Improve financial literacy, education and investment.

Examples of programs include:

- financial education programs;
- programs that assist residents to build assets and establish bank accounts;
- consumer counseling, credit and bill payment programs; and
- programs that protect residents from predatory lending practices.

### Health and Well-being

Many factors contribute to individual health and well-being including nutrition, physical activity, home and outdoor environment and early and regular physical, oral and behavioral health care. Although the Patient Protection and Affordable Care Act (ACA) substantially improved public and private health insurance coverage and benefits, cost and availability continue to limit access to the services essential for good health. Significant insurance coverage gaps persist particularly among Boulder’s Hispanic and Latino residents. Those utilizing public insurance plans often have fewer provider and coverage options. Health care providers may also limit intake of Medicaid clients. As a consequence, Boulder residents covered by public insurance often have fewer health care choices, particularly for oral, mental and addiction treatment.

#### Key Facts

- There have been significant reductions in the medically uninsured through expanded Medicaid, Child Health Plan Plus enrollments and the Affordable Care Act (ACA), but gaps still exist particularly among Hispanic/Latino residents.
- Approximately 14 percent of Hispanic/Latino Boulder residents do not have health insurance coverage compared to only 3 percent of white, not Hispanic/Latino residents.
- In 2015 Boulder County ranked 1st in state for per capita enrollment in Connect for Colorado Health coverage; Boulder County’s uninsured population

- was 8% compared to the national average of 13%;
- A quarter of Boulder County residents did not visit a dentist in 2015, and approximately 35 percent of residents do not have dental insurance.
- Food insecurity affects 12.8 percent of Boulder residents.
- Approximately 11 percent of Boulder County adults report that they are in poor mental health. Among the county’s Medicare population, approximately 14 percent report they are depressed.
- High quality nutrition in childhood significantly reduces the likelihood of obesity, high blood pressure, heart disease and diabetes in adulthood.

#### Community Priorities

- Access to mental health, physical health, dental care
- Access to affordable substance use and addiction services
- Access to affordable insurance
- Access to healthy, nutritious food

#### Goal

Residents can access resources to optimize their physical, mental and social well-being.

#### Strategy 1 – Support access to quality, affordable services that address physical and oral health needs.

Examples of strategies and programs include:

- physical health care prevention and treatment services; and
- dental health prevention and treatment services.

#### Strategy 2 – Support access to quality, affordable services that address mental health and substance abuse.

Examples of strategies and programs include:

- mental health treatment and recovery programs;
- substance use disorder treatment and recovery support services; and
- substance use prevention services.

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**Strategy 3 – Support access to nutritious food and programs that reduce health risk factors.**

Examples of strategies and programs include:

- programs that improve food security and provide healthy food options for children, families and older adults; and
- programs that help children, families and older adults remain healthy.

**Homelessness**

Homelessness is one of the most visible and significant human service challenges and affects individuals, families and impacts the entire community. At the core of homelessness is poverty. For individuals, homelessness is traumatic and a significant safety issue. Homelessness

in childhood can have lifelong consequences including poor academic achievement, developmental delays and impacts on social, emotional and physical health. The longer one stays homeless, the more difficult it is to get out of homelessness. Community-wide, Boulder’s homelessness challenge affects the demand for public services and heightens concerns about public health and public safety.

A separate, comprehensive city Homelessness Strategy articulates specific goals and strategies to address the complex issue of reducing homelessness in the community (**Appendix K**).

**Key Facts**

- By current estimates, 400 or more people are homeless in Boulder. The homeless include individuals, youth and families.
- Top reasons reported for being homeless by families include inability to pay rent/mortgage (58 percent), being asked to leave (40 percent), relationship problems or family break-up (27 percent) and abuse or violence in the home (27 percent).
- Top reported reasons for all homeless populations, including single adults, include inability to pay rent/mortgage (31 percent), lost job or couldn’t find work (29 percent) and alcohol or substance use problems (22 percent).
- Nearly 300 students in Boulder Valley School District (BVSD) schools in the City of Boulder accessed McKinney-Vento services for homeless students in the 2015-2016 school year.
- Investments in permanent housing solutions such as Housing First for the chronically homeless results in reduced police calls, emergency room visits; increased housing retention and independent living skills.

**Community Priorities**

- Housing and services for homeless families and children
- Permanent, affordable housing
- Basic safety net services including emergency shelter
- Prioritize services for those who have long term connections to the community

**Goal**

Residents have opportunities to achieve and maintain a safe, stable home in the community.

**Strategy 1 – Expand pathways to permanent housing and retention.**

Examples of strategies and programs include:

- programs that facilitate or support creation of housing to address homelessness;
- maximizing housing opportunities through regional partnerships; and
- maximizing access to existing housing in the City of Boulder.

**Strategy 2 – Expand access to programs and services to reduce or prevent homelessness.**

Examples of strategies and programs include:

- evidence-based services and programs that focus on long-term poverty reduction and prevention.

**Strategy 3 – Support an efficient and effective services system based on evidence and data driven results.**

Examples of strategies and programs include:

- programs that prioritize support for services to target populations and individuals;
- implementation of best practice system tools, including coordinated entry and assessment, navigation services, and integrated data and metrics; and
- programs that leverage and maximize regional systems resources, such as OneHome, and regional coordinated housing planning and acquisition.

**Strategy 4 – Support access to a continuum of services as part of a pathway to self-sufficiency and stability.**

- emergency response system re-design, including coordinated entry and intake and prioritizing

- resources and services to those most in need;
- programs that improve access to substance abuse treatment and mental health services; and
- advance affordable transportation.

**Strategy 5 – Support access to public information about homelessness and community solutions.**

Examples of strategies and programs include:

- homelessness communications plan.

**Strategy 6 – Create public spaces that are welcoming and safe for residents and visitors.**

Examples of strategies and programs include:

- justice system partnerships.

**Inclusive and Welcoming Community**

Although most in the community feel that Boulder is an inclusive and welcoming community, those in under-represented communities often have a different experience, particularly feeling welcomed and included in civic life and affordability of basic needs and housing.



**Key Facts**

- The City of Boulder is more affluent and less racially and ethnically diverse than the rest of Colorado. In 2015, the median family income was approximately \$105,000. In comparison, the median family income for Colorado was approximately \$75,000, In 2015, 8.6 percent of Boulder residents identified as Hispanic/Latino compared to 21 percent of the state population.
- In 2016, 59 percent of Boulder Community Survey participants rated “openness and acceptance of the community toward people of diverse backgrounds” as “excellent” or “good.”
- Discrimination based on national origin was the

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For over 100 years the City of Boulder has been investing in Human Services

**Boulder Day Nursery**



1917- Civic Committee of the Woman’s Club of Boulder voted to establish Boulder Day Nursery

# Service Excellence for an Inspired Future

## -City of Boulder Mission Statement

most common basis cited for inquiries related to potential violations of the city's Human Rights Ordinance (HRO) in 2016.

- Approximately 36 percent of gay, lesbian and bi-sexual BVSD students report being teased or name-called because of their perceived or actual sexual orientation.
- The 2017 Boulder CPA identified reports of a small but persistent lack of inclusion, particularly by non-majority community members and newcomers. Some also expressed feeling unwelcome because of their political and/or religious beliefs.
- The CPA also identified concerns that lack of affordable housing and basic living supplies negatively impacts perceptions of belonging.

### Community Priorities

- Support efforts to expand inclusion and protections from discrimination
- Create opportunities for more affordable living
- Expand community events and activities that encourage interaction among residents
- Expand access to services and resources that recognize Boulder's cultural, racial and social diversity

### Goal

Community members and visitors feel safe, welcomed, and included in social, civic, and economic life.

**Strategy 1 – Expand access to culturally appropriate services and programs that recognize diverse community needs.**

Examples of strategies and programs include:

- support for events that celebrate community diversity;

- education and awareness of social and cultural diversity; and
- support programs that expand the availability of goods, products and services that meet the needs of a culturally diverse population

**Strategy 2 – Support access to and availability of resources, services and programs that advance social equity.**

Examples of strategies and programs include:

- support civic and social integration of immigrant and refugee residents;
- foster partnerships with community organizations to expand awareness and engagement of diverse populations; and
- assess and mitigate potential disproportionate impacts of policies and programs on underrepresented populations.

**Strategy 3 – Strengthen city protections related to discrimination and bias.**

Examples of strategies and programs include:

- expand protections from discrimination in the city's Human Rights Ordinance; and
- expand community outreach and education related to human and civil rights protections.

**Strategy 4 – Encourage and facilitate positive community relations.**

Strategies include:

- mitigate and reduce community conflict and support and encourage community cohesion;
- expand education and awareness about inclusion and diversity; and
- expand civic engagement of underrepresented communities.

## ECONOMIC MOBILITY AND RESILIENCE FOCUS

Through the community engagement process, feedback consistently identified poverty and affordability as top community concerns. The Strategy identifies an expanded focus on economic mobility and resilience as a key driver of many other social welfare issues. Poverty destabilizes families and negatively impacts child development and readiness to learn and succeed. It is the driver of homelessness. Older adults, particularly those with low fixed incomes, may be unable to continue living in the community as they age.

Best practice and social science research indicate that by reducing poverty, improving resilience to economic downturns, and expanding opportunities to become economically mobile, communities can significantly improve the quality of life for residents, lessen demand on crisis intervention services, reduce need for public subsidies and safety net services, and realize tangible economic benefits for individuals and the community. The Strategy identifies increasing investments in economic mobility and resilience to leverage investments in other goals.

### HOMELESSNESS FOCUS

Homelessness is the most visible evidence of poverty and lack of economic resilience and significantly impacts every area of social, mental and physical health and well-being for individuals and families. As such, the city has focused significant resources to address homelessness through a separate, comprehensive Homelessness Strategy (Appendix K).

Economic Mobility and Resilience and Homelessness are two goal areas identified for expanded focus in the Human Services Strategy over the next five years. The Homelessness Strategy identifies a new system of services focused on a coordinated entry, assessment and service delivery system which prioritizes client need and permanent housing for better long-term outcomes, while continuing to insure safety net services are available.



## GUIDING DOCUMENTS

The Strategy aligns with the goals and policy direction contained in other city guiding documents, including the Boulder Valley Comprehensive Plan, Sustainability Framework, Housing Strategy and Resilience Strategy.

### Boulder Valley Comprehensive Plan (BVCP)

All city master and strategic plans align overall policy direction with the BVCP.

Policy guidance for the Human Services Strategy is found in the following key sections of the 2010 BVCP.

#### Core Values

- A welcoming and inclusive community
- Culture of creativity and innovation
- Strong city and county cooperation
- A vibrant economy based on Boulder's quality of life and economic strengths
- A diversity of housing types and price ranges
- Physical health and well-being

#### Principles of Social Sustainability

Promote a healthy community and address social and cultural inequities by:

- Respecting and valuing cultural and social diversity;
- Ensuring the basic health and safety needs of all residents are met; and
- Providing infrastructure and services that will encourage culturally and socially diverse communities to both prosper within and connect to the larger community.

#### Collaboration in Service Delivery

Support consolidation and collaboration among service providers to reduce duplication of efforts,

maximize economic and resource efficiencies and provide the public with reliable and equitable levels of service

#### Populations with Special Needs

Encourage development of housing for populations with special needs

#### Community Well-being

Promote the physical health and welfare of the community and civil and human rights. Anticipate and plan for emerging demographic trends and social issues, including:

- Needs of a growing older adult population and their family caregivers;
- Healthy child and youth development and opportunities to be contributing members of the community;
- Support and inclusion of immigrants into the community;
- Ongoing support of services and facilities for basic needs such as food, health care, shelter, child care, elder care, and education and training;
- Support for community non-profits; and
- Accessible and affordable basic health and human services.

### Resilience Strategy

The 2016 Resilience Strategy identifies core themes to plan for social, economic and ecological resilience that allows the community to adapt and thrive in the face of natural events and other community disruptions. The goal of the Resilience Strategy is to weave resilience into the daily life and function of the community and government.

Resilience is the underlying theme throughout the Human Services Strategy and is articulated in the human services frameworks, guiding principles, goals and strategies.

### Housing Strategy

Affordable housing directly affects many of the populations and goal areas addressed by the Strategy and closely aligns with the city's Comprehensive Housing Strategy and Affordable Housing Goals. Collectively, the city's housing strategies, themes and goals define a comprehensive approach to creating and preserving housing choices for low and middle income Boulder households. Specific city housing themes that closely relate to the Human Services Strategy are:

- hold and gain ground on support for low income and very low income residents;
- keep moderate income workers in Boulder; and
- help seniors and special populations including chronically mentally ill, homeless and families.

Housing goals adopted by City Council in 2014 that relate to the HS Strategy include:

- diverse housing choices;
- enable aging in place; and
- create 15 minute neighborhoods.

Potential housing program tools that align with

- buy and preserve existing units;
- protect mobile home parks;
- expand housing choice voucher options;
- encourage new affordable senior, mixed age housing and co-housing;
- encourage universal (accessible) design in all new housing; and
- use affordable housing funds to create housing for people with special needs and other populations not served by the market.

Housing goals and themes that closely align with the following human services strategies:

- strengthen economic mobility and resilience;
- addresses poverty, cost and affordability;
- address homelessness;
- help older adults age in the community; and
- promote inclusion and diversity.

## City of Boulder Sustainability Framework

The Sustainability Framework identifies the city's community priorities and aligns investments with those priorities. The chart below identifies the Strategy goals and alignment with the Sustainability Framework.



# Sustainability Framework and Human Services Strategies



## Healthy & Socially Thriving Community

- Cultivates a wide-range of recreational, cultural, educational, and social opportunities
- Supports the physical and mental well-being of its community members and actively partners with others to improve the welfare of those in need
- Fosters inclusion, embraces diversity and respects human rights
- Enhances multi-generational community enrichment and community engagement



## Economically Vital Community

- Supports an environment for creativity and innovation
- Promotes a qualified and diversified work force that meets employers' needs and supports broad-based economic diversity
- Fosters regional and public / private collaboration with key institutions and organizations that contribute to economic sustainability
- Invests in infrastructure and amenities that attract, sustain and retain diverse businesses, entrepreneurs and the associated primary jobs



## Accessible & Connected Community

- Offers and encourages a variety of safe, accessible and sustainable mobility options
- Plans, designs and maintains effective infrastructure networks
- Supports strong regional multimodal connections
- Provides open access to information, encourages innovation, enhances communication and promotes community engagement
- Supports a balanced transportation system that reflects effective land use and reduces congestion



## Livable Community

- Promotes and sustains a safe, clean and attractive place to live, work and play
- Facilitates housing options to accommodate a diverse community
- Provides safe and well-maintained public infrastructure, and provides adequate and appropriate regulation of public/ private development and resources
- Encourages sustainable development supported by reliable and affordable city services
- Supports and enhances neighborhood livability for all members of the community



## Safe Community

- Enforces the law, taking into account the needs of individuals and community values
- Plans for and provides timely and effective response to emergencies and natural disasters
- Fosters a climate of safety for individuals in homes, businesses, neighborhoods and public places
- Encourages shared responsibility, provides education on personal and community safety and fosters an environment that is welcoming and inclusive



## Good Governance

- Models stewardship and sustainability of the city's financial, human, information and physical assets
- Supports strategic decision-making with timely, reliable and accurate data and analysis
- Enhances and facilitates transparency, accuracy, efficiency, effectiveness and quality customer service in all city business
- Supports, develops and enhances relationships between the city and community/ regional partners
- Provides assurance of regulatory and policy compliance



## Environmentally Sustainable Community

- Supports and sustains natural resource and energy conservation
- Promotes and regulates an ecologically balanced community
- Mitigates and abates threats to the environment

## Human Services Strategies

- ● Support accessible, affordable, quality infant, toddler and preschool care
- ● Reduce barriers to successful school achievement and graduation
- ● Support successful transition from school to college or employment
- ● Support healthy lifestyle choices and the reduction of risky behaviors

- ● Support a continuum of age and ability appropriate services for older adults
- ● Expand opportunities to stay engaged in the labor force as long as desired
- ● Improve community readiness to address the needs of older adults

- ● Strengthen access to pathways and opportunities to improve employment situation
- ● Expand financial support programs that enhance family economic stability
- ● Improve financial literacy, education and investment

- ● Support access to quality, affordable services that address physical and oral health needs
- ● Support access to quality, affordable services that address mental health and substance abuse
- ● Support access to nutritious food and programs that reduce health risk factors

- ● 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 evidence and data-driven results
- ● Support access to a continuum of services as part of a pathway to self-sufficiency and stability
- ● Support access to public information about homelessness and community solutions
- ● Create public spaces that are welcoming and safe for residents and visitors

- ● Expand access to culturally appropriate services and programs that recognize diverse community needs
- ● Support access to and availability of resources, services and programs that advance social equity

- ● Strengthen city protections related to discrimination and bias
- ● Encourage and facilitate positive community relations

A Good Start

Aging Well

Economic  
Mobility &  
Resilience

Health &  
Well-being

Homelessness

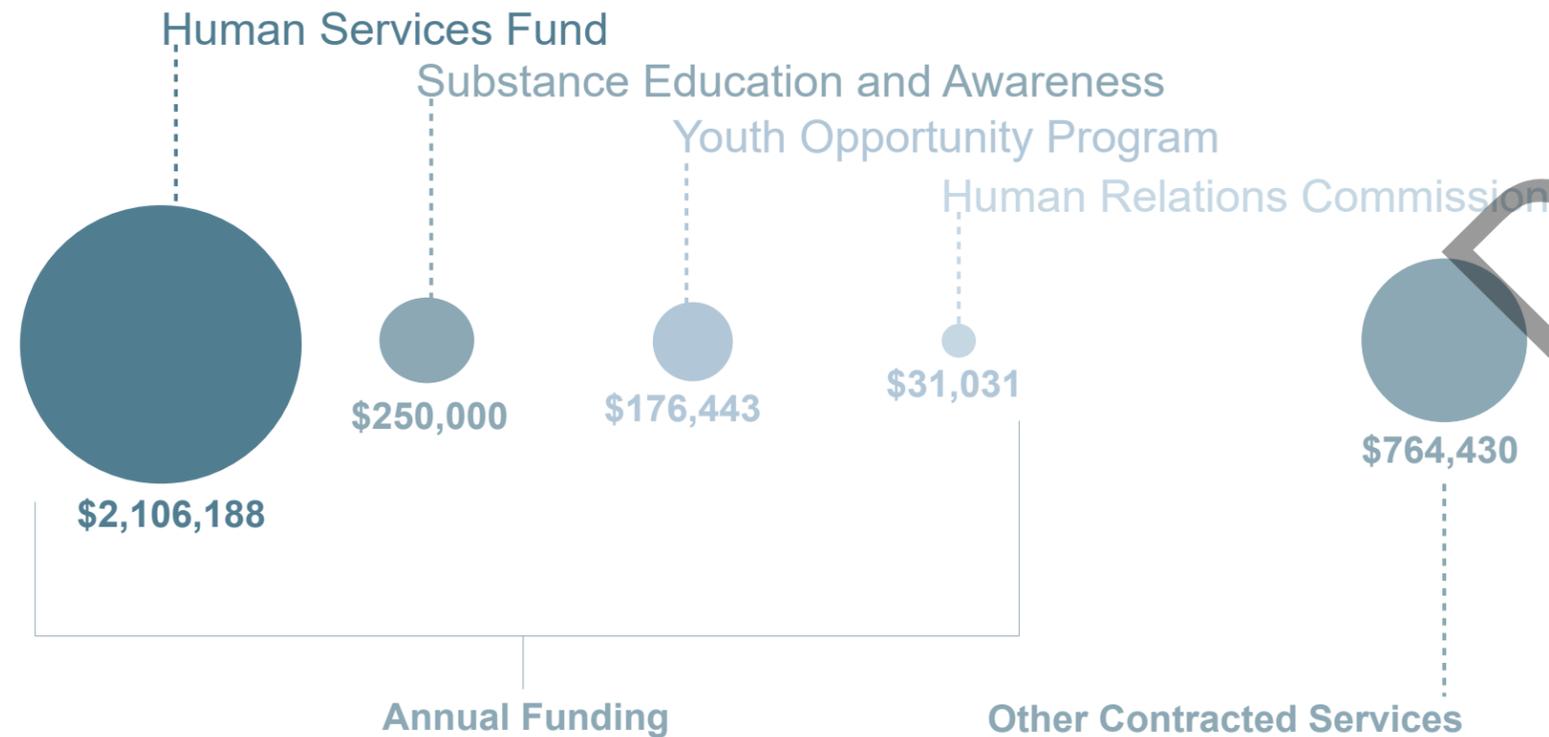
Inclusive &  
Welcoming  
Community

DRAFT

# ALIGNING COMMUNITY INVESTMENTS



**\$3,328,092** Total Community Funding 2017



## COMMUNITY FUNDING

### Programs

The city funds many community organizations to advance its human services objectives. Currently, the city distributes community funding through five competitive funding processes that support community nonprofits and organizations:

The Human Services Fund (HSF) provides approximately \$2.1 million to community agencies for programs and services to Boulder residents. Funding awards align with the six Human Services Strategy goals and strategies.

The Youth Opportunities Fund (YOF) provides approximately \$176,000 in funding to support positive youth development programming in the city. YOF annual grants are dedicated for cultural, educational and recreational opportunities, primarily for under-represented and low-income middle and high school-age youth. Funding emphasizes pro-social activities, youth leadership development and youth engagement.

The Substance Education and Awareness (SEA) grant program provides approximately \$250,000 annually from recreational marijuana tax revenues for substance use awareness, education, and prevention focused on children, youth, and families. Funding is currently allocated to the Boulder County Healthy Futures Coalition five-year project.

The Health Equity Fund was established with revenue from the Sugar Sweetened Beverage Product Distribution Tax, approved by voters in Nov., 2016. Revenues from this excise tax designated for health promotion, general wellness programs and chronic disease prevention in the City of Boulder that improve health equity, such as access to safe and clean drinking water, healthy foods, nutrition and food education, physical activity, and other health programs especially for residents with low income and those most affected by chronic disease linked to sugary drink consumption. The Health Equity Fund will allocate initial funding from tax collections beginning July 1 in mid-late to 2017.

The Human Relations Commission (HRC), distributes approximately \$31,000 annually to support community events and initiatives that celebrate and appreciate diverse communities and advance mutual respect and understanding.

Other funded community programs and services:

- The Double Up Food Bucks (DUFb) program provides \$15,000 annually in matching funds to residents eligible for federal nutrition benefits available under

the Supplemental Nutrition Assistance Program (SNAP), in partnership with Boulder County and Boulder County Farmers Markets. Matching funds increase availability of fresh fruits and vegetables for participants.

- In partnership with Meals on Wheels of Boulder, the city provides \$75,000 annually to support delivered meals for home-bound, elderly and those with disabilities and congregate meals at the West Senior Center.

- In a twenty-five-year partnership with BVSD and Mental Health Partners (MHP), \$121,000 is allocated annually for the Family Resource Schools program in Boulder elementary schools. The program provides comprehensive child and family support services to help children succeed in school and overcome academic and non-academic barriers to successful school achievement.

- The Early Diversion Get Engaged (EDGE) program is a partnership with Boulder Police Department and MHP. Mental health professionals work out of the police department and respond to calls with officers to provide direct intervention services to community members who are in need of mental health support services. In 2017, \$142,000 is allocated for this program.

- In a thirty-year partnership with BVSD Boulder County and MHP, approximately \$148,430 is allocated annually for the Prevention and Intervention Program in Boulder middle and high schools. The program provides assessments, support groups, consultations, prevention education, counseling and crisis intervention services for youth and school communities. Services are free for the students and families.

- The Keep Families Housed pilot project provides \$263,000 for the Emergency Family Assistance Association (EFAA) to provide short-term rental assistance for families with children at high risk for housing insecurity.

### Human Services Fund

The HSF provides approximately \$2.1 million annually to community agencies providing direct services to Boulder residents. Awards are made through a competitive process based on alignment with city human services priorities, goals and desired outcomes. HSF awards provide operating support

**Figure 1: 2017 Human Services Fund Awards by Human Services Strategy Goals**



for community programs. Funds are not allocated for capital projects or one-time events.

A five-member Human Services Fund Advisory Committee (HSFAC), appointed by the city manager, makes funding recommendations that are approved by the city manager and affirmed by City Council.

**HSF Funding Allocation**

The HSF provides support for programs consistent with the guiding principles and goals identified in the Strategy. Allocations for each goal area are not fixed and are fluid to meet ongoing community needs.

Funding awards for 2017 align with the six Strategy goal areas in approximately the following percentages of the total amount available: 49 percent to community health and well-being programs; 24 percent to homelessness programs; 20 percent to children and youth programs; 4 percent to inclusive and welcoming programs; 2 percent to economic mobility and resilience; and 1 percent to older adult programs. **See Figure 1.**

As new resources become available for the HSF, they will be allocated to all goal areas, with a greater focus on expanding Economic Mobility and Resilience, as the key driver of other social welfare issues and Homelessness as a high priority area of community investment. The Homelessness Strategy anticipates a significant shift in how services are provided in the community beginning in the fall, 2017. Additional resources from all funders will be needed to implement the new system of services. As the real-time data is available with implementation, resource allocation can be adjusted to meet needs.

**New Resources**

As new resources become available for the HSF, they would be allocated approximately as follows:

- 40 percent to Homelessness to fund the new system of services;
- 23 percent to Economic Mobility and Resilience; and
- 37 percent to the other four goal areas (Good Start, Aging Well, Health and Well-being, Inclusive and Welcoming Community)

**Figure 2** identifies the growth in requests for funding compared to available funding over time.

**Figure 3** provides an example of how new resources over time could be distributed in this formula, using additions of \$300,000, \$500,000 and \$1,000,000,

**Human Services Fund and Youth Opportunities Fund Reserve**

The department maintains a reserve fund for both funds in the event high priority community needs arise outside of the annual fund round or funding is needed for a significant unplanned community event. or events arise outside of the annual funds rounds. A reserve of 50 percent of the Human Services Fund and Youth Opportunities Fund is recommended on an ongoing basis, consistent with city guidelines. In 2017, the balance of Human Services Fund and Youth Opportunity Fund reserves is \$1,174,500 - approximately 50 percent of both annual fund appropriations (\$2,100,00 and \$176,000 respectively).

**Sugar Sweetened Beverage Product Distribution Tax**

The source of funding for the HSF is the city General Fund. Opportunities to leverage General Fund dollars allocated to the Human Services Fund to support community programs related to the Strategy goal of Health and Well-being include the Sugar Sweetened Beverage Product Distribution Tax. Revenues from this tax are designated for health promotion, general wellness programs and chronic disease prevention in the City of Boulder particularly for residents with low income and those most affected by chronic disease linked to sugary drink consumption. The city has established the Health Equity Fund, to fund community programs aligned with the purpose of the tax. Community agencies addressing health equity issues currently funded by the Human Services Fund may also be eligible for Health Equity funds.

**Core Principles and Funding**

The three Strategy core principles will also guide community funding decisions:

- resources will focus more on upstream investments;
- resources will focus more on integrated and coordinated services for greater effectiveness and efficiencies; and
- data will drive decisions for resource allocation based on outcomes.

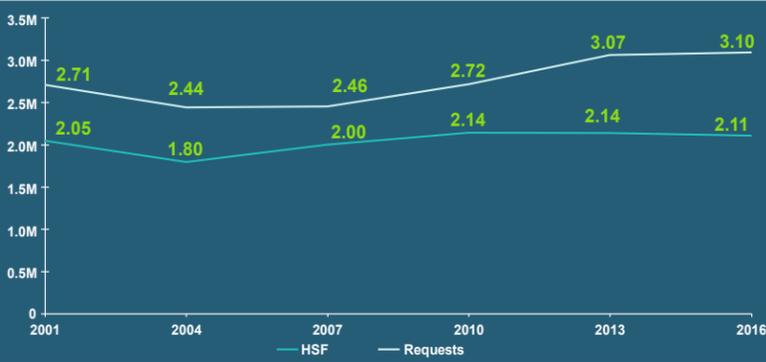
Other factors that are considered in funding decisions include:

- the strength of connection to specific goals and strategies;
- the degree of collaboration with other entities to work collectively on targeted strategies and shared programs; and
- use of evidence-based, promising and innovative practices.

**HSF Process Enhancements**

- Future funding will be awarded through a Request for Proposal (RFP) process conducted every four years, rather than one-year cycles. Four-year grants will allow greater focus on long-term outcomes and reduce administrative burdens on the funded agencies and the city. Funding is contingent on annual city budget approval.
- Strengthened partnership relationships with agencies to meet community goals and outcomes through regular planning to innovate and reduce barriers to success.
- Fund off cycle opportunities that arise between the four-year funding cycle. Off cycle funding will be available annually between fund rounds through the HSF Opportunity Fund for new, innovative programs and collaborations or to meet an emerging need.
- Annually convene funded agencies, in partnership with other funders, to provide opportunities for greater collaboration, shared learning and opportunities for new ideas and innovation.
- Allows funding to be used for data collection, metric development and evaluation, in alignment with goals and outcomes.

**Figure 2: Human Services Fund Requests**



**Figure 3: Current Human Services Fund Resources and New Resources**



**Upstream investment**

Upstream investment focuses on interventions that target the root cause of social problems. Upstream investments focus on outcome-based programs and policies designed to address problems before they become more critical and costly. In an upstream investment model, funded programs also demonstrate evidence-based, promising practices or innovative practices.

**Data-driven decision-making**

Outcome performance measures which inform future funding decisions that drive toward desired outcomes. Meaningful indicators measure client outcomes rather than simply the number of services provided or clients served.

**System integration**

Approaches that provide a client-centric, no-wrong-door approach to accessing services and emphasize funding partnerships over funder/grantee contracting relationship. System integration emphasizes a coordinated, seamless social safety net that is more efficient and effective for clients. Funders and service providers commit to common goals and outcomes.



## Direct Services

The department limits its role in providing direct services to the community (services provided directly to residents, rather than through non-profits or other entities). The department provides a direct service in circumstances involving an expressed desire of City Council or the community, a service need that cannot be met through other sectors, or a service that requires such a broad collaborative effort or institutional capacity that it is appropriate for the city to provide. The department delivers direct services in three key human services areas: Family Services, Senior Services and Community Relations (**Appendix G**).

All direct services provided by the department offer bi-lingual or bi-cultural assistance to the community. Programs have a strong focus on customer service, providing culturally sensitive and appropriate services, and fostering inclusion.

### Family Services

The Family Resource Schools Program (FRS) provides a range of academic and non-academic support services for children and families to help children succeed in school. The program is a 25-year community partnership with the BVSD in five Boulder elementary schools: University Hill, Creekside, Whittier, Crest View and Columbine. FRS primarily serves low-income, ESL (English as a Second Language), and free-and reduced lunch eligible children and families. Child and family support services include individual and group counseling, parent support classes, after-school enrichment and tutoring classes,, and referral and

financial support for basic needs and transportation assistance. Most programs are free for school families and children.

### Senior Services

Senior Services provide programs that engage older adults in a variety of services and activities, with the goal of improving the health and well-being of older adults. Senior Services provides information and referral, case management, health and wellness and social and cultural enrichment programming through extensive community partnerships

Programs for older adults are provided at the East and West Senior Centers. Programming includes: Social, educational, cultural enrichment and lifelong learning programs; life skills classes; social and educational trips; case management and referral services with a focus on low-income seniors; basic needs and financial assistance; health and wellness classes; and fitness classes in partnership with Parks and Recreation Department, including SilverSneakers®. The centers host activities and events, community gatherings, and provides community rental space. The West Senior Center hosts the Meals on Wheels congregate and home-delivered meal program.

### Community Relations

The work of Community Relations is to protect civil and human rights, facilitate positive community relations and promote social equity policy. This work is provided through two programs:

### Office of Human Rights (OHR)

The Office of Human Rights enforces the city's Human Rights (HRO) and Failure to Pay Wages (FTPW) ordinances (**Appendix L**). The city investigates formal complaints filed with OHR. Complaints may be addressed through mediation or through a quasi-judicial hearing in front of the Human Relations Commission. OHR works closely with the Police Department and City Attorney's Office in enforcing the city's HRO and FTPWO.

### Community Mediation Services

Community Mediation Services provides community conflict resolution and mediation services for city residents, organizations and businesses including landlord-tenant and neighborhood disputes and restorative justice in partnership with the Boulder Municipal Court and the District Attorney's Office. The goal of mediation is to avoid costly and lengthy court proceedings and the emotional toll on parties involved.

### Youth Opportunities Program (YOP)

The YOP provides social, educational and cultural opportunities for youth and encourages civic participation and volunteer work. A significant number of youth served by YOP are low income and people of color. The city manager-appointed Youth Opportunities Advisory Board (YOAB), advises the city and community on youth-related issues, promotes youth leadership, implements community projects to help address youth needs, and oversees the distribution of approximately \$130,000 annually to local youth programs through grant making processes. The YOP also awards approximately \$20,000 annually in small grants to individual youth for cultural, educational or recreational activities in return for volunteer service.

### Subsidy Programs

In addition to direct service programs, the city also provides two subsidy programs: The Food Tax Rebate Program (FTRP) and the Child Care Subsidy Program.

The FTRP reimburses qualified low-income families, older adults and those with a disability for city sales taxes paid on food. In 2016 rebates totaled \$89,492.

The Child Care Subsidy Program provides child care subsidies to low-income Boulder families who are not eligible for the state Colorado Child Care Assistance Program (CCCAP) because they are just over the income threshold of 225% of federal poverty guidelines (FPG) or are ineligible due to residency status. In 2016, \$165,200 was allocated for child care subsidies for city of Boulder residents.

### Direct Services Program Alignment with Strategy

To address emerging and future human services needs, direct services provided by the department will align with the Strategy goals and guiding principles, including the following:

#### Family Services

- Integrate partnerships with Family Resource Schools, Boulder County Family Resource Center and EFAA for more integrated and coordinated community family support programs to avoid duplication and leverage existing and future resources
- Integrate partnerships with Boulder County and Early Childhood Council of Boulder County to provide child care quality programs

**"Serving on the Youth Opportunities Advisory Board (YOAB) taught me to examine issues from all different perspectives, a skill that has helped me as I pursue my degree in politics. YOAB also taught me how to express disagreement in a professional way, thereby opening up tough conversations instead of shutting them down."**

**-Malie Minton  
YOAB 2012-2016**



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**“Since I do not have family, Boulder Senior Services has proven to be a resource for me that has allowed me to feel cared for and supported. They provide services that for individuals like myself are empowering, compassionate and supportive. I cannot emphasize enough how important they are to this community. Thank you!”**

**-Senior Services Client**

### Senior Services

- Expand case management to keep pace with the anticipated increase in the older adult population and identified needs
- Realign social programs with a greater focus on educational and cultural programs and community engagement
- Expand enrichment programs that enhance skills of older adults including those that focus on technology and employment
- Realign health and well-being programs to focus on the specific needs of older adults as they age through later years
- Expand partnerships with county-wide organizations and Boulder County to identify emerging issues and plan for future aging services

### Community Relations and Office of Human Rights

- Expand and strengthen city protections against bias and discrimination
- Expand opportunities for diverse cultural programs and events
- Expand community outreach and education on culture, inclusion, and human rights

### Subsidy Programs

- Expand the Food Tax Rebate Program for eligible residents to support economic mobility and resilience
- Expand the Child Care Subsidy Program to support economic mobility and resilience for low income families

### Access to Services

Particularly for under-represented communities, access to affordable, appropriate services and resources was identified as an issue. All direct services provided to the community have a strong focus on customer service and foster inclusion through culturally sensitive and appropriate ser-

vices and hiring of bi-lingual and bi-cultural staff. The Strategy anticipates expanding access by:

- reducing barriers to getting information on line or registering or applying for programs and services electronically
- expanding access points for information such as community kiosks
- providing on site services during certain hours and days at other facilities such as recreation centers, Fire stations or other community based program locations

### Partnerships

The city relies significantly on partnerships to address community needs. Partnerships range from coordinating the provision of direct services, funding to community agencies to provide community services and partnering with other organizations, governments and community members to plan for emerging social needs. Community partners include local and regional non-profits, other governments, business and faith communities, local school districts and educational institutions, residents and community members. The Strategy identifies continued expanding community partnerships for service integration and planning, in alignment with the Strategy core principles. Specific future partnership expansion includes:

### Children, Youth and Family Programs

For over thirty years the city has provided direct services in early childhood, youth and family support programs, largely the result of identified community needs and innovative opportunities.

The city has partnered with Boulder County and the City of Longmont and non-profit organizations over decades to fill gaps, meet emerging needs or transition programs to the community when capacity is created. The city will continue to integrate and coordinate programs and services where appropriate with other local governments and non-profits. The Strategy anticipates expanded collaboration with other city departments in provided services and programs for children, youth and families including Parks and Recreation, Library, and Fire Department.

### Homelessness

The city will strengthen partnerships with services providers and the community to address the needs of homeless residents and expand partnerships with the business and faith communities, residents and those with lived homelessness experience. The city will continue to strengthen partnerships in local and regional initiatives that address long-term housing solutions for homelessness, including other local jurisdictions and the Denver metro region. The department will continue to expand coordinated efforts with the Police Department, Municipal Court and Housing Division to implement the city's Homelessness Strategy.

### Aging Services

The Strategy anticipates expanding opportunities to collaborate with other local government and community agencies to improve services for Boulder's growing population of older residents. In collaboration with Boulder County and the Department of Community Vitality, create opportunities to expand re-careering for older residents; coordinate with the Transportation Division to support efforts to adapt to the needs of older adults and improve community readiness for an aging population; coordinate programming with

Boulder County Area Agency on Aging and the many non-profits and community organization that provide programs offered through Senior Services.

### Employment and Workforce Development

The Strategy anticipates a new focus on creating pathways to improve resident employment situations, including skills training and re-training, aligning education and workforce opportunities and programs that assist hard-to-employ and low-wage workers. New efforts will require new partnerships with the Community Vitality Department, Workforce Boulder County, area employers, community nonprofits and local educational institutions.

### Inclusive and Welcoming Community

The Strategy identifies an expanded focus on creating an inclusive and welcoming community for all residents and community members. In addition to the partnership with the city's Human Relations Commission and community non-profits, expanded education and community dialogue with all sectors of the community will be needed to advance community understanding and social equity. Creating an inclusive and welcoming community is a high priority city goal and the department anticipates city-wide collaborative efforts with other departments to advance this goal.

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**"The guidance I received from everyone involved in 'I Have a Dream' was key to my pursuit of higher education. When I lost motivation, they were there pushing me. When I needed help, they were there again with a helping hand. They understood my struggle. Thanks to 'I Have a Dream,' I was the first of my family to graduate from high school, and the first to graduate from college."**

**- Dreamer**

**I Have A Dream Foundation of Boulder County**

## FINANCIAL FRAMEWORK

### Sustainability Framework

The City has a disciplined and layered approach to budgeting that aligns the financial framework for the Human Services Strategy with the Sustainability Framework, Budget Operating Principles, and Priority Based Budgeting. The Strategy aligns goals and priorities with these guiding documents.



The Strategy guiding principles and Financial Framework align with the Good Governance goal in the Sustainability Framework:

- Models stewardship and sustainability of the city's financial, human, information and physical assets
- Supports strategic decision making with timely reliable and accurate data and analysis
- Enhances and facilitates transparency, accuracy, efficiency, effectiveness and quality customer service in all city business
- Supports, develops and enhances relationships between city and community/regional partners
- Provides assurance of regulatory and policy compliance

**Figure 4: 2017 Human Services Department Budget**



### Annual Budget

**Figure 4** shows the Human Services Department budgets from 2014 – 2017, by funding source. Recreational Marijuana (RMJ) funds were added in 2015 to fund the Substance Education and Awareness grant program. In 2017, the approved budget included \$805,000 in one-time funds - \$663,000 to address homelessness and \$142,000 to support the Police Department's Early Diversion Get Engaged (EDGE) program which provides crisis response mental health services. Total department FTE is shown below.

**Figure 5** shows the Human Services Department total approved budget by use of funds. These budgets include ongoing and one-time funds.

**Figure 5: Human Services Use of Funds**



### Priority-Based Budgeting Scenarios

#### Current Funding Investment

Reflects investments limited to existing to support existing mix of programs and services aligned with the Strategy goals and priorities. This scenario assumes that current levels of department funding will continue at 2017 levels, less \$805,000 of one-time 2017 funds. Without additional resources, enhancements in one area would require reductions in other areas.

#### Action Investment to Meet Next Level of Strategic Priorities

Reflects investments in next level of strategic priorities in the Human Services and Homelessness Strategies. This scenario assumes additional funds to meet the next tier of priorities identified in the Human Services and Homelessness Strategies, including increased funding to the Human Services Fund for community programs, expanding child care subsidies for low-income residents, expanding resources for inclusive and welcoming community work plan, and funding new initiatives identified in the Homelessness Strategy.

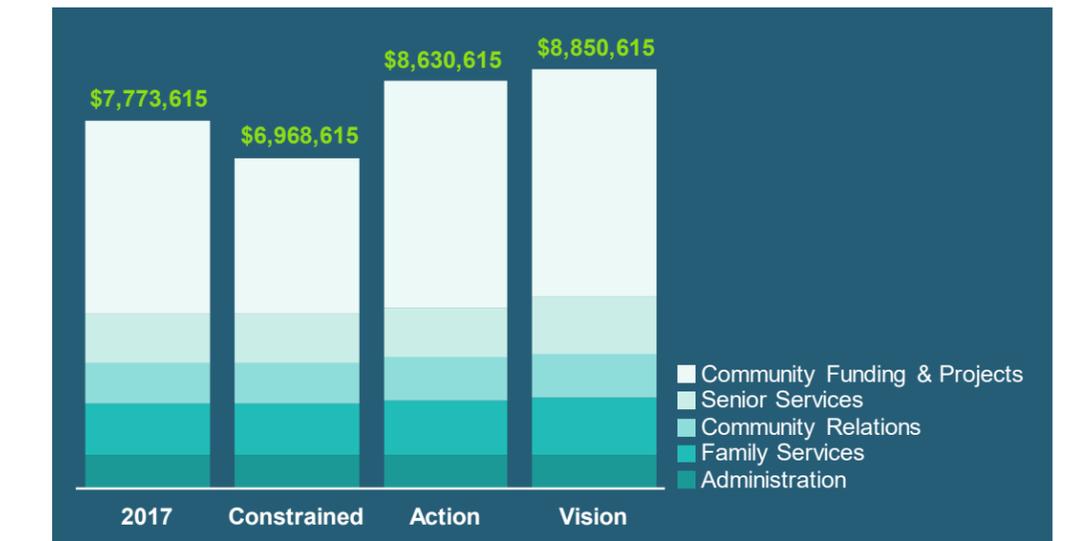
#### Vision Investment to Grow with the Community

Reflects a complete investment in goals and priorities identified in the Strategy. The Vision investment assumes the Action investment with added investments to address the next tier of Strategy priorities, including expanding Food Tax Rebate and child care subsidies, and expanding resources for senior programming to meet anticipated needs for the growing aging population.

**Figure 6: Human Services Budget- Action and Visions Scenarios Table**

Action Plan- Ongoing	Direct Services	Community Funding	Description
Human Services Fund Increase		\$663,000	Address Community Priorities - All Goals
Community Relations/HRC Grants	\$87,000	\$20,000	Inclusive & Welcoming Community
Homeless Services		\$750,000	Homeless Strategy Implementation
Child Care Subsidy	\$40,000		Economic Mobility & Resilience, A Good Start
<b>Total Action Plan</b>	<b>\$127,000</b>	<b>\$1,183,000</b>	
Vision Plan - Ongoing			
Senior Services	\$130,000		Aging Well- Expand Programs for Seniors
Food Tax Rebate Subsidies	\$10,000		Economic Mobility & Resilience
Child Care Subsidies	\$80,000		Economic Mobility & Resilience, A Good Start
<b>Total Vision Plan</b>	<b>\$220,000</b>	<b>\$0</b>	

**Figure 7: Human Services Budget- Investment Scenarios**



## Fees and Reduced Rate Programs

The department provides reduced rate programming for low-income residents to support residents' access to city programs and services. The department completed a Fee Study (**Appendix J**) to assess sustainability of programs and determined cost recovery rates for fee-based programs. Current fees and practices for establishing program fees were assessed. The results of the fee study align program fees with the city fee policy by determining the appropriate level of cost recovery for each program. To ensure consistent pricing, standardized costing templates were developed for determining program fees, which incorporate the desired level of cost recovery for a variety of programs.

## STRATEGY IMPLEMENTATION

Moving to fulfilling the community vision of the Strategy requires strong community partnerships and annual action plans to meet goals and objectives. Annual action plans are developed focused on implementation priorities, including:

- aligning community funding resources with identified goals and priorities;
- aligning direct services with priorities and guiding principles;
- aligning annual budget development with Strategy goals and priorities;
- developing metrics, data collection and evaluation plan for community funding programs and direct services; and
- implementing identified expanded community partnerships

## METRICS AND EVALUATION

Current metrics collected from direct service programs and community funded agencies focus heavily on outputs, such as number of clients served and services provided and demographic information on clients. Fundamental to evaluating the effectiveness of the Strategy goals and objectives and community impact is the development of outcome focused metrics, and the right data collection and evaluation systems to effectively measure progress. A comprehensive data and analytics work plan will be developed to address:

- metrics for direct services and community funding programs;
- process, infrastructure and tools needed to accomplish goals; and
- partnerships and resources needed to implement.

The department will partner with the city's Chief Innovation and Analytics Officer and Information Technology Department to identify, collect and report metrics in alignment with the city's Innovation and Analytics Framework.

Boulder is one of 77 cities across the country participating in What Works Cities (WWC), a Bloomberg Philanthropies initiative that partners with 100 U.S. cities to build capacity for using data- and evidence-driven governance. With technical assistance from the Harvard Kennedy School Government Performance Lab, the department is piloting the development of metrics and outcomes and performance based contracting for homeless services. The pilot will inform the expansion of metrics development and performance based contracting for the larger human services system.

The department is partnering with Boulder County Housing and Human Services to leverage and integrate data collection and reporting through the county data platform and client case management system to track client services and outcomes. The platform and data collection system is being developed for use by other funders and community agencies to integrate countywide client data and standardize reporting on common community goals.

In addition to reporting on community outcomes to determine whether community investments are resulting in positive community change, effective data and analytics are tools to drive innovative social financing partnerships for human services.

## FACILITIES

The department provides community services at three facilities: The East Boulder Community Center, the West Senior Center (WSC) and the Family Services Building located at 2160 Spruce Street. City-wide planning efforts currently underway offer potential opportunities to align human services with Strategy goals and priorities and create efficient and effective city services, including:

- The Alpine-Balsam project, a multi-year effort to redevelop the former Boulder Community Hospital over the next 10-20 years. Relocation at this site would align with the site's vision of a "vibrant, multi-generational hub for community life and city services" and foster synergies with other city, county and community programs.
- The West Senior Center is part of the Civic Area's West End planning, with opportunities for enhanced indoor and outdoor functions and improved amenities such as parking and transportation. The June 2016 revised Civic Area Master Plan calls for creation of a senior center consistent with best practices and providing a wider range of services in a "one stop shop" human services model. West End design and development is currently scheduled for 2018-2020.

Human Services Strategy community engagement process provide feedback on community preferences for a Human Services and Senior Center facility:

- community members support facilities that provide a "one-stop shop" with multiple family services;
- community members support facilities serving multiple generations, with a preference for defined spaces for older adults and youth; and
- community members generally prefer that the West Senior Center remain at its current location at 909 Arapahoe Avenue. If the center were to relocate, the preference was senior services move to the Alpine-Balsam site.

The Facility Recommendation can be found in **Appendix E**.

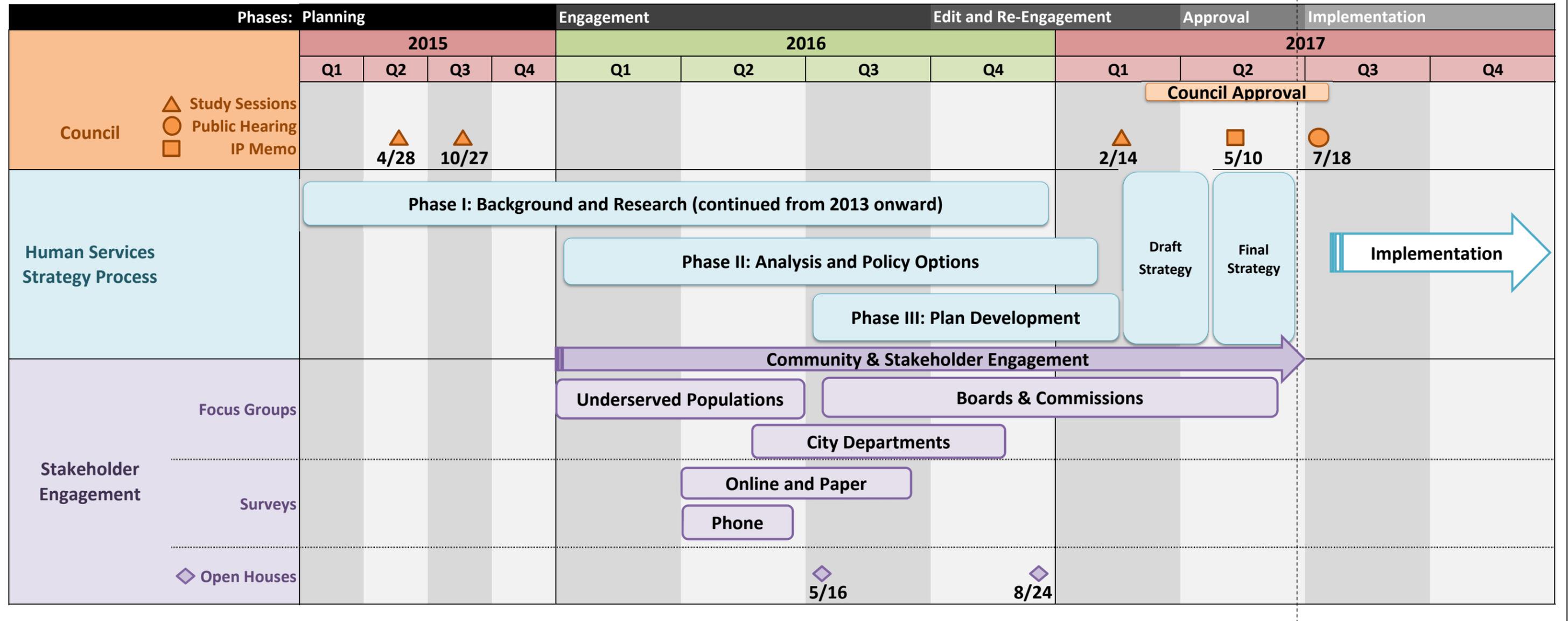
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# Human Services Strategy Benchmarks & Timeline

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## Appendix B – Phase One Research Report

During the Human Services Strategy update, the department examined:

- changes in demographics and indicators since the start of the department’s previous [Master Plan](#) in 2006;
- emerging local and national issues; and
- best practices for human services goals.

Six key human services issues emerged from the initial research. They are:

*Aging Well:* addresses the continuum of needs of Boulder’s older adults while anticipating emerging needs as the older adult population increases.

*A Good Start:* addresses the needs of Boulder’s children, youth and young adults age 0-18, and acknowledges that investments in childhood and adolescence can pay dividends later in life.

*Economic Mobility and Resilience:* addresses the impact of poverty, income and affordability as core issues for Boulder residents.

*Health and Well-being:* addresses the physical, mental and oral health and substance use services, including prevention and treatment, for Boulder residents.

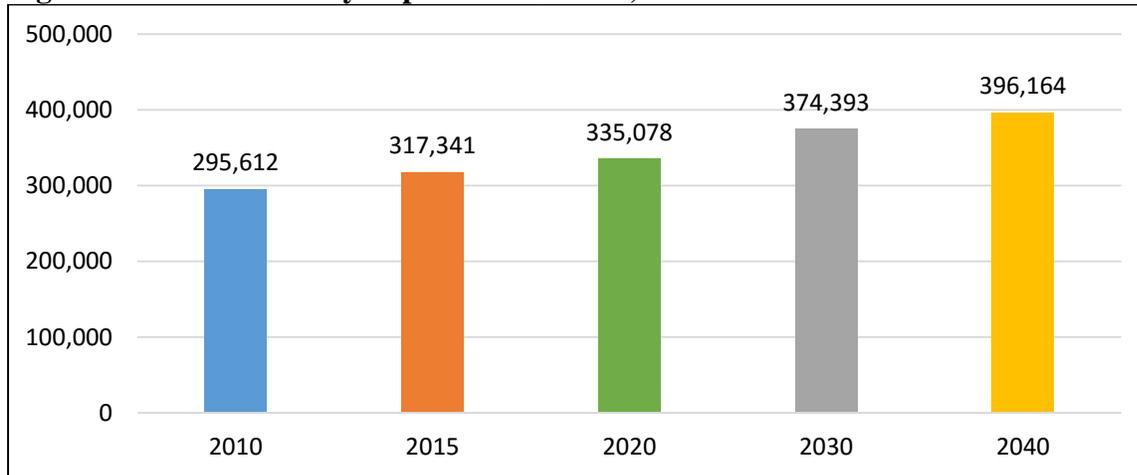
*Homelessness:* addresses the needs of Boulder’s homeless population, and the value of coordinated programs and services.

*Inclusive and Welcoming Community:* addresses the value of cultural and civic inclusion, and the protection of Boulder’s residents against discrimination.

## Key Characteristics of Boulder’s Population

Over the last decade, the city’s population grew by nearly 15,000 from 92,474 in 2006 to 107,342 in 2015.<sup>1</sup> Population counts include those seeking undergraduate or graduate education which ranged from 27,000 to 30,000 during that time period.<sup>2</sup> Although city-level population projections are not available for Boulder beyond 2015, the Colorado State Demography Office predicts that Boulder County’s population will grow to nearly 400,000 by 2040.<sup>3</sup> See **Figure 1**.

**Figure 1: Boulder County Population Growth, 2010-2040**



### *Race and Ethnicity*

Data show that Boulder’s population identifies as predominantly white, not Hispanic or Latino. According to the 2015 Census, Boulder residents identified as:

- 8.6 percent Hispanic or Latino,
- 82.4 percent white, not Hispanic or Latino,
- 5 percent Asian, not Hispanic or Latino, and
- 1 percent black or African-American, not Hispanic or Latino.<sup>4</sup>

Approximately 10 percent of Boulder residents are foreign-born.<sup>5</sup>

<sup>1</sup> Table S0101 “Age and Sex” City of Boulder 2006 and 2015, accessed March 27, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>2</sup> Table S1401 “School Enrollment” City of Boulder 2011-2015, accessed Jan. 10, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>3</sup> “Race by Age Forecast – County,” accessed Nov. 12, 2016, <https://demography.dola.colorado.gov/population/data/race-forecast/>.

<sup>4</sup> Table B03002 “Hispanic or Latino Origin by Race” City of Boulder 2011-2015, accessed March 27, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>5</sup> Table S0501 “Selected Characteristics of the Native and Foreign-Born Populations” City of Boulder 2011-2015, accessed February 28, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

More than 6,000 residents in Boulder speak Spanish at home. Among Boulder’s Spanish speakers, 29 percent report that they speak English less than “very well.” More than 42 percent of Spanish speakers age 65 and over report that they speak English less than “very well.”<sup>6</sup>

#### *Gender Identity and Sexual Orientation*

According to the U.S. Census Bureau, 52 percent of Boulder residents identify as male and 48 percent identify as female.<sup>7</sup> Although exact data for Boulder’s lesbian, gay, bisexual, transgender or queer (LGBTQ) population is not available, the Williams Institute estimated that in 2010, 385 same-sex couples lived in Boulder, or 9.33 same-sex couples per 1,000 households.<sup>8</sup> A 2013 Gallup survey found that 3.2 percent of Coloradans identify as lesbian, gay, bisexual or transgender (LGBT).<sup>9</sup>

#### *Level of Education and Median Earnings*

According to 2015 census estimates, more than 72 percent of Boulder’s residents age 25 and over have earned at least a bachelor’s degree.<sup>10</sup> Education is closely linked to earnings. Median income in Boulder is \$58,484 for all households,<sup>11</sup> which is higher than surrounding communities. Median earnings for individuals whose education is less than high school graduate or high school graduate are lower at \$20,978 and \$21,031, respectively.<sup>12</sup>

#### *Households*

There are 42,165 households in Boulder with varying configurations. There are 24,564 nonfamily households<sup>13</sup> and 17,601 family households. Among family households, 14,314 are married-couple families, 2,188 have a female householder with no husband present and 1,099 have a male householder with no wife present. Nearly half of family households (7,863) include children under 18 years old.<sup>14</sup>

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<sup>6</sup> Table S1601 “Language Spoken at Home” City of Boulder 2011-2015, accessed Jan. 10, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>7</sup> Table S0101 “Age and Sex” City of Boulder 2011-2015, accessed April 10, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>8</sup> “Colorado Census Snapshot: 2010,” accessed May 11, 2017, [http://williamsinstitute.law.ucla.edu/wp-content/uploads/Census2010Snapshot\\_Colorado\\_v2.pdf](http://williamsinstitute.law.ucla.edu/wp-content/uploads/Census2010Snapshot_Colorado_v2.pdf).

<sup>9</sup> “LGBT Percentage Highest in D.C., Lowest in North Dakota,” modified Feb. 15, 2013, <http://www.gallup.com/poll/160517/lgbt-percentage-highest-lowest-north-dakota.aspx>.

<sup>10</sup> Table S1501 “Educational Attainment” City of Boulder 2011-2015, accessed Jan. 10, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>11</sup> Table S1903 “Median Income in the Past 12 Months (in 2015 Inflation-Adjusted Dollars)” City of Boulder 2011-2015, accessed Jan. 10, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>12</sup> Table S1501 “Educational Attainment” City of Boulder 2011-2015, accessed Jan. 10, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

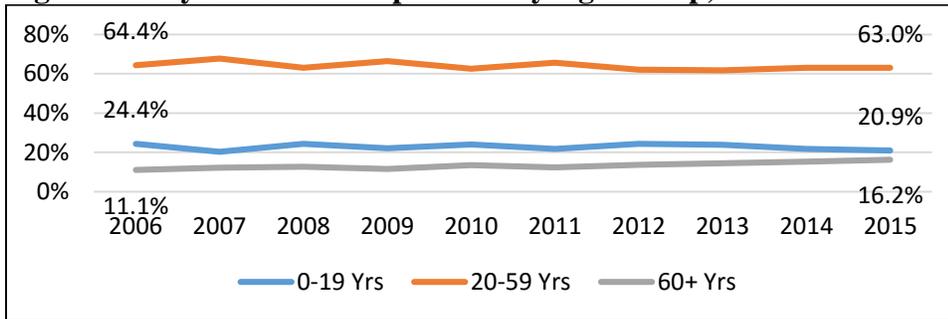
<sup>13</sup> “A nonfamily household consists of a householder living alone (a one-person household) or where the householder shares the home exclusively with people to whom he/she is not related.”

<sup>14</sup> Table S1101 “Households and Families” City of Boulder 2011-2015, accessed April 10, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

## Aging Well

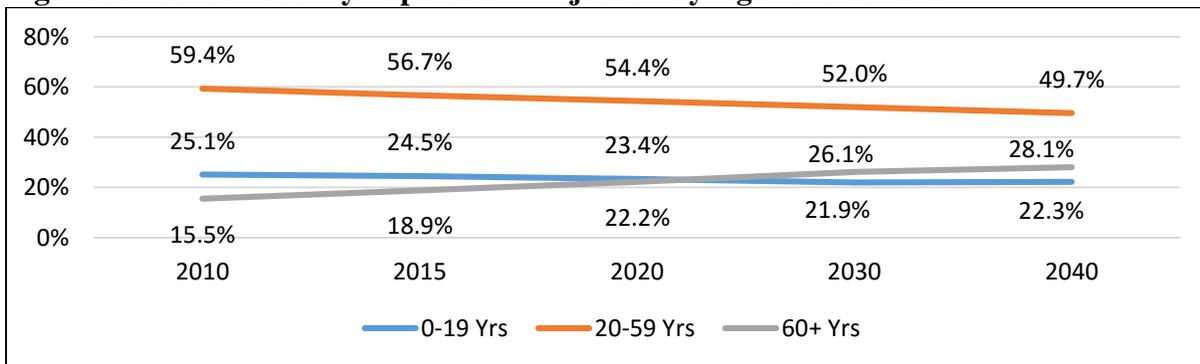
The department identified the needs of older adults as a key human services challenge for the city. Residents age 60 and older comprise Boulder’s fastest growing demographic. An increase in life expectancy in the U.S.,<sup>15</sup> as well as the aging of Baby Boomers, means that many older adults will be living longer. The demographic shift is already reshaping Colorado and will affect the economy, transportation and the workforce. The oldest baby boomers started turning 60 in 2006 at the beginning of the department’s previous Master Plan. In 2006, approximately 11 percent of Boulder's population was age 60 or older. By 2015, Boulder's 60+ population increased to 16 percent of the total population.<sup>16</sup> See **Figure 2**. Over the next 25 years, Boulder County’s older adult population will continue to increase.

**Figure 2: City of Boulder Population by Age Group, 2006-2015**



The State Demographer’s Office does not provide a population projection for the City of Boulder; however, they do predict that 28 percent of Boulder County residents will be at least 60 years old by 2030. The proportion of Boulder’s population under age 60 is expected to decline during the same time period. See **Figures 3 and 4**.

**Figure 3: Boulder County Population Projection by Age 2010 to 2040<sup>17</sup>**

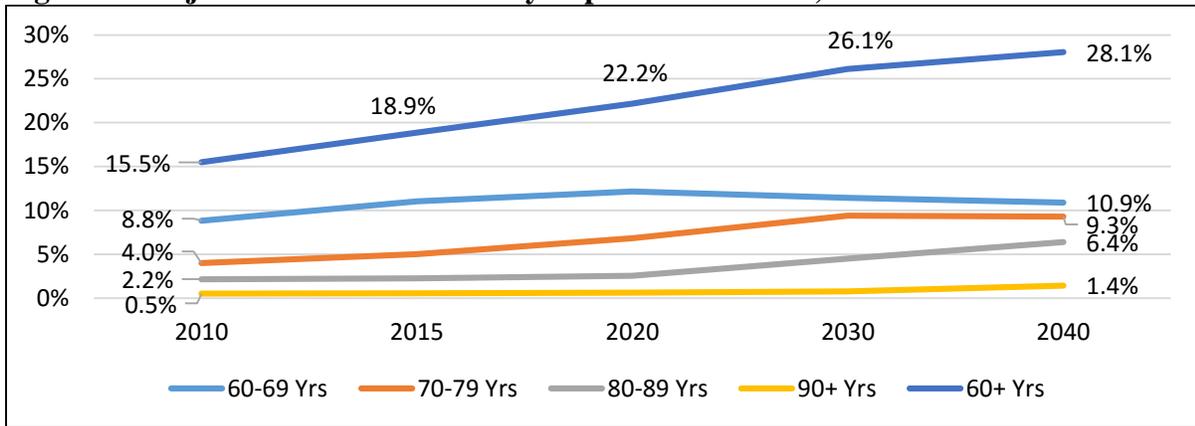


<sup>15</sup> “Mortality in the United States, 2012,” modified October 2014, <https://www.cdc.gov/nchs/data/databriefs/db168.pdf>.

<sup>16</sup> Table S0101 “Age and Sex” City of Boulder 2015, accessed Jan. 4, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>17</sup> “Race by Age Forecast – County,” accessed Nov. 12, 2016, <https://demography.dola.colorado.gov/population/data/race-forecast/>.

**Figure 4: Projection of Boulder County Population Over 60, 2010 to 2040<sup>18</sup>**

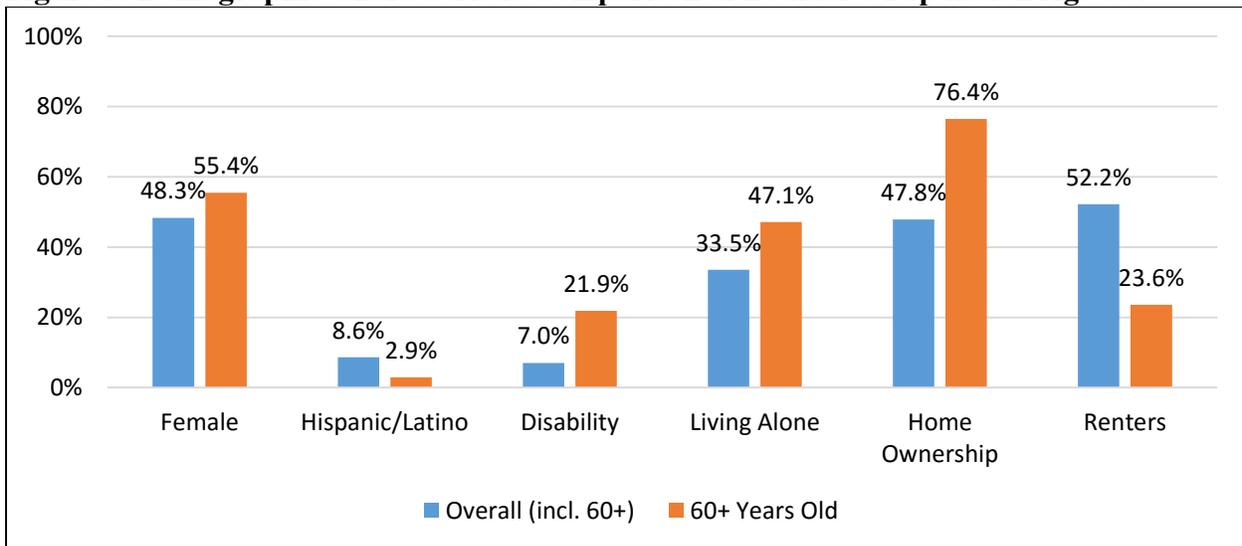


The projected growth in Boulder's older population will have implications for the demand and delivery of human services. Although individual needs can vary, the growth in the number of older residents will place a demand on health care and in-home services as well as other supports that allow older adults to thrive in the community as they age.

*Key Characteristics of Boulder's Older Residents*

Several key demographic characteristics distinguish Boulder's older residents from the overall city population including a greater proportion of females, a higher rate of living with a disability and higher rates of home ownership. See Figure 5. The needs of an older demographic vary from the overall population as functional limitations increase.

**Figure 5: Demographic Characteristic Comparison of Boulder's Population Age 60+<sup>19</sup>**



<sup>18</sup> "Race by Age Forecast – County," accessed Nov. 12, 2016, <https://demography.dola.colorado.gov/population/data/race-forecast/>.

<sup>19</sup> Table S0102 "Population 60 Years and Over in the United States" City of Boulder 2011-2015, accessed Jan. 4, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

*Aging in Community*

In a 2014 survey, 96 percent of Boulder’s older adults rated Boulder County as a good or excellent place to live, but only 76 percent rated Boulder County as a good or excellent place to retire. This discrepancy speaks to the challenges facing older adults who are no longer in the workforce but want to remain in their homes or their community as they age. Many older adults in Boulder gave low ratings to services and community characteristics that enhance livability in the community.<sup>20</sup> See **Figure 6**.

**Figure 6: Boulder Older Adult Perceptions of Livability in Boulder County**

	% Rated Good or Excellent
Ease of walking in Boulder County	82%
Ease or car travel in Boulder County	62%
Ease in arranging transportation in Boulder County	58%
Availability of long-term care options	50%
Availability of daytime care options for older adults	37%
Variety of housing options	23%
Cost of living in Boulder County	12%
Availability of affordable, quality housing	10%

Affordability of the community may have a negative effect on those retiring locally. Older adults choosing to downsize may find it difficult in Boulder due to multiple factors, including a limited available housing stock and rising home values. Housing-cost burden is a consistent issue for both older adult homeowners and renters and can impact the ability to pay for other daily living costs or emergency expenses. See **Figure 7**.

*Volunteer Impact*

In a 2014 survey, 97 percent of Boulder’s older adults rated opportunities to volunteer as good or excellent in Boulder County. Many of Boulder’s older adults, 41 percent, spend at least one hour each week volunteering their time to some group or activity within the county. About one-tenth (12 percent) of Boulder’s older adults reported finding meaningful volunteer work at least a minor problem.<sup>21</sup> Nationally, older adults annually contribute more than 3.3 billion hours of volunteer service in their communities valued at \$75 billion.<sup>22</sup>

**Figure 7: Housing Tenure and Cost Burden on Boulder’s Older Adults (60+)**

	% Within Category	% Housing-Cost Burdened
Owners	76.4%	25.6%
Renters	23.6%	69.2%

<sup>20</sup> Community Assessment Survey for Older Adults - City of Boulder, CO 2014 Trend Report. National Research Center Inc.

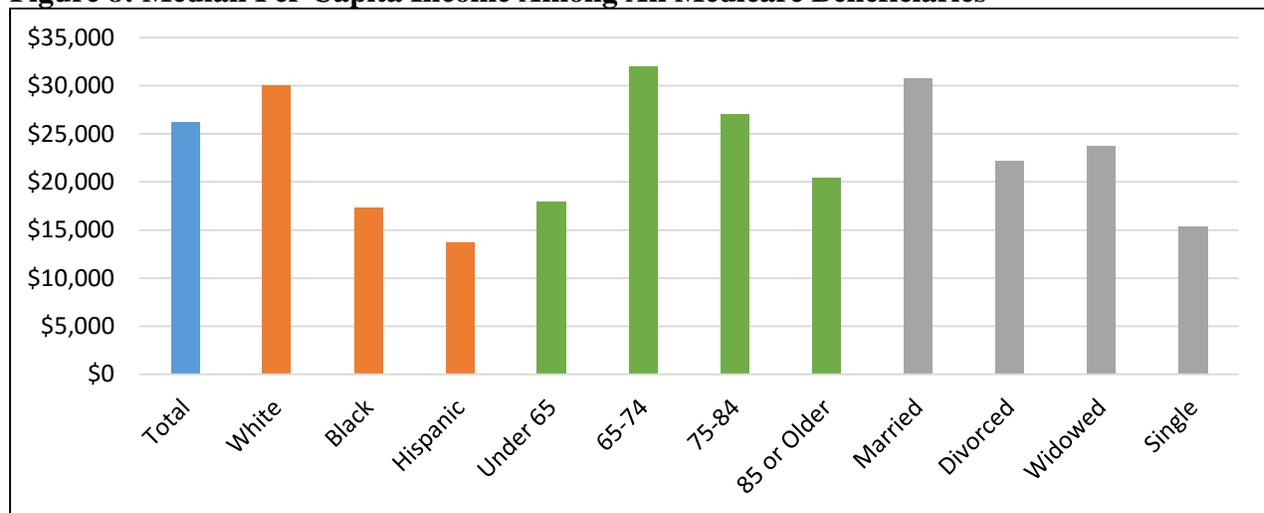
<sup>21</sup> Community Assessment Survey for Older Adults - City of Boulder, CO 2014 Trend Report. National Research Center Inc.

<sup>22</sup> “Value of Senior Volunteer to U.S. Economy Estimated at \$75 Billion,” modified May 20, 2015, <https://www.nationalservice.gov/newsroom/press-releases/2015/value-senior-volunteers-us-economy-estimated-75-billion>.

*Income and Savings for Medicare Beneficiaries*

Health care is a large expense for Boulder’s older adult population. Medicare does not eliminate out-of-pocket expenses for enrollees. Issues surrounding the cost of medical expenses are compounded by decreased earnings, limited assets or liquidating hard assets to pay for care. Median income among all Medicare beneficiaries is \$26,200, and the average income decreases for several subpopulations. **See Figure 8.** The same subpopulations also have fewer assets, such as savings. On average, Medicare beneficiaries had savings below \$74,450 per person, and had home equity below \$70,950 per person in 2016.<sup>23</sup>

**Figure 8: Median Per Capita Income Among All Medicare Beneficiaries**



*Economic Impact of Aging Population*

As Boulder residents age and retire, there may be implications for the city budget. Older adults tend to spend more on services than on goods, and overall spend less than younger adults. The Colorado Futures Center at CSU estimates the aging of Colorado’s population could slow the rate of total revenue growth in the state and place increased expenditure pressure on the state budget.<sup>24</sup> According to the Center, local jurisdictions could be similarly affected. This could impact the revenue from sales and use taxes, which account for 50 percent of the City of Boulder’s revenue when utilities revenue is excluded.<sup>25</sup>

*Income and Poverty*

By several measures, a significant number of Boulder residents age 65 and older live in or near poverty (below 300 percent of the Federal Poverty Guidelines (FPG)). Based on the national standard, 5.8 percent of residents age 65 and older live in households that earn 100 percent of the

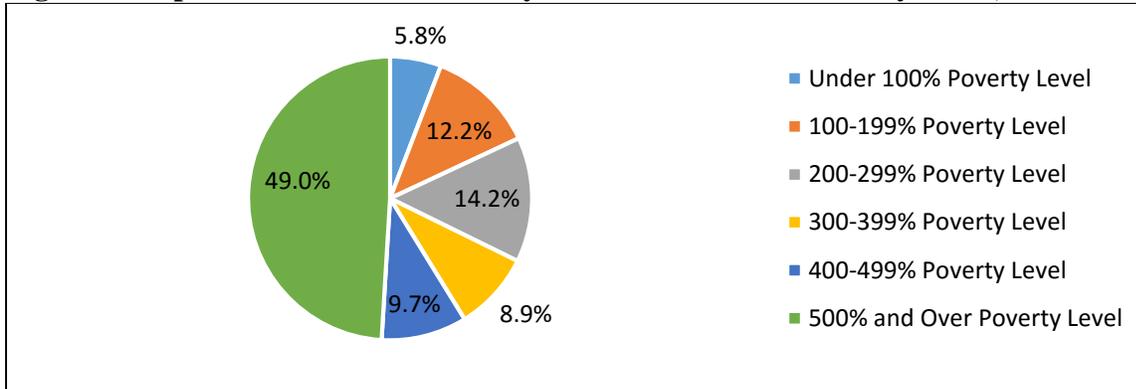
<sup>23</sup> “Income and Assets of Medicare Beneficiaries, 2016-2035,” modified April 21, 2017, <http://kff.org/medicare/issue-brief/income-and-assets-of-medicare-beneficiaries-2016-2035/>.

<sup>24</sup> “The Effects of Aging on Colorado’s Revenue and Expenditures: A View to 2030,” accessed April 13, 2017, [https://www.colorado.gov/pacific/sites/default/files/CFC%20Finance%20Report%20for%20SAPGA\\_FINAL.pdf](https://www.colorado.gov/pacific/sites/default/files/CFC%20Finance%20Report%20for%20SAPGA_FINAL.pdf).

<sup>25</sup> “2017 Recommended Budget Volume 1: City of Boulder, Colorado,” accessed April 13, 2017, [https://www-static.bouldercolorado.gov/docs/2017\\_Recommended\\_Budget\\_FINAL\\_ONLINE-1-201608311620.pdf](https://www-static.bouldercolorado.gov/docs/2017_Recommended_Budget_FINAL_ONLINE-1-201608311620.pdf).

FPG or less annually. See Figure 9. More than 32 percent of adults age 65 and older live in households that earn less than 300 percent FPG annually.<sup>26</sup> Boulder’s older adults are also more likely to be employed and have higher earnings than the national average.<sup>27</sup>

**Figure 9: Population 65+ in Boulder by Ratio of Income to Poverty Level, 2015<sup>28</sup>**



Boulder’s older adults are less likely to be on food assistance when compared to older adults in the U.S. Approximately three percent of the older adult population participates in the Supplemental Nutrition Assistance Program (SNAP) and two percent participate in cash assistance programs. Nearly half of Boulder’s older adult households have retirement income and more than 85 percent have Social Security income.<sup>29</sup> Older adults with low incomes depend primarily on Social Security income. Social Security income accounts for 82.5 percent of total income for people in the lowest income quintile versus 16.1 percent for those in the highest income quintile.<sup>30</sup>

#### *Addressing the Needs of an Aging Population*

Addressing the needs of older adults with appropriate services can create or improve financial stability, improve health outcomes and lengthen the time older adults are able to age in community.<sup>31, 32</sup> Multiple agencies in Colorado at the state, county and local level are working to address issues related to Colorado’s growing older adult population. The Colorado Dept. of Human Services’ State Unit on Aging, Colorado’s [Strategic Action Planning Group on Aging](#) and the [Boulder County Area Agency on Aging \(BCAAA\)](#) have plans that serve as roadmaps for

<sup>26</sup> Table B17024, “Age by Ratio of Income to Poverty Level in the Past 12 Months” City of Boulder 2011-2015, accessed Jan. 4, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>27</sup> Table S0103 “Population 65 Years and Over in the United States” City of Boulder and U.S. 2011-2015, accessed July 10, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>28</sup> Table B17024, “Age by Ratio of Income to Poverty Level in the Past 12 Months” City of Boulder 2011-2015, accessed January 4, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>29</sup> Table S0103 “Population 65 Years and Over in the United States” City of Boulder 2011-2015, accessed Jan. 4, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>30</sup> “Sources of Income for Older Americans, 2012,” modified December 2013, [http://www.aarp.org/content/dam/aarp/research/public\\_policy\\_institute/econ\\_sec/2013/sources-of-income-for-older-americans-2012-fs-AARP-ppi-econ-sec.pdf](http://www.aarp.org/content/dam/aarp/research/public_policy_institute/econ_sec/2013/sources-of-income-for-older-americans-2012-fs-AARP-ppi-econ-sec.pdf).

<sup>31</sup> “Initial Strategic Action Plan on Aging for Colorado,” modified Nov. 29, 2016, <https://www.colorado.gov/pacific/sites/default/files/SAPGA-Nov-2016-Strategic-Plan.pdf>.

<sup>32</sup> “The Next Generation of Human Services: REALIZING THE VISION,” accessed Jan. 3, 2017, <https://www.scribd.com/document/136155171/The-Next-Generation-of-Human-Services-Realizing-the-Vision>.

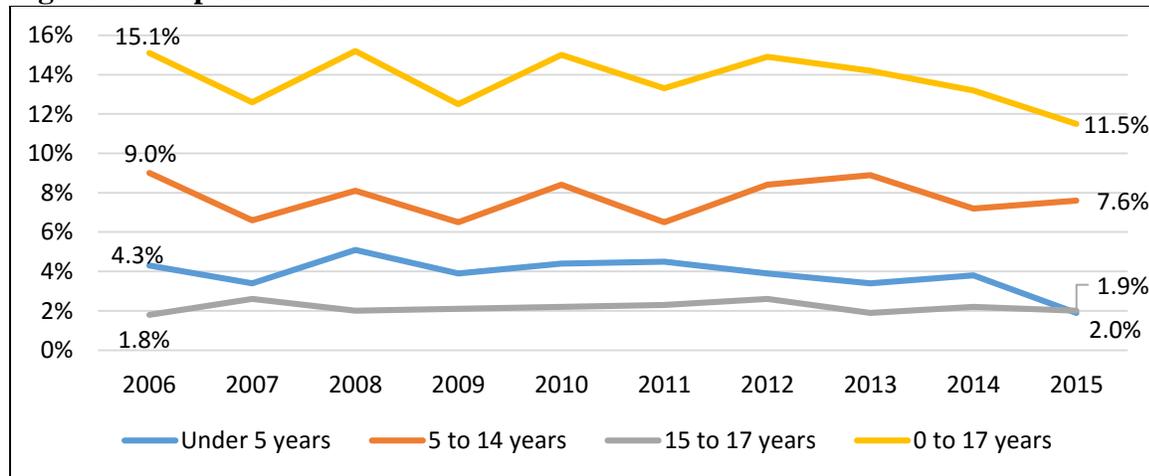
addressing the issues of an aging population. To provide opportunities for older adults of all abilities to fully participate and thrive in Boulder, [Age Well Boulder County](#), a strategic plan shared between the county, participant municipalities and community partners, focuses on issues such as affordability, isolation, transportation and housing through a continuum of services. Based on this work, Boulder County was inducted into the AARP/World Health Organization's Network of Age-Friendly Communities in 2016. The outcomes of focusing on services for older adults include better transportation options that support older adults with mobility issues, improved health, increased social connection and cost-savings.

## A Good Start

Staff identified key needs for children age 0-5, school-age children and children transitioning from school to employment or college. The challenges faced by Boulder's children have remained consistent over time. However, the demographics of Boulder's youngest residents have shifted since the city adopted the Human Services Master Plan in 2006.

Residents under age 18 are decreasing as a percentage of Boulder's overall population. This trend is expected to continue through 2040. See Figure 10.

**Figure 10: Population Under 18 Years Old in Boulder**<sup>33</sup>



### *Children Living in or Near Poverty*

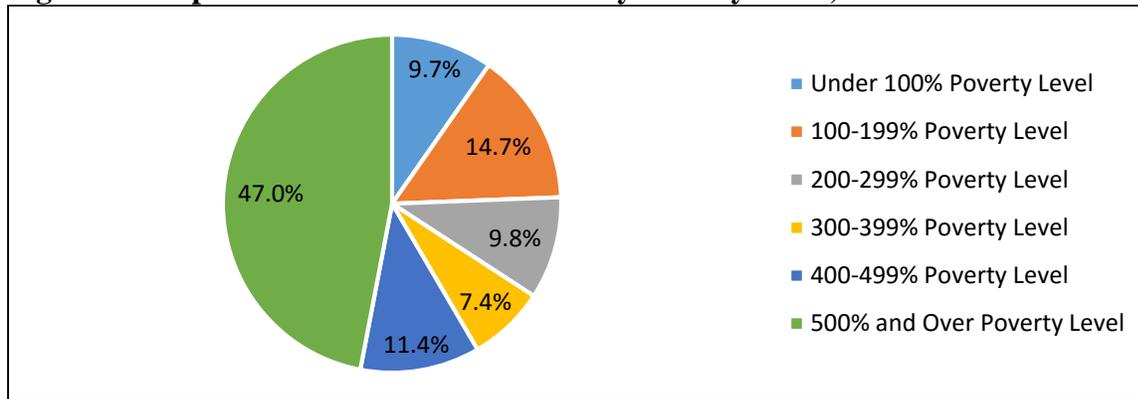
By multiple measures, many of Boulder's children live in or near poverty. Nearly 10 percent of Boulder's children live in households with income at 100 percent of the FPG or under, and 24.5 percent live in households with income between 100 and 299 percent FPG.<sup>34</sup> See Figure 11. In 2015-2016, 298 students in Boulder schools accessed McKinney-Vento services<sup>35</sup> available for homeless families.<sup>36</sup>

<sup>33</sup> Table S0101 "Age and Sex" City of Boulder 2005-2015, accessed Jan. 3, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>34</sup> Table B17024 "Age by Ratio of Income to Poverty Level in the Past 12 Months" 2011-2015, accessed Jan. 3, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>35</sup> The McKinney-Vento Homeless Assistance Act of 1978 is a federal law that provides federal money for homeless programs which ensure protections to children who are homeless.

<sup>36</sup> Boulder Valley School District staff, email to author, October 2016.

**Figure 11: Population Under 18 in Boulder by Poverty Level, 2015**

In the 2016-2017 school year, approximately 21 percent of Boulder’s children accessed the Free and Reduced Lunch (FRL) program available to families earning 185 percent FPG (reduced) or less than 130 percent FPG (free).<sup>37</sup>

Poverty disproportionately affects Boulder’s Hispanic/Latino children. Hispanic/Latino children comprise 16.4 percent of Boulder’s under 18 population.<sup>38</sup> Nearly half of the estimated 1,300 children in Boulder living in households earning under 100 percent FPG are Hispanic/Latino.<sup>39,40</sup> Boulder’s Hispanic/Latino children are four times more likely to live in poverty than white, not Hispanic/Latino children.

#### *Early Childhood Development and Education in Boulder*

A child’s early years have a profound impact on his or her future. Providing children with safe, stimulating environments has been linked to numerous successful outcomes including the increased ability to navigate adversity. Other components of early childhood development include providing the emotional, social and physical foundations needed for success through adulthood. Exposure to adverse events such as toxic stress, extreme poverty, repeated abuse or severe maternal depression during the early years can damage the developing brain.<sup>41</sup> By age three, children from families accessing public assistance are exposed to 30 million fewer words than children in high-income families.<sup>42</sup> When low-income children start school they are already behind, and this deficit can compound over time.

<sup>37</sup> “2016-2017 K-12 Free and Reduced Lunch Eligibility by District, and School,” accessed March 1, 2017, <https://www.cde.state.co.us/cdereval/pupilcurrentschool>.

<sup>38</sup> Table S0901 “Children Characteristics” City of Boulder 2011-2015, access May 19, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>39</sup> Table B01001I “Sex by Age (Hispanic or Latino)” City of Boulder 2011-2015, accessed March 1, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>40</sup> Table B17001I “Poverty Status in the Past 12 Months by Sex by Age (Hispanic or Latino) City of Boulder 2011-2015, accessed March 1, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>41</sup> “In Brief: The Science of Early Childhood Development,” accessed Nov. 29, 2016, <http://developingchild.harvard.edu/resources/inbrief-science-of-eed/>.

<sup>42</sup> “The Early Catastrophe: The 30 Million Word Gap by Age 3,” modified spring 2003, <http://www.aft.org/sites/default/files/periodicals/TheEarlyCatastrophe.pdf>.

Center-based child care can enhance a child’s early development, but affordable center-based care can be difficult to find and access in Boulder. Beginning in 2004, infant and toddler care capacity in Boulder generally flattened.<sup>43</sup> At the same time, child care costs grew and are now prohibitive for many families. In Boulder, the average annual cost for pre-school care in a center is \$15,668. Costs for center-based infant care average \$17,423 per year.<sup>44</sup>

To avoid the high costs of center-based care, many families often seek less expensive alternatives in home-based settings or from friends and family. Home-based settings can vary dramatically, however, and may not always enhance a child’s development.<sup>45</sup>

*Full-Day Kindergarten*

Full-day kindergarten programs provide structured opportunities for children to develop social, physical and cognitive skills. The importance of full-day kindergarten is increased for children who did not attend a pre-school program.<sup>46</sup> Boulder Valley School District (BVSD) offers full-day kindergarten opportunities across the district. In Boulder, BVSD offers full-day kindergarten at four schools with high concentrations of low-income students and one tuition-based school. According to BVSD, 32 percent of kindergartners were enrolled in full-day programs in 2015.<sup>47</sup>

*The Achievement Gap*

Academic achievement disparities linked to poverty, race and ethnicity are evident among Boulder’s children in early childhood and persist through graduation. Gaps exist for English language learners, free and reduced lunch recipients and Latino students. **See Figure 12.**

**Figure 12: Percent of Kindergarten through Third Grade Students Meeting Spring Literacy Benchmark**

	2016
BVSD Overall	70%
English Language Learners	29%
Free & Reduced Lunch	39%
Non-Free & Reduced Lunch	79%
Latino	41%
White	77%

Third grade literacy targets, for example, show a clear division of success based on a student’s poverty level and primary language spoken at home. **See Figure 13.**

<sup>43</sup> City of Boulder Human Services staff, 2015.

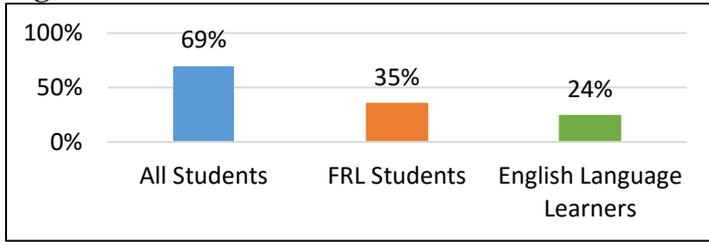
<sup>44</sup> 2014 Market Rate Study – City of Boulder, City of Boulder Human Services staff.

<sup>45</sup> “Identifying Profiles of Quality in Home-Based Child Care,” modified April 2012, [https://www.acf.hhs.gov/sites/default/files/opre/identifying\\_profiles.pdf](https://www.acf.hhs.gov/sites/default/files/opre/identifying_profiles.pdf).

<sup>46</sup> “Full Day Kindergarten: A Study of State Policies in the United States,” modified June 2005, <http://files.eric.ed.gov/fulltext/ED486074.pdf>.

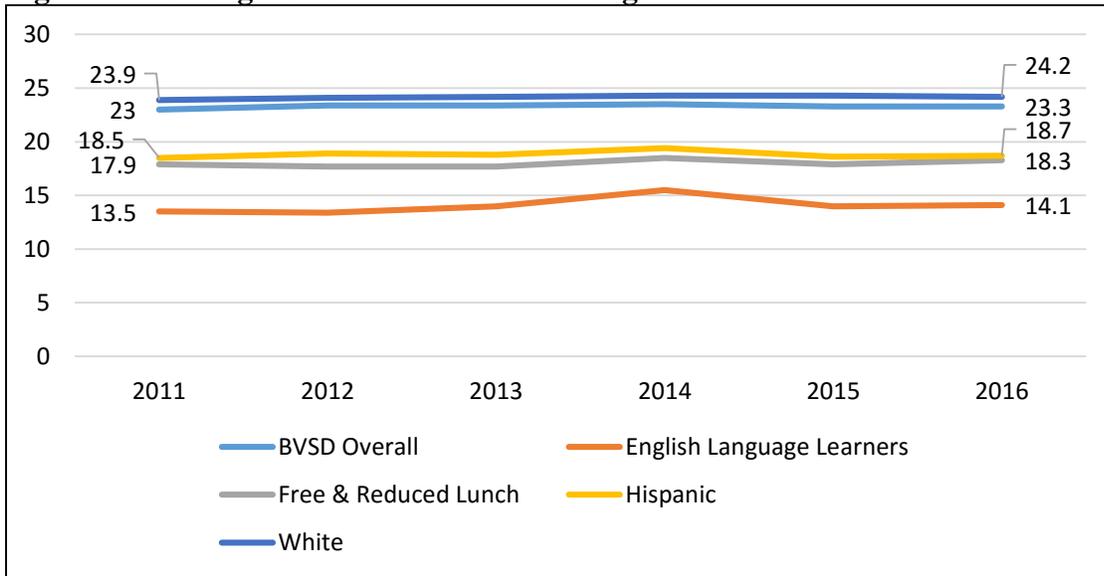
<sup>47</sup> “Boulder County TRENDS 2015-2016,” accessed Jan. 13, 2017, <http://www.commfound.org/files/TRENDS-2015-LoRes.pdf>.

**Figure 13: BVSD 3<sup>rd</sup> Graders Who Met End-of-Grade Literacy Targets, 2015<sup>48</sup>**



Gaps persist for at-risk students throughout their time in school and can affect their level of educational attainment and earning potential. See **Figure 14**.

**Figure 14: Average ACT Scores for BVSD High School Students**



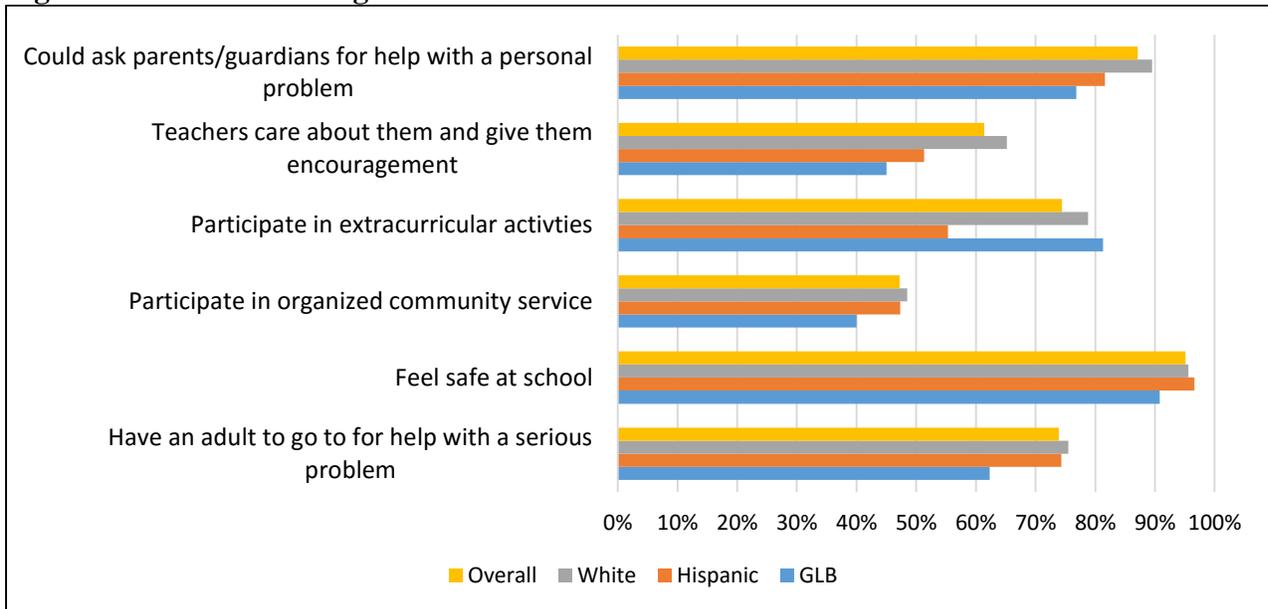
*Protective Factors*

Some BVSD students do not have access to the same supportive network that is available to other students. A protective factor is something that decreases the potential harmful effect of a risk factor. Hispanic and gay, lesbian or bisexual (GLB)<sup>49</sup> BVSD students have less access than other students to some important protective factors. See **Figure 15**.

<sup>48</sup> Boulder Valley School District staff, email message to author, Dec. 8, 2016.

<sup>49</sup> The Healthy Kids Colorado Survey did not identify sexual orientations outside of heterosexual, gay, lesbian, bisexual and “not sure.” In addition, Latino was not an option under race/ethnicity.

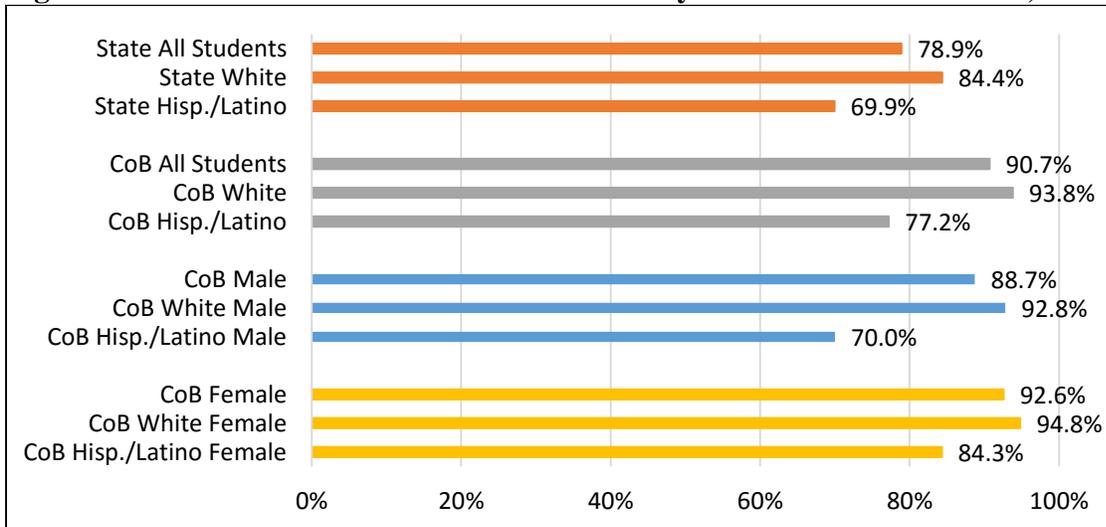
**Figure 15: 2015 BVSD High School Students – Selected Protective Factors<sup>50</sup>**



*Graduation Rates*

The disparities by race and ethnicity demonstrated at third grade carry over into high school. Graduation rates in Boulder high schools differ significantly between white, not Hispanic/Latino and Hispanic/Latino students. **See Figure 16.**

**Figure 16: Boulder and State Graduation Rates by Selected Characteristics, 2015-2016<sup>51</sup>**



<sup>50</sup> “2015 Boulder Valley School District High School Results,” modified July 20, 2016, <https://assets.bouldercounty.org/wp-content/uploads/2017/03/hkcs-2015-bvsd-hs-tables-v1.pdf>.

<sup>51</sup> “2015-2016 Graduates and Completers by School, Gender, and Race/Ethnicity,” accessed March 1, 2017, <https://www.cde.state.co.us/cdereval/gradratecurrent>.

*Investing in Children and Youth*

Investments in early childhood improve long-term outcomes later in life. The American Academy of Pediatrics recommends developmentally appropriate childcare which supports social, emotional, and cognitive development. Such care positively affects academic readiness and long-term performance.<sup>52</sup> Subsidy programs help families pay for quality childcare. Additionally, children and youth with access to adequate and safe shelter and nutritious food have improved concentration, better behavior and fewer health issues.<sup>53</sup> Research suggests that multi-generational approaches are important to a child's development and family stability.<sup>54</sup> The [Colorado Department of Education Performance Plan](#) focuses on early education for children, meeting and exceeding testing standards and ensuring young Coloradans are ready for college and careers. Research demonstrates that adolescents with more developmental assets, such as positive family communication, caring school climate and sense of purpose, have reduced morbidity and better health outcomes.<sup>55</sup>

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<sup>52</sup> "Quality Early Education and Child Care from Birth to Kindergarten," modified January 2005, <http://pediatrics.aappublications.org/content/115/1/187>.

<sup>53</sup> "Community Health and Food Access: The Local Government Role," accessed Feb. 6, 2017, [http://icma.org/en/icma/knowledge\\_network/documents/kn/Document/7598/Community\\_Health\\_and\\_Food\\_Access\\_The\\_Local\\_Government\\_Role](http://icma.org/en/icma/knowledge_network/documents/kn/Document/7598/Community_Health_and_Food_Access_The_Local_Government_Role).

<sup>54</sup> "A Theoretical Framework for Two-Generation Models," modified January 2016, <http://www.urban.org/sites/default/files/publication/76846/2000578-A-Theoretical-Framework-for-Two-Generation-Models.pdf>.

<sup>55</sup> "Positive Youth Development Fact Sheet," accessed May 26, 2017, [http://co9to25.org/wp-content/uploads/2012/08/PYD\\_FactSheet.pdf](http://co9to25.org/wp-content/uploads/2012/08/PYD_FactSheet.pdf).

## Economic Mobility and Resilience

Many Boulder residents struggle daily with affordability of the community. The effects of poverty can be intergenerational and present throughout a lifetime. Poverty can impact a person’s level of education and ability to retire well, and can exclude some from the community.

### Definitions of Poverty

Analysts use multiple tools and formulas to assess poverty. The most common measurement, the [Federal Poverty Guidelines \(FPG\)](#), creates a uniform standard for poverty in the 48 contiguous states and helps determine eligibility for more than 30 federal programs and multiple state and local services. The U.S. Department of Health and Human Services (HHS) uses the guidelines for programs such as Head Start, Medicaid and the Low-Income Home Energy Assistance Program (LIHEAP). The Department of Agriculture uses these guidelines to determine eligibility for SNAP, WIC and the national School Lunch Program. **See Figure 17.**

**Figure 17: Income Eligibility for Federal Assistance Programs, Family of Four - 2017**

Federal Program	Income Eligibility (% of FPG)
<b>Head Start</b>	\$24,600 (100%)
<b>Medicaid for Adults (19-65)</b>	\$33,948 (138%)
<b>LIHEAP</b>	\$39,852 (165%)
<b>SNAP</b>	\$31,980 (130%)
<b>WIC</b>	\$45,510 (185%)
<b>School Lunch Program – Free Lunch</b>	\$31,980 (130%)

Using FPG to understand poverty has several limitations. First, FPG does not fully account for variations in the cost of living associated with family structure differences. Second, FPG is not adjusted for regional cost-of-living variation. Boulder has a high cost of living, which contributes to the inadequacy of FPG as a measure of self-sufficiency. **See Figure 18.**

**Figure 18: HHS Poverty Guidelines for 2017<sup>56</sup>**

Persons in Family/Household	100%*	200%	300%	400%	500%
<b>1</b>	\$12,060	\$24,120	\$36,180	\$48,240	\$60,300
<b>2</b>	\$16,240	\$32,480	\$48,720	\$64,960	\$81,200
<b>3</b>	\$20,420	\$40,840	\$61,260	\$81,680	\$102,100
<b>4</b>	\$24,600	\$49,200	\$73,800	\$98,400	\$123,000
<b>5</b>	\$28,780	\$57,560	\$86,340	\$115,120	\$143,900
<b>6</b>	\$32,960	\$65,920	\$98,880	\$131,840	\$164,800
<b>7</b>	\$37,140	\$74,280	\$111,420	\$148,560	\$185,700
<b>8</b>	\$41,320	\$82,640	\$123,960	\$165,280	\$206,600

\*At 100% FPG, for families/households with more than 8 persons, add \$4,180 for each additional person.

The [Self-Sufficiency Standard for Colorado \(SSS\)](#) is another tool used to assess livability and standard of living. The SSS defines the amount of income necessary to meet basic needs without

<sup>56</sup> “U.S. Federal Poverty Guidelines Used to Determine Financial Eligibility for Certain Federal Programs,” accessed Feb. 6, 2017, <https://aspe.hhs.gov/poverty-guidelines>.

public subsidies such as public housing, food stamps, Medicaid or child care, and without private or informal assistance. This type of private assistance can include free child care by a relative or friend, food provided by local food banks, or shared housing. The SSS differs depending on family size, family type and region, making it a better indicator of family financial conditions than FPG. The estimated SSS for a family of four in Boulder County is approximately 300 percent of FPG. See Figure 19.

**Figure 19: 2015 Self-Sufficiency Standard for Boulder County, CO<sup>57</sup> as Compared to 2017 100 Percent Federal Poverty Guidelines for Various Family Structures**

	Adult	Adult Pre-schooler	Adult Infant Pre-schooler	Adult Pre-schooler School-age	Adult School-Age Teen-ager	Adult Infant Pre-schooler School-age	2 Adults Infant Pre-schooler	2 Adults Pre-schooler School-age
<b>Annual Income</b>	\$28,209	\$56,718	\$79,794	\$67,837	\$50,470	\$104,858	\$86,644	\$75,906
<b>100% FPG</b>	\$12,060	\$16,240	\$20,420	\$20,420	\$20,420	\$24,600	\$24,600	\$24,600
<b>Difference</b>	\$16,149	\$40,478	\$59,374	\$47,417	\$30,050	\$80,258	\$62,044	\$51,306

\*Monthly costs and annual credits included in these calculations are housing, child care, food, transportation, health care, miscellaneous, taxes, earned income tax credit (EITC), child care tax credit, and child tax credit, where applicable.

The U.S. Department of Housing and Urban Development (HUD) calculates Area Median Income (AMI) for households by region each year. This calculation is used to determine eligibility for HUD-assisted housing programs such as Section 8 vouchers. The Boulder County income range for the Section 8 program is 50 percent AMI and below,<sup>58</sup> the range considered by HUD to be “very low income.” For a family of four, the income limit for a Section 8 voucher is \$49,100. See Figure 20. Availability of this type of housing is limited, with approximate turnover of 100 vouchers each year.<sup>59</sup>

**Figure 20: Fiscal Year 2017 Income Limits for Boulder County<sup>60</sup>**

Income Limit Categories	Persons in Family			
	1	2	3	4
<i>Extremely Low Income Limits</i>	\$20,650	\$23,600	\$26,550	\$29,450
<i>Very Low Income Limits (50%)</i>	\$34,400	\$39,300	\$44,200	\$49,100
<i>Low Income Limits (80%)</i>	\$47,600	\$54,400	\$61,200	\$68,000
<i>Median Income</i>	\$68,800	\$78,600	\$88,400	\$98,200

<sup>57</sup> “Boulder County families need income more than three and a half times the federal poverty level to make ends meet,” accessed Nov. 21, 2016, <http://cclponline.org/wp-content/uploads/2014/04/Boulder.pdf>.

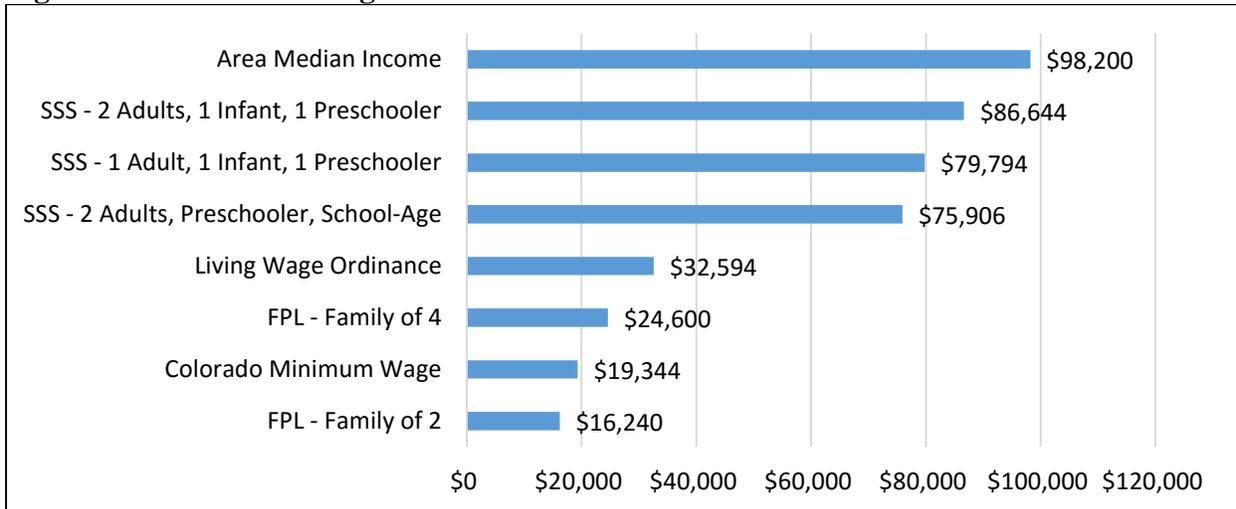
<sup>58</sup> “Housing FAQs,” accessed July. 6, 2017, <https://www.bouldercounty.org/families/housing/frequently-asked-questions/#1488835330591-74f727ba-aa4d>.

<sup>59</sup> Boulder Housing Partners, email to author, February 2017.

<sup>60</sup> “FY 2017 Income Limits Documentation System,” accessed Feb. 6, 2017, <https://www.huduser.gov/portal/datasets/il.html>.

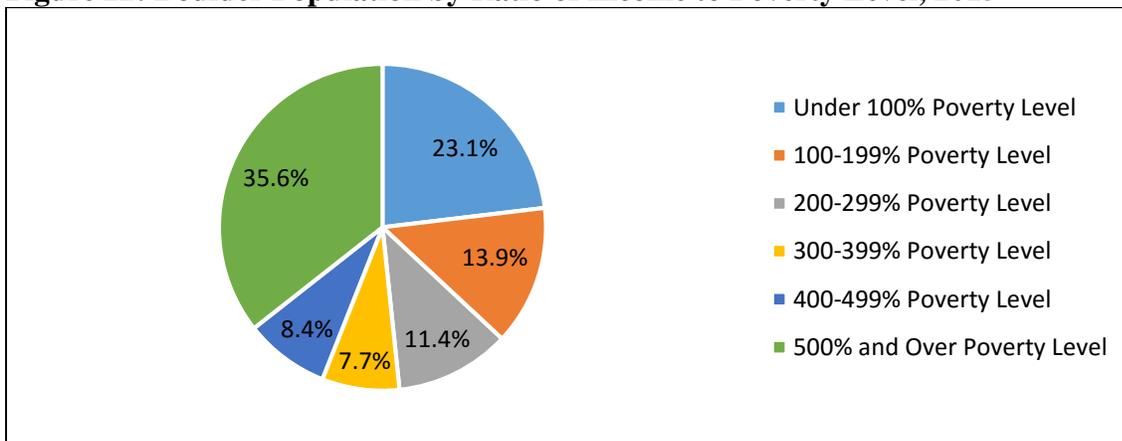
Several earnings benchmarks can be used to inform policy and are set nationally, at the state level and in Boulder. See Figure 21.

**Figure 21: Annual Earnings Benchmarks**



Based on FPG, SSS and AMI, a growing number of people in Boulder are living in or near poverty. Over the last decade, Boulder experienced a significant economic recession followed by sustained economic growth. Boulder experienced an increase in the number of high and low earners and a decrease in middle-income residents. According to 2015 census estimates, 48 percent of Boulder residents live in households making less than 300 percent FPG.<sup>61</sup> See Figure 22. Excluding college students, approximately 10 percent, or nearly 7,000 Boulder residents, live in households with income under 100 percent FPG.<sup>62</sup>

**Figure 22: Boulder Population by Ratio of Income to Poverty Level, 2015\***



\*This chart includes the higher education student population.

<sup>61</sup> Table B17024 “Age by Ratio of Income to Poverty Level in the Past 12 Months” City of Boulder 2011-2015, accessed Jan. 3, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>62</sup> Table B14006 “Poverty Status in the Past 12 Months by School Enrollment by Level of School for the Population 3 Years and Over” City of Boulder 2006-2015, accessed Feb. 3, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

### *Poverty and Income Disparities*

Poverty disproportionately affects Boulder's Hispanic/Latino residents. According to five-year census estimates, median family income for Boulder's Hispanic/Latino families (\$33,810)<sup>63</sup> is 30 percent of median income for white, not Hispanic/Latino families (\$113,920).<sup>64</sup> Approximately 36 percent of Boulder's Hispanic/Latino residents live in households earning at or below 100 percent FPG. In comparison, only 21 percent of white, not Hispanic/Latino residents live at or below 100 percent FPG.<sup>65</sup>

Approximately 50 percent of Boulder's Hispanic/Latino residents live at or below 125 percent FPG. In comparison, approximately 24 percent of Boulder's white, not Hispanic/Latino residents earn 125 percent FPG or below.<sup>66</sup>

Median family income for female householders with children is \$40,000. In comparison, median family income for married couples with children in Boulder is \$141,166.<sup>67</sup> Female-led family households with no husband present make up nearly 1,300 households in Boulder.<sup>68</sup> Among Hispanic/Latino households, more than 27 percent are female-led with no husband present.<sup>69</sup> Among white, not Hispanic/Latino households fewer than 11 percent are female-led.<sup>70</sup> The median income of women who worked full-time, year-round in the past 12 months is \$50,561, 77 percent of the median annual income for Boulder men (\$65,480).<sup>71</sup>

### *Housing*

Boulder's increasing housing costs are making home ownership and rental housing unaffordable for many residents. The average single-family home price in Boulder for 2016 was \$1,066,674.<sup>72</sup>

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<sup>63</sup> Table B19113I "Median Family Income in the Past 12 Months (in 2015 Inflation-Adjusted Dollars) (Hispanic or Latino Householder)" City of Boulder 2011-2015, accessed Jan. 5, 2017,

<https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>64</sup> Table B19113H "Median Family Income in the Past 12 Months (in 2015 Inflation-Adjusted Dollars) (White Alone, Not Hispanic or Latino Householder)" City of Boulder 2011-2015, accessed Jan. 5, 2017,

<https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>65</sup> Table S1701 "Poverty Status in the Past 12 Months" City of Boulder 2011-2015, accessed Jan. 5, 2017,

<https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>66</sup> Table S1703 "Selected Characteristics of People at Specified Levels of Poverty in the Past 12 Months" City of Boulder 2011-2015, accessed Jan. 5, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>67</sup> Table B19126 "Median Family Income in the Past 12 Months (in 2015 Inflation-Adjusted Dollars) by Family Type by Presence of Own Children Under 18 Years" City of Boulder 2011-2015, accessed Jan. 5, 2017,

<https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>68</sup> Table S1101 "Households and Families" City of Boulder 2011-2015, accessed Jan. 5, 2017,

<https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>69</sup> Table B11001I "Household Type (Including Living Alone) (Hispanic or Latino)" City of Boulder 2011-2015, accessed Jan. 5, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>70</sup> Table B11001H "Household Type (Including Living Alone) (White Alone, Not Hispanic or Latino)" City of Boulder 2011-2015, accessed Jan. 5, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>71</sup> Table B19326 "Median Income in the Past 12 Months (in 2014 Inflation-Adjusted Dollars) by Sex by Work Experience in the Past 12 Months for the Population 15 Years and Over with Income" City of Boulder 2011-2015, accessed Jan. 5, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>72</sup> "2016 Longmont Housing Affordability Review," modified March 15, 2017, <http://longmonttitle.com/wp-content/uploads/2016-Housing-Affordability-Study.pdf>.

The average monthly rent in Boulder is over \$1,700.<sup>73</sup> Renters occupy slightly more than half of Boulder's housing units. Approximately 62 percent of Boulder's rental units are occupied by tenants who spend at least 30 percent of their income on rent.<sup>74</sup>

There is a stark difference in the percentage of Hispanic/Latino and white householders who own their homes. In Boulder, 51 percent of white householders own their home<sup>75</sup> while 32 percent of Boulder's Hispanic/Latino households own their home.<sup>76</sup> Median net worth is much greater for homeowners than renters, at \$195,400 and \$5,400 respectively.<sup>77</sup>

### *Transportation*

Transportation is a significant expense for many Boulder households. A Boulder family making median income spends, on average, around 17 percent of their income on transportation.<sup>78</sup> Lower-income households are further burdened as they tend to spend the same amount as higher earners with lower overall income to allocate. Although transportation is outside the scope of the Human Services Department, it is important to note that the city's [Transportation Master Plan](#) addresses potential public transportation solutions including development of a community-wide EcoPass within Transportation Demand Management.

### *Economic Mobility and Children*

A parent's income can significantly affect a child's economic mobility. According to the Pew Charitable Trusts, 43 percent of children born into households where the parents' income is in the bottom quintile were likely to remain in the bottom quintile as adults. Only 27 percent manage to move into the next highest income quintile in adulthood.<sup>79</sup> **See Figure 23.** Low-income children are less likely to attend preschool, less likely to meet or exceed academic achievement milestones and less likely to graduate high school.

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<sup>73</sup> "Denver Metro Apartment Vacancy & Rent – First Quarter 2017 Report," accessed July 7, 2017, <https://drive.google.com/file/d/0B-vz6H4k4SESRUJDofN4akNUYkE/view>.

<sup>74</sup> Table DP04 "Selected Housing Characteristics" City of Boulder 2011-2015, accessed Jan. 10, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>75</sup> Table B25003H "Tenure (White Alone, not Hispanic or Latino Household)" City of Boulder 2011-2015, accessed Jan. 10, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

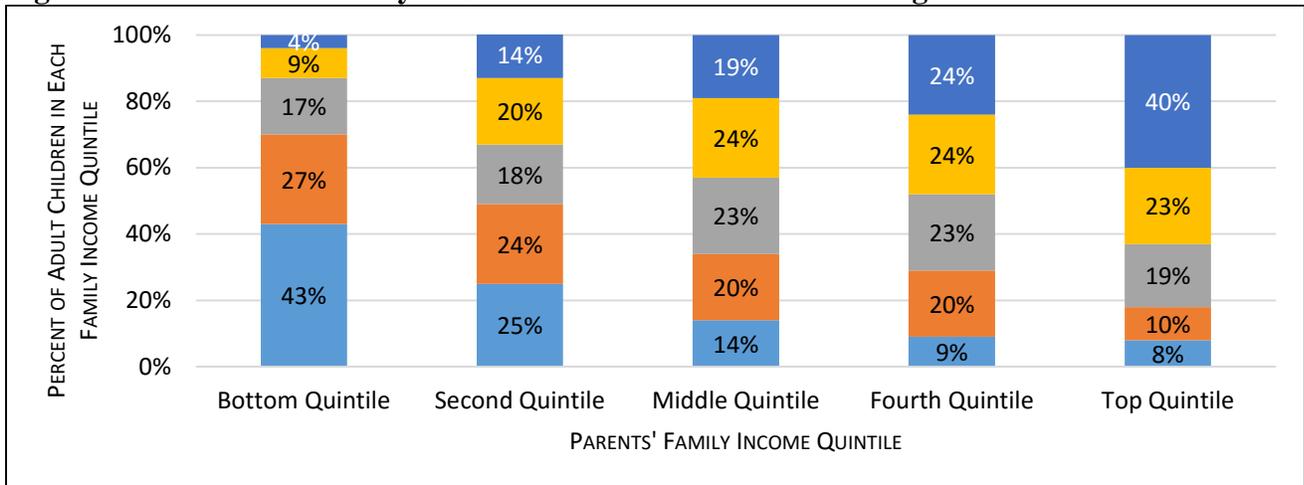
<sup>76</sup> Table B25003I "Tenure (Hispanic or Latino Household)" City of Boulder 2011-2015, accessed Jan. 10, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>77</sup> "Changes in U.S. Family Finances from 2010 to 2013: Evidence from the Survey of Consumer Finances," modified September 2014, <https://www.federalreserve.gov/pubs/bulletin/2014/pdf/scf14.pdf>.

<sup>78</sup> "Location Affordability Index," accessed Feb. 24, 2017, <http://www.locationaffordability.info/lai.aspx>.

<sup>79</sup> "Pursuing the American Dream: Economic Mobility Across Generations," modified July 2012, [http://www.pewtrusts.org/~media/legacy/uploadedfiles/wwwpewtrustsorg/reports/economic\\_mobility/pursuingamericanreampdf.pdf](http://www.pewtrusts.org/~media/legacy/uploadedfiles/wwwpewtrustsorg/reports/economic_mobility/pursuingamericanreampdf.pdf).

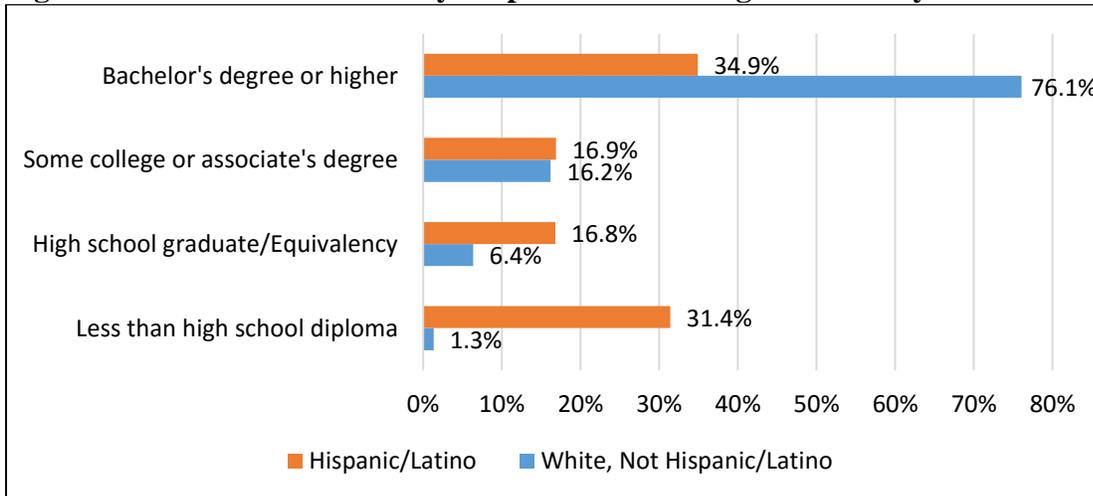
**Figure 23: Economic Mobility of Children Based on Parent Earnings**



*Education, Jobs and Earnings*

The potential for multi-generational effects from poverty and lack of educational achievement are particularly evident among Boulder’s Hispanic/Latino residents. Overall, more than 70 percent of Boulder’s residents age 25 and older had attained a bachelor’s degree or higher, but a disparity exists in level of education for Hispanic/Latino residents.<sup>80</sup> See Figure 24.

**Figure 24: Level of Education by Hispanic/Latino Origin in the City of Boulder<sup>81,82</sup>**



<sup>80</sup> Table S1501 “Educational Attainment” City of Boulder 2011-2015, accessed Jan. 4, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>81</sup> Table C150021I “Sex by Educational Attainment for the Population 25 Years and Over (Hispanic or Latino) City of Boulder 2011-2015, accessed Jan. 4, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>82</sup> Table C15002H “Sex by Educational Attainment for the Population 25 Years and Over (White Alone, Not Hispanic or Latino)” City of Boulder 2011-2015, accessed Jan. 4, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

A disparity exists for the community's Hispanic/Latino population around earnings as well. Median earnings for Boulder's Hispanic/Latino residents are half of what white, not Hispanic/Latino residents earn at \$31,056<sup>83</sup> and \$63,282,<sup>84</sup> respectively.

Residents with a lower level of education may lack the training and knowledge to fill well-paid local jobs. A bachelor's degree was the minimum required education level on 41 percent of job openings advertised online in Boulder County in April 2017.<sup>85</sup>

Income is a determinant of health and well-being. Those with lower incomes are more likely to suffer chronic conditions, to require the use of health services and to experience mental health issues.

#### *Initiatives and Programs to Address Poverty*

Poverty and affordability are core issues that have an impact on all aspects of daily life. At the federal level, key initiatives and programs such as the Earned Income Tax Credit, Medicaid and the Supplemental Nutrition Assistance Program have been instrumental in providing a safety net. These programs have demonstrated value in helping improve employment rates for parents, which in turn has long term benefits for their children including better school performance and higher earnings as adults. Additional research supports the premise that simple programs that provide direct cash in the hands of individuals and families can provide positive outcomes with low administrative costs.<sup>86</sup> Beyond providing financial assistance, best practices to assist those living in or near poverty include employment assistance<sup>87</sup> and education programs.<sup>88</sup> Improving an individual or family's financial outlook can have positive impacts by reducing intergenerational poverty, increasing resilience and preventing a costly slide into homelessness.

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<sup>83</sup> Table B20017I "Median Earnings in the Past 12 Months (in 2015 Inflation-Adjusted Dollars) by Sex by Work Experience in the Past 12 Months for the Population 16 Years and Over with Earnings (Hispanic or Latino)" City of Boulder 2011-2015, accessed Jan. 10, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>84</sup> Table B20017H "Median Earnings in the Past 12 Months (in 2015 Inflation-Adjusted Dollars) by Sex by Work Experience in the Past 12 Months for the Population 16 Years and Over with Earnings in the Past 12 Months (White Alone, not Hispanic or Latino)" City of Boulder 2011-2015, accessed Jan. 10, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>85</sup> "Summary Area Profile for Boulder County, CO," accessed April 24, 2017, <https://www.colmigateway.com/vosnet/Default.aspx>.

<sup>86</sup> "Various Supports for Low-Income Families Reduce Poverty and Have Long-Term Positive Effects on Families and Children," modified July 30, 2013, <http://www.cbpp.org/research/various-supports-for-low-income-families-reduce-poverty-and-have-long-term-positive-effects>.

<sup>87</sup> "Work, Education and Income," accessed May 22, 2017, <http://www.aecf.org/work/economic-opportunity/work-education-and-income/>.

<sup>88</sup> "Strategy for Assuring Financial Empowerment (SAFE) Report), modified 2015, <https://www.treasury.gov/resource-center/financial-education/Documents/2015%20SAFE%20Report.pdf>.

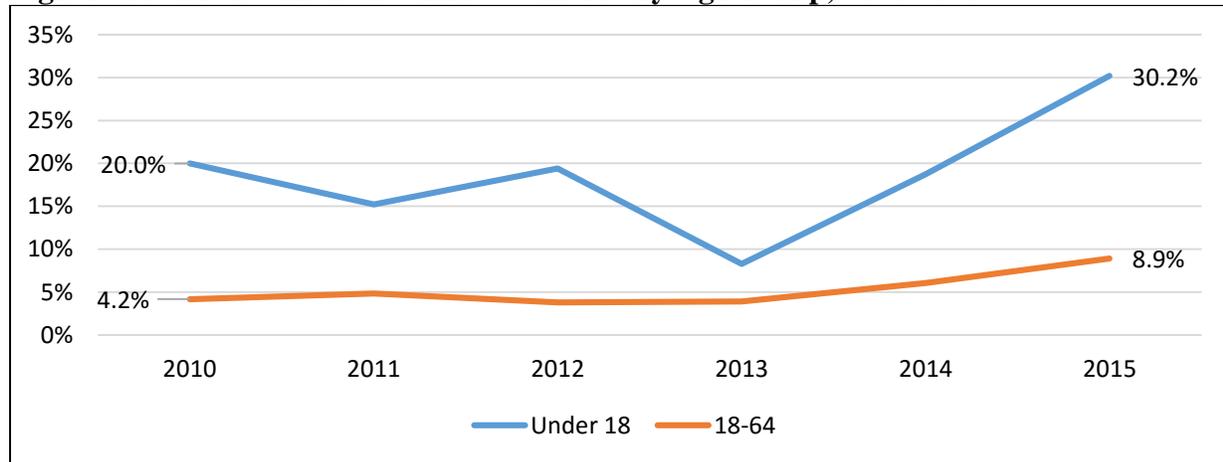
## Health and Well-being

The department identified specific issues related to individual and community health and well-being which includes access and affordability of healthcare, including physical, mental, and oral healthcare services as well as appropriate insurance coverage, substance use services, availability of nutritious food and physical activity.

### Health Insurance Coverage

Since the enactment of the Patient Protection and Affordable Care Act (ACA) in 2010, health insurance coverage has expanded dramatically in Boulder, with public insurance accounting for much of the increase. Colorado was one of 32 states, along with the District of Columbia, to expand Medicaid coverage. Now more than 30 percent of Boulder’s children and youth and approximately 9 percent of adults age 18-64 are covered by CHP+ or Medicaid. **See Figure 25.**

**Figure 25: Public Insurance Rates in Boulder by Age Group, 2010-2015<sup>89</sup>**



Nearly 98 percent of Boulder’s residents have some insurance coverage. A disproportionate number of those who remain uninsured are Hispanic/Latino.<sup>90</sup> **See Figure 26.** Additionally, Boulder residents earning between 138 and 199 percent FPG are uninsured at higher rates than other income brackets. **See Figure 27.**

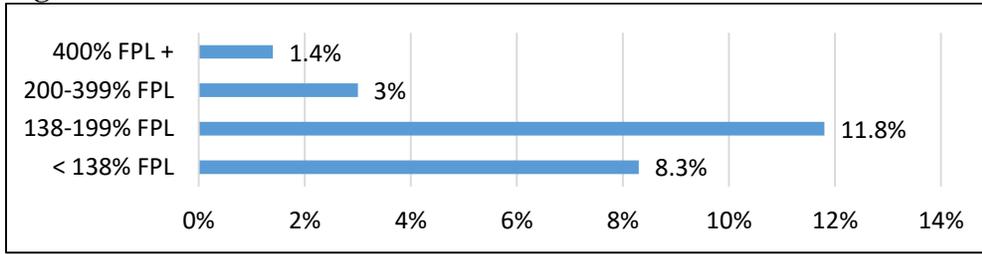
**Figure 26: Health Coverage in White and Hispanic/Latino Populations in Boulder**

	2010	2014	2015
White alone, Not Hispanic/Latino	92.4%	95.1%	97.2%
Hispanic/Latino	61.1%	79.1%	86.1%

<sup>89</sup> Table B27003 “Public Health Insurance Status by Sex by Age” City of Boulder 2010 through 2015, accessed March 1, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>90</sup> Table S2701 “Selected Characteristics of Health Insurance Coverage in the United States” City of Boulder 2010 & 2015, accessed March 1, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

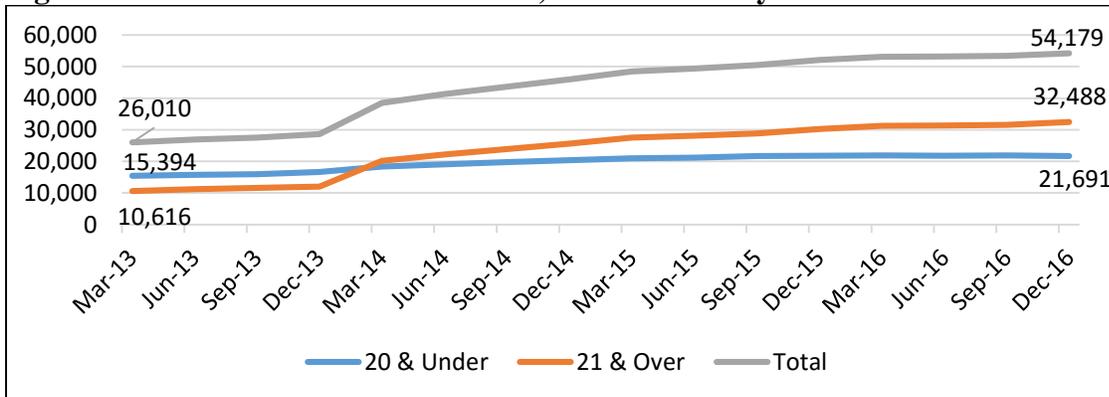
**Figure 27: Uninsured Rates for Boulder Residents at Different Income Levels<sup>91</sup>**



People with lower incomes search out low-cost insurance plans, which often have higher deductibles and limited coverage. These types of insurance plans mean more out-of-pocket spending resulting in higher underinsurance rates. The Colorado Health Institute estimates that 15.9 percent of residents in Boulder and Broomfield counties are underinsured.<sup>92,93</sup>

Before the ACA, single adults and parents earning at or below 138 percent FPG were ineligible for public insurance. In January 2014, Colorado expanded Medicaid coverage through the ACA to include more adults and former foster kids up to age 26.<sup>94</sup> See Figure 28.

**Figure 28: Medicaid Member Caseload, Boulder County<sup>95</sup>**



While Medicaid enrollment increased, the number of providers accepting Medicaid did not increase proportionally with enrollment. Residents with insurance coverage could have difficulty seeing a provider. As of June 2017, 35 family practice physicians were accepting Medicaid and only 25 were accepting new patients. None of the 25 family practice physicians accepting new patients listed Spanish as a language option.<sup>96</sup>

<sup>91</sup> Table S2701 “Selected Characteristics of Health Insurance Coverage in the United States” City of Boulder 2015, accessed March 1, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>92</sup> “Colorado Health Access Survey Data: Health Statistics Region 16 – Boulder and Broomfield Counties,” accessed Nov. 17, 2016, <http://www.coloradohealthinstitute.org/data>.

<sup>93</sup> Underinsurance estimates are not readily available at the city level.

<sup>94</sup> “Colorado Medicaid Expansion,” modified March 2017, <https://www.colorado.gov/pacific/sites/default/files/Medicaid%20Expansion%20Overview.pdf>.

<sup>95</sup> “Premiums, Expenditures, and Caseload Reports,” accessed Jan. 15, 2017, <https://www.colorado.gov/hcpf/premiums-expenditures-and-caseload-reports>.

<sup>96</sup> “Health First Colorado”, accessed June 2017, <https://www.healthfirstcolorado.com/find-doctors/>.

*Oral Health*

Poor oral health care has been linked to many chronic diseases including diabetes and heart disease. According to the Colorado Health Access Survey, approximately 35 percent of Boulder and Broomfield County residents do not have dental insurance. Only 75.9 percent of respondents report visiting a dentist in the 12 months prior to the survey and 9.4 percent reported that their oral health was poor or fair.<sup>97</sup>

Boulder residents who rely upon public health insurance coverage can still be limited in access to dental care services by cost and limited provider options. The limit on the annual dental benefit through Health First Colorado is \$1,000 and enrollees may be responsible for any additional charge above the coverage cap.<sup>98</sup> As of April 2017, only 29 dentists accepted Medicaid in Boulder and only 14 dentists were accepting new patients. Only one practice of the 14 accepting new patients listed Spanish as a language option.<sup>99</sup>

*Substance Use*

Substance use during childhood or adolescence poses a greater risk of long-term health issues.<sup>100</sup> Youth who start using marijuana, alcohol or other drugs may be more likely to continue using later in life.<sup>101</sup> In 2015, 3.9 percent of all BVSD high school students, including 5.5 percent of male students and 7.5 percent of Hispanic students, reported trying marijuana before the age of 13. More than 22 percent of BVSD high school students reported that they had participated in binge drinking (consuming five or more drinks in a row) in the previous 30 days. Many students reported engaging in risky decision-making involving alcohol or drug use, including operating vehicles following drug or alcohol consumption, or riding in vehicles driven by people who had used substances. See **Figure 29**.

**Figure 29: BVSD High School Students Alcohol and Marijuana Use While Driving, 2015<sup>102</sup>**

	Alcohol	Marijuana
Rode one or more times during the past 30 days in a vehicle driven by someone who had used...	13.2%	20.1%
In past 30 days, drove after they had used...	6.2%	12.6%

Perceptions of harm for marijuana use decrease as students age: 69.5 percent of 9<sup>th</sup> grade students but only 32.7 percent of 12<sup>th</sup> grade students think people who use marijuana regularly

<sup>97</sup> “Colorado Health Access Survey Data: Health Statistics Region 16 – Boulder and Broomfield Counties,” accessed Nov. 17, 2016, <http://www.coloradohealthinstitute.org/data>.

<sup>98</sup> “Health First Colorado Benefits and Services,” accessed Jan. 15, 2017, <https://www.healthfirstcolorado.com/benefits-services/>.

<sup>99</sup> “Health First Colorado”, accessed April 2017, <https://www.healthfirstcolorado.com/find-doctors/>.

<sup>100</sup> “Age of Substance Use Initiation among Treatment Admissions Aged 18 to 30,” modified July 17, 2014, [https://www.samhsa.gov/data/sites/default/files/WebFiles\\_TEDS\\_SR142\\_AgeatInit\\_07-10-14/TEDS-SR142-AgeatInit-2014.pdf](https://www.samhsa.gov/data/sites/default/files/WebFiles_TEDS_SR142_AgeatInit_07-10-14/TEDS-SR142-AgeatInit-2014.pdf).

<sup>101</sup> “Effects on Youth,” accessed June 15, 2017, <https://www.colorado.gov/pacific/marijuana/effects-youth>.

<sup>102</sup> “2015 Boulder Valley School District High School Results,” modified July 20, 2016, <https://assets.bouldercounty.org/wp-content/uploads/2017/03/hkcs-2015-bvsvd-hs-tables-v1.pdf>.

have moderate or great risk of harming themselves.<sup>103</sup> Youth who use marijuana regularly are more likely to have a challenging time learning, problems remembering and lower math and reading scores.<sup>104</sup>

Many young adults in Boulder also struggle with challenges around substance use. The second largest group of Boulder County residents who are IV drug users seeking substance use treatment are those aged 17 to 24.<sup>105</sup>

In addition to concerns about youth and young adults, substance use in Boulder is concerning because of the types of substances being used. Although city-specific data is unavailable, the Colorado Office of Behavioral Health reported that heroin eclipsed marijuana and methamphetamine as the second highest drug of choice for Boulder County residents admitted for substance use disorder treatment in fiscal years (FY) 2014 and 2015. Alcohol was the primary drug for 62.3 percent of Boulder County residents who sought treatment for substance use in 2015.

Among Boulder County residents who sought treatment in FY 2014-2015, most admissions were men (65.1 percent) and most were between 18-34 years of age (59.3 percent). Methamphetamine and heroin use trend slightly more toward younger age groups, with 67.5 percent of methamphetamine users and 83.3 percent of heroin users under age 35. Most IV drug users are 25-34 years old.<sup>106</sup>

Since 2000, the rate of death from drug overdoses in the U.S. has increased 137 percent, including a 200 percent increase in the rate of overdose deaths involving opioids.<sup>107</sup> Heroin-related deaths more than tripled between 2010 and 2015, with 12,989 heroin deaths in 2015.<sup>108</sup> In Boulder County 75 deaths were either alcohol- or drug-induced in 2015.<sup>109</sup> **See Figure 30.**

**Figure 30: Drug- or Alcohol-Induced Deaths in Boulder County, 2015**

	15-24 Years	25-44 Years	45-64 Years	65+ Years
Drug-Induced	3	16	16	5
Alcohol-Induced	1 or 2	8	19	7

Substance use disorder treatment can be provided in inpatient or outpatient settings, depending on the specific needs of the individual and variables such as the type of substance used, severity

<sup>103</sup> “2015 Boulder Valley School District High School Results,” modified July 20, 2016, <https://assets.bouldercounty.org/wp-content/uploads/2017/03/hkcs-2015-bvsvd-hs-tables-v1.pdf>.

<sup>104</sup> “Youth and Marijuana,” modified Aug.31, 2015, [https://www.colorado.gov/pacific/sites/default/files/MJ\\_RMEP\\_Factsheet-Youth-and-MJ.pdf](https://www.colorado.gov/pacific/sites/default/files/MJ_RMEP_Factsheet-Youth-and-MJ.pdf).

<sup>105</sup> This appendix uses data compiled by the State of Colorado - Office of Behavioral Health Evaluation Services.

<sup>106</sup> This appendix uses data compiled by the State of Colorado - Office of Behavioral Health Evaluation Services.

<sup>107</sup> “Increase in Drug and Opioid Overdose Deaths – United States, 2000-2014,” modified Jan. 1, 2016, <https://www.cdc.gov/mmwr/preview/mmwrhtml/mm6450a3.htm>.

<sup>108</sup> “Understanding the Epidemic,” accessed March 1, 2017, <https://www.cdc.gov/drugoverdose/epidemic/index.html>.

<sup>109</sup> “Mortality Data – State and County Birth and Death Summary Tables,” accessed Dec. 8, 2016, [https://drive.google.com/file/d/0B\\_NVoyuCWvHvoY1FvRHZ4MmkwNmc/view](https://drive.google.com/file/d/0B_NVoyuCWvHvoY1FvRHZ4MmkwNmc/view).

of the disorder, co-occurring conditions and the preferences of the individual.<sup>110</sup> For example, some detoxification programs can be as short as three days and methadone maintenance can last up to a year or longer. Treatment usually involves a combination of interventions including the use of medications, counseling and recovery support systems such as community recovery groups.<sup>111</sup>

In Boulder, several facilities offer a variety of outpatient services, but inpatient services are limited to only two locations.<sup>112</sup> Benefits of inpatient treatment include a stable environment, around the clock support and reduced risk of relapse.

Cost is another variable that impacts treatment. Exact costs are difficult to pin down, because the level of services provided can vary dramatically. At one end of the scale are minimum outpatient programs where an individual sees a patient a few times a week, and at the other end are “luxury” centers. Costs for outpatient services range from \$1,000 to \$10,000. Residential programs range from a few thousand dollars to more than \$80,000.<sup>113,114</sup> For each dollar spent on treatment, an average of \$7 is saved in benefits (decreased crime, increased employment, and fewer medical expenses).<sup>115</sup>

Treatment and recovery are at the far end of the substance use care continuum. Prevention efforts are the most cost-effective solution for substance use. Effective prevention programs use the following principles: enhance protective factors, reduce risk factors, address all forms of drug abuse, and address risks specific to populations to improve program effectiveness.<sup>116</sup>

### *Mental Health*

Mental health is a significant concern for Boulder residents who face many of the same challenges as residents of other cities with access, affordability and disparities. A significant number of BVSD high school students reported that their mental health was not good on one or more days during the previous 30 days.

- 68.4 percent reported that their mental health was not good on one or more days during the previous 30 days.

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<sup>110</sup> “Facing Addiction in America,” accessed May 18, 2017,

<https://addiction.surgeongeneral.gov/surgeon-generals-report.pdf>

<sup>111</sup> “A Detailed Guide to Drug Rehab Costs Without Insurance,” accessed May 18, 2017,

<https://www.therecoveryvillage.com/insurance/guide-drug-rehab-without-insurance/>

<sup>112</sup> “Linking Care,” accessed May 17, 2017,

<http://linkingcare.org/>

<sup>113</sup> “Tips for Paying for Addiction Treatment in Colorado,” accessed May 18, 2017,

<https://www.aspenridgerecovery.com/blog/tips-paying-addiction-treatment-colorado/>

<sup>114</sup> “A Detailed Guide to Drug Rehab Costs Without Insurance,” accessed May 18, 2017,

<https://www.therecoveryvillage.com/insurance/guide-drug-rehab-without-insurance/#gref>.

<sup>115</sup> “Substance Abuse Treatment Benefits and Costs,” modified May 2007,

<http://www.rwjf.org/en/library/research/2007/05/substance-abuse-treatment-benefits-and-costs.html>

<sup>116</sup> “Lessons from Prevention Research,” accessed Dec. 1, 2016,

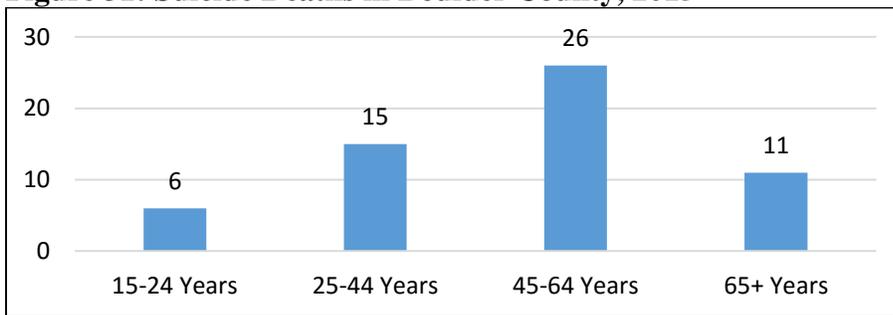
<https://www.drugabuse.gov/publications/drugfacts/lessons-prevention-research>

- 98.2 percent of GLB students reported that their mental health was not good on one or more days.<sup>117</sup>

Mental health is also a concern for Boulder’s adult population. Eleven percent of Boulder County adults reported being in poor mental health,<sup>118</sup> while 13 percent of Boulder County’s Medicare population reported having depression.<sup>119</sup>

For those seeking treatment in Boulder County, the top two mental health diagnoses are mood disorders (depressive and bipolar) at 28.1 percent and PTSD at 11.7 percent.<sup>120</sup> When mental health issues are left untreated, one outcome can be suicide. Boulder County reported a rate of 16 suicide deaths/100,000 residents.<sup>121</sup> **See Figure 31.**

**Figure 31: Suicide Deaths in Boulder County, 2015<sup>122</sup>**



With an increase in Medicaid enrollees locally, there continues to be a community shortage of providers and prescribers. In addition, inflexible insurance plans with limited coverage, limited provider availability and lack of substance use treatment increase the difficulty of accessing treatment. A community mental health assessment identified gaps and barriers including incarceration instead of treatment and transitions, difficulty accessing services in a timely manner, high costs of services, limited support and curriculum in schools and stigma.<sup>123</sup>

<sup>117</sup> “2015 Boulder Valley School District High School Results,” modified July 20, 2016, <https://assets.bouldercounty.org/wp-content/uploads/2017/03/hkcs-2015-bvsvd-hs-tables-v1.pdf>.

<sup>118</sup> “Adults in Poor Mental Health,” accessed Feb. 28, 2017, <http://www.bouldercountyhealthcompass.org/index.php?module=indicators&controller=index&action=dashboard&id=83016508866993327&card=0&localeId=302>.

<sup>119</sup> “Depression: Medicare Population,” accessed Feb. 28, 2017, <http://www.bouldercountyhealthcompass.org/index.php?module=indicators&controller=index&action=dashboard&id=83016508866993327&card=0&localeId=302>.

<sup>120</sup> This appendix uses data compiled by the State of Colorado-Office of Behavioral Evaluation Services.

<sup>121</sup> “Improve Mental Health,” accessed Feb. 6, 2017, <http://www.bouldercountyhealthcompass.org/index.php?module=indicators&controller=index&action=dashboard&id=83016508866993327&card=0&localeId=302>.

<sup>122</sup> “Mortality Data – State and County Birth and Death Summary Tables,” accessed Dec. 8, 2016, [https://drive.google.com/file/d/0B\\_NVoyuCwHvoY1FvRHZ4MmkwNmc/view](https://drive.google.com/file/d/0B_NVoyuCwHvoY1FvRHZ4MmkwNmc/view).

<sup>123</sup> “Community of Hope: Mental Health Community Assessment,” modified July 2016, <https://assets.bouldercounty.org/wp-content/uploads/2017/02/community-of-hope-assessment-2016.pdf>.

*Addressing Access and Affordability*

The [U.S. Office of Disease Prevention and Health Promotion](#) has recommended access to health care to achieve health equity. Access and affordability of health services, substance use treatment, nutritious food and physical activity can impact an individual's health. A considerable number of people in Boulder remain uninsured post-ACA. Best practices around health and well-being include increasing access to physical, mental<sup>124</sup> and oral health<sup>125</sup> and substance use services,<sup>126</sup> including prevention and treatment. Addressing basic health needs, like food access, is a building block of long-term health. Programs that focus on the causes of health inequities are a best practice to serve those who may not typically have sufficient access due to low income and other barriers.<sup>127</sup>

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<sup>124</sup> "Access to Health Services," accessed Jan. 4, 2017, <https://www.healthypeople.gov/2020/topics-objectives/topic/Access-to-Health-Services>.

<sup>125</sup> "Oral Health," accessed Jan. 4, 2017, <https://www.healthypeople.gov/2020/topics-objectives/topic/oral-health>.

<sup>126</sup> "Substance Use," accessed Jan. 4, 2017, <https://www.healthypeople.gov/2020/topics-objectives/topic/substance-abuse>.

<sup>127</sup> "National Prevention Strategy: Elimination of Health Disparities," accessed Jan. 4, 2017, <https://www.surgeongeneral.gov/priorities/prevention/strategy/health-disparities.pdf>.

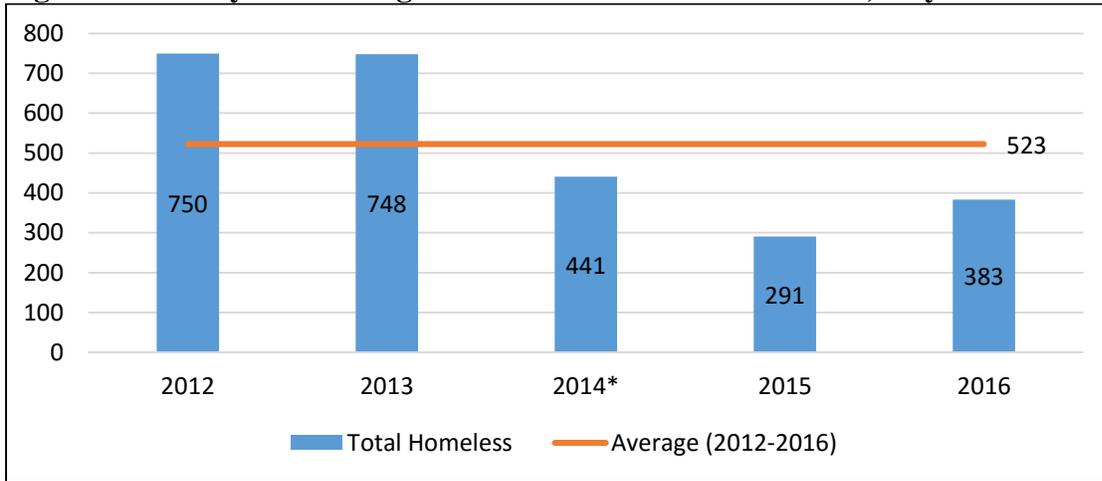
## Homelessness

Homelessness continues to be one of Boulder’s most visible and important human services challenges. Homelessness is fundamentally an issue of poverty and lack of ability to remain financially self-sufficient. Many in Boulder struggling with affordability need assistance to have their basic needs met and reach self-sufficiency.

### *Estimates of Those Experiencing Homelessness*

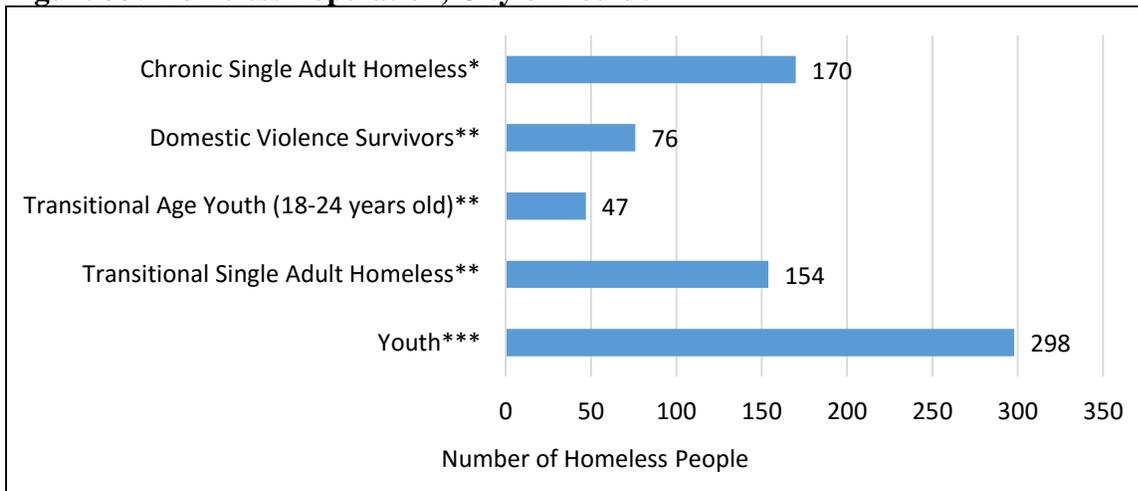
According to Point-in-Time (PIT) estimates, approximately 500 people experience homelessness in Boulder on any given night. Homeless population counts are difficult, however, and the exact number of people experiencing homelessness in Boulder is unknown. **See Figure 32.**

**Figure 32: Yearly and Average Homeless Count – All Homeless, City of Boulder<sup>128</sup>**



A number of populations experience homelessness in Boulder. There may be some overlap between populations displayed in **Figure 33.**

**Figure 33: Homeless Population, City of Boulder**



\*2016 PIT and CoC Permanent Supportive Housing Study; \*\*2016 PIT; \*\*\*2015-2016 McKinney-Vento

<sup>128</sup> Metro Denver Homelessness Initiative staff, emails to author, 2012-2016.

*Reported Reasons for Homelessness*

According to 2016 PIT data, the inability to pay rent or mortgage was the most frequently reported reason for homelessness. See **Figure 34**.

**Figure 34: Top Reported Reasons for Homelessness, City of Boulder, 2016**<sup>129</sup>

	Families with Children	All Homeless
Unable to pay rent/mortgage	58%	31%
Asked to leave	40%	18%
Relationship problems or family break-up	27%	19%
Abuse or violence in the home	27%	18%
Bad credit	25%	14%
Lost job/couldn't find work	15%	29%
Alcohol or substance abuse problems	5%	22%
Mental illness	4%	21%

*Risk Factors*

Risk factors associated with homelessness for children and adults can be used to predict and prevent homelessness. For families, extreme poverty is the strongest predictor of homelessness. Female-headed households and teen parent family structures are at significant risk of homelessness. For adults, risk factors include race, being extremely low-income, aged 50-64, disruptive events in youth, substance use, psychiatric disorders, prior history of homelessness and physical health.<sup>130</sup> Lack of affordable housing is another contributing risk factor, especially for families spending more than 50 percent of their income on housing.<sup>131</sup>

*Demographic Information for Homeless Defendants*

Boulder’s Municipal Court extracted data for citations issued to homeless defendants from Jan. 1, 2010, through Mar. 13, 2017. Most homeless defendants were between 20 and 29 years of age and most were male. Over 50 percent of homeless violators aged 30 and over were Colorado residents. For those under 30, only 32 percent of the homeless violators were Colorado residents. Camping citations were highest in the summer months when local emergency sheltering options were not available. Those aged 20 to 29 years received the greatest proportion of camping violations.<sup>132</sup>

*Service Utilization*

In 2016, approximately one-fifth of single adults experiencing homelessness in Boulder were moderate or heavy users of local day shelter. The moderate and heavy users accounted for nearly 80 percent of all interactions. Similar trends were seen in night shelter data. See **Figures 35 and 36**.

<sup>129</sup> Metro Denver Homelessness Initiative staff, emails to author, 2016.

<sup>130</sup> “Homelessness – Risk Factors for Homelessness,” accessed Jan. 16, 2017, <http://medicine.jrank.org/pages/831/Homelessness.html>.

<sup>131</sup> “Effects of Poverty, Hunger and Homelessness on Children and Youth,” accessed Jan. 16, 2017, <http://www.apa.org/pi/families/poverty.aspx>.

<sup>132</sup> “Information Item: Homeless Demographic Data and Homeless Navigator Update,” modified May 11, 2017, <https://documents.bouldercolorado.gov/weblink8/0/doc/142352/Electronic.aspx>.

**Figure 35: Number of Clients by Level of Service Utilization – Day Shelter (DS) and Community Table (CT) 2016<sup>133</sup>**

Type of User	Heavy	Moderate	Light
Definition	120-271 Interactions	15-118 Interactions	14 or Fewer Interactions
Unique Persons	27	382	1,484
% of Total Client Population	1.4%	20.2%	78.4%
DS and CT Interactions	4,524	14,949	5,174
% of Total Interactions	18%	61%	21%

Light users, which constituted 77 percent of the single adult homeless clients at Boulder night shelters, spent an average of eight nights each in 2015. **See Figure 36.**

**Figure 36: Boulder Night Shelter Data Trends – 2015<sup>134</sup>**

Type of User	Heavy	Moderate	Light
% of Total Client Population	3%	20%	77%
Unique Persons	71	454	1,811
Cumulative Nights at BSH+BOHO	18,360	37,839	14,878
% Cumulative Nights	26%	53%	21%
Definitions (# of Nights)	193 to 348/person	35 to 192/person	1 to 34/person
Avg. # of Shelter Nights	261	80	8

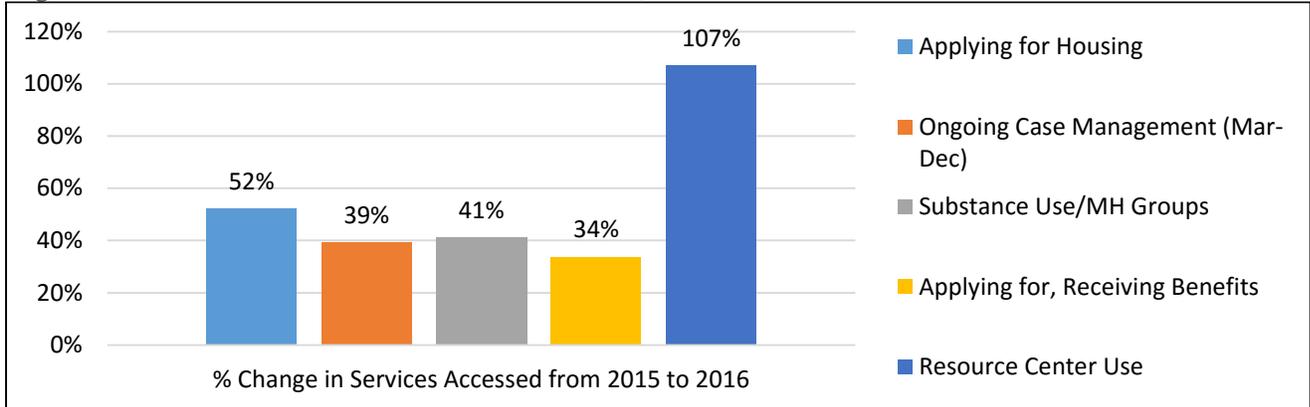
While service utilization is not a measure of need or residency, it is a proxy for these characteristics. This information suggests that approximately 400-500 single adults have higher support needs to exit homelessness, and are more likely to be long-term Boulder residents. Some light users may have higher needs, but seldom interact with the service system.

Service integration improved locally with the formation of Boulder Homeless Services Collaborative (BHSC), a partnership between Boulder Shelter for the Homeless, Bridge House and Boulder Outreach for Homeless Overflow in 2016. Collaboration between BHSC, the city and the county has led to progress on system goals. Progress achieved included service provider data integration and an increased number of clients moving beyond emergency shelter to engagement in long-term, sustainable services. **See Figure 37.**

<sup>133</sup> Bridge House staff, emails to author, 2016.

<sup>134</sup> “City of Boulder Department of Human Services: Strategic Framework: Emergency Homeless Services & Systems Analysis,” modified May 16, 2017, [https://www-static.bouldercolorado.gov/docs/2017\\_05\\_16\\_Agenda\\_Packet\\_final-1-201705111550.pdf?\\_ga=2.209519698.1326150127.1495140387-1140698641.1484178954](https://www-static.bouldercolorado.gov/docs/2017_05_16_Agenda_Packet_final-1-201705111550.pdf?_ga=2.209519698.1326150127.1495140387-1140698641.1484178954).

**Figure 37: Resource Center Service Utilization, 2015 to 2016<sup>135</sup>**



*Adverse Effects*

Childhood homelessness can have lifelong consequences. A quarter of homeless children have witnessed violence and 22 percent have been separated from their families. Half of school-age homeless children experience problems with depression and anxiety. Homeless children are twice as likely to have a learning disability, repeat a grade or be suspended from school.<sup>136</sup>

*Preventing and Addressing Homelessness*

Homelessness prevention focuses on housing retention through subsidies and rapid rehousing.<sup>137</sup> Homeless or at-risk individuals and families may have vastly different experiences; therefore, a continuum of services is recommended to address homelessness and the varying needs of those experiencing it.<sup>138</sup> Coordinated entry, as part of a homeless service system, improves outcomes by increasing efficiency and avoiding duplication of services.<sup>139</sup> National best practices and policy focus on key themes of housing, support services and system improvements. The [United States Interagency Council on Homelessness](#) recommends a comprehensive response to the issue of homelessness to be effective in preventing or shortening the duration of episodes of homelessness. Permanent housing is a key component of programs that successfully address homelessness. Permanent supportive housing (PSH) gives those who are chronically homeless an opportunity to move into housing without meeting some requirements for entry, including sobriety. Local data show an average cost-savings of \$31,545 over two years when a chronically homeless individual moved to PSH.<sup>140</sup> Approximately 68 percent of chronically homeless individuals placed in PSH programs locally remain in housing after two years.<sup>141</sup>

<sup>135</sup> Boulder Homeless Services Collaborative, email to author, Jan. 13, 2017.

<sup>136</sup> “Effects of Poverty, Hunger and Homelessness on Children and Youth,” accessed Jan. 16, 2017, <http://www.apa.org/pi/families/poverty.aspx>.

<sup>137</sup> Opening Doors: Federal Strategic Plan to Prevent and End Homelessness,” modified June 2015, [https://www.usich.gov/resources/uploads/asset\\_library/USICH\\_OpeningDoors\\_Amendment2015\\_FINAL.pdf](https://www.usich.gov/resources/uploads/asset_library/USICH_OpeningDoors_Amendment2015_FINAL.pdf).

<sup>138</sup> “Family Options Study: 3-Year Impacts of Housing and Services Interventions for Homeless Families,” modified October 2016, <https://www.huduser.gov/portal/sites/default/files/pdf/Family-Options-Study-Full-Report.pdf>.

<sup>139</sup> “Coordinated Entry Policy Brief,” modified February 2015, <https://www.hudexchange.info/resources/documents/Coordinated-Entry-Policy-Brief.pdf>.

<sup>140</sup> “Denver Housing First Collaborative: Cost Benefit Analysis and Program Outcomes Report,” modified Dec. 11, 2006, [https://shnny.org/uploads/Supportive\\_Housing\\_in\\_Denver.pdf](https://shnny.org/uploads/Supportive_Housing_in_Denver.pdf).

<sup>141</sup> Boulder Shelter for the Homeless staff, email message to author, December 2016.

## Inclusive and Welcoming Community

Fostering an inclusive and welcoming community in Boulder is important because the community benefits when people with diverse experiences have a voice at the table. The City of Boulder has demonstrated this as a community value through the establishment of the Human Rights Ordinance in 1972 and the continued strengthening of the language in subsequent years to increase civic inclusion and protect against discrimination. Data show there is room for improvement, as residents' feelings of inclusion differ based on several factors including race and ethnicity, income level, sexual orientation and physical and mental ability. Real or perceived discrimination is connected to and can influence a person's health, economic status and ability and desire to age in the community.

Boulder is more affluent and less racially and ethnically diverse than statewide averages. See **Figure 38**. In 2015, Boulder's median family income was \$105,034,<sup>142</sup> while Colorado's was \$74,826.<sup>143</sup>

**Figure 38: Race and Ethnicity in Boulder, 2015<sup>144</sup>**

Race*/Ethnicity	Boulder	Colorado
<b>White</b>	82.4%	69.1%
<b>Black or African-American</b>	1%	3.9%
<b>American Indian or Alaska Native</b>	0.1%	0.5%
<b>Asian</b>	5%	2.8%
<b>Native Hawaiian or Other Pacific Islander</b>	0.1%	0.1%
<b>Some Other Race</b>	0.1%	0.2%
<b>Two or More Races</b>	2.7%	2.3%
<b>Hispanic/Latino</b>	8.6%	21.1%

\*Race figures do not include those who identify as Hispanic/Latino.

### *Residents Living with a Disability*

Nationally, discrimination based on a disability has imposed significant economic and social costs.<sup>145</sup> Numerous studies link living with a disability to educational and health disparities, which can lead to lower earning potential, poverty and decreased work opportunities. This cycle can ultimately lead to homelessness.<sup>146</sup> Approximately 7 percent of Boulder's residents report

<sup>142</sup> Table S1903 "Median Income in the Past 12 Months (In 2015 Inflation-Adjusted Dollars)" City of Boulder 2011-2015, accessed April 7, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>143</sup> Table S1903 "Median Income in the Past 12 Months (In 2015 Inflation-Adjusted Dollars)" Colorado 2011-2015, accessed April 7, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>144</sup> Table B03002 "Hispanic or Latino Origin by Race" City of Boulder 2011-2015, accessed Feb. 28, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>145</sup> "Americans with Disabilities Act Questions and Answers," accessed June 2, 2017, <https://www.ada.gov/archive/q&aeng02.htm>.

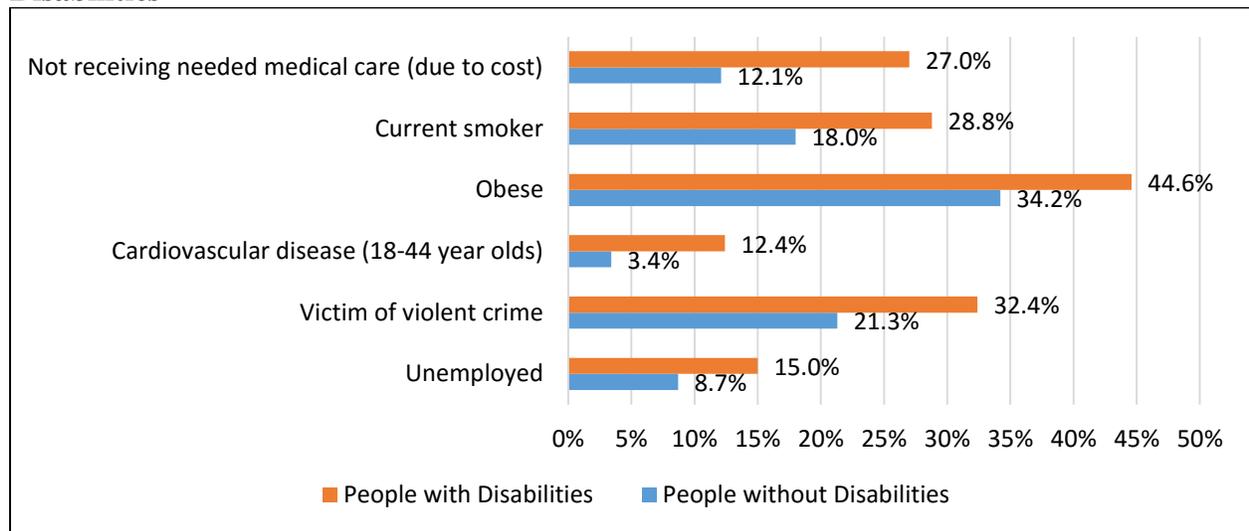
<sup>146</sup> "The Economic Costs of Exclusion and Gains of Inclusion of People with Disabilities," accessed June 2, 2017, <http://disabilitycentre.lshtm.ac.uk/files/2014/07/Costs-of-Exclusion-and-Gains-of-Inclusion-Report.pdf>.

that they are living with a disability.<sup>147</sup> The figure increases with age: 16 percent of residents age 65 to 74 and 44 percent of those age 75 years and older are living with a disability.<sup>148</sup>

Many residents living with disabilities struggle financially. Among Boulder residents age 20 to 64 who report living with a disability, 39 percent report annual income at 100 percent FPG or below.<sup>149</sup> This is nearly 14 points higher than the portion of the population 20 to 64 that does not have a disability.<sup>150</sup>

Many factors affect the health and livelihood of those living with a disability at higher rates than those without disabilities. **See Figure 39.**

**Figure 39: Factors Affecting the Health of People with Disabilities and without Disabilities**<sup>151</sup>



### *Inclusiveness for Youth*

Many youth in BVSD schools report not feeling welcomed and included. Data show that students are more likely to be teased or name-called based on their sexual orientation, race or ethnic background. **See Figures 40 and 41.**<sup>152</sup>

<sup>147</sup> The six disability/“difficulty” types captured in the census include: Hearing, Vision, Cognitive, Ambulatory, Self-care and Independent Living.

<sup>148</sup> Table S1810 “Disability Characteristics” City of Boulder 2011-2015, accessed Feb. 28, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>149</sup> Table B23024 “Poverty Status in the Past 12 Months by Disability Status by Employment Status for the Population 20 to 64 Years” City of Boulder 2011-2015, accessed Feb. 28, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>150</sup> Table B23024 “Poverty Status in the Past 12 Months by Disability Status by Employment Status for the Population 20 to 64 Years” City of Boulder 2011-2015, accessed Feb. 28, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

<sup>151</sup> “Common Barriers to Participation Experienced by People with Disabilities” accessed April 10, 2017, <https://www.cdc.gov/ncbddd/disabilityandhealth/disability-barriers.html>.

<sup>152</sup> “2015 Boulder Valley School District High School Results,” modified July 20, 2016, <https://assets.bouldercounty.org/wp-content/uploads/2017/03/hkcs-2015-bvsvd-hs-tables-v1.pdf>.

**Figure 40: Percentage of BVSD High School Students Who Have Been Teased or Name-Called Because of Their Race or Ethnic Background**

<b>Overall</b>	<b>9.8%</b>
<b>Asian</b>	25.4%
<b>Hispanic</b>	16.1%
<b>White</b>	5.3%

**Figure 41: Percentage of BVSD High School Students Who Have Been Teased or Name-Called Because of Their Perceived Sexual Orientation**

<b>Overall</b>	<b>7.4%</b>
<b>GLB</b>	35.9%
<b>Heterosexual</b>	4.9%

Disparities in protective factors and attempted suicide are present in Hispanic and GLB high school students in BVSD schools. See **Figure 42**.

**Figure 42: Characteristics of BVSD High School Students and Disparities Between Racial/Ethnic and Sexual Orientation**<sup>153</sup>

	<b>Teacher Connection*</b>	<b>Adult Connection**</b>	<b>Attempted Suicide***</b>
<b>Overall</b>	61.4%	73.9%	6.3%
<b>White</b>	65.2%	75.5%	4.8%
<b>Hispanic</b>	51.3%	74.3%	9.8%
<b>Asian</b>	61.7%	67.5%	2.7%
<b>Heterosexual</b>	63.1%	76.8%	5%
<b>GLB</b>	45%	62.3%	17.8%

\* Agree or Strongly Agree That Teachers Care About Them and Give Them a Lot of Encouragement

\*\* Have an Adult to Go to With a Serious Problem

\*\*\* Suicide Attempt One or More Times in the Past 12 Months

*Community Perceptions*

Data shows that many Boulder residents don't perceive Boulder as an inclusive and welcoming community. In 2016, 59 percent of Boulder Community Survey participants rated "openness and acceptance of the community toward people of diverse backgrounds" as "excellent" or "good."<sup>154</sup> A similar measure from the 2014 survey, "community acceptance of all people in Boulder," received an average rating of 65 out of 100 from survey participants. Data on race and ethnic relations were not collected in the 2016 survey. Race and ethnic relations received a rating of 58 out of 100 in the 2014 survey.<sup>155</sup>

<sup>153</sup> "2015 Boulder Valley School District High School Results," modified July 20, 2016, <https://assets.bouldercounty.org/wp-content/uploads/2017/03/hkcs-2015-bvbsd-hs-tables-v1.pdf>.

<sup>154</sup> "The National Citizen Survey: Boulder, CO Dashboard Summary of Findings 2016, accessed July 7, 2017, [https://www-static.bouldercolorado.gov/docs/The\\_NCS\\_Dashboard-Boulder\\_Final\\_2016-1-201612120840.pdf?\\_ga=2.118242441.1695327725.1499266349-1140698641.1484178954](https://www-static.bouldercolorado.gov/docs/The_NCS_Dashboard-Boulder_Final_2016-1-201612120840.pdf?_ga=2.118242441.1695327725.1499266349-1140698641.1484178954).

<sup>155</sup> "City of Boulder 2014 Community Survey: Report of Results," modified April 2014, [https://www-static.bouldercolorado.gov/docs/Boulder\\_Community\\_Survey\\_2014\\_Report\\_\(04-25\)-1-201405081529.pdf](https://www-static.bouldercolorado.gov/docs/Boulder_Community_Survey_2014_Report_(04-25)-1-201405081529.pdf).

A county-wide survey conducted in 2014 further explored perceptions of specific populations:

- 76 percent open to the gay and lesbian community;
- 67 percent open to families with young children;
- 60 percent open to senior citizens;
- 49 percent open to immigrants from other countries; and
- 41 percent open to racial and ethnic minorities.<sup>156</sup>

Participants in several recent forums have reported that Boulder is not accepting of all people equally, especially those from other countries and racial and ethnic minorities. A majority of respondents to the 2013 Boulder County Latino Community Assessment indicated they were discriminated against in their community because they are Latino. The survey report stated, “one of the most concerning issues...is the evidence of the many underlying problems related to poverty, white privilege and institutional racism in Boulder County.”<sup>157</sup>

The 2016/17 Community Perceptions Assessment revealed that nearly all phone (96 percent) and web survey (82 percent) respondents generally felt somewhat or very safe in the Boulder community. When asked if they had ever felt unsafe in the Boulder community during the past year, 22 percent of phone survey and 54 percent of web survey respondents indicated they had felt unsafe. Those who do not feel safe commonly cited public spaces, stores and city council meetings as locations where they felt unwelcome. Common reasons people reported for feeling unwelcome include being treated with less respect than others, comments made by others and being ignored or dismissed.

Affordability, lack of diversity and lack of services were the biggest challenges identified about living in Boulder. A predominant theme from the Community Perceptions Assessment stakeholder interviews was a lack of awareness in the Boulder community of the discrimination and exclusion that many individuals experience. Stakeholders also mentioned affordability as a major concern and felt that residents were excluded based on their income level. Listening sessions supported the interview findings. Inclusivity and belonging were associated with income inequality and affordability as well as lack of diversity.<sup>158</sup>

### *Human Rights Protection*

Boulder’s [Human Rights Ordinance](#) protects against discrimination in the areas of housing, employment and public accommodations. In 2016, the city processed 241 inquiries related to potential violations of the city’s Human Rights Ordinance, including 52 related to employment, 79 related to housing and 12 related to public accommodations. The most common basis for discrimination cited in these inquiries was national origin. In addition to the 241 inquiries processed in 2016, the city processed 12 formal complaints under the Human Rights Ordinance. Among the 12 formal complaints, disability was the most frequently cited basis for discrimination. **See Figure 43.**

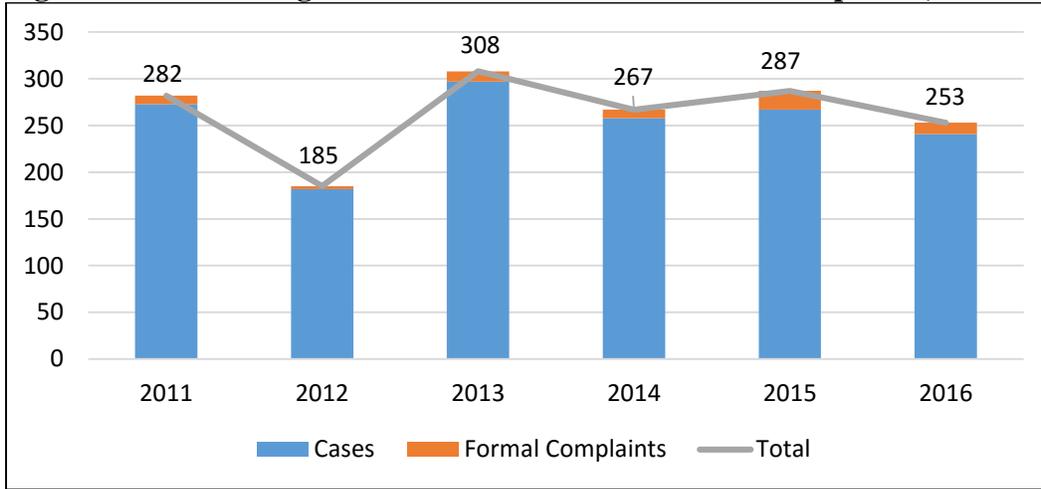
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<sup>156</sup> “The Community Foundation: 2014 Culture of Giving, Attitudes, & Awareness Report Executive Summary,” presentation given in April 2015.

<sup>157</sup> “2013 Boulder County Latino Community Assessment,” accessed Jan. 4, 2017, [http://www.latinotaskforce.org/wp-content/uploads/2016/08/lcf\\_2\\_english\\_f2.pdf](http://www.latinotaskforce.org/wp-content/uploads/2016/08/lcf_2_english_f2.pdf).

<sup>158</sup> “Community Perception Assessment of Boulder as a Safe and Inclusive Community,” modified May 2017, [https://www-static.bouldercolorado.gov/docs/2017\\_05\\_18\\_IP-1-201705180924.pdf](https://www-static.bouldercolorado.gov/docs/2017_05_18_IP-1-201705180924.pdf).

**Figure 43: Human Rights Ordinance Cases and Formal Complaints, 2011-2016**



Boulder’s [Failure to Pay Wages](#) ordinance protects people from non-payment of wages owed to them for work performed within Boulder’s city limits. The most recent year of complete data is 2015 because several 2016 cases are still pending. In 2015, the city processed 41 Failure to Pay Wages Ordinance inquiries. A total of eight Failure to Pay Wages ordinance complaints were filed in 2015, and \$17,375 in unpaid wages was recovered.<sup>159</sup>

*Opportunities*

The City of Boulder has demonstrated the goal of creating a welcome and inclusive community through a variety of actions, including the Human Rights Ordinance, but there is more work to be done. Embracing diversity involves making people feel welcome, giving a voice to minority populations, ensuring protection of human rights, enhancing connections between demographic groups and providing culturally appropriate services. Some populations in Boulder, including racial and ethnic minorities and those with a lower socioeconomic status, continue to highlight issues around inclusivity through measures at the city and county level. Research suggests that acknowledging and valuing diversity has substantial benefits for the community.<sup>160</sup> These benefits include increased academic success for children that attend more inclusive schools<sup>161</sup> and higher profits for businesses that hire more minority employees.<sup>162</sup>

<sup>159</sup> City of Boulder Human Services staff, February 2017.  
<sup>160</sup> “Serving Diverse Communities – Cultural Competency,” modified July 2007, [http://icma.org/en/icma/knowledge\\_network/documents/kn/Document/6452/Serving\\_Diverse\\_Communities\\_Cultural\\_Competency](http://icma.org/en/icma/knowledge_network/documents/kn/Document/6452/Serving_Diverse_Communities_Cultural_Competency).  
<sup>161</sup> “How Racially Diverse Schools and Classrooms Can Benefit All Students,” modified Feb. 9, 2016, <https://tcf.org/content/report/how-racially-diverse-schools-and-classrooms-can-benefit-all-students/>.  
<sup>162</sup> “Decoding Diversity: The Financial and Economic Returns to Diversity in Tech,” accessed Jan. 4, 2017, [http://www.dalberg.com/wp-content/uploads/2016/06/Diversity\\_report\\_6.20.16x.pdf](http://www.dalberg.com/wp-content/uploads/2016/06/Diversity_report_6.20.16x.pdf).

## Appendix C – Phase Two Community Engagement

### Purpose

To inform the Human Services Strategy, the department engaged in a robust, two-year process to collect and distill feedback representative of the diverse views of Boulder residents and stakeholders. Community feedback helped identify and confirm key human services issues, defined specific concerns and provided an enhanced understanding of community priorities.

### Process

The city used multiple methods to collect representative feedback from the community. With assistance from two consultants, BBC Research and Consulting and Civic Canopy, the department conducted 41 different activities from June 2015 through April 2017. The city received feedback from 71 different organizations and over 2,000 individuals. **See Figure 1.** A matrix of all community engagement activities and full list of partners is included after the staff summary. A final report by BBC Research and Consulting that provides a more robust account of community engagement is located in **Appendix D.**

**Figure 1: Community Engagement Summary**

Event format	Number of events	Number reached
Surveys	8	1,302
Facilitated focus groups	8	82
Board and commission meetings	10	64
Community organization meetings	6	108
Subject matter expert meetings	6	56
Open houses	2	105
Curbside conversations	multiple events counted as one event	300+
City Council correspondence	N/A continuous collection	186
<b>Total</b>	<b>41</b>	<b>2,098+</b>

The community engagement process provided numerous opportunities for residents to provide feedback about the Human Services Strategy. The department engaged residents and stakeholders with surveys, open house events, focus groups, partner meetings and open conversations at public events. Each method included a variety of ways for the public to interact. Surveys were available in English and Spanish, via the telephone, on the computer and offered in person in paper form with and without assistance. Similarly, focus groups and open house events were designed to remove barriers to participation by providing food, child care, translation services and flexible scheduling. The variety of events helped capture feedback from traditionally underrepresented audiences.

**Community Engagement Participants**

The goal of the community engagement process was to seek input from Boulder residents to identify issues important to them and develop strategies to address issues and concerns. In the process of these efforts, Boulder Human Services oversampled subpopulations that utilize existing services impacted by the Human Services Strategy.

Surveys provided the most accurate demographic information about community engagement participants. The percentage of participants aligned with census estimates, which supports engagement findings being representative of all of Boulder. More importantly, the final numbers matched or exceeded expectations for reaching traditionally under-represented populations in Boulder. Active outreach efforts were used and included a variety of tools such as a purposely shortened “outreach survey,” presentations at back-to-school nights, parent-teacher conferences and Family Learning Center parent meetings. Outreach survey responses exceeded census estimates, with 76 percent of households reporting income below \$75,000 and a majority (51 percent) self-identifying race or ethnicity as other than white. The combined outreach, phone and online survey results provide an overall view of the demographics. **See Table 2.**

**Figure 2: Comparison of Collected Survey Responses to Boulder Census Data**

Age		Racial/Ethnic Identification		Household Income Range	
<i>Survey demographics</i>					
<b>18-24</b>	19%	White	79%	<\$75,000	51%
<b>25-64</b>	65%	Hispanic/Latino	11%	\$75,000 up to \$150,000	32%
<b>65+</b>	16%	Non-white and Non-Hispanic/Latino	10%	\$150,000 and above	17%
<i>Census demographics (2015 ACS 5-year estimate)</i>					
<b>18-24</b>	30%	White	82%	<\$75,000	59%
<b>25-64</b>	46%	Hispanic/Latino	9%	\$75,000 up to \$150,000	24%
<b>65+</b>	10%	Non-white and Non-Hispanic/Latino	9%	\$150,000 and above	17%

Focus groups were the primary tool used to reach Boulder’s under-represented populations. The format made it easier to remove barriers to participation and offered an environment that was more accommodating to special needs. In total, eight facilitated focus groups provided the opportunity to speak to lower-income families, Latino older adults and youth leaders. The remaining groups either focused on community members using services (e.g., homeless adults) or with partners and subject matter experts who work directly with the community.

**Limitations**

Only the phone survey was a random, statistically valid sample. Results of other feedback methods were representative of those who chose to participate, and do not statistically represent the views of Boulder’s population as a whole. For that reason, the phone survey results serve as

the Boulder community baseline, and other targeted methods were employed to discern the critical needs of underrepresented populations.

In addition, overall survey demographics skewed older than the census target. This result was anticipated for two reasons: outreach included an older adult 55+ survey and outreach did not target students at local colleges and universities, many of whom are provided with similar services and are part-time residents.

Finally, a few survey questions evolved over the community engagement period, which hampered direct response comparisons. As an example, a question that community members found confusing was reworded for clarity. While the intent of the question remained the same, it is possible that the change impacted how it was perceived by the respondent.

## Findings

*Community engagement findings supported the key human services issues identified through Phase One research*

Staff and consultants analyzed results from the community engagement process and determined that most community priorities fit within one of the six key human services issues identified during Phase One research. Several community engagement examples supported this connection.

In the statistically valid phone survey, 401 Boulder residents were asked: “**Now that you have additional background on the planning and the process, what are your top three priorities for social welfare issues that the City of Boulder should focus on over the next five years?**”

- This question prompted over 1,200 responses, 85 percent of which fit within one of the six key human services issue identified by staff.
  - Other answers either aligned with the responsibilities of other departments or were outside the scope of city authority.

Additional validation came from a companion online survey. The survey asked whether there were “**Any additional priority areas missing?**”

- Of the more than 230 responses received, approximately 64 percent fit within one of the six key human services issues identified through research.

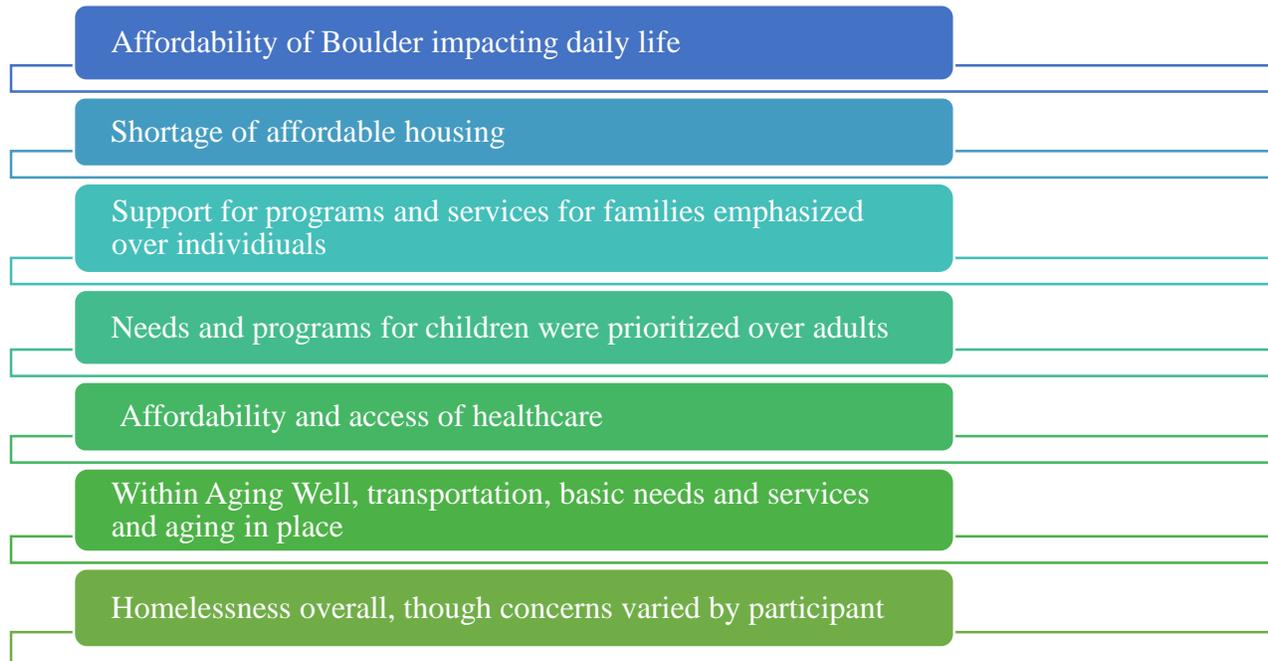
In “curbside discussions” conducted at the Boulder County Farmers Market, staff asked residents an open-ended question: “**What should the city prioritize over the next five years?**”

- Approximately 90 percent of responses fit within one of the six key human services issues.

*Findings from community engagement mirrored Phase One research*

Two key concerns that emerged during both research and community engagement were the affordability of Boulder and the disproportionate challenges facing residents of color. **See Figure 3** for consistent concerns across engagement methods and demographics.

**Figure 3: Key Community Concerns**



An individual's race and/or ethnicity most significantly affected results. **See Figure 4.** To lesser degrees, age, income and gender also influenced responses:

- Race and ethnicity:
  - Hispanic, Latino and non-white respondents identified an inclusive and welcoming community as a higher priority than white, not Hispanic/Latino respondents.
  - Hispanic or Latino respondents identified physical health care and substance abuse and addiction as higher priority needs than all other races and ethnicities. White, not Hispanic/Latino respondents identified mental health as a more significant concern.
- Household income:
  - Lower-income respondents identified an inclusive and welcoming community as a more significant concern than higher-income respondents.
- Age:
  - Older adults generally rated rent and mortgage costs as less significant concerns than other age groups.

**Figure 4: Phone Survey - What should the city’s priorities/focus be in addressing the needs of the community?” Percent of respondents that identified issues as “most important” by race and ethnicity.**

Percent responding “very important” on a scale of 1 to 5 with 5 being very important	Overall	Hispanic/Latino	Household income <\$75,000
<b>Mental health and well-being</b>	48%	56%	57%
<b>Children</b>	46%	56%	49%
<b>Providing basic needs for people who are homeless</b>	37%	44%	42%
<b>Local human rights protection</b>	37%	44%	41%
<b>People in poverty</b>	37%	44%	46%
<b>Families with children</b>	37%	50%	43%
<b>Preventing homelessness</b>	36%	37%	46%
<b>Physical health and well-being</b>	31%	80%	45%
<b>Youth and young adults</b>	30%	49%	30%
<b>Adults age 60 and older</b>	23%	31%	32%
<b>Creating a welcoming community</b>	21%	56%	19%

*Results within issue areas align with overall results*

Aging Well

Aging Well was near the bottom of the six key human services issues. However, older adults (65+) were more supportive of older adult programs and services than younger age groups. Throughout the community engagement process, the primary community concern was the ability to age in the community (place). To achieve this goal, residents also consistently cited needs for:

- assistance with basic needs such as food, housing and health care;
- support with transportation; and
- long-term case management.

**Surveys**

In the phone and online surveys, older adults also emphasized their support for caregivers. Within the same question, residents were asked their support for centers that serve older adults only or centers that serve multiple generations. The community preference was for centers that serve multiple generations.

In the outreach survey, another question asked about preference for older adult programs and services, and the top overall answer was the desire to age in the community and have the resources to remain independent.

- Non-white respondents still supported aging in place as the top choice, but placed increased emphasis on:
  - health and wellness programs;
  - resources for caregivers; and
  - help understanding available resources for food and medical care.

When asked the biggest barrier to aging in place, the top overall answer by a wide margin was the cost of in-home support services.

- Older adults emphasized this barrier more than younger residents; and
- Asian and Hispanic/Latino residents prioritized in-home support as the top barrier, but placed increased emphasis on high medical expenses as an issue.

The older adult survey was completed by adults and/or caregivers over 55 years of age. Residents wanted a continuum of programs to serve their needs. Health and wellness, social services and resources were the most popular choices. Another question addressed the desire for older adult-only facilities, or ones that serve multiple generations. In alignment with the phone and online surveys, 69 percent of older adults preferred space that served mixed ages in one space either completely integrated or with space separations in the same building.

Two additional surveys collected feedback from older adult residents. The first asked about the types of programs and services that the community wanted. Findings aligned with previous surveys: Community members wanted a continuum of services with increased focus on programs that enhanced educational and cultural learning. Fitness opportunities, health screenings, day travel and other services and resources that support aging in community were also among the top responses. The second survey primarily asked questions about facility preference. When asked the type of facility they preferred, 62 percent of residents supported a multi-generational facility either completely integrated, or with shared space and separate defined spaces for older adults. Residents were also asked where they would like the center to be located and what factors influenced their decision. The majority, 53 percent, wanted the location to remain in the current West Senior Center space, while 20 percent wanted it to move and 28 percent had no preference. Parking and proximity to public transportation were the two biggest amenities desired for an older adult center.

### **Focus Groups and Open Feedback**

Focus groups and other open feedback confirmed findings from the surveys. Older adults and partners that primarily serve older adults reinforced the need for a continuum of services, and emphasized that two adults of the same age could have vastly different abilities and needs. Beyond just having services, residents felt it was important to have long-term case management to help navigate existing community resources. Case management was emphasized, because of the flexibility to help a little or a lot depending on an individual's needs. Another key theme was the need to keep older adults connected to the community to prevent social isolation. Potential strategies shared by the groups were to:

- increase volunteer opportunities (both for older adults helping younger residents and younger residents helping older adults);
- connect residents to opportunities through the older adult centers; and
- create better natural neighborhood connections.

### **A Good Start**

The key human services issue of A Good Start was near the top of the community's concerns. Within the issue, programs for younger children and families with children were favored over programs for older children or young adults.

**Surveys**

The phone and online surveys both had strong support, regardless of demographics characteristics, for programs and services for children. Both asked participants to restate their top three priorities at the end of the survey and issues related to A Good Start were second to only Economic Mobility & Resilience. The online survey had a question that asked what was important for the city to focus on for youth through high school graduation. The top choices were:

- employment/volunteer opportunities at 33 percent;
- increasing youth civic engagement at 17 percent;
- after-school programs at 15 percent; and
- substance abuse prevention at 14 percent.

The outreach survey asked more detailed questions about programs for children and young adults. When asked about the top priorities for middle and high school students, the community responded that substance abuse education was the top choice. A similar question was posed for children age zero to five, and the top answer was programs that help children prepare for starting school. This result was also consistent with the ranking exercise at the first Mapping our Future Open House that had school readiness as the top overall choice within A Good Start. Differences occurred in responses from white, not Hispanic/Latino residents and Asian residents. See Figure 5.

**Figure 5: Outreach Survey – “We have heard from the community that these issues are most important for young children (birth to age five). Which one is most important for the city to focus on to assist this population?” Results by race and ethnicity.**

	<i>White Only</i>	<i>Asian Only</i>	<i>Hispanic/Latino Only</i>
<b>Programs that help children prepare for starting elementary school</b>	48%	21%	40%
<b>Access to nutritious food</b>	27%	14%	13%
<b>Safe transportation to and from school</b>	2%	29%	13%
<b>Access to physical activities throughout the day</b>	10%	7%	13%
<b>Availability of English as a second language (ESL) classes</b>	4%	29%	17%

**Focus Groups and Open Feedback**

Focus groups helped confirm the finding that transitions (starting school, adolescence, high school graduation) were important areas for the department to address. Focus groups were also the only opportunity to speak directly with high school students. College readiness and support was a consistent theme from students. In addition, students emphasized:

- increasing access to mental health services;
- the desire for additional comprehensive health education; and
- the pressures of being a teenager without always having the appropriate outlet or knowledge of all community resources.

Economic Mobility and Resilience

The issue of Economic Mobility & Resilience (EM&R) was the top overall issue for Boulder residents. Residents with lower household incomes were most supportive of helping people in poverty. In other key human services issues, an individual’s race and ethnicity were most likely to influence their responses. However, in an EM&R household, income was the stronger predictor of an individual’s response.

**Surveys**

Both the online and phone survey featured a question that illustrated income’s impact. As a respondent’s income increased, the level of difficulty meeting basic needs decreased. **See Figure 6.**

**Figure 6: Phone Survey – “In the past year, have you or members of your household had difficulty making ends meet for any of the following?” Results by income.**

	<\$75,000	\$75,000 to \$150,000	>\$150,000
<b>Health insurance</b>	25%	12%	3%
<b>Rent/mortgage</b>	20%	8%	3%
<b>Mental health care</b>	16%	14%	3%
<b>Transportation</b>	18%	9%	3%
<b>Physical health</b>	20%	6%	0%
<b>Dental care</b>	15%	8%	0%
<b>Medication</b>	15%	5%	3%
<b>Food</b>	13%	2%	0%
<b>Utilities</b>	8%	1%	3%
<b>Child care</b>	5%	5%	0%
<b>Something else</b>	8%	5%	3%

Survey respondents, near the end of the phone survey and online survey, reflected on their answers and provided their top priorities and/or any missing priorities, and in both instances EM&R was the top overall choice. The specific concerns related to:

- affordability in general;
- affordable housing; and
- affordable public transportation.

The outreach survey confirmed the finding that EM&R was the top community priority by asking respondents to choose which audience the city should focus on with programs and services. Respondents chose low-income families as the top answer with 51 percent of the responses. The next closest were older adults with 19 percent, low-income adults at 8 percent and immigrants at 8 percent. When asked, “What the city should focus on to help families in need,” the top answers were:

- access to affordable housing with 42 percent;
- access to affordable child care with 18 percent;
- assistance with basic needs with 13 percent;

- assistance with securing health care with 13 percent; and
- employment and training at 12 percent.

### **Focus Groups and Open Feedback**

Other forms of feedback produced the same results, with EM&R as the top community concern. For example, at the Boulder County Farmers Market, had affordable housing been treated as its own issue, it would have been the third overall choice behind health and well-being and homelessness. Through several focus groups, residents voiced concerns that the cost of living in Boulder was having an impact on their daily lives.

Focus groups and open-ended feedback also provided additional information on potential strategies including:

- increasing employment opportunities;
- providing a living wage to all employees; and
- increasing access and availability of education and training programs.

### **Health and Well-Being**

Health & Well-Being was an issue area that many residents felt was important, but residents varied in their prioritization.

### **Surveys**

The phone and online surveys both had mental health programs and services at the top of the responses in the overall results, while physical health was at the middle or bottom third. Physical health was significantly more supported by Hispanic and Latino residents.

- In the phone survey, physical health was rated most important by 80 percent of Hispanic and Latino residents, making it the top overall choice by a large margin.

Hispanic and Latino residents also experienced more difficulty than white, not Hispanic/Latino residents in making ends meet for:

- health insurance;
- mental health care;
- physical health care; and
- medication.

Non-white and non-Hispanic/Latino residents also experienced similar difficulty, especially for physical health and medication costs.

The outreach survey featured more in-depth questions that addressed some of the barriers to healthcare. White, not Hispanic/Latino residents were more likely to have insurance but still identified issues with the cost of healthcare, while Hispanic and Latino residents identified having no insurance at all, or insurance that did not cover necessary services. Having to pay completely out-of-pocket for care may help explain why Hispanic and Latino residents prioritized physical health across the community engagement process.

### Focus Groups and Open Feedback

Focus group participants and open-ended responses also identified healthcare as an issue in Boulder. Mental health access was identified as a key concern for homeless individuals, families and lower-income families. City boards and commissions and funding partners also prioritized mental health as a community need. Healthcare access was also mentioned as a barrier for specific populations, including:

- members of the undocumented community;
- adults with children eligible for health services;
- Boulder’s gay community members; and
- adults with children eligible/utilizing public health services mentioned dental care as their largest unmet need.

### Homelessness

The key human services issue of Homelessness was a top area of concern for the community, with strong feelings for continuing or expanding current services and conversely equally strong feelings that there is too much being done already, or that doing more will create a bigger community issue.

### Surveys

In the phone and online surveys, a similar question asked residents to share their concerns. See **Figure 7**.

**Figure 7: Top Three Community Concerns for Homelessness**

Choices	Phone Survey	Online Survey
1.	Homeless families	Homeless families
2.	Emergency shelter	Maintaining safe and accessible public spaces for all Boulder residents
3.	Long-term housing	Preventing homeless

**NOTE: Preventing homelessness was not a provided choice in the phone survey so a direct comparison was not available.**

Emergency shelter and long-term housing were the fourth and fifth choices in the online survey.

A second question asked about the support for a year-round overnight shelter. Respondents in the phone survey supported a year-round shelter at a rate of 66 percent while the online survey had the support of 55 percent. A key point that may explain the differences between the results is the timing of the surveys. The online survey was open longer and had potential to be impacted by

current events. Further supporting this notion is that early online results matched the phone survey more closely.

The outreach survey featured several questions on the key human services issue of homelessness. In the first question, residents were asked about their top concern related to the topic. The top answers were:

- availability of affordable housing at 30 percent;
- providing basic needs and resources at 23 percent; and
- public spaces are safe and accommodating for all residents at 19 percent.

The second question asked residents to look at the draft goals of the proposed Homelessness Strategy and determine what they wanted the city to address first. The top answers were:

- support services (including basic needs) that provide stability for homeless individuals and families at 34 percent;
- programs that prevent homelessness at 30 percent; and
- develop pathways to long-term housing and retention at 22 percent.

### **Focus Groups and Open Feedback**

Open-ended feedback and focus group meetings also helped explain differences between surveys. Unlike the other key human services issues, homelessness support was not as dependent on a person's demographic characteristics, but was more influenced by a person's role/interaction with homelessness. Homeless families remained a top concern regardless of the audience. Groups representing current or former homeless service utilizers were more interested in immediate support such as food or access to shelter and showers while community providers supported longer-term solutions such as setting housing goal targets or supporting a more coordinated regional system.

A concept that was not emphasized in the prompted survey responses was the linkage between mental health and substance abuse and homelessness. Current or former homeless individuals stated both as barriers to service entry. Partners and boards and commissions also discussed this topic as an area of focus for increased partnership. Lastly, open-ended feedback solidified that respondents were significantly more in favor of helping residents versus someone that might be passing through. There were also comments that pushed for stronger law enforcement efforts and programs to make Boulder less attractive to the Homeless population from a service perspective.

### **Inclusive and Welcoming Community**

An Inclusive and Welcoming community was at the bottom of the community's list of key human services issues. However, when looking at the results by demographic characteristics, it was clear that traditionally underrepresented populations felt differently.

### **Surveys**

Both the phone and online survey asked about the importance of a variety of programs and services as well as populations to serve. The markers of creating a welcoming community and support for local human rights protection were the most relevant to the key issue. Support for local human rights was in the bottom third of choices and creating a welcoming community was at the bottom of the response list. As income level increased, support for both generally

decreased. Support also was affected by race and ethnicity. All non-white residents, but especially Hispanic/Latino residents supported both at higher rates than white residents.

The outreach survey had one specific question that asked for potential strategies to address the issue of openness in the community. All residents were in support of organizing more community events to improve residential interaction. White, not Hispanic/Latino residents were more supportive of expanding community education about invisible populations and communities of color, while Asian and Hispanic/Latino residents felt it was more important to have resources in other languages and more culturally appropriate services. In the same question respondents had the ability to choose, “making people feel more welcome in Boulder is not a concern.”

- A total of 17 percent of white, not Hispanic/Latino respondents chose this option.
- No Hispanic/Latino residents chose this option.
- A total of 32 percent of adults over 65 chose this option.
- A total of 7 percent of residents below 65 chose this option.

### **Focus Groups and Open Feedback**

Focus group and feedback session participants reiterated that Boulder is an expensive community, and that there is a feeling of the haves versus the have nots. Feedback from marginalized members emphasized:

- stronger support for more basic services;
- helping residents that are not eligible for all services such as undocumented individuals; and
- support for those making too much to qualify for assistance programs.

Healthcare was another issue mentioned by several groups as being a barrier. In some instances, their children could access services such as dental care, but this was not readily available to parents. Another concern was the lack of overall diversity in Boulder. Several community members wanted to see more inclusive activities, and a government that represented all of Boulder’s residents.

### **Sample Open-Ended Responses**

*“Is there any other group or issue that is important for the City of Boulder to support?”*

*Examples include:*

- affordability and diversity;
- bringing down the price of living for students, creating diversity and supporting groups of people who are not white;
- diversity should be a major issue;
- ethnic diversity, LGBTQ not a lot diversity; and
- we need more support to enhance and support diversity in our community.

On the other side of the conversation, open-ended feedback in several instances was negative. Several comments talked about the city focusing less on Hispanic/Latino residents and more on white, not Hispanic/Latino residents. Other comments suggested that there is not a need for the city to be diverse or that the city is better off without an inclusive and diverse community.

**Sample Open-Ended Responses**

*“When you moved here what helped you feel welcomed into the community?” Examples include:*

- no diversity, therefore safe and clean;
- I was not welcomed... very elitist city;
- honestly, I don't feel very welcome. I've lived in Colorado for my whole life, and Boulder for years, but I can barely, barely afford to pay rent and childcare; and
- take care of white middle class current residents.

## Community Engagement Matrix

Community and stakeholder feedback provided critical input used to develop the Human Services Strategy. The Community Engagement Matrix describes each public engagement activity including the type of activity, intended audience, number of attendees or participants and available demographic information about respondents.

Public engagement reached diverse stakeholders and utilized multiple mechanisms including focus groups, community partner organization meetings, board and committee feedback sessions, open house events, curbside conversations and surveys. Through the engagement process, the city provided 41 unique community feedback opportunities and engaged 2,098 Boulder residents and stakeholders. Although many of the city’s community engagement activities were not conducive to collecting demographic data, staff collected information about the age, income and race or ethnicity of respondents from four community surveys. Summary demographic information from the three all-ages surveys is charted below. **See Figure 8.** The department also conducted three older adult and caregiver focused surveys. Almost all the respondents were greater than 65 (84 percent) and nearly half were above the age of 75 (47 percent). Most respondents, 66 percent, had a household income below \$75,000.

**Figure 8: Survey Demographics for the All-Ages Surveys**

Age	Total	Household Income	Total
18-24 (19%)	154	< \$75,000 (51%)	364
25-64 (65%)	516	\$75,000 to \$150,000 (32%)	225
65+ (16%)	125	\$150,000+ (17%)	122

Race/Ethnicity	Total
White-only (79%)	619
Non-White, Non-Latino/Hispanic (10%)	81
Latino/Hispanic (11%)	88

The department shared research and community engagement findings with key community stakeholders and partners that either directly serve or support Boulder residents. Stakeholders attended issue area-specific sessions that featured short presentations by staff followed by an open period for questions and feedback.

Several consistent themes emerged across all community engagement methodologies.

- Affordability was regularly identified as a top community concern.
  - Affordable housing was identified as a specific concern, although respondents often defined the challenge differently.
- Programs supporting families were generally emphasized over programs that support individuals.
- The needs and programs for children were emphasized over adults.
- Healthcare access and affordability were identified as a top concern.
- Within the Aging Well key human services issue, respondents identified transportation, basic needs and aging in place or community as top concerns.
- Homelessness was identified as a top issue, but specific community concerns varied.

This matrix describes each specific engagement tool and event. **See Figure 9.**

**Figure 9: Community Engagement Opportunities Categorized by Outreach Mechanism**

Community Engagement – Public Facilitated Focus Group/Meeting Opportunities	Outreach Mechanism	Audience	Number in Attendance or Engaged and Demographic Information
Single Adults with Lived Homelessness Experience	Focus group	Adults that were either currently experiencing or previously experienced homelessness	TOTAL: 8 <i>Demographic Information:</i> Unavailable Significant input from homeless community
Youth/Young Adults with Lived Homelessness Experience	Focus group	Youth/young adults that were either currently experiencing or previously experienced homelessness	TOTAL: 10 <i>Demographic Information:</i> Unavailable Significant input from homeless community
Aging Well	Focus group	Older adults 60+, mostly long-time residents familiar with Boulder’s Senior Services	TOTAL: 21 <i>Demographic Information:</i> Unavailable Significant input from 55+ community
Family Resource Schools Families*	Focus group	Families and parents - primarily Hispanic/Latino and lower-income, currently utilizing services	TOTAL: 15 families <i>Demographic Information:</i> Median Age – 42 Level of Education: 1 – Elementary 1 – Middle School 3 – High School 3 – University 1 – Ph.D. Significant input from low-income and Hispanic/Latino families
Boulder Housing Partners Families*	Focus group	Families and parents - primarily Hispanic/Latino and lower-income, currently utilizing services	TOTAL: 5 families <i>Demographic Information:</i> Unavailable Significant input from low-income and Hispanic/Latino families
EFAA Families*	Focus group	Families and parents - primarily Hispanic/Latino and lower-income, currently utilizing services	TOTAL: 4 families <i>Demographic Information:</i> Unavailable Significant input from low-income and Hispanic/Latino families
Faith Community <i>Faith organizations that participate in human services</i>	Focus group	Representative members from nine Boulder faith organizations participated	TOTAL: 10 <i>Demographic Information:</i> Unavailable
Latino Older Adults/San Juan del Centro*	Focus group	Low-income, Latino older adults living at San Juan del Centro and are Cafecito participants	TOTAL: 9 <i>Demographic Information:</i> 100% Hispanic/Latino Significant input from Hispanic/Latino and 55+ community
		<b>Total Groups = 8</b>	<b>Total Participants = 82</b>

Community Engagement – Survey Opportunities	Outreach Mechanism	Audience	Number in Attendance or Engaged and Demographic Information
Phone Survey	Survey	Representative sample, random digit dial of Boulder residents available in English and Spanish	TOTAL: 401 - Results weighted to match Boulder’s demographics  Age – 18-24 (34%), 25-64 (57%), 65+ (9%)  Race/Ethnicity – White only (82%), Non-White and Non-Latino/Hispanic (9%), Latino/Hispanic (9%)  Income - <\$75,000 (50%), \$75,000 to \$150,000 (33%), \$150,000+ (17%)

Community Engagement – Survey Opportunities	Outreach Mechanism	Audience	Number in Attendance or Engaged and Demographic Information
<b>Online/paper Survey*</b>	Survey	Online and paper survey available in both English and Spanish available to all Boulder residents above age 18	TOTAL: 303 Age – 18-24 (1%), 25-64 (77%), 65+ (22%) Race/Ethnicity – White only (81%), Non-White and Non-Latino/Hispanic (9%), Latino/Hispanic (10%) Income - <\$75,000 (44%), \$75,000 to \$150,000 (37%), \$150,000+ (19%)
<b>Mapping our Future Event</b>	Open house with survey	Open public event for all Boulder residents	TOTAL: 60 (10 additional prioritizations from WSC lobby event not counted in total)
<b>Business Survey</b>	Survey	Open survey available to all Boulder business owners and employees, distributed through Downtown Boulder and Boulder Chamber of Commerce	TOTAL: 18
<b>Mapping our Future Event II</b>	Open house with survey	Open public event for all Boulder residents	TOTAL: 45 at the event Age – 18-24 (19%), 25-64 (55%), 65+ (26%) Race/Ethnicity – White only (49%), Non-White and Non-Latino/Hispanic (22%), Latino/Hispanic (29%) Income - <\$75,000 (76%), \$75,000 to \$150,000 (15%), \$150,000+ (9%)
<b>Outreach to Underrepresented Populations*</b>	Survey	A shortened version of survey # 2 was distributed to underrepresented populations including, Latino families and older adults, and Asian families that attend Family Resource Schools	TOTAL: 64 Significant input from low-income, Asian, and Hispanic/Latino families (see above for total demographics)
<b>Older Adult Survey</b>	Survey	Open online and paper survey available in English and Spanish. Distributed broadly to current users at the East and West Senior Centers as well caregivers and older adults not currently utilizing Boulder senior services	TOTAL: 122 – Race/Ethnicity not collected in this instrument Age – 18-24 (0%), 25-64 (10%), 65+ (90%) Race/Ethnicity – N/A Income - <\$75,000 (65%), \$75,000 to \$150,000 (29%), \$150,000+ (6%)
<b>Older Adult Facility Survey</b>	Survey	Open online and paper survey available in English and Spanish. Distributed broadly to current users at the East and West Senior Centers as well caregivers and older adults not currently utilizing Boulder senior services	TOTAL: 140 – Race/Ethnicity not collected in this instrument Age – 18-24 (1%), 25-64 (19%), 65+ (80%) Race/Ethnicity – N/A Income - <\$75,000 (63%), \$75,000 to \$150,000 (30%), \$150,000+ (7%)
<b>Older Adult Programs Survey</b>	Survey	Open online and paper survey available in English and Spanish. Distributed broadly to current users at the East and West Senior Centers as well as caregivers and older adults not currently utilizing Boulder senior services	TOTAL: 149 Age – 18-24 (N/A), 25-64 (15%), 65+ (85%) Race/Ethnicity – White only (97%), Non-White and Non-Latino/Hispanic (1.5%), Latino/Hispanic (1.5%)

Community Engagement – Survey Opportunities	Outreach Mechanism	Audience	Number in Attendance or Engaged and Demographic Information
			Income - <\$75,000 (63%), \$75,000 to \$150,000 (30%), \$150,000+ (7%)
		<b>Total Groups = 8</b>	<b>Total Participants = 1302</b>

Community Engagement – Partner Opportunities	Outreach Mechanism	Audience	Number in Attendance or Engaged
<b>Boulder Homelessness Planning Group</b>	Feedback session	Boulder community partners that provide direct services or support related to homelessness issues	TOTAL: 11
<b>Human Services Alliance/HSF Grantees</b>	Feedback session	Alliance membership is composed of Boulder County human service agencies. A full list of members can be found at <a href="http://www.hsaofbc.org">www.hsaofbc.org</a> .	TOTAL: 31 agencies represented
<b>Community Funders Meeting</b>	Feedback session	Primary agencies that provide community funding in Boulder County.  Boulder County, City of Longmont, Foothills United Way and City of Boulder	TOTAL: 5
<b>Boulder County Ten-Year Plan to Address Homelessness Advisory Board</b>	Interactive presentation and feedback session	County-wide Board with multi-sector representation and expertise related to homelessness	TOTAL: 10
<b>Out Boulder County and LGBTQ Allies Meeting*</b>	Feedback Session	Out Boulder County, residents and allies representing the Boulder LGBTQ Community	TOTAL: 13
<b>Human Services Alliance/HSF Grantees Meeting II</b>	Feedback session	Alliance membership is composed of Boulder County human service agencies. A full list of members can be found at <a href="http://www.hsaofbc.org">www.hsaofbc.org</a> .	TOTAL: 38 agencies represented
<b>Boulder Good Start Subject Matter Expert Meeting</b>	Interactive presentation and feedback session	Invitations were sent through the Human Services Alliance membership and to community funded organizations that provide direct services or support in the area of a Good Start	TOTAL: 12
<b>Boulder Aging Well Subject Matter Expert Meeting</b>	Interactive presentation and feedback session	Invitations were sent though the Human Services Alliance membership and to community funded organizations that provide direct services or support in the area of Aging Well	TOTAL: 8
<b>Boulder Economic Mobility &amp; Resilience Subject Matter Expert Meeting</b>	Interactive presentation and feedback session	Invitations were sent through the Human Services Alliance membership and to community funded organizations that provide direct services or support in the area of Economic Mobility and Resilience	TOTAL: 6
<b>Boulder Health and Well-being Subject Matter Expert Meeting</b>	Interactive presentation and feedback session	Invitations were sent through the Human Services Alliance membership and to community funded organizations that provide direct services or support in the area of Health and Well-Being	TOTAL: 8
<b>Boulder Homelessness Subject Matter Expert Meeting</b>	Interactive presentation and feedback session	Invitations were sent through the Human Services Alliance membership and to community funded organizations that provide direct services or support in the area of Homelessness	TOTAL: 12
<b>Boulder Inclusive and Welcoming Subject Matter Expert Meeting</b>	Interactive presentation and feedback session	Invitations were sent through the Human Services Alliance membership and to community funded organizations that provide direct services or support in the area of Inclusive and Welcoming	TOTAL: 10
		<b>Total Groups = 12</b>	<b>Total Participants = 164</b>

Community Engagement – Advisory Board/Commission Opportunities	Outreach Mechanism	Audience	Number in Attendance or Engaged
Senior Community Advisory Committee (SCAC)	Presentation and feedback session	SCAC Members appointed by the city manager that provides policy and program guidance for Boulder's Senior Services	TOTAL: 5
Family Resource Schools Advisory Committee*	Introduction to process and feedback session	Families and parents that partner and participate in the Family Resource Schools Program	TOTAL: 3 families Significant input from low-income and Hispanic/Latino families
Youth Opportunities Advisory Board (YOAB)*	Interactive presentation and feedback session	YOAB Members (enrolled in Boulder Valley School District and are Boulder residents 2015-2016)	TOTAL: 13 Significant input from youth, including Hispanic/Latino and Asian youth
Downtown Management Commission	Interactive presentation at a public meeting	Commission member appointed by City Council. Three members must own property in downtown Boulder and two are citizens	TOTAL: 5
Library Commission	Interactive presentation and feedback	Commission members consists of five members appointed by the city council for five-year terms	TOTAL: 5
Human Relations Commission	Study session, presentation and feedback	Commission members consists of five members appointed by the city council for five-year terms	TOTAL: 4
YOAB Meeting II* <i>Group was asked about three specific topics.</i>	Interactive presentation and feedback session	YOAB Members (enrolled in Boulder Valley School District and are Boulder residents 2016-2017)	TOTAL: 16 Significant input from youth, including Hispanic/Latino and Asian youth
Human Relations Commission II	Study session, presentation and feedback	Commission members consists of five members appointed by the city council for five-year terms	TOTAL: 4
Senior Community Advisory Committee (SCAC) II	Presentation and feedback session	SCAC Members appointed by the city manager that provides policy and program guidance for Boulder's Senior Services	TOTAL: 4
Library Commission II	Interactive presentation and feedback	Commission members consists of five members appointed by the city council for five-year terms	TOTAL: 5
		<b>Total Groups = 10</b>	<b>Total Participants = 64</b>

Community Engagement – Curbside Conversations	Outreach Mechanism	Audience	Number in Attendance or Engaged
Boulder County Farmers Market (BCFM)	Street survey	Open to all BCFM attendees and guests	TOTAL: 250
Council Correspondence	Emails to council	Emails, calls and in-person meetings that come directly to City Council and are distributed to the department or departments that can respond appropriately to the requests from residents	TOTAL: 186
Central Broadway Planning Projects Open House	Facility Survey and open discussion	Open to all residents interested in planning and development current and future projects in central Boulder	TOTAL: 50
		<b>Total Groups = 3</b>	<b>Total Participants = 486</b>

Community Engagement – Internal Focus Groups	Outreach Mechanism	Audience	Number in Attendance or Engaged
Internal – Senior Services	Focus group	City of Boulder Senior Services staff	TOTAL: 10
Internal – Youth and Family Services	Focus group	City of Boulder Youth and Family Services staff	TOTAL: 7
Internal – Human Rights, Community Relations, Youth Opportunities, Mediation	Focus group	City of Boulder Human Rights, Community Relations, Youth Opportunities, and Mediation staff	TOTAL: 5
Internal groups not counted towards the final total		<b>Total Groups = 3</b>	<b>Total Participants = 22</b>

## Community Engagement Partners List

Across 41 community engagement events and opportunities, a total of 70 organizations have provided feedback as of 6-1-17:

- Adult Care Management Inc.
- Alternatives for Youth
- Alzheimer's Association
- Association for Community Living
- Attention Homes
- Audio Information Network of Colorado, Inc.
- Blue Sky Bridge
- Boulder Chamber of Commerce
- Boulder County (Area Agency on Aging, Community Services, Head Start, Health and Human Services, Public Health, Women Infants and Children)
- Boulder County Aids Project
- Boulder County CareConnect
- Boulder County Legal Services
- Boulder Day Nursery Association
- Boulder Food Rescue
- Boulder Housing Partners
- Boulder Jewish Family Service
- Boulder Outreach for Homeless Overflow
- Boulder Rights Watch
- Boulder Shelter for the Homeless
- Boulder Valley Christian
- Boulder Valley School District (Teen Parent Program)
- Boulder Valley Women's Health Center
- Bridge House
- Center for People with Disabilities
- Children First of the Rockies
- Children's House Preschool
- Circle of Care
- City of Longmont
- Clinica Campesina Family Health Services
- Colorado Legal Services
- Community Action Development Corporation
- Community Food Share
- Congregation Har HaShem
- Cornerstone Church of Boulder Valley
- Crestview Church
- Dental Aid
- Downtown Boulder Inc.

## Appendix C - Phase Two Community Engagement

- Early Childhood Council of Boulder County
- Emergency Family Assistance Association
- Executive Funders Committee (not included in the count as individual members were counted)
- Family Resource Schools
- Foothills United Way
- Frasier Meadows Retirement Community
- Global Service Office
- Habitat for Humanity St. Vrain Valley
- Hope for Longmont
- Human Services Alliance of Boulder County (not included in the count as individual members were counted)
- I Have a Dream Foundation
- Immigrant Legal Center of Boulder County
- Intercambio de Comunidades
- Latino Task Force of Boulder County
- Meals on Wheels of Boulder
- Mental Health Partners
- Mother House, Inc.
- New Horizons Cooperative Preschool
- Out Boulder County
- Pine Street Church
- Programs for All-Inclusive Care for the Elderly
- Project YES
- Sacred Heart of Mary Church
- Safe Shelter of St. Vrain Valley
- Safehouse Progressive Alliance for Nonviolence Inc.
- Saint Aidan's Episcopal Church
- San Juan Del Centro
- Sister Carmen Community Center
- The Center for People with Disabilities
- The Reverence Movement
- Thistle Community Housing (Worthy Cause)
- TLC Learning Center
- TRU Community Care
- Via Mobility Services
- YWCA of Boulder County



# Community Engagement

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Human Services Strategy and Homelessness Strategy

**Report**

February 1, 2017

# Community Engagement

## Human Services Strategy and Homelessness Strategy

**Prepared for**

City of Boulder  
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# SECTION ES.

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## Executive Summary

# EXECUTIVE SUMMARY

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In 2015, the City of Boulder retained BBC Research & Consulting (BBC) to assist with public engagement activities to support development of the City's Human Services Strategy and Homelessness Strategy. This section summarizes the primary findings from community engagement efforts.

## Community Engagement Opportunities

The community engagement process employed four primary tools—surveys, focus groups, open house events, and miscellaneous activities—to validate the human services issue areas identified by staff; to surface emerging issues or needs not included in the initial identification process; and to prioritize among these issues. Different tools were deployed to reach different populations. For example, the telephone survey was designed to capture the views and experiences of Boulder residents while other tools (e.g., focus groups, in-person surveys) specifically engaged members of traditionally underrepresented populations. Focus groups and feedback sessions engaged stakeholders and partners. Taken together, the community engagement process aimed to be inclusive of all segments of Boulder's population.

Community engagement for the Human Services Strategy involved 1,579 residents, stakeholders and partners. This included:

- Eight survey efforts;
- Eight focus groups with residents using the services of partner agencies or organizations (hereafter, target service utilizers);
- 12 feedback sessions with stakeholders, partners and board and commission members;
- Two Open House events; and
- Miscellaneous engagement activities including sidewalk conversations at the Boulder County Farmers Market, jar counts and lobby surveys and review of correspondence to City Council on human services issues.

Internal focus groups were held with City staff from Senior Services, Youth and Family Services, Human Rights, Community Relations, Youth Opportunities, and Mediation. Findings from the internal sessions are not included in the analysis of community engagement but will be incorporated into the Human Services Strategy.

## Strategy Issue Areas

In developing and framing the Human Services Strategy, the City of Boulder team identified six Issue Areas inclusive of the community's human service needs. Staff's research-based Issue Area identification process suggested that the Human Services Strategy focus on the following:

- A Good Start;
- Aging Well;
- Economic Mobility and Resilience;
- Health and Well-Being;
- Homelessness; and
- Inclusive and Welcoming Community.

# EXECUTIVE SUMMARY

The community engagement process design included opportunities for residents, stakeholders, and partners to independently identify issues and populations that human services should address and to validate the Issue Areas developed by staff. Community members also had the opportunity to raise specific concerns as well as specific concerns within Issue Areas.

## What issues and populations are most important to the community—residents, stakeholders, partners and members of boards and commissions?

- Affordable housing;
- Mental health and well-being;
- Children and families; and
- Homelessness prevention and basic services for those that are homeless.

**The issue most important to Hispanic residents differed from other community engagement participants.** The greatest proportion of Hispanic residents (80%) rated **physical health and well-being** as “very important” compared to 31 percent of Boulder residents overall.

## Are the Issue Areas identified by staff inclusive of the human services issues important to the community? Yes.

- The six Issue Areas identified by the Human Services Strategy team are inclusive of the human services issues and populations identified by the community as warranting support from the City of Boulder.

- When given the opportunity to suggest issues or populations for City of Boulder human services support, nearly all suggestions fall into an Issue Area identified by staff. The remaining suggestions, while related to Issue Areas, either require significant partnership outside of Human Services, or are not within the mission of the Department.

## How Does the Community Prioritize Issue Areas and Populations?

**Across all community engagement opportunities, the community—residents, service utilizers, stakeholders, partners and boards and commission members who participated in the Human Services Strategy community engagement—consistently placed high priority on:**

- Economic Mobility and Resilience;
- Homelessness;
- A Good Start; and
- Health and Well-being.

While important to significant proportions of community engagement participants—especially non-white residents—**City of Boulder support for an Inclusive and Welcoming Community was a lower priority** when participants had to choose among the Issue Areas. Aging Well was a higher priority than Inclusive and Welcoming Community, but still lower than the high priority Issue Areas.

# EXECUTIVE SUMMARY

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With respect to specific populations, **community engagement participants prioritize families with children and children** over other population groups.

## Organization of the Report

Section I discusses the methodology employed for the engagement activities and Section II explores the community's identification of human services issues. The subsequent sections focus on each of the six Issue Areas:

- Section III. A Good Start;
- Section IV. Aging Well;
- Section V. Economic Mobility and Resilience;
- Section VI. Health and Well-Being;
- Section VII. Homelessness; and
- Section VIII. Inclusive and Welcoming Community.

For each Issue Area section, perspectives are presented for Boulder residents overall and for the populations most affected by the issue—e.g., persons experiencing homelessness share information about their challenges in the Homelessness section.

Each section compares an Issue Area's importance within and across engagement opportunities. Each section also discusses if and how the findings vary by demographic characteristics and if any groups are not represented by the findings. The sections conclude with Top Findings and Priorities.

The final chapter of this report—Section IX. Priorities—contains a top level summary of the Human Services Strategy priorities identified by residents, stakeholders, partners and members of boards and commissions, identified through the comprehensive community engagement process

# SECTION I.

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## Methodology

## SECTION I. Methodology

The City of Boulder’s Human Services Strategy and Homelessness Strategy Public Engagement process included opportunities for residents, stakeholders and partners and members of boards and commissions to voice their opinions regarding human services issues and priorities for programs and services.

### Key Questions

The community engagement process sought to answer three key questions:

- Are the six human services Issue Areas identified in staff’s research phase inclusive of the human services issues most concerning to the Boulder community?
- What are the community’s specific concerns within each Issue Area?
- How does the community prioritize among the six Issue Areas?

The types of questions and methods to explore resident, stakeholder, and partner priorities among the issue areas and within each issue area evolved over the course of the community engagement period, responding to information gleaned from prior activities. To a limited extent the engagement process prioritized populations to serve and the appropriate role for the City of Boulder.

### Engagement Tools

The community engagement process employed four primary tools—surveys, focus groups, open house events, and miscellaneous activities—to validate the human services issue

areas identified by staff; to surface emerging issues or needs not included in the initial identification process; and to prioritize among these issues. Different tools were deployed to reach different populations. For example, the telephone survey was designed to capture the views and experiences of Boulder residents while other tools (e.g., focus groups, in-person surveys) specifically engaged members of traditionally underrepresented populations. Focus groups and feedback sessions engaged stakeholders and partners. Taken together, the community engagement process aimed to be inclusive of all segments of Boulder’s population.

**Surveys.** The community engagement process included three types of surveys: telephone surveys, online or Internet surveys, and in-person surveys.

**Telephone survey.** A statistically valid, representative random telephone survey of 401 Boulder residents was fielded in July 2016. One of the strengths of this type of survey, whose sample is generated randomly, is that the data are valid within a confidence interval. For this survey, estimates are valid at the 95 percent confidence level with a margin of error of +/- 5 percentage points. This means that if the survey were repeated, the same results would be expected within the margin of error 95 out of 100 times.<sup>1</sup> For this telephone survey, the sampling methodology included both landline and cell phone numbers. More information about the telephone survey sampling methodology and reliability is found in Appendix A.

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<sup>1</sup> See Appendix A for more detail on sampling, sample size, and margin of error of estimates.

## SECTION I. Methodology

The survey was designed to be representative of Boulder's resident population. As the survey was fielded in July when the number of university students is decreased, a smaller proportion of 18 to 24 year olds than expected participated; as such, the data are weighted by age to adjust for this factor.

The survey was conducted by bilingual interviewers in English and Spanish. Data from this survey represent the city's residents, but are not sufficient to analyze differences among certain segments of the population with the same degree of confidence due to small sample sizes.

**Online survey.** The community engagement process included several online surveys. Data from these surveys are representative of the people who participated and provide themes and indications of the opinions of people similar to those who participated. Because these surveys are not based on a random sample, data generated cannot be applied with statistical confidence to the city of Boulder or a particular group as a whole. The online surveys were deployed to supplement the phone survey and to reach specific audiences and underrepresented populations.

The online survey patterned after the telephone survey was available to residents from July 21 to September 21, 2016. City of Boulder staff sent links to the survey to local partners and promoted the survey on City social media channels, flyers and business cards.

An online survey specific to Boulder business owners offered opportunities for this segment of the community to participate in the process at a time and place convenient to their schedule. Downtown Boulder, Incorporated and the Boulder Chamber of

Commerce distributed the survey to their members. Business types represented include retailers, salons, hospitality and high tech.

**In-person surveys.** Like the online survey, the in-person surveys are only representative of those who participated. In-person surveys are a useful tool for broadening community engagement opportunities by bringing the process to the people. In-person surveys were deployed to engage populations that are typically underrepresented in public processes by bringing the community engagement opportunity to events these residents already attend. Outreach to the Latino and other traditionally underrepresented communities included offering the survey at:

- Back to School Night;
- Parent Teacher Conferences at New Vista;
- Family Learning Center Parent meeting;
- San Juan del Centro (older adults); and the
- I Have a Dream Foundation.

**Focus groups.** Focus groups are a qualitative research method used to explore discussion topics in depth. Unlike surveys, which are used to measure the magnitude of an opinion (e.g., 25% of residents choose Option A), qualitative research provides the story behind the data or why an opinion is held. Participants share their opinions and experiences in their own words and are not constrained by specific survey questions. Focus groups are effective for engaging traditionally underrepresented populations because the small group setting and focus on conversation and personal experience minimizes barriers to participation processes that use other tools (e.g., Internet or telephone access, literacy,

## SECTION I. Methodology

language). A limitation of focus groups is the small number of participants and the invitation-only format.

The community engagement strategy used focus groups to explore the experiences, opinions and needs of several key population groups:

- Adults and youth with lived homeless experience;
- Low income families with children;
- Older adults; and
- Latinos, including those with limited English proficiency.

Local partners recruited the focus group participants and the content of each session was tailored to the participating population group. Where appropriate interpreters were available and sessions were conducted in Spanish.

**Feedback sessions.** Stakeholders and partners and members of City of Boulder advisory boards and commissions had the opportunity to provide feedback for the strategy development. City staff made presentations and facilitated the discussion. Participation in feedback sessions were limited to stakeholders and partners and board and commission members.

**Open house events.** Open house events provide interested residents with the opportunity to engage in person with other residents and City staff. By their nature, open house events promote transparency and signal the City's willingness for all residents to lend their experience and opinions to strategy development. Limitations of open house events may include the

event day of week or time of day and access to parking or public transit.

The community engagement process included two open house events—one held in May 2016 and one in August 2016. Titled “Mapping Our Future,” each event was promoted on social media, citywide announcements and emails to partners, posters and flyers around the city. Each open house event included an educational component as well as a survey and small group discussion. Both events included prioritization activities.

**Miscellaneous engagement activities.** Additional engagement tools included:

- Sidewalk conversations at the Boulder County Farmers Market (BCFM). City of Boulder staff intercepted BCFM attendees and asked, “What should City of Boulder Human Services focus on over the next five years?” Staff recorded, categorized and analyzed attendee responses.
- Lobby surveys and jar counts throughout the engagement period and during open house events. Staff provided opportunities for passersby at the West Senior Center to view the informational boards from the May Open House and to respond to a prioritization survey. In the lobby of the August open house event residents visiting the East Senior Center could review informational boards about each Issue Area and select the one issue they would prioritize.
- City staff collected and analyzed community member correspondence with City Council relevant to human services issues or populations.

## SECTION I. Methodology

### Engagement Opportunities

Community engagement for the Human Services Strategy involved 1,562 residents, stakeholders and partners. This included six survey efforts:

- Telephone survey—401 residents;
- Online survey to supplement phone survey—330 residents;
- Downtown business survey—18 business representatives;
- Mapping our Future survey (May 2016 open house)—60 attendees;
- Outreach survey (available at the August 2016 Mapping Our Future event and in-person community outreach to traditionally underrepresented residents)—109 respondents; and
- Older adult survey—122 respondents.

Eight focus groups with residents using the services of partner agencies or organizations (hereafter, target service utilizers) were convened in coordination with the Human Services Strategy team. Spanish interpretation was available where appropriate.

- Adults with lived homelessness experience—eight participants;
- Young adults with lived homelessness experience—10 participants;
- Older adults—21 participants;
- Family Resource Schools families—15 families;
- Boulder Housing Partners families—five families;

- Emergency Family Assistance Association (EFAA) families—four families;
- Faith community—10 participants representing nine faith organizations; and
- Low income Latino older adults—nine participants.

Feedback sessions with stakeholders and partners include:

- Boulder Homelessness Planning Group—11 participants;
- Human Services Alliance—31 agencies represented;
- Community funders—five participants;
- Boulder Housing Partners—four participants;
- Housing and human services staff—three participants; and
- 10 Year Plan to Address Homelessness Advisory Board—10 participants.

Feedback sessions with advisory boards and commissions include:

- Family Resource Schools Advisory Committee—three families and five Family Resource Schools staff members;
- Youth Opportunities Advisory Board (YOAB)—two sessions with 13 members and 16 members respectively;
- Senior Community Advisory Committee—five members;
- Downtown Management Commission—five members;
- Library Commission—five members; and
- Human Relations Commission—four members.

# SECTION I. Methodology

A total of 105 residents attended the open house events; 60 in May and 45 in August.

More than 200 residents participated in the Boulder County Farmers Market sidewalk conversations with City of Boulder staff. Over the course of the community engagement period, October 2015 to October 2016, 152 direct contacts—email, phone calls, and in-person meetings—from the public to City Council addressed human services strategy issue areas (hereafter Council Correspondence).

Internal focus groups were held with City staff from Senior Services, Youth and Family Services, Human Rights, Community Relations, Youth Opportunities, and Mediation.

## Demographic Characteristics of Survey Participants

Four of the survey tools collected respondent demographic characteristics. Figure I-1 demonstrates how the Online Survey demographics differ from the representative Telephone Survey—mostly in the age distribution. By design, the Outreach Survey respondents’ demographic profile does not represent the city’s demographics, as it intentionally sampled low income residents and residents of color.

**Figure I-1. Comparison of Survey Respondent Demographics**

	Boulder Residents (RTS)	Boulder Residents (ONRS)	Outreach Survey
<b>Age</b>			
18 to 24	34%	1%	19%
25 to 64	58%	77%	56%
65 and older	9%	22%	25%
<b>Race/Ethnicity</b>			
White	82%	81%	49%
Hispanic	9%	9%	29%
Non-White Non-Hispanic	9%	10%	22%
<b>Income</b>			
Less than \$75,000	50%	44%	76%
\$75,000 up to \$150,000	33%	37%	15%
\$150,000 or more	17%	19%	9%
<b>Survey sample size (n=)</b>	<b>401</b>	<b>330</b>	<b>109</b>

Note: RTS=Representative Telephone Survey, ONRS=Online Non-Representative Survey. Race/ethnicity for the ONRS and the Outreach Survey add to greater than 100 percent due to multiple responses. Income for the Outreach Survey adds to greater than 100 percent due to rounding.

Source: BBC Research & Consulting from 2016 Human Services Strategy community engagement surveys.

## SECTION I. Methodology

### Definitions

The following terms are used throughout the analysis of the community engagement findings:

- **Low income**—Households earning \$75,000 or less;
- **Middle income**—Households earning \$75,000 up to \$150,000;
- **High income**—Households earning \$150,000 or more;
- **Senior or older adult**—residents ages 65 and older;
- **Affordable housing**—housing that is affordable to a resident as defined by the resident. Unless otherwise specified, the term affordable housing is inclusive of both publicly-supported housing as well as market rate housing that is “affordable” to a given household; and

### Issue Areas

In developing and framing the Human Services Strategy, the City of Boulder team identified six Issue Areas inclusive of the community’s human service needs. Staff’s research-based Issue Area identification process suggested that the Human Services Strategy focus on the following Issue Areas:

- A Good Start;
- Aging Well;
- Economic Mobility and Resilience;
- Health and Well-Being;

- Homelessness; and
- Inclusive and Welcoming Community.

The community engagement process design included opportunities for residents, stakeholders, and partners to independently identify issues and populations that human services should address in Boulder and to validate the Issue Areas developed by staff.

**Note.** The community raised several issues that are relevant to multiple Issue Areas and multiple populations. For the purposes of reporting these issues—housing, public transportation and transportation in general—are included in the Economic Mobility and Resilience Issue Area. Traditionally, housing, public transportation and transportation overall are the province of other City of Boulder Departments. It is Human Services intention to address these issues through Strategy goals specific to human services populations (e.g., address mobility issues of older adults to facilitate aging in place) and in supporting the implementation of relevant strategic plans developed by other City of Boulder Departments.

### Analytical Approach

Together, the community engagement tools facilitated issue identification and examination of needs; opportunities for participants to rate or discuss the importance of City of Boulder resource investment to assist certain populations or address specific issues; or an opportunity to prioritize among the issue areas. The study team analyzed the findings in each issue area by participant demographic characteristics (i.e., race/ethnicity, income and age) and across the individual engagement tools, with

## SECTION I. Methodology

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an eye toward identifying shared perspectives and whether priorities diverge based on participant demographics, perspective (e.g., stakeholder versus resident), or by engagement tool.

**Approach to prioritizing human services concerns within each Issue Area.** The approach to identifying community engagement participant priorities within the Issue Areas varied by the type of engagement tool and question design. Respondents to the telephone and online surveys had several opportunities to prioritize how the City of Boulder should focus its efforts on each Issue Area. Telephone and Online Survey respondents were asked:

- What the City should focus on to help reduce the number of Boulder households having difficulty making ends meet; and
- To identify their top three priorities for social welfare issues the City of Boulder should focus on over the next five years.

In focus groups and feedback sessions, participants identified how they would prioritize topics and issues based on a show of hands or verbal responses.

Section II presents resident, stakeholder, and partner issue identification and compares these to the Issue Areas developed by the City of Boulder Human Services Strategy team. Subsequent chapters explore resident, stakeholder, and partner perspectives of the six Issue Areas in more depth. Section IX summarizes resident, partner, and stakeholder priorities for the Human Services and Homelessness Strategies.

## **SECTION II.**

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### **Issue Identification**

## SECTION II. Issue Identification

During the research phase of the Human Services Strategy development, staff identified six key human services Issue Areas:

- A Good Start;
- Aging Well;
- Economic Mobility and Resilience;
- Health and Well-Being;
- Homelessness; and
- Inclusive and Welcoming Community.

With respect to issue identification, the community engagement process had two specific objectives:

- To provide residents, stakeholders and partners with opportunities to identify the human services issues and populations they consider most important for the City of Boulder to address in the Human Services Strategy; and
- To determine the extent to which the Issue Areas identified by City staff are inclusive of the issues raised by residents, stakeholders and partners.

Questions addressing issue identification varied across the engagement tools; some facilitated unprompted, open-ended responses while others suggested populations or issues for focus. Respondents rated the importance of issues and populations individually; rating questions do not inform prioritization.

### What Human Services Issues or Populations are Most Important to the Community?

**Mental health and well-being, children and families, homelessness, and affordable housing** are issues most important to the community.

Respondents to the Telephone Survey, Online Survey and the Business Survey rated the importance that the City of Boulder support human services population segments and issues.

Overall, at least one in five Boulder residents considers support for each of the issues rated (Figure II-1) as very important.

- Nearly half of residents who responded to the Telephone Survey (48%) consider City of Boulder support for **mental health and well-being to be very important**, followed by support for children (children alone and in families), providing basic needs for people who are homeless, and local human rights protection.
- Similarly, more than half of the respondents to the Online Survey rate City support for **families with children (54%) and preventing homelessness (53%) very important**, followed by mental health and well-being, children and people in poverty.

These primary issues are also consistent among businesses. The greatest proportion of Business Survey respondents identified City support for youth and young adults as very important (38%), followed by families with children, people in poverty and preventing homelessness (both 30%).

# SECTION II. Issue Identification

**Figure II-1.**  
**Please help us understand what you think the city’s focus should be in addressing the needs of the community. On a scale of 1 to 5 where one is not important and 5 is very important, how important to you is it that the City of Boulder supports...**

% Responding "Very Important"	Boulder Residents (RTS)	Boulder Residents (ONRS)	Boulder Business Survey
Mental health and well-being	48%	44%	25%
Children	46%	45%	-
Families with children	37%	51%	35%
Providing basic needs for people who are homeless	37%	34%	-
Local human rights protection	37%	39%	20%
People in poverty	36%	44%	30%
Preventing homelessness	36%	50%	30%
Physical health and wellbeing	31%	33%	15%
Youth and young adults	30%	40%	38%
Adults age 60 and older	23%	35%	24%
Creating a welcoming community	21%	22%	-
Services/programs for people who are homeless	-	36%	25%
Substance use	-	28%	-
Conflict resolution services	-	-	15%
<b>Survey sample size (n=)</b>	<b>401</b>	<b>330</b>	<b>21</b>

Note: RTS=Representative Telephone Survey, ONRS=Online Non-Representative Survey. "-" indicates that the question was not asked in a particular survey.

Source: BBC Research & Consulting from 2016 Telephone Survey and City of Boulder from 2016 Online Survey and 2016 Business Survey.

**Do different types of people rate the importance of issues and populations differently? Yes, especially Hispanics.** Regardless of race, age or income, the issue or population with the greatest proportion of “very important” ratings among Telephone Survey respondents is **either mental health and well-being or children** when examined by age or income and among whites and non-white non-Hispanics. However, the proportion of respondents rating these issues very important varies somewhat. For example, while mental health and well-being was most important to low and high income households, the share of residents rating it very important was smaller among the high income segment (42% compared to 57% of lower income residents).

**The issues most important to Hispanic residents differed from other demographic cohorts.** The greatest proportion of Hispanic residents (80%) rated **physical health and well-being** as “very important” compared to 31 percent of Boulder residents overall. In focus groups with target service utilizers, including Hispanics, physical health and dental care affordability and access was a need or challenge raised in each of the focus groups. In particular, paying for health care services such as diagnostic tests and dental care are not affordable, even for those with insurance.

## SECTION II. Issue Identification

**Figure II-2.**  
**Greatest Proportion of Respondents Rating Issue/Population “Very Important” by Demographic Characteristic**

Issue with greatest proportion of respondents rating "Very Important"	Boulder Residents (RTS)	Boulder Residents (ONRS)
<b>Age</b>		
18 to 24	Mental health and well-being (52%)	-
25 to 64	Children (49%)	Families with children (56%), Preventing homelessness (56%)
65 and older	Families with children (50%), Children (50%)	Families with children (48%)
<b>Race/Ethnicity</b>		
White	Mental health and well-being (48%)	Preventing homelessness (55%)
Hispanic	Physical health and well-being (80%)	Families with children (81%)
Non-White Non-Hispanic	Children (55%)	Youth (53%), Families with children (53%), Mental health and well-being (53%)
<b>Income</b>		
Less than \$75,000	Mental health and well-being (57%)	People in poverty (56%)
\$75,000 up to \$150,000	Children (42%)	Families with children (62%)
\$150,000 or more	Mental health and well-being (42%)	Preventing homelessness (48%), Children (48%)

Note: RTS=Representative Telephone Survey, ONRS=Online Non-Representative Survey.  
 “-” indicates an insufficient number of respondents for analysis.

Source: BBC Research & Consulting from 2016 Telephone Survey and City of Boulder from 2016 Online Survey.

### Are the Issue Areas identified by staff inclusive of the human services issues important to the community? Yes.

After rating the importance of City support for issues and populations (listed in Figure II-2), Telephone Survey respondents were asked “Is there any other group or issue that is important for the City of Boulder to support?”

- Among all respondents, 46 percent did not identify additional important issues; the list of issues and populations was comprehensive.
- Half of respondents (54%) suggested other groups or issues. These suggestions fell into two categories:
  - Issues or groups already addressed in the Issue Areas (88% of suggestions); or
  - Issues that historically have not been considered a human service issue (12% of suggestions).

Issues raised that are already addressed in the Issue Areas include affordable housing, public transportation and transportation in general (included in the Economic Mobility and Resilience Issue Area). Two populations identified—residents with disabilities and middle income families—are populations considered within and across the Issue Areas.

## SECTION II. Issue Identification

Issues historically outside the domain of human services ranged from addressing traffic congestion to water conservation. The more common “other” topics raised include:

- Open space (8%)
- Environment and climate change (5%);
- Arts and culture (3%);
- Decision to pursue a city-owned utility (3%);
- Public safety (3%);
- Roads (3%)

Participants in the Online Survey raised similar topics to Boulder residents overall, and the majority (65%) of comments fell into one or more of the six Issue Areas. Like Telephone Survey respondents, online participants identified middle class families as a population to be included in the Human Services Strategy.

### Does the Community Identify the Same Issue Areas without Prompting?

**Yes.** When asked “What should City of Boulder Human Services focus on over the next five years?” in sidewalk conversations, BCFM attendees offered a wide range of suggestions, from autism to xeriscaping in parks.

**The six Issue Areas identified by staff are inclusive of 93 percent of the BCFM responses.** Figure II-3 presents the top six individual responses of BCFM participants as well as a summary of all responses grouped into the strategy Issue Areas identified by staff.

Overall, one in five participants would have Human Services focus on homeless issues and one in five suggests an affordable housing focus.

**Figure II-3.**  
**What should City of Boulder Human Services focus on over the next five years?**

Boulder County Farmers Market Sidewalk Conversations	
<b>Top Six Individual Responses</b>	
Homelessness issues in general	21%
Affordable housing	21%
Mental health	8%
Early childhood education	6%
Public transportation	4%
Senior Services	4%
<b>Responses by Issue Area</b>	
Economic Mobility and Resilience	26%
Homelessness	21%
Health and Well-Being	20%
A Good Start	11%
Aging Well	7%
Inclusive and Welcoming Community	6%
Other	7%
<b>Survey sample size (n=)</b>	<b>272</b>

Note: As discussed in Section II, affordable housing and public transportation are included in the Economic Mobility and Resilience Issue Area.

Source: City of Boulder from 2016 BCFM Survey.

## SECTION II. Issue Identification

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**Did the community raise any human services issues not included in the six Issue Areas? No.** Among BCFM participants, 93 percent of issues raised fall within the six strategy Issue Areas identified by staff. Topics in the “other” category fall outside even a broad definition of human services issues. These include urban development/growth issues, environmental issues, pet waste supplies in parks, barbeque equipment in Valmont Park, xeriscaping in parks, and parking.

### Issue Identification Summary

- The six Issue Areas identified by the Human Services Strategy team are inclusive of the human services issues and populations identified by the community as warranting support from the City of Boulder.
- When given the opportunity to suggest issues or populations for City of Boulder human services support, nearly all suggestions fall into an Issue Area identified by staff. The remaining suggestions are far afield from human services issues.

## **SECTION III.**

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### **A Good Start**

# SECTION III. A Good Start

This section explores the importance of City of Boulder human services support for A Good Start populations and presents how community engagement participants prioritize specific concerns within the Issue Area.

**Yes.** Among Telephone Survey Respondents, City of Boulder support for children (46%), families with children (37%) and youth and young adults (30%) is very important. Support for children is of similar importance to online survey respondents, although greater proportions of online respondents support youth and young adults and families with children than telephone survey respondents.

## Is City Support for Children, Youth and Young Adults and Families Important to the Community?

Figure III-1.

Please help us understand what you think the city’s focus should be in addressing the needs of the community. On a scale of 1 to 5 where one is not important and 5 is very important, how important to you is it that the City of Boulder supports...Children? Youth? Families?

% Responding "Very Important"	Support for Children		Support for Youth and Young Adults		Support for Families with Children	
	Boulder Residents (RTS)	Boulder Residents (ONRS)	Boulder Residents (RTS)	Boulder Residents (ONRS)	Boulder Residents (RTS)	Boulder Residents (ONRS)
<b>All respondents</b>	46%	45%	30%	40%	37%	51%
<b>Age</b>						
18 to 24	40%	-	20%	-	37%	-
25 to 64	49%	49%	35%	44%	36%	56%
65 and older	50%	43%	35%	34%	50%	48%
<b>Race/Ethnicity</b>						
White	43%	45%	28%	42%	35%	52%
Hispanic	56%	58%	49%	58%	50%	81%
Non-White Non-Hispanic	55%	50%	25%	53%	38%	53%
<b>Income</b>						
Less than \$75,000	49%	41%	30%	38%	43%	55%
\$75,000 up to \$150,000	42%	55%	24%	51%	33%	62%
\$150,000 or more	38%	48%	33%	39%	24%	43%

Note: RTS=Representative Telephone Survey and ONRS=Online Non-Representative Survey. "-" indicates an insufficient number of respondents for analysis.

Source: BBC Research & Consulting from 2016 Telephone Survey and City of Boulder from 2016 Online Survey.

## SECTION III. A Good Start

**Do different types of people rate the importance of City of Boulder support for children, youth and families with children differently? Yes.**

### **Differences in importance of support for *children*.**

- Younger residents are less likely than other residents to consider support for children very important.
- More than half of Hispanic residents (56%) and non-white non-Hispanic residents (55%) rate support for children as very important, compared to 43 percent of white respondents.
- As incomes rise, respondents are less likely to identify support for children as very important.

### **Differences in importance of support for *youth and young adults*.**

- Younger residents are less likely to rate support for youth and young adults as very important (20% of 18 to 24 year olds compared to 35% of 25 to 64 year olds and 35% of seniors).
- Hispanic residents (49%) are nearly twice as likely as white (28%) and non-white non-Hispanic (25%) residents to consider support for youth very important.
- Middle income residents are somewhat less likely to support youth and young adults than lower and higher income residents.

### **Differences in importance of support for *families with children*.**

- Older residents are more likely to rate support for families with children very important (50%) compared to 18 to 24 year olds (37%) and residents between 25 and 64 (36%).
- Non-white non-Hispanic residents and Hispanic residents are much more likely (53% and 50% respectively) than white residents (35%) to consider support for families with children very important.
- As income rises, the proportion of residents rating support for families with children very important decreases, from a high of 43 percent of residents with incomes less than \$75,000 to 24 percent of residents with incomes of \$150,000 or more.

### **Did the Community Raise Specific Concerns within the A Good Start Issue Area?**

**Yes**, and the specific concerns defined were very consistent among residents, stakeholders, partners and Board and Commission members.

**Early childhood education, basic needs for families, education issues, child care, support for affordable child and youth sports, programs and recreation activities** were specified as important issues among Telephone Survey respondents and participants in targeted service utilizer focus groups.

*“Single parents and education access for their children and affordable higher education.” (2016 Telephone Survey respondent)*

## SECTION III. A Good Start

*“Funding to enable children to have affordable education from pre-K. I'd like to see the City take a clear stand regarding diversity and supporting DACA and the Dream Act.” (2016 Telephone Survey respondent)*

*“More focus on youth and education.” (2016 Telephone Survey respondent)*

Overall, 11 percent of the total issues identified by BCFM Sidewalk Conversations respondents apply to the A Good Start Issue Area. As shown in Figure III-2, the top three concerns related to A Good Start focus on an aspect of **early education, including early childhood education, student mentoring and support for parents.**

In focus groups, targeted service utilizers focused on their children’s education, including the need for assistance to help their children plan for college, and support for families. For these residents, **A Good Start also means support for meeting basic needs**, including assistance navigating public benefit systems. Participants also discussed the challenges undocumented parents encounter when trying to access resources for themselves or their children.

*“I have heard a lot about people with young children who say it's very hard to find child care for them to work.”(Family Resource Schools focus group participant)*

Discussions with stakeholders and partners relevant to A Good Start focused on efforts to support family self-sufficiency. Among Boards and Commissions, the YOAB defined a wide range of youth-

specific concerns including **school readiness and achievement, mental health and poverty issues.**

Over the course of the community engagement period, three pieces of Council Correspondence addressed A Good Start issues. Topics included Big Brothers/Big Sisters partnerships, internships and marijuana use prevention programs.

**Figure III-2.**  
**What should City of Boulder Human Services focus on over the next five years? A Good Start Issues**

A Good Start Issues	Boulder County Farmers Market
Early childhood/early education	32%
Focus on public schools/early education, student mentoring, parental support	16%
Affordable schooling	13%
Increase pay for teachers	10%
Teenage services	10%
Remedial home economics	6%
Youth Center	6%
Affordable and quality child care spots	3%
Special needs education & understanding	3%
<b>Sample size (n=)</b>	<b>31</b>

Source: City of Boulder from 2016 BCFM Sidewalk Conversations.

**Note.** Community engagement participants also defined concerns related to A Good Start populations (i.e., children, youth and families with children) in other Issue Areas. For example, some participants raised concerns about homeless families and youth.

## SECTION III. A Good Start

Concerns about children, youth and families specific to another Issue Area are discussed in more depth in the individual Issue Area chapters.

### How Does the Boulder Community Prioritize A Good Start Populations and the Issue Area Overall?

Near the conclusion of the Telephone Survey, respondents were asked: “Now that you have additional background on the planning and the process, **what are your top three priorities** for social welfare issues that the City of Boulder should focus on over the next five years?”

- **Children and youth** (20% of respondents); and
- **Families** (18%).

Some residents identified a specific concern related to children and youth, such as poverty, mental health or early education, while others simply identified “children” as one of their three priorities for the City to focus on. It is important to note that **priorities for children, youth and families defined by community engagement participants were not limited to A Good Start concerns.** Other Issue Areas relevant to community concerns for children, youth and families include Economic Mobility and Resilience, Homelessness, and Health and Well-Being.

*“[There] should be support for children living in poverty, particularly for young parents.” (2016 Telephone Survey respondent)*

*“The needs of an aging population should be number one. The needs of children should be number two and homelessness should be number three.” (2016 Telephone Survey respondent)*

*“They should focus on children, families and jobs for the homeless.” (Telephone Survey respondent)*

When focus group and feedback session participants shared their priorities for the Human Services Strategy, issues relevant to A Good Start include helping families achieve self-sufficiency, and school readiness as shown in Figure III-3.

*“Right now the middle school students don’t have a lot of options that the younger or older students have. In a lot of ways this parallels the services directed towards those in middle income brackets.” (Board and Commission participant)*

**Figure III-3.**  
**A Good Start Issues Ranked Among Top Priorities Overall: Focus Group and Feedback Session Participants**

Focus Group and Feedback Session Participants		
Service Utilizers	Stakeholders and Partners	Boards and Commissions
	Family self-sufficiency	School readiness, counseling, and financial assistance
	Families (general)	Mental health for families and youth
		Comprehensive sexual education
		First generation college supports

Note: Services utilizers may not have prioritized A Good Start issues because these residents are participating in existing services related to A Good Start, so these needs may be being met.

Source: BBC Research and Consulting from Human Services Strategy Focus Groups and Feedback Sessions.

# SECTION III. A Good Start

**How do youth prioritize the issues?** Members of the Youth Opportunities Advisory Board participated in an exercise prioritizing among Issue Areas identified by the Human Services Strategy team. As with adult community engagement priorities, the top three priorities among youth are not solely focused on education issues:

- College readiness and high school achievement;
- Families, poverty and economic mobility; and
- Mental health and well-being.

**What does the community want the City of Boulder to focus on to help children ages 0-5?**

Respondents to the Outreach Survey provided direction for how the City of Boulder can best focus its efforts to assist young children. As shown in Figure III-4, **the greatest proportion of Outreach Survey participants—in all demographic cohorts—prioritized programs that help children prepare for starting elementary school (44%).**

**Figure III-4. We have heard from the community that these issues are most important for young children (birth to age five). Which one is most important for the city to focus on to assist this population?**

Outreach Survey Focus For Young Children	Age 65+	Income less than \$75,000	Non-White	White
Programs that help children prepare for starting elementary school	54%	42%	40%	48%
Access to nutritious food	25%	17%	12%	27%
Safe transportation to and from school	4%	12%	16%	2%
Access to physical activities throughout the day	4%	14%	12%	10%
Availability of English as a second language (ESL) classes	4%	11%	18%	4%
Programs for young children are not a concern in Boulder	4%	3%	2%	6%
Other	4%	2%	0%	2%
<b>Sample size (n=)</b>	<b>24</b>	<b>65</b>	<b>50</b>	<b>48</b>

Source: City of Boulder from the 2016 Outreach Survey.

With respect to children’s issues prioritized by smaller proportions of residents, differences were observed between demographic groups:

- Whites are twice as likely as non-whites to prioritize access to nutritious food (27% compared to 12%);
- Non-white residents are 8 times more likely to prioritize safe transportation to and from school than white residents (16% compared to 2%).
- Non-white residents are 4 times more likely to prioritize availability of ESL classes than white residents (18% compared to 4%).

## SECTION III. A Good Start

**What does the community want the City of Boulder to focus on to help middle and high school aged youth?** Respondents to the Outreach Survey provided direction for how the City of Boulder can best focus its help for middle and high school aged youth. As shown in Figure III-5, **substance abuse education such as drug and alcohol abuse prevention is the top priority for the greatest proportion of seniors (32%), residents with incomes less than \$75,000 (29%) and non-white residents (33%).**

Access to **mental health services** for middle and high school aged youth is the priority selected by the greatest proportion of **white residents (29%)**.

Assistance with employment training or volunteer activities is a lower priority for residents across all demographic cohorts.

Non-white residents are four times as likely to prioritize assistance with tutoring or school achievement for middle or high school aged youth compared to white residents (19% versus 4%).

**Figure III-5.**  
**We have heard from the community that these issues are most important for middle and high school aged youth. Which *one* is most important for the city to focus on to assist our youth population?**

Outreach Survey Focus For Middle and High School Aged Youth	Age 65+	Income less than \$75,000	Non-White	White
Substance abuse education such as drug and alcohol abuse prevention	32%	29%	33%	24%
Healthy or socially engaging after school activities	24%	16%	15%	16%
Access to mental health services	20%	18%	10%	29%
Safe spaces for youth to socialize	12%	16%	13%	14%
Assistance with employment training or volunteer activities	8%	6%	8%	10%
Programs for middle and high school-aged youth are not a concern in Boulder	4%	1%	2%	2%
Assistance with tutoring or school achievement	0%	13%	19%	4%
<b>Sample size (n=)</b>	<b>25</b>	<b>68</b>	<b>52</b>	<b>49</b>

Source: City of Boulder from the 2016 Outreach Survey.

**What does the community want the City of Boulder to focus on to help families in need?** Respondents to the Outreach Survey provided direction for how the City of Boulder can best focus efforts to assist families in need. Overall, **access to affordable housing is the top priority among the greatest proportions of older adults, lower income, non-white and white residents** to assist families in need (Figure III-6).

As shown in Figure III-6, the top priority for families—access to affordable housing—did not differ by income, race/ethnicity or age among Outreach Survey respondents.

# SECTION III. A Good Start

**Figure III-6.**  
**We have heard from the community that these are the most important issues for families. Which *one* is the most important for the city focus on to assist families in need?**

Outreach Survey Focus For Families in Need	Age 65+	Income less than \$75,000	Non-White	White
Access to affordable housing	35%	38%	39%	47%
Assistance with basic needs (food, utilities, transportation)	23%	9%	8%	16%
Access to affordable child care	15%	22%	18%	18%
Employment and training opportunities	12%	11%	10%	12%
Assistance with securing health care (physical, mental, dental)	8%	17%	22%	4%
Programs for families are not a concern in Boulder	8%	3%	2%	2%
<b>Sample size (n=)</b>	<b>26</b>	<b>65</b>	<b>49</b>	<b>49</b>

Source: City of Boulder from the 2016 Outreach Survey.

With respect to families in need, issues prioritized by smaller proportions of residents differed between demographic groups:

- The second greatest proportion of older adults (23%) identified assistance with basic needs as their priority for families, compared to 9 percent of lower income respondents and 8 percent of non-white residents.
- Access to affordable child care is a top priority for families among one in five respondents with incomes less than \$75,000, non-white residents and white residents.
- Assistance with securing health care is the top priority for one in five non-white respondents, compared to one in 20 white respondents.

**Priorities to reduce number of residents having difficulty making ends meet.** With respect to prioritizing how to reduce the number of residents having difficulty making ends meet, only 6 percent of telephone survey respondents and 7 percent of online survey respondents prioritized issues within A Good Start. Affordable child care and youth programs comprised the priorities suggested.

*“Focus on providing assistance in emergencies particularly for families with children.” (2016 Telephone Survey respondent)* *“Affordable housing and affordable child care, and health care.” (2016 Telephone Survey respondent)*

*“Places where youth can spend time constructively.” (2016 Online Survey respondent)* *“Boulder is just not an affordable place. There needs to be effort made for affordable housing, food, child care etc.” (2016 Telephone Survey respondent)*

*“Preschool/daycare/camps are unaffordable in Boulder even to many middle class families who do not qualify for subsidies or help.” (2016 Online Survey respondent)*

## SECTION III. A Good Start

Attendees to the May 2016 Mapping Our Future event ranked A Good Start fourth among the six Issue Areas and prioritized the following options within the A Good Start Issue Area:

- Meeting the basic needs of low income families with young children (35%);
- School readiness for young children (31%);
- Child care programs and supports (19%); and
- Youth school children and youth programs (15%).

*“Mentoring, sports, tutoring” (May 2016 Mapping Our Future attendee)*

*“More support for immigrant families.” (May 2016 Mapping Our Future attendee)*

### Summary of A Good Start Issues and Priorities

- Compared to other Issue Areas, A Good Start, particularly the populations within A Good Start—children, youth and families with children—is a high priority among residents, stakeholders, partners and Boards and Commissions.
- Among Boulder residents, a greater proportion consider supporting children to be very important than support for families with children and support for youth and young adults.
- Hispanics are more likely than other residents to consider supporting youth and young adults to be very important.

- Within A Good Start issues of importance include early childhood education, affordable child care, youth programming and assistance with family basic needs.

### Top priorities within A Good Start are:

- School readiness for children;
- Substance abuse education for youth (as determined by community members).
- The top priorities for youth as determined by youth who participated in the community engagement process are college readiness and high school achievement, followed by poverty and economic mobility and mental health and well-being.
- Access to affordable housing, affordable child care and assistance with basic needs for families.

## **SECTION IV.**

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Aging Well

## SECTION IV. Aging Well

This section explores the importance of human services support for older adults and specific concerns of the community related to Aging Well. It concludes with discussion of how community engagement participants prioritize among Aging Well issues. Within the Aging Well Issue Area, older adults are defined as those ages 60 and older.

### Is City Support for Older Adults Important to the Community?

**It's very important to one in four residents.** As shown in Figure IV-1, about one in four respondents to the Telephone Survey consider City of Boulder support for adults age 60 and older to be very important. A greater proportion of online survey respondents (35%) rated support for older adults very important; note that a greater proportion of older adults participated in the online survey.

### Do different types of people rate the importance of City support for older adults differently? Yes.

- Not surprisingly, older adults are more likely than younger residents to consider support for senior services very important (41% compared to 30% of those age 25 to 64 and 5% of those 18 to 25).
- Hispanic and non-white non-Hispanic residents are also more likely to rate support for older adults as very important (31% and 30% respectively, compared to 21% of white residents).
- As income rises, the proportion of residents rating City support for older adults very important falls from 32 percent of those with incomes less than \$75,000 to 14 percent with greater than \$75,000.

**Figure IV-1.** Please help us understand what you think the city's focus should be in addressing the needs of the community. On a scale of 1 to 5 where one is not important and 5 is very important, how important to you is it that the City of Boulder supports adults age 60 and older?

% Responding "Very Important"	Boulder Residents (RTS)	Boulder Residents (ONRS)
<b>All respondents</b>	23%	35%
<b>Age</b>		
18 to 24	5%	-
25 to 64	30%	36%
65 and older	41%	43%
<b>Race/Ethnicity</b>		
White	21%	38%
Hispanic	31%	23%
Non-White Non-Hispanic	30%	50%
<b>Income</b>		
Less than \$75,000	32%	41%
\$75,000 up to \$150,000	14%	38%
\$150,000 or more	15%	31%

Note: RTS=Representative Telephone Survey, ONRS=Online Non-Representative Survey. "-" indicates an insufficient number of respondents for analysis.

Source: BBC Research & Consulting from 2016 Telephone Survey and City of Boulder from 2016 Online Survey.

### Did the Community Raise Specific Concerns within the Aging Well Issue Area?

**Yes.** Although only raised by a small proportion of community engagement participants, concerns specific to the Aging Well Issue Area were similar across community engagement tools.

## SECTION IV. Aging Well

Specific Aging Well concerns mentioned by Telephone Survey and Online Survey respondents and Open House Event<sup>1</sup> attendees include:

- The cost of living, including housing affordability;
- Aging in place;
- Finding accessible or single-level housing or independent living options;
- Transportation; and
- Desire for senior programs and services.

*“Services for average, older Boulder-ites to help them afford to live, and allow them to continue to live in the city of Boulder.” (2016 Telephone Survey Respondent)*

*“Providing permanently affordable housing for Adults 60+ including homeownership.” (2016 Online Survey respondent)*

*“There are so few single level town homes, so elderly can cope on their own. Or independent settlements for elderly with appropriate conveniences.” (2016 Online Survey respondent)*

*“Providing better support for those over 60 and disabled—housing, transportation, medical care, food.” (2016 Online Survey respondent)*

*“Most of the senior programming is handled in the East senior center which is located pretty far out for most Boulder residents, and largely*

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<sup>1</sup> The Open House events were held at the West and East Senior Centers and older adults comprised the majority of attendees.

*only accessible by car. What about everyone else?” (May 2016 Open House attendee)*

Overall, 7 percent of the issues identified by BCFM Sidewalk Conversation participants concerned Aging Well issues. As shown in Figure IV-2, **affordable housing for seniors and senior services were the top two Aging Well issues mentioned**, followed by neighborhood senior programs, senior transportation and support for the AARP Tax Aide Program.

**Figure IV-2.**  
**What should City of Boulder Human Services focus on over the next five years? Aging Well Issues**

Aging Well Issues	Boulder County Farmers Market
Senior affordable housing	30%
Senior services	30%
Neighborhood senior programs	10%
Senior transportation	10%
Support AARP Tax Aide Program	10%
End of life	5%
Senior affordability	5%
<b>Sample size (n=)</b>	<b>20</b>

Source: City of Boulder from 2016 BCFM Sidewalk Conversations.

Participants in a focus group with seniors identified the top challenges older adults living in Boulder face. These challenges were characterized as:

- Living at home with limited mobility;
- Transportation; and
- Cost of living and housing.

## SECTION IV. Aging Well

*“There is a gap between people who are not wealthy and who don’t qualify for low income assistance.” (Older Adult focus group participant)*

*“The bus is very difficult and people have to switch buses to get to the East site. The bus stop is far away from the building (East center).” (Older Adult focus group participant)*

Six pieces of Council Correspondence address Aging Well issues. These pertained to concern about the growing number of seniors in Boulder and the lack of services for seniors; concern about the cost of the Silver Sneakers program; and questions about services.

**Many older adults prefer to age in place, but some encounter barriers. What does the community think is the biggest barrier to aging in place in Boulder?**

Outreach Survey respondents identified the factor they believe is the biggest barrier to aging in place in Boulder, as shown in Figure IV-3.

**Figure IV-3. Many older adults prefer to "age in place" or remain in their home of choice as long as possible. What do you believe is the biggest barrier to aging in place in Boulder?**

Outreach Survey Barriers to Aging in Place	Age 65+	Income less than \$75,000	Non-White	White
The costs of in-home support services make aging in place difficult	42%	34%	29%	45%
Older adults or caregivers lack knowledge about available services that make aging in place possible	19%	12%	8%	18%
Home repair, maintenance or modification is too difficult or costs too much	15%	12%	12%	10%
Transportation outside the home is unavailable, not accessible or too costly	8%	6%	2%	10%
In-home support services are not available in Boulder	4%	2%	2%	2%
High medical expenses mean little money remains for in-home services	4%	23%	35%	4%
Basic services are not within walking distance for many older Boulder residents	4%	9%	10%	6%
Does not apply	4%	2%	2%	4%
<b>Sample size (n=)</b>	<b>26</b>	<b>65</b>	<b>49</b>	<b>49</b>

Source: City of Boulder from the 2016 Outreach Survey.

- **The greatest proportion of seniors (42%) named the costs of in-home support services as the biggest barrier to aging in place**, followed by lack of awareness of available services to facilitate aging in place (19%) and the cost of home repair, maintenance or modifications (15%).
- **One in three residents with incomes less than \$75,000 identified the costs of in-home support services as the biggest barrier to aging in place**, and one in four selected high medical expenses leaving little money for in-home services.
- **High medical expenses leaving little money for in-home services was the biggest barrier to aging in place selected by one in three non-white respondents**, compared to 4 percent of white respondents.

# SECTION IV. Aging Well

## Is City of Boulder Support for Specific Older Adult Programs and Services Important to the Community?

Yes, and the degree of support varies by program or service. Survey respondents considered the importance of specific types of senior services and programs that the City of Boulder could support for older adults. These are presented in Figure IV-4.

The greatest proportions of Boulder residents identified support for transportation assistance (38%) and assistance with basic needs (38%) as very important and these were also the issues of greatest importance to online survey respondents.

With respect to senior centers, greater proportions of Boulder residents overall and online survey respondents favored centers for multiple generations sharing space in one location over senior centers for older adults only.

Not surprisingly, the issues of importance identified by older adults are different from those of the Boulder population as a whole. The services and programs considered very important by the greatest proportions of seniors are:

- Transportation assistance (53%)
- Housing and resources to help people age in place (47%); and
- Senior centers in general (46%).

Figure IV-4. On a scale of 1 to 5 where one is not important and five is very important, how important to you is it that the City of Boulder supports the following services for older adults...

% Responding "Very Important"	Boulder Residents (RTS)	Adults 65+ (RTS)	Boulder Residents (ONRS)
Transportation assistance	38%	53%	47%
Assistance with basic needs	38%	30%	48%
Housing and resources to help people age in place	32%	47%	43%
Senior Centers	24%	46%	
Senior centers for older adults only	15%	21%	21%
Centers for multiple generations, sharing space in one location	27%	25%	38%
Support for caregivers	31%	44%	31%
Social and educational activities	29%	33%	22%
Health and wellness classes and programs	30%	21%	25%
Survey sample size (n=)	401	33	291

Note: RTS=Representative Telephone Survey, ONRS=Online Non-Representative Survey. Source: BBC Research & Consulting from 2016 Telephone Survey and City of Boulder from 2016 Online Survey.

## Do different types of people rate the importance of City support for older adult services and programs differently?

Yes. Figure IV-5 presents the senior service or program issue rated very important by the greatest proportion of Telephone Survey and Online Survey respondents by age, race/ethnicity and income.

The older adult service or program considered most important to Telephone Survey respondents changed based on the respondent's age, race/ethnicity and income.

# SECTION IV. Aging Well

- The greatest proportion of **residents ages 25 to 64 (43%) and 65 and older (53%) identified transportation assistance as very important** compared to the greatest share of younger residents who would support assistance with basic needs (40%).
- **Nearly four in five Hispanic residents rated health and wellness programs as very important**, while the greatest proportion of white residents considered assistance with basic needs very important (38%). **Nearly 60 percent of non-white non-Hispanics rated social and educational activities very important.**
- **Half of residents with household incomes less than \$75,000 rated assistance with basic needs very important**, while the greatest proportion of middle income residents (29%) considered multigenerational centers very important. **One-third of the highest income households rated transportation assistance as very important.**

**Figure IV-5.**  
**On a scale of 1 to 5 where one is not important and five is very important, how important to you is it that the City of Boulder supports the following services for older adults...**

Older Adult Issue with greatest proportion of respondents rating "Very Important"	Boulder Residents (RTS)	Boulder Residents (ONRS)
<b>Age</b>		
18 to 24	Assistance with basic needs (40%)	-
25 to 64	Transportation assistance (43%)	Assistance with basic needs (51%)
65 and older	Transportation assistance (53%)	Housing and resources to help people age in place (50%)
<b>Race/Ethnicity</b>		
White	Assistance with basic needs (38%)	Assistance with basic needs (50%)
Hispanic	Health and wellness programs (80%)	Assistance with basic needs (64%)
Non-White Non-Hispanic	Social and educational activities (59%)	Assistance with basic needs (59%), Housing and resources to help people age in place (59%)
<b>Income</b>		
Less than \$75,000	Assistance with basic needs (50%)	Assistance with basic needs (56%)
\$75,000 up to \$150,000	Multigenerational centers (29%)	Transportation assistance (50%)
\$150,000 or more	Transportation assistance (32%)	Assistance with basic needs (41%)

Note: RTS=Representative Telephone Survey, ONRS=Online Non-Representative Survey. "-" indicates an insufficient number of respondents for analysis.

Source: BBC Research & Consulting from 2016 Telephone Survey and City of Boulder from 2016 Online Survey.

The greatest proportion of Online Survey respondents rated assistance with basic needs very important across all demographic groups, with two exceptions.

- The greatest proportion of participants age 65 and older (50%) rated housing and resources to help people age in place very important; and
- Most participants with household incomes of \$75,000 up to \$150,000 (50%) considered transportation assistance most important.

## SECTION IV. Aging Well

### How Does the Boulder Community Prioritize Aging Well and Aging Well Issues?

Aging Well issues were the top priority for 23 percent of Boulder residents who participated in the Telephone Survey. Near the conclusion survey, respondents were asked: “Now that you have additional background on the planning and the process, **what are your top three priorities** for social welfare issues that the City of Boulder should focus on over the next five years?”

- The majority of references to Aging Well issues by survey respondents simply named the population group—**seniors, elderly or older adults— as a top priority**, without further description.
- Specific Aging Well concerns mentioned as a priority are **aging in place and services and programs for older adults**.

In addition to Aging Well issues, seniors participating in the Older Adult focus group prioritized **physical health and wellness and mental health and well-being**. Aging Well issues were not among the top priorities stakeholders, partners and boards and commissions identified for the Human Services Strategy in focus groups and feedback

sessions, however, most of these priorities (e.g., affordable housing) impact the older adult population.

**Figure IV-6. We have heard from the community that these are the most important issues for older adults (60+) in Boulder. Which *one* is most important for the city to focus on to assist our aging population?**

Outreach Survey Focus for Older Adults	Age 65+	Income less than \$75,000	Non-White	White
Help understanding available community resources to age in place and remain as independent as long as possible	48%	18%	14%	40%
Health and wellness programs	12%	15%	22%	15%
Individualized consultation and community resource referrals	8%	9%	4%	13%
Resources for older adult caregivers such as support groups, financial assistance and education services	8%	20%	24%	4%
Volunteer opportunities for older adults	8%	8%	8%	4%
Help understanding available community resources for food or medical care	4%	17%	18%	10%
Help understanding available community transportation resources	4%	8%	8%	4%
Re-careering and career counseling services	4%	2%	2%	2%
Other	4%	2%	0%	2%
Personal enrichment and education programs	0%	3%	0%	6%
Aging is not a concern in Boulder	0%	0%	0%	0%
<b>Sample size (n=)</b>	<b>25</b>	<b>65</b>	<b>50</b>	<b>48</b>

Source: City of Boulder from the 2016 Outreach Survey.

May 2016 Open House prioritized services for seniors to **age in place**, basic needs assistance and transportation and walkability.

## SECTION IV. Aging Well

**What does the community want the City of Boulder to focus on to help older adults?** Outreach survey respondents chose issues for the City of Boulder to focus on to assist the city's aging population.

- **Nearly half (48%) of older adults** and 40 percent of white respondents **want the City to focus on helping seniors understand available community resources to age in place** and remain as independent as long as possible.
- **One in four non-white respondents** and **one in five residents with income less than \$75,000 prioritized** City support for **resources for older adult caregivers** such as support groups, financial assistance and education services.

### Summary of Aging Well Issues and Priorities

- Overall, the specific Aging Well issues of greatest concern and highest priority to the Boulder community are housing and the resources to age in place, assistance with basic needs, transportation and support for caregivers.
- Aging Well issues considered very important by the greatest proportions of seniors are transportation assistance; housing and resources to age in place; and assistance with basic needs. Nearly half of older adults would prioritize City support for helping seniors understand available community resources to age in place.
- Support with the cost of living, including housing affordability, transportation and helping seniors understand community resources to age in place are priorities in the Aging Well issue area.
- Greater proportions of community engagement participants, including among seniors, would prefer multigenerational centers over seniors-only facilities.

## **SECTION V.**

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### **Economic Mobility and Resilience**

# SECTION V. Economic Mobility and Resilience

This section explores the importance of human services assistance for moving residents out of poverty and the ability to recover from shocks, and defines specific concerns within the Economic Mobility and Resilience Issue Area. It concludes with discussion of how community engagement participants prioritize among the Economic Mobility and Resilience issues.

## Is City Support for People in Poverty Important to the Community?

**Yes.** As shown in Figure V-1, more than one-third of Telephone Survey respondents and 47 percent of Online Survey respondents confirmed that City of Boulder support for people in poverty is very important.

## Do different types of people rate the importance of City of Boulder support for people in poverty differently? Yes.

- **Hispanic residents (44%) and non-white non-Hispanic residents (44%) are more likely than white residents (35%) to rate City of Boulder support for people in poverty very important.**
- **As income rises, Boulder residents are less likely to consider City of Boulder support for people in poverty very important.** Nearly half of residents with incomes less than \$75,000 (46%) consider this support very important compared to one in four with incomes of \$75,000 up to \$150,000 and 29 percent with incomes of \$150,000 or more.

Results from the Online Survey were similar in nature although greater proportions of Online Survey respondents across demographic cohorts rated City support for people in poverty very important.

**Figure V-1.** Please help us understand what you think the city’s focus should be in addressing the needs of the community. On a scale of 1 to 5 where one is not important and 5 is very important, how important to you is it that the City of Boulder supports...people in poverty?

% Responding "Very Important"	Boulder Residents (RTS)	Boulder Residents (ONRS)
<b>All respondents</b>	36%	44%
<b>Age</b>		
18 to 24	36%	-
25 to 64	38%	50%
65 and older	37%	35%
<b>Race/Ethnicity</b>		
White	35%	47%
Hispanic	44%	62%
Non-White Non-Hispanic	44%	53%
<b>Income</b>		
Less than \$75,000	46%	56%
\$75,000 up to \$150,000	25%	45%
\$150,000 or more	29%	35%

Note: RTS=Representative Telephone Survey, ONRS=Online Non-Representative Survey. "-" indicates an insufficient number of respondents for analysis.

Source: BBC Research & Consulting from 2016 Telephone Survey and City of Boulder from 2016 Online Survey.

# SECTION V. Economic Mobility and Resilience

## Did the Community Raise Specific Concerns within the Economic Mobility and Resilience Issue Area?

**Yes: affordable housing, employment and training and public transportation.**

The majority of Telephone Survey and Online Survey participants who suggested specific concerns **named affordable housing and the remainder discussed employment, training and living wages.** Other comment examples are:

*“Better options for jobs.” (2016 Telephone Survey respondent)*

*“Support for small business.” (2016 Telephone Survey respondent)*

*“\$15 an hour minimum wage.” (2016 Online Survey respondent)*

A segment of Telephone Survey and Online Survey respondents focused their comments on the **needs of middle class households,** including affordable housing.

*“I’m most concerned about the loss of Boulder’s middle class. I think programs need to be weighed against whether they will increase costs to middle-class families and further squeeze them out.” (2016 Online Survey respondent)*

*“Affordable housing for middle income people.” (2016 Telephone Survey respondent)*

As shown in Figure V-2, nearly 75 percent of the Economic Mobility and Resilience issues suggested as a focus for Human Services over the next five years by BCFM Sidewalk Conversations relate to **affordable housing overall and affordable housing for low and**

**middle income residents. Public transportation,** small business support, job opportunities, training and wages comprised the remainder of Economic Mobility and Resilience concerns raised.

**Figure V-2.**  
**What should City of Boulder Human Services focus on over the next five years? *Economic Mobility and Resilience Issues***

Economic Mobility and Resilience Issues	Boulder County Farmers Market
Affordable housing (general)	39%
Low income affordable housing	22%
Public transportation	13%
Middle income affordable housing	11%
Support for small businesses	4%
Job opportunities	3%
Job training/apprenticeships	3%
RTD Community pass	3%
Minimum wage	1%
Reduce sales tax	1%
<b>Sample size (n=)</b>	<b>72</b>

Source: City of Boulder from 2016 BCFM Sidewalk Conversations.

In focus groups, **targeted service utilizers**—low income residents participating in City or partner-supporter services—**emphasized affordable housing and employment.**

*“Rents are too high, and wages are too low.” (Boulder Housing Partners focus group participant)*

*“Last year I was very concerned. I had to move from one apartment to the other. Everything was piling up—electric, rent, etc.” (Family Resources Schools focus group participant)*

## SECTION V. Economic Mobility and Resilience

Economic Mobility and Resilience concerns were raised in each of the feedback sessions held with stakeholders, partners and Board and Commission. The most common concerns include **affordable housing, employment and training, and assistance with basic needs**.

In addition to the populations typically the focus of human services (e.g., low income households, persons experiencing homelessness), participants in stakeholder and partner feedback sessions suggested that three additional populations are relevant to the Economic Mobility and Resilience Issue Area:

- Undocumented residents;
- Residents whose income just exceed program limits; and
- Middle class households.

Business Survey respondents echoed the Economic Mobility and Resilience issues raised by other community engagement participants. From the perspective of **Business Survey** respondents, **the gap between wages paid for certain jobs**, particularly in the service industry, **and the cost of housing in Boulder leads many who work in Boulder to live outside the city**, creating additional pressure on transportation infrastructure as they commute in and out of the city.

*“Many times the wages earned don't allow one to live in Boulder or remain living close to their places of employment. This leads to other issues when dealing with transportation and such.” (Business Survey respondent)*

Over the course of the community engagement period, 7 percent of Council Correspondence addressed Economic Mobility and Resilience issues (10 out of 152) pieces of correspondence). These related to the **need for living wages** that allow residents who work in the city to live in the city.

**In what ways do residents have difficulty making ends meet?** Another approach to defining specific concerns related to the Economic Mobility and Resilience Issue Area is the extent to which residents have difficulty making ends meet. Figure V-3 demonstrates that **at least 16 percent of Telephone Survey respondents and 26 percent of Online Survey respondents struggled to make ends meet in one or more categories**. The greatest share of Telephone Survey respondents had difficulty making ends meet for:

- Health insurance (16%)
- Rent/mortgage (13%); and
- Mental health care (12%) and Transportation (12%).

In addition to the 10 issues specified, survey respondents raised other issues. **Most of the responses in the “other” category concern debt**, particularly difficulty paying college tuition and expenses, making student loan payments, and medical debt.

# SECTION V. Economic Mobility and Resilience

**Figure V-3.**  
**In the past year, have you or members of your household had difficulty making ends meet for any of the following?**

	Boulder Residents (RTS)	Boulder Residents (ONRS)
Health insurance	16%	17%
Rent/mortgage	13%	26%
Mental health care	12%	9%
Transportation	12%	8%
Physical health care	11%	15%
Dental care	10%	16%
Medication	8%	9%
Food	6%	14%
Other	6%	7%
Utilities	5%	9%
Child care	3%	9%
<b>Survey sample size (n=)</b>	<b>401</b>	<b>295</b>

Note: RTS=Representative Telephone Survey and ONRS=Online Non-Representative Survey.  
 Source: BBC Research & Consulting from 2016 Telephone Survey and City of Boulder from 2016 Online Survey.

## Do Boulder residents of different ages have different experiences with difficulty making ends meet?

**Yes.** As shown in Figure V-4, when examined by age, there are differences in residents’ experiences having difficulty making ends meet.

- **Younger residents are much more likely to have difficulty making ends meet for mental health care.** One in five 18 to 24 year olds have difficulty affording mental health care, double the share residents ages 25 to 64 (9%) and six times more likely than residents age 65 or older (3%).

- One in five residents ages 25 to 64 had difficulty making ends meet for health insurance and 16 percent had difficulty with their rent/mortgage.
- The greatest proportion of **older adults had difficulty making ends meet for transportation (15%), physical health care (15%) and medication (15%).**

**Figure V-4.**  
**In the past year, have you or members of your household had difficulty making ends meet for any of the following? Age**

% Having Difficulty Making Ends Meet	Age 18 to 24	Age 25 to 64	Age 65 or older
Mental health care	18%	9%	3%
Transportation	15%	10%	15%
Health insurance	14%	19%	6%
Rent/mortgage	10%	16%	6%
Food	10%	5%	0%
Physical health care	9%	12%	15%
Dental care	9%	11%	12%
Medication	9%	6%	15%
Other	5%	7%	3%
Utilities	5%	5%	6%
Child care	5%	3%	4%
<b>Survey sample size (n=)</b>	<b>131</b>	<b>226</b>	<b>34</b>

Note: Numbers by age do not add to 401 because some respondents declined to share their age.  
 Source: BBC Research & Consulting from the 2016 Telephone Survey.

# SECTION V. Economic Mobility and Resilience

## Do Boulder residents of different races/ethnicities have different experiences with difficulty making ends meet?

**Yes.** Experience with difficulty making ends meet are similar by race and ethnicity; **the largest differences concern** difficulties affording **health care** and **medication** and **utilities among non-white non-Hispanic residents**, as shown in Figure V-5.

**Figure V-5.**  
**In the past year, have you or members of your household had difficulty making ends meet for any of the following? Race/Ethnicity**

% Having Difficulty Making Ends Meet	White	Hispanic	Non-White Non-Hispanic
Health insurance	16%	18%	13%
Rent/mortgage	14%	12%	13%
Mental health care	12%	18%	13%
Transportation	12%	12%	16%
Dental care	11%	12%	9%
Physical health care	10%	12%	25%
Food	8%	0%	0%
Medication	7%	12%	22%
Other	7%	0%	0%
Utilities	5%	0%	13%
Child care	4%	0%	3%
<b>Survey sample size (n=)</b>	<b>319</b>	<b>34</b>	<b>32</b>

Note: Numbers for white, Hispanic and non-white non-Hispanic do not add to 401 because some respondents declined to share their race/ethnicity.

Source: BBC Research & Consulting from the 2016 Telephone Survey.

- Nearly one in five Hispanic respondents (18%) had difficulty making ends meet for health insurance—similar to white respondents (16%) and higher than non-white non-Hispanic residents (13%).
- Nearly one in five Hispanic residents had difficulty making ends meet for mental health care—a greater share than found for white residents (12%) and non-white non-Hispanic residents (13%).
- **One in four non-white non-Hispanic respondents had difficulty making ends meet for physical health care; double the proportion of white (10%) and Hispanic (12%) respondents.** Similar disparities are seen for medication.
- None of the Hispanic respondents reported difficulty making ends meet for utilities, compared to 5 percent of white respondents and 13 percent of non-white non-Hispanic respondents.

## SECTION V. Economic Mobility and Resilience

### Do Boulder residents of different incomes have different experiences with difficulty making ends meet?

**Yes.** Not surprisingly, the greatest differences in difficulty making ends meet from Boulder residents overall are observed when considered by income segments, as shown in Figure V-6.

**Figure V-6.**

**In the past year, have you or members of your household had difficulty making ends meet for any of the following? Income**

% Having Difficulty Making Ends Meet	Less than \$75,000	\$75,000 up to \$150,000	\$150,000 or more
Health insurance	25%	12%	3%
Rent/mortgage	20%	8%	3%
Physical health care	20%	6%	0%
Transportation	18%	9%	3%
Mental health care	16%	14%	3%
Dental care	15%	8%	0%
Medication	15%	5%	3%
Food	13%	2%	0%
Other	8%	5%	3%
Utilities	8%	1%	3%
Child care	5%	5%	0%
<b>Survey sample size (n=)</b>	<b>173</b>	<b>112</b>	<b>60</b>

Note: Numbers by income do not add to 401 because some respondents declined to share their income.

Source: BBC Research & Consulting from the 2016 Telephone Survey.

- **At least 25 percent of residents with household incomes less than \$75,000 (low income) had difficulty making ends meet in one or more categories.**
- **One in four low income Telephone Survey respondents struggled to afford health insurance**, double the share of middle income respondents (12%) and six times greater than high income respondents (3%).
- **One in five low income residents had difficulty paying for their rent/mortgage** compared to 8 percent of middle income and 3 percent of high income respondents.
- **One in five low income residents had difficulty paying for physical health care**, more than twice the proportion of middle income respondents (6%) and none of the high income respondents.
- **Nearly one in five low income respondents (18%) had difficulty making ends meet for transportation**, double that of middle income respondents (9%) and six times higher than high income respondents (3%).
- Making ends meet for **mental health care** (14%) and **health insurance** (12%) are the difficulties making ends meet identified by the greatest proportions of middle income respondents.
- Few residents with incomes greater than \$150,000 reported difficulty making ends meet.

## SECTION V. Economic Mobility and Resilience

### How Does the Boulder Community Prioritize Topics Within the Economic Mobility and Resilience Issue Area?

Across all community engagement opportunities **affordable housing** was the top priority within the Economic Mobility and Resilience Issue Area. **Economic mobility in general and jobs with living wages** are also priority issues.

Near the conclusion of the telephone survey, respondents were asked: “Now that you have additional background on the planning and the process, what are your top three priorities for social welfare issues that the City of Boulder should focus on over the next five years?” Many of the priorities—respondents named up to three—identified are issues within the Economic Mobility and Resilience area and include:

- **Affordable housing** (35% of respondents);
- **Economic mobility and resilience in general** (32%);
- Transit and transportation issues (12%); and
- Support for basic needs (2%).

When focus group and feedback session participants shared their priorities for the Human Services Strategy several economic mobility and resilience issues were among the highest priority. As shown in Figure V-7, **targeted service utilizers, stakeholders and partners and members of Boards and Commissions all prioritized housing affordability** and options related to **employment and job training**.

Figure V-7.  
Economic Mobility and Resilience Issues Ranked Among Top Priorities Overall: Focus Group and Feedback Session Participants

Focus Group and Feedback Session Participants		
Service Utilizers	Stakeholders and Partners	Boards and Commissions
Housing affordability	Housing policy and zoning	Housing affordability
Meeting basic needs	Housing affordability	Meeting basic needs
Job training/education	Job training/education	Access to transportation
Employment services	Family self-sufficiency	Opportunities for work

Source: BBC Research and Consulting from Human Services Strategy Focus Groups and Feedback Sessions.

*“The biggest problem is housing. I live with a woman so we can share rent. When I came back from the hospital with my child, my roommate asked me to leave. I didn't know where to go. I made a lot of phone calls. Then they found me this place.” (Boulder Housing Partners focus group participant)*

*“I know families who can't afford their rent, and they have to double up with friends. Now there are long waiting lists for units like this.” (Boulder Housing Partners focus group participant)*

**Attendees to the May 2016 Mapping Our Future open house event prioritized** the following options for economic mobility and resilience:

- Focus on **prevention** (29%);
- **Housing supports** (25%);
- Address **growing economic gap** (21%);

# SECTION V. Economic Mobility and Resilience

- Direct assistance to families (16%); and
- Employment and training (9%).

*“With special attention to helping ensure teachers and health care workers can live and work in Boulder. Otherwise high turnover in critical roles.” (May 2016 Mapping Our Future attendee) “Affordable housing—both renting and buying for people who work in Boulder.” (May 2016 Mapping Our Future attendee)*

**What does the community want the City of Boulder to focus on to reduce number of residents having difficulty making ends meet? Housing and self-sufficiency.** Overall, 60 percent of telephone survey respondents and 60 percent of online survey respondents suggested that the City focus on Economic Mobility and Resilience issues to best help reduce the number of Boulder households having difficulty making ends meet.

Figure V-8 presents the breakdown among the Economic Mobility and Resilience suggestions for each survey. As shown, among the Economic Mobility and Resilience issues raised, Boulder residents suggest **the City should focus on housing and employment opportunities**. Online survey respondents made the same prioritization.

**Figure V-8.**  
**What should the City focus on to help reduce the number of Boulder households who have difficulty making ends meet? (Unprompted, Open-Ended Question)**

Economic Mobility and Resilience Issues for Focus	Boulder Residents (RTS)	Boulder Residents (ONRS)
Housing	60%	51%
Employment opportunities	14%	17%
Living wage	11%	13%
Education/training	11%	12%
Middle class concerns	5%	7%
<b>Sample size (n=)</b>	<b>212</b>	<b>151</b>

Note: RTS=Representative Telephone Survey and ONRS=Online Non-Representative Survey. Sample size and data include are only those responses relevant to the Economic Mobility and Resilience Issue Area.

Source: BBC Research & Consulting from 2016 Telephone Survey and 2016 Online Survey Source.

# SECTION V. Economic Mobility and Resilience

## What should be the City of Boulder’s primary role in improving low income residents’ financial self-sufficiency?

Respondents to the Outreach Survey provided direction for how the City of Boulder can best focus its efforts to improve the financial self-sufficiency of low income residents. As shown in Figure V-9, residents suggestions for the City’s primary role varied by age, income and race/ethnicity.

- The greatest proportion of **non-white respondents** (53%), **older adults** (25%) and **respondents with incomes less than \$75,000** (40%) think the **City’s primary role should be to help subsidize basic living costs, such as food, transportation, rent, child care for low-income residents.**
- The greatest proportion of **white respondents** (35%) think the **City’s primary role should be to increase access to and availability of affordable housing**, as do 28 percent of non-white respondents and 27 percent of low income respondents.

**Figure V-9.**  
**What should the city’s primary role be in improving the financial self-sufficiency of low income Boulder residents and households?**

Outreach Survey Priorities to Improve Self-Sufficiency	Age 65+	Income less than \$75,000	Non-White	White
Help subsidize basic living costs, such as food, transportation, rent, child care for low-income residents	25%	40%	53%	21%
Assist with employment and training	25%	20%	16%	21%
Improving the financial self-sufficiency of low-income Boulder residents is not a concern	17%	2%	0%	6%
Increase access to and availability of affordable housing	13%	28%	27%	35%
Provide information about financial coaching and education services	8%	5%	2%	8%
Protect vulnerable residents from predatory practices such as payday lending and financing	8%	3%	0%	6%
Increase information about benefits such as Earned Income Tax Credit and the Child Care Contribution Credit	4%	3%	2%	2%
Other	4%	0%	0%	2%
<b>Sample size (n=)</b>	<b>25</b>	<b>65</b>	<b>49</b>	<b>49</b>

Source: City of Boulder from the 2016 Outreach Survey.

## SECTION V. Economic Mobility and Resilience

### Summary of Economic Mobility and Resilience Issues and Priorities

- Overall, Economic Mobility and Resilience is one of the top priorities for the Human Services Strategy identified in the community engagement process.
- Affordable housing is among the top Economic Mobility and Resilience concerns defined by residents, service utilizers, stakeholders and partners, followed by employment opportunities, job training/education and wages.
- Low income households experience multiple difficulties making ends meet, particularly with respect to paying for health insurance, housing, physical health care and transportation.
- Non-white non-Hispanic survey respondents are more likely than Hispanic white survey respondents to experience difficulty making ends meet for physical health care, medication and utilities.
- In addition to Boulder's lower income households, middle class households also have challenges with Economic Mobility and Resilience issues, particularly affordable housing.
- With respect to difficulty making ends meet, the greatest proportion of residents have difficulties with health insurance, rent/mortgage and mental health care. Residents with incomes less than \$75,000 are more likely than others to experience difficulty making ends meet.

Top priorities within Economic Mobility and Resilience are:

- Affordable housing;
- Employment opportunities, training, and living wages; and
- Support for basic costs of living, such as food, transportation, rent, and child care for low income residents.

## **SECTION VI.**

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### **Health and Well-Being**

# SECTION VI. Health and Well-Being

This section explores the importance of human service support for Health and Well-being and defines specific community concerns related to the Health and Well-being Issue Area. It concludes with discussion of how community engagement participants prioritize Health and Well-being issues.

## Is City Support for Mental and Physical Health Important to the Community?

**Yes.** As shown in Figure VI-1, 48 percent of Telephone Survey respondents consider City support for mental health and physical health (31%) to be “very important.” Online Survey participants responded similarly.

## Do different types of people rate the importance of City of Boulder support for physical health and mental health differently? Yes.

### Differences in importance of City support for mental health.

- Younger residents (52%) are more likely than older residents (42%) to consider support for mental health and well-being to be very important.

- Hispanic residents (56%) are slightly more likely than non-white non-Hispanic residents (50%) and white residents (48%) to rate City support for mental health very important.
- **Residents with incomes less than \$75,000 are more likely than other income cohorts to deem support for mental health very important** (57% compared to 36% of those with incomes ranging from \$75,000 up to \$150,000 and 42% with income greater than \$150,000).

**Figure VI-1.** Please help us understand what you think the city’s focus should be in addressing the needs of the community. On a scale of 1 to 5 where one is not important and 5 is very important, how important to you is it that the City of Boulder supports...mental well-being? Physical well-being?

% Responding "Very Important"	Support for Mental Health		Support for Physical Health	
	Boulder Residents (RTS)	Boulder Residents (ONRS)	Boulder Residents (RTS)	Boulder Residents (ONRS)
<b>All respondents</b>	48%	44%	31%	33%
<b>Age</b>				
18 to 24	52%	-	27%	-
25 to 64	48%	47%	34%	37%
65 and older	42%	46%	38%	29%
<b>Race/Ethnicity</b>				
White	48%	49%	25%	34%
Hispanic	56%	31%	80%	54%
Non-White Non-Hispanic	50%	53%	45%	33%
<b>Income</b>				
Less than \$75,000	57%	50%	45%	43%
\$75,000 up to \$150,000	36%	50%	18%	34%
\$150,000 or more	42%	35%	23%	26%

Note: RTS=Representative Telephone Survey, ONRS=Online Non-Representative Survey. “-” indicates an insufficient number of respondents for analysis.

Source: BBC Research & Consulting from 2016 Telephone Survey and City of Boulder from 2016 Online Survey.

# SECTION VI. Health and Well-Being

### Differences in importance of City support for physical health.

- Older residents are more likely than younger residents to rate City support for physical health and well-being very important (38% compared to 27% of 18 to 24 year olds).
- Differences in support for physical health care are significant when examined by race and ethnicity**, with Hispanic (80%) and non-white non-Hispanic (45%) residents being much more likely than white (25%) residents to consider City support very important.
- Residents with incomes less than \$75,000 are nearly twice as likely as those with incomes greater than \$150,000 to rate City support for physical health care very important (43% compared to 26%).

### Did the Community Raise Specific Concerns Within the Health and Well-Being Issue Area?

Yes.

When given the opportunity to surface human services issues, about 8 percent of the total suggestions made by Telephone Survey respondents related to the Health and Well-being Issue Area; these suggestions primarily concerned **mental health and substance abuse issues**.

*“We need to do a much better job supporting those in our community who have mental health issues. Right now the city of Boulder along with most of the state have decided it’s OK to criminalize health issues rather than handle mental health issues medically. This is wrong and does a disservice to a very vulnerable part of our community. The police department has enough difficulty without the added housing and care of the mentally ill—which they are*

*inadequately doing at this time.” (2016 Telephone Survey respondent)*

Overall, Health and Well-being issues were 20 percent of the issues suggested by participants in the BCFM Sidewalk Conversations. As shown in Figure VI-2, **nearly 40 percent** of the Health and Well-being issues raised **concerned mental health**, followed by issues related to **food access/nutrition/cooking classes** (23%).

**Figure VI-2.**  
**What should City of Boulder Human Services focus on over the next five years? Health and Well-being Issues**

Health and Well-being Issues	Boulder County Farmers Market
Mental health	39%
Food access/nutrition/cooking classes	23%
Community Gardens	9%
Drug/alcohol rehabilitation	9%
Free medical services/uninsured	9%
Domestic Violence	4%
Other	9%
<b>Sample size (n=)</b>	<b>57</b>

Source: City of Boulder from 2016 BCFM Sidewalk Conversations.

In focus groups, targeted service utilizers identified Health and Well-being issues, **including challenges affording not only health insurance but also health care services**. Limited English Proficient populations must overcome language barriers that can prevent these residents from seeking services due to a lack of interpreters or bilingual staff or paperwork being offered in English-only. Focus group participants discussed the additional barriers residents without legal status documentation must overcome in order to receive access to insurance and health care services.

# SECTION VI. Health and Well-Being

*“I know some people who have challenges with medical and health problems, or who can’t communicate with their families. The health clinic has been very helpful—services are charged on a ‘pay what you can afford’ basis.” (Boulder Housing Partners focus group participant)*

*“I think that one of the most important things is health—especially for parents. There is help for kids, but parents don’t have as much help.” (Family Resource Schools focus group participant)*

*“No [we don’t have adequate access to health care services]. Some that are legal residents still can’t get medical coverage, and can’t afford to pay for medical services. Some do have coverage, but can’t afford to pay for dental needs due to the high cost. There are also high copays for certain medical services.” (Low Income Latino Adults focus group participant)*

With respect to Health and Well-being, stakeholders and partners discussed needs related to **mental health access and availability and access to physical health care**. One piece of City Council correspondence addressed a Health and Well-being issue; this was an inquiry about plans for a warm therapy pool.

**What is the biggest barrier to accessing health care?** Outreach Survey respondents identified the factor they consider to be the biggest barrier to accessing health care (Figure VI-3).

- **No insurance or insurance doesn't cover needed service** was the biggest barrier to accessing health care identified by the greatest proportion of older adults (46%), respondents with incomes less than \$75,000 (48%) and non-white respondents (61%).
- **The health care service is not affordable even with insurance** is the biggest barrier identified by the greatest proportion of white respondents (46%).

**Figure VI-3. We have heard that some Boulder residents are struggling to access mental, physical and dental health services. What do you think is the biggest barrier to accessing mental, physical or dental healthcare services in Boulder?**

Outreach Survey Barriers to Accessing Health Care	Age 65+	Income less than \$75,000	Non-White	White
No insurance or insurance doesn't cover needed service	46%	48%	61%	35%
The health care service is not affordable even with insurance	42%	36%	29%	46%
Don't know where a service is available	0%	9%	8%	6%
No transportation to the service provider	0%	0%	0%	0%
The health care service is not available in the city of Boulder	0%	2%	2%	2%
Access to health care services in the city of Boulder is not a problem	4%	2%	0%	4%
Other	8%	3%	0%	6%
<b>Sample size (n=)</b>	<b>24</b>	<b>66</b>	<b>51</b>	<b>48</b>

Source: City of Boulder from the 2016 Outreach Survey.

## SECTION VI. Health and Well-Being

### How Does the Boulder Community Prioritize Topics Within the Health and Well-Being Issue Area?

Near the conclusion of the telephone survey, respondents were asked: “Now that you have additional background on the planning and the process, **what are your top three priorities** for social welfare issues that the City of Boulder should focus on over the next five years?”

- **Physical health and well-being** (20% of respondents);
- **Mental health and well-being, including substance abuse** (19% of respondents);
- Supportive services for residents with disabilities (3%); and
- Activities or amenities that support physical and mental health such as open space (6%), public safety issues (8%), and bicycles.

**Health and Well-being issues were among the top priorities of targeted service utilizers, stakeholders and partners and members of boards and commissions.** As shown in Figure VI-4, **all prioritized mental and physical health care.** Access to health care services for undocumented residents was a priority for Boards and Commissions and an issue raised by service utilizer focus group participants. Participants in the Low Income Latino Older Adult focus group discussed the additional challenges to accessing health care experienced by residents who do

not speak English well and the difficulty finding doctors who speak Spanish.

*“Health care—without health, we can't do anything. Doesn't matter if we have a job. Accessible, affordable services.” (Family Resource Schools focus group participant)*

**Figure VI-4. Health and Well-being Issues Ranked Among Top Priorities Overall: Focus Group and Feedback Session Participants**

Focus Group and Feedback Session Participants		
Service Utilizers	Stakeholders and Partners	Boards and Commissions
Health care/Insurance access	Mental health care access and availability	Mental health care access
Mental health care	Physical health care access	Physical health care access
Dental health care		Health coverage for undocumented residents
Substance use		
Physical health care		

Source: BBC Research and Consulting from Human Services Strategy Focus Groups and Feedback Sessions.

Attendees to the May 2016 Mapping Our Future open house event prioritized the following options for Health and Well-being:

- **Access to health and mental health care** (33%);
- Health care access (22%);
- Food security and access to nutritious foods (18%);
- Health and wellness programs for low income children, families and older adults (18%); and
- Substance abuse prevention and treatment (9%).

## SECTION VI. Health and Well-Being

*“Helping member of our community to access health (physical, mental, emotional) services.” (May 2016 Mapping Our Future attendee)*

*“Clients should be required to pay what they can.” (May 2016 Mapping Our Future attendee)*

*“I don't consider food insecurity to be in the same category as substance abuse. It is a basic human need that Boulder should be able to address.” (May 2016 Mapping Our Future attendee)*

### Summary of Health and Well-Being Issues and Priorities

- Mental health and well-being and physical health are the Health and Well-being issues raised by all segments of the Boulder community.
- No insurance or insurance doesn't cover needed service was the biggest barrier to accessing health care identified by the majority of non-white community engagement participants in the Outreach Survey and a challenge raised by targeted service utilizers. This barrier is made more difficult for residents with limited English proficiency and undocumented residents.
- Overall, Health and Well-being is one of the top priorities for the Human Services Strategy identified in the community engagement process. Access to mental health services is a top priority for the strategy overall as well as among Health and Well-being issues.
- Access to physical health services, including dental care is a priority.

## **SECTION VII.**

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### **Homelessness**

# SECTION VII. Homelessness

This section explores the importance of human services support for persons experiencing homelessness and specific community concerns about homelessness. It concludes with community priorities for the Homelessness Issue Area.

## Is City Support for Preventing Homelessness or Basic Needs for People who are Homeless Important to the Community?

**Yes.** As shown in Figure VII-1, more than one in three residents and half of online survey respondents consider City of Boulder support for homelessness prevention very important. Similar proportions of residents (37%) and online survey respondents (36%) rate support for basic needs very important.

## Do different types of people rate the importance of City of Boulder support for homelessness prevention or basic needs for the homeless differently? Yes.

### Differences in importance of support for homelessness prevention:

- Older adults (41%) are slightly more likely than younger residents (35%) to identify City support for homelessness prevention very important.
- Non-Hispanic non-white respondents (41%) are slightly more likely than Hispanic (37%)

and white (36%) respondents to rate City support for homelessness prevention very important.

- As income rises, the proportion of residents rating City of Boulder support for homelessness prevention very important falls, from 46 percent of households with income less than \$75,000 to 22 percent of high income households.

**Figure VII-1.** Please help us understand what you think the city’s focus should be in addressing the needs of the community. On a scale of 1 to 5 where one is not important and 5 is very important, how important to you is it that the City of Boulder supports...preventing homelessness? Basic needs for people who are homeless?

% Responding "Very Important"	Support for Preventing Homelessness		Support for Basic Needs for People who are Homeless	
	Boulder Residents (RTS)	Boulder Residents (ONRS)	Boulder Residents (RTS)	Boulder Residents (ONRS)
<b>All respondents</b>	36%	53%	37%	36%
<b>Age</b>				
18 to 24	36%	-	44%	-
25 to 64	35%	56%	34%	38%
65 and older	41%	40%	30%	26%
<b>Race/Ethnicity</b>				
White	36%	55%	36%	36%
Hispanic	37%	54%	44%	46%
Non-White Non-Hispanic	41%	50%	44%	30%
<b>Income</b>				
Less than \$75,000	46%	55%	42%	42%
\$75,000 up to \$150,000	29%	55%	35%	36%
\$150,000 or more	22%	48%	22%	27%

Note: RTS=Representative Telephone Survey, ONRS=Online Non-Representative Survey. "-" indicates an insufficient number of respondents for analysis.

Source: BBC Research & Consulting from 2016 Telephone Survey and City of Boulder from 2016 Online Survey.

## SECTION VII. Homelessness

### Differences in importance of support for basic needs for people who are homeless:

- Younger residents (44%) are more likely than older adults (30%) to rate City support for basic needs very important.
- Hispanic respondents (44%) and non-white non-Hispanic respondents (44%) are more likely than white respondents (36%) to consider City support for basic needs very important.
- **As income rises, residents are less likely to rate City support for provision of basic needs to the homeless very important.** Households with incomes less than \$75,000 (42%) are nearly twice as likely as high income households (22%) to identify City support for homeless basic needs very important.

### Did the Community Raise Specific Concerns Within the Homelessness Issue Area?

**Yes.** Specific concerns raised by the community within the Homelessness Issue Area include **mental health and substance abuse, self-sufficiency, transient homeless and housing.**

When **Telephone Survey respondents** were given the opportunity to raise additional human services issues not previously mentioned, 5 percent pertained to the Homelessness Issue Area, suggesting that the issues specified in the survey—support for preventing homelessness and support for basic needs for people who are homeless—included homelessness issues of greatest importance to residents. Among these responses, participants simply restated the importance of City support for homelessness or identified specific segments of the homeless population (e.g., **LGBTQ**) or services the respondent would like the City to support for the homeless (**mental health services**).

*“LGBT community that are homeless due to their gender preference.” (2016 Telephone Survey respondent)*

*“Focus on creating self-reliance programs and address mental health issues.” (2016 Telephone Survey respondent)*

When asked if other issues concerning the Homelessness Issue Area, apart from prevention and supporting basic needs, should be raised, 22 percent of **Online Survey respondents** made suggestions.

- **Transients (35%)**—respondents emphasized the importance of helping residents of Boulder who become or are homeless, not those who are “nomadic travelers” or homeless who do not have ties to the city.

*“Helping people/families who already live here, work here, not so much transients who wander through without having invested in the city, nor have family here.” (2016 Online Survey respondent)*

- **Enforcement (15%)**—Enforcement-related issues focused on panhandling and loitering.

*“Enforcing homeless loitering/panhandling ordinances.” (2016 Online Survey respondent)*

- **Housing and support services (15%)**—With respect to housing, online survey comments encouraged development of transitional housing for the homeless.

*“Transitional housing with support services for currently homeless folks; more Section 8 housing.” (2016 Online Survey respondent)*

## SECTION VII. Homelessness

- **Self-sufficiency (10%); basic needs (6%), shelter (6%) and prevention (4%).** The remaining suggestions concerned efforts to promote self-sufficiency and stability from residents at risk of homelessness and those experiencing homelessness.

*“Making the bike path safe again and ending illegal camping in and surrounding the city.” (2016 Online Survey respondent)*

*“Services that provide an incentive for homeless adults to move to stable situations but avoid enabling a homeless lifestyle.” (2016 Online Survey respondent)*

Overall, 21 percent of the issues identified by **BCFM Sidewalk Conversation participants** involve Homelessness—the second highest proportion among all the issues raised by BCFM participants. One in five raised **homelessness and mental health or substance abuse** as an issue, followed by **programs that promote self-sufficiency** or work opportunities for people who are homeless.

**Figure VII-2.**  
**What should City of Boulder Human Services focus on over the next five years? Homelessness Issues**

Homelessness	Boulder County Farmers Market
Homelessness (general)	60%
Homelessness and substance abuse/mental health	21%
Self-sufficiency/work program for homeless	10%
Communication issues with homeless and community	3%
Drifter populations	3%
Let the homeless sleep outside	2%
<b>Sample size (n=)</b>	<b>58</b>

Source: City of Boulder from 2016 BCFM Sidewalk Conversations.

Participants in each of the **service utilizer focus groups and most of the stakeholder, partner and board and commission feedback sessions** discussed the Homelessness Issue Area. Each expressed a desire to help Boulder residents experiencing homelessness and described willingness to be part of providing long-term solutions that help Boulder’s individuals and families experiencing homelessness to achieve stability and self-sufficiency.

**Specific concerns** raised by focus group and feedback session participants include:

- **Homeless services paradox.** Addressing homelessness requires provision of shelter and services, but there is a perception among some stakeholders, partners and residents that provision of shelter and services attracts more homeless from outside Boulder. Boulder residents expressed these concerns in each community engagement opportunity.

*“Some are concerned that programs increase homelessness. Not all agree.” (Faith Community focus group participant)*

- **Need for affordable housing.** While participants described a need for affordable housing, some questioned whether there is support for housing to be built in Boulder in general, much less to house the formerly homeless or very low income populations.
- **Concern about “hidden” homeless.** The lack of affordable housing for low income households leads to doubling up or couch-surfing. These hidden homeless are not included in estimates of the homeless population. Some stakeholders suggested that families are an increasing share of the hidden homeless in Boulder.

## SECTION VII. Homelessness

*“Hidden homeless—on someone’s couch. It’s hard for kids. Instability for kids leads to difficulty in schools. Stress for people on the brink of homelessness.” (Faith community focus group participant)*

- **Personal safety concerns.** Community engagement participants with experience working with persons experiencing homelessness shared concerns that not all who seek shelter feel safe, confirming the personal safety concerns raised by residents with lived homelessness experience.

*“Many women and LGBTQ people feel unsafe accessing services at the Boulder Homeless Shelter, leading them to go back to unsafe situations. This is particularly marked among victims of domestic violence who are suffering from PTSD.” (May 2016 Mapping Our Future Open House attendee)*

- **Public safety concerns.** Some focus group and feedback session participants and telephone, online and outreach survey respondents voiced concerns about the safety of the public and their ability to enjoy public places where larger numbers of homeless congregate—particularly downtown in the Civic Area.

**Most of residents’ correspondence with City Council** (121 of 155 contacts) **concerned homelessness.** Some correspondents forwarded news stories or articles suggesting best practices from other communities for addressing homelessness.

- Overall, 22 percent of homeless-related correspondence related to the camping ordinance and alerted City Council to health and safety concerns. Ten percent urged City Council to overturn the camping ordinance or to provide additional resources for homeless programs and services. Support and

opposition to the camping ordinance was not directly addressed by participants in other community engagement activities. Among the small proportion of participants who addressed the camping ordinance, few expressed a desire to repeal the ordinance.

- Other pieces of correspondence addressed concerns related to panhandling and a perceived increase in homelessness in the city of Boulder. These correspondents expressed concern about providing sufficient emergency shelter beds and homelessness prevention efforts.

**Does the community think overnight shelter should be offered year round? Yes, a majority support it.**

**Two-thirds of Boulder residents support offering overnight shelter year round**, as shown in Figure VII-3. A small percentage (3%) offered qualified support (“it depends”) for year round overnight shelter. Qualifications include budget concerns; preferences to offer year round shelter to certain populations (e.g., families); and concerns that service expansions attract more people who are homeless to Boulder. Others would offer non-winter overnight shelter only in case of emergencies.

**Do different types of people have different opinions of year round overnight shelter? Yes.**

- **Hispanic residents (82%) are more likely** than white (65%) or non-white non-Hispanic (69%) residents **to favor extending overnight shelter beyond the winter.**

# SECTION VII. Homelessness

- **The highest income residents are most likely to be supportive of year round overnight shelter** among Telephone Survey respondents. Although a majority, middle income online survey respondents are less likely than other income cohorts to support year round shelter.

**Figure VII-3.** Currently, emergency shelter for individuals is available in the City of Boulder during winter or colder months (October-April). Should overnight shelter be made available all year round?

% Responding Yes	Boulder Residents (RTS)	Boulder Residents (ONRS)
<b>All respondents</b>	66%	55%
<b>Age</b>		
18 to 24	64%	-
25 to 64	68%	53%
65 and older	65%	61%
<b>Race/Ethnicity</b>		
White	65%	54%
Hispanic	82%	77%
Non-White Non-Hispanic	69%	55%
<b>Income</b>		
Less than \$75,000	65%	60%
\$75,000 up to \$150,000	62%	53%
\$150,000 or more	75%	56%

Note: RTS=Representative Telephone Survey, ONRS=Online Non-Representative Survey. "-" indicates an insufficient number of respondents for analysis.

Source: BBC Research & Consulting from 2016 Telephone Survey and City of Boulder from 2016 Online Survey.

## What is the community's top concern about homelessness in Boulder? Outreach survey respondents

identified their top concern about homelessness in Boulder, selecting from several choices (Figure VII-4). Results varied based on the type of respondent.

- **Public spaces are safe and accommodating for all residents is the top concern** of the greatest proportion of **older adults** (32%).
- **Additional affordable housing is available in Boulder is the top concern** of the largest share of **low income respondents** (29%) and **white respondents** (34%).
- **Services provide shelter, food, medical assistance and other basic necessities is the top concern** of the greatest proportion of **non-white respondents** (31%).

**Figure VII-4.** We have heard from the community that these are the most important concerns about homelessness in Boulder. What is your top concern?

Top Concern about Homelessness in Boulder	Age 65+	Income less than \$75,000	Non-White	White
Public spaces are safe and accommodating for all residents	32%	18%	12%	24%
Additional affordable housing is available in Boulder	20%	29%	24%	34%
Services provide shelter, food, medical assistance and other basic necessities	16%	27%	31%	16%
Low-income Boulder residents receive help to remain in their homes	16%	8%	10%	12%
Support specifically for homeless families and children	16%	17%	22%	12%
Homelessness is not a concern for Boulder	0%	2%	0%	2%
<b>Sample size (n=)</b>	<b>25</b>	<b>66</b>	<b>49</b>	<b>50</b>

Source: City of Boulder from 2016 Outreach Survey.

## SECTION VII. Homelessness

### Did Community Members with Lived Homelessness Experience or Expertise with Homelessness Raise Specific Concerns?

**Yes—addressing barriers to stability and self-sufficiency, meeting basic needs, shelter and housing.**

**What concerns do residents with lived homelessness experience raise?** Participants in the targeted service utilizer focus groups shared their experience being homeless in Boulder; much of the conversation focused on barriers to becoming housed and self-sufficiency. The typical **barriers to achieving stability** among homeless populations— **lack of affordable housing; addiction, substance abuse and other untreated mental health issues; disability; unemployment; lack of supportive social network**—are all factors discussed by Boulder’s homeless (or formerly homeless) youth and adults that contribute to their current episode of homelessness.

Overcoming the health and employment barriers seems achievable to those who are able to secure a coveted spot in the Ready to Work or other programs that offer guaranteed shelter plus supportive services.

**Homeless adults and youth** described how **some aspects of Boulder’s homeless system make it harder** to progress toward stability.

- **Need for personal item storage.** Not having a safe place to store personal belongings makes it difficult to get and keep employment.

- **Showers.** For those who are not selected for shelter beds or who stay at the warming center, access to showers is difficult, making it hard to maintain a professional appearance for work.

**Need for more guaranteed shelter beds.** While all concede its fairness, the daily lottery results in hours spent getting to the shelter and participating in the lottery and the daily stress of not knowing if they’ll have a safe, indoor place to sleep. Guaranteed beds are available for those with jobs, but they must first see a caseworker.

*“If you have a job, you can’t be here for the lottery, because you’re working. But, if you don’t make the lottery, you have to sleep outside, and so on. You have to carry all your bags, everything, unless you can get a storage unit across the street.” (Adults with Lived Homeless Experience focus group participant)*

- **Accessing caseworkers and mental health professionals.** Caseworkers are the gatekeepers to programs and services, but it can take weeks for an appointment. Similarly, there are long delays between mental health intake and mental health appointments.

*“They have programs here where if you’re employed, you can get a secured bed. BUT, it can take two weeks to get an appointment with a case worker. You’re in limbo for two weeks. And, sometimes work shifts don’t let you see a case worker during their usual hours. And, with a new job, any job, you really can’t take time off. It’s a cycle.” (Adults with Lived Homeless Experience focus group participant)*

## SECTION VII. Homelessness

- **Theft and violence at the warming centers.** Participants described a climate of theft and violence at warming centers. Given the choice of a warming center or sleeping outside, participants preferred to sleep outside.
- **Need for more youth services.** Capacity for youth and young adult shelter and service provision is limited and young adults transitioning from other systems (e.g., foster care) are at risk for homelessness.

### What concerns do stakeholders and partners with expertise in the Homelessness Issue Area raise?

Stakeholder and partner perspectives on homelessness in Boulder were similar to those of residents, with stakeholders with expertise in homeless program and service provision providing suggestions for how the City should prioritize its efforts. Among stakeholders and partners there is a perception that homelessness has worsened in Boulder in recent years.

- **No shelter option for homeless families to stay together.** Currently homeless families must separate from each other in order to access emergency shelter.
- **Need for affordable housing and zoning supportive of affordable housing development.** The need for affordable housing is an issue faced by many program clients. For those Boulder residents who are most vulnerable or housing insecure, this contributes to episodes of homelessness. High permit fees and restrictions on Accessory Dwelling Units (ADUs) were identified as additional barriers to development of homeless housing. Some stakeholders would like to see the City develop targets and goals for homeless housing.

*“Housing First’ is a nice buzz word but it means building that housing. That’s especially difficult in Boulder. There isn’t a surplus of available space.” (Human Services Alliance feedback session participant)*

*“Address administrative and land use barriers; it takes 18 months for a building permit. We’re at risk of losing funds—tax credit—for not putting people in place on time; nine months for permits and other issues.” (10 Year Plan to Address Homelessness Advisory Board feedback session participant)*

- **Need for true housing continuum.** Stakeholders and partners identified **gaps in Boulder’s housing continuum**, particularly the need for **respite beds, permanent supportive housing and housing for very low income residents** (at or below 30 percent of Area Median Income).
 

*“Lack of affordable housing is the underlying issue for our clients, our staff and even our organization trying to find a home.” (Human Services Alliance feedback session participant)*
- **Improve local service integration and tie into regional efforts.** Partners delivering programs or services to Boulder’s homeless residents identified a need for improved service integration and strengthened connections to regional efforts to address homelessness.

## SECTION VII. Homelessness

### How Does the Boulder Community Prioritize Topics within the Homelessness Issue Area?

Near the conclusion of the telephone survey, respondents were asked: “Now that you have additional background on the planning and the process, what are your **top three priorities** for social welfare issues that the City of Boulder should focus on over the next five years?”

- **Homelessness issues** (59% of respondents).

Most respondents simply identified homelessness as one of their top three priorities. Many would focus on **children and families** experiencing homelessness or **jobs** for persons who are homeless.

*“Job placement assistance for the homeless.” (2016 Telephone Survey respondent)*

*“They should focus on children, families and jobs for the homeless.” (2016 Telephone Survey respondent)*

Focus group and feedback session participants identified numerous groups and issues concerning the Homelessness Issue Area as a top priority (Figure VII-5).

- Among **service users**, including residents with lived homelessness experience, **prioritized basic needs and services and more immediate assistance**.
- **Stakeholders and partners prioritized housing solutions** and removing barriers that impede housing development.
- Priorities among members of boards and commissions are a blend of those identified by service utilizers and stakeholders and partners.

**Figure VII-5. Homelessness Issues Ranked Among Top Priorities Overall: Focus Group and Feedback Session Participants**

Focus Group and Feedback Session Participants		
Service Utilizers	Stakeholders and Partners	Boards and Commissions
Resolving homeless system challenges	Housing	Homeless families
Health, substance use and mental health	Land use, zoning, and housing policy to address homelessness	Impacts from transient populations
Additional case management	Permanent supportive housing integrated into community	Housing solutions
More services for youth	Homeless families	Storage for belongings
Personal safety and safety of pets and belongings		Supportive services for long-term stability

Source: BBC Research and Consulting from Human Services Strategy Focus Groups and Feedback Sessions.

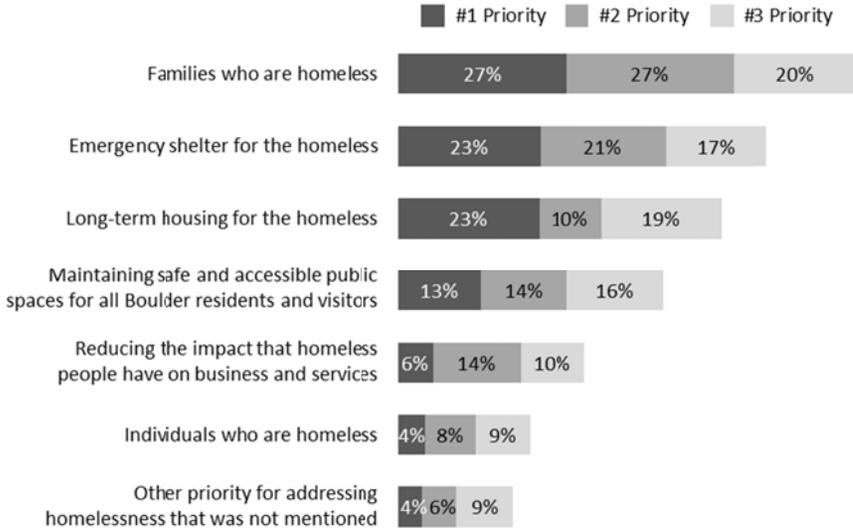
One in four May 2016 Mapping Our Future **Open House participants ranked Homelessness as the top priority** among the Issue Areas. Within the Homelessness Issue Area, Open House the **top three priorities attendees identified are:**

- **Preventing homelessness** (26%);
- **Housing for the homeless** (24%); and
- **Families and children** (15%).

# SECTION VII. Homelessness

**What should the City of Boulder focus on to address homelessness?** Respondents to the telephone survey named their top three Homelessness Issue Area priorities for the City of Boulder to focus on as it addresses homelessness. Taken together, the greatest proportion of Boulder residents would prioritize **programs and services for families** who are homeless (74%), followed by **emergency shelter** (61%) and **long-term housing** (52%), as shown in Figure VII-6.

**Figure VII-6.**  
**What do you think are the top three priorities for the City to focus on as it addresses homelessness?**



Note: n=401 residents.  
Source: BBC Research & Consulting from the 2016 Telephone Survey.

**Do different types of people choose different priorities for the City to focus on as it addresses homelessness? Yes.** Figure VII-7 presents the priority identified by the greatest proportion of telephone survey respondents by age, race and race/ethnicity.

**Figure VII-7.**  
**What do you think are the top three priorities for the city to focus on as it addresses homelessness? #1 Priority**

Homelessness Issue with Greatest Proportion as #1 Top Priority	All Boulder Residents (RTS)
<b>All respondents</b>	Families who are homeless (27%)
<b>Age</b>	
18 to 24	Long-term housing for the homeless (31%)
25 to 64	Families who are homeless (33%)
65 and older	Emergency shelter for the homeless (30%)
<b>Race/Ethnicity</b>	
White	Families who are homeless (30%)
Hispanic	Long-term housing for the homeless (49%)
Non-White Non-Hispanic	Emergency shelter for the homeless (61%)
<b>Income</b>	
Less than \$75,000	Long-term housing for the homeless (27%)
\$75,000 up to \$150,000	Families who are homeless (33%)
\$150,000 or more	Families who are homeless (37%)

Note: RTS=Representative Telephone Survey.  
Source: BBC Research & Consulting from the 2016 Telephone Survey.

- **Families who are homeless are the top priority of the greatest proportion of 25 to 64 year olds (33%), white respondents (30%), middle income respondents (33%) and high income respondents (37%).**
- **Long-term housing for the homeless is the top priority of the greatest share of 18 to 24 year old respondents (31%), Hispanic respondents (49%) and low income respondents.**

# SECTION VII. Homelessness

- **Emergency shelter for the homeless is the top priority** of the greatest proportion of **older adults** (30%) and **non-white non-Hispanic respondents** (61%).

**Which Homelessness goal should the City address first?** Outreach Survey participants had the opportunity to consider five preliminary goals for the Homelessness Strategy and to select the goal the City of Boulder should address first, as shown in Figure VII-8.

**Figure VII-8.**  
The following are draft goals the city is considering for its Homelessness Strategy. Which goal should the city address first?

First Priority for Homeless Goals	Age 65+	Income less than \$75,000	Non-White	White
Support programs that prevent homelessness	40%	33%	33%	24%
Support services (including basic needs) that provide stability for homeless individuals and families	40%	32%	27%	41%
Develop pathways to long-term housing and retention	8%	17%	19%	24%
Expand public education about homelessness and community solutions	4%	10%	17%	0%
Support efforts to effectively reduce interface with the criminal justice system	4%	6%	4%	6%
None of these are appropriate	4%	1%	0%	4%
<b>Sample size (n=)</b>	<b>25</b>	<b>69</b>	<b>52</b>	<b>49</b>

Source: City of Boulder from 2016 Outreach Survey.

- Support for **programs that prevent homelessness is the first goal** the greatest proportion of **older adults** (40%), **low income respondents** (33%), and **non-white respondents** think the City should address.
- **Support services (including basic needs) that provide stability for homeless individuals and families is the first goal** the greatest proportion of **white respondents** (41%) and **older adults** (40%) think the City should address.

## Summary of Homelessness Issues and Priorities

- The Homelessness Issue Area emerged as a top issue and priority in each phase of community engagement.
- Both homelessness prevention and provision of basic needs and services are very important to residents, stakeholders and partners.
- Within the Homelessness Issue Area, families with children are a top concern and the #1 priority of Boulder residents who responded to the telephone and online surveys.
- The lack of available affordable housing is a top concern of Outreach Survey respondents. When considering draft Homelessness Strategy goals, these residents would direct the City to focus initial efforts on prevention and provision of basic needs first.

## **SECTION VIII.**

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### **Inclusive and Welcoming Community**

# SECTION VIII. Inclusive and Welcoming Community

This section explores the importance of human services support for the Inclusive and Welcoming Issue Area and the specific issues concerning the Issue Area raised by the community. It presents how residents, stakeholders and partners prioritize Inclusive and Welcoming Community issues.

## Is City of Boulder Support for Local Human Rights Protection and Creating an Inclusive and Welcoming Community Important to the Community?

**No.**

As shown in Figure VIII-1, Telephone Survey respondents were more likely to rate City of Boulder support for local human rights protection (37%) very important than City support for creating a welcoming community (21%). Online survey responses show a similar drop in importance between the two issues.

**Figure VIII-1.**  
**Please help us understand what you think the city’s focus should be in addressing the needs of the community. On a scale of 1 to 5 where one is not important and 5 is very important, how important to you is it that the City of Boulder supports local human rights protection? Creating a welcoming community?**

% Responding "Very Important"	Support for Local Human Rights Protection		Support for Creating a Welcoming Community	
	Boulder Residents (RTS)	Boulder Residents (ONRS)	Boulder Residents (RTS)	Boulder Residents (ONRS)
<b>All respondents</b>	37%	42%	21%	23%
<b>Age</b>				
18 to 24	48%	-	18%	-
25 to 64	32%	42%	24%	31%
65 and older	33%	40%	21%	28%
<b>Race/Ethnicity</b>				
White	35%	40%	20%	22%
Hispanic	44%	73%	44%	42%
Non-White Non-Hispanic	52%	33%	6%	27%
<b>Income</b>				
Less than \$75,000	41%	51%	19%	28%
\$75,000 up to \$150,000	37%	46%	15%	22%
\$150,000 or more	27%	20%	24%	17%

Note: RTS=Representative Telephone Survey, ONRS=Online Non-Representative Survey. "-" indicates an insufficient number of respondents for analysis.

Source: BBC Research & Consulting from 2016 Telephone Survey and City of Boulder from 2016 Online Survey.

## SECTION VIII. Inclusive and Welcoming Community

**Do different types of people rate the importance of City of Boulder support for local human rights protection and creating a welcoming community differently?**

**Yes.**

**Differences in importance of City of Boulder support for local human rights protection.**

- Younger residents (ages 18 to 24) are more likely than older residents to consider City support for local human rights protection very important (48% compared to 32% age 25 to 64).
- **Non-Hispanic non-white residents (52%) and Hispanic residents (44%) are much more likely than white residents (35%) to rate City support for local human rights protection very important.**
- **The proportion of residents rating local human rights protection very important falls as income rises, from a high of 41 percent of residents with incomes less than \$75,000 to 27 percent of those with incomes greater than \$150,000.**

**Differences in importance of City of Boulder support for creating a welcoming community.**

- With respect to City support for creating a welcoming community, similar proportions of residents considered this issue very important across age cohorts.

- **Two in five Hispanic residents rate City support for creating a welcoming community very important; double the share of white residents (20%) and more than six times the share of non-white non-Hispanic residents (6%).**
- **When examined by income, the greatest proportion of residents rating City support for creating a welcoming community very important is found among residents with incomes greater than \$150,000 (24%).**

**Did the Community Raise Specific Concerns Within the Inclusive and Welcoming Community Issue Area?**

**Yes.**

When telephone survey respondents had the opportunity to raise issues not specified in the aided issue importance questions, four percent concerned the Inclusive and Welcoming Community Issue Area. **Each suggestion concerned the importance these respondents place on inclusiveness and cultural and economic diversity.**

*“Creating diversity and supporting groups of people who are not white.” (2016 Telephone Survey respondent)*

*“Diversity should be a major issue.” (2016 Telephone Survey respondent)*

*“Ethnic diversity, LGBTQ. Not a lot of diversity [in Boulder].” (2016 Telephone Survey respondent)*

# SECTION VIII. Inclusive and Welcoming Community

Overall, 6 percent of the issues identified by BCFM Sidewalk Conversation participants concerned Inclusive and Welcoming Community issues. As shown in Figure VIII-2, **the Inclusive and Welcoming Community issues raised are broad**, ranging from the need for improved relations between bicyclists and motorists to Boulder’s built environment, including thoughtful public spaces.

**Figure VIII-2.**  
**What should City of Boulder Human Services focus on over the next five years? *Inclusive and Welcoming Community Issues***

Inclusive and Welcoming Community Issues	Boulder County Farmers Market
Cars and bikes getting along	25%
Increased ex-offender reentry programs	19%
Inclusive community	13%
Neighborhood community	13%
Community policing	6%
Growth into current structure and improve upon that	6%
Intergenerational events, reading, picnics	6%
Social Sustainability	6%
Thoughtful community space planning/retain charm/balanced growth	6%
<b>Sample size (n=)</b>	<b>16</b>

Source: City of Boulder from 2016 BCFM Sidewalk Conversations.

Participants in the targeted service utilizers focus groups shared **stories of places and circumstances in which they have been made to feel unwelcome in Boulder.**

*“It feels like to me that **people [...] look down on you for needing the help.** People are mean; they treat you like a dog” ... “You don't*

*want to go back. We are there because we need the help. It’s so true—we see discrimination. People wonder why we are there.” (Family Resource Schools focus group participants)*

*“At the [...] I sometimes feel very humiliated. The [staff] make you feel humiliated, they treat you very negatively, unfriendly, and they don’t speak our language [Spanish].” (Boulder Housing Partners focus group)*

*“We are high on the generosity list in the country, but **there is a clear divide—the haves and the have nots.** The have nots are ashamed to speak, embarrassed about their situation.”(EFAA focus group participant)*

Participants in the targeted service utilizer focus groups also shared their **experiences with feeling included and welcomed**, a part of the Boulder community. One participant had been positively supported by the city’s Human Rights Commission who assisted with wage recovery.

*“What is the difference between [one service provider and another]? It’s heart. The secretary is warm, feels like your family. Welcome you. At [other places], it feels institutional. I feel broken there.” (EFAA focus group participant)*

*“The help we have here in the apartments is very good. These are affordable rentals, very helpful for limited income families like mine. English classes have been helpful. We are very happy here, feel very happy here. **We have a good experience with the city of Boulder.**” (Boulder Housing Partners focus group participant)*

## SECTION VIII. Inclusive and Welcoming Community

Participants in the targeted service utilizer focus groups who are not proficient in English shared how **language is a barrier** and **contributes to their isolation in Boulder**. Benefit application forms are in English, as are leases and other communications from landlords. They describe feeling isolated and “*pushed aside*” because they do not speak English and, in some cases, “*just the way we look.*”

*“The City doesn’t try to accept those who don’t speak English because there isn’t always someone who speaks Spanish and forms, paperwork is all in English.” (Low Income Latino Older Adult focus group)*

*“EFAA and Food Banks are responsive. They have people that speak Spanish, and do everything they can to help us.” (Low Income Latino Older Adult focus group participant)*

Among stakeholders, partners and boards and commissions feedback session participants, **Inclusive and Welcoming Community issues generally related to the need for bilingual staff and materials** at agencies and organizations providing services; some mentioned that lower income households may not feel as welcome in Boulder as those who are wealthier. These included:

- Lack of Spanish and bilingual counseling resources;
- Difficulties service providers experience trying to connect very low income immigrants to assistance; and
- Need for English language skills among immigrant parents.

*“Boulder is welcoming if you can afford it, but not welcoming if you can’t. Hard to break into circles. People are isolated. If you want to know the diversity of a city, look at their housing. When you look at who can live here, we are very far from diverse in many facets.” (Faith Community focus group participant)*

Four pieces of Council Correspondence related to the Inclusive and Welcoming Community Issue Area; two informed Council about staff interviews with local media promoting cultural events and mediation services; one piece was a question from a Council member to staff; and the final piece was a question from a resident seeking contact information for the Human Rights Commission.

### How Does the Boulder Community Prioritize Topics Within the Inclusive and Welcoming Community Issue Area?

Near the conclusion of the telephone survey, respondents were asked: “Now that you have additional background on the planning and the process, what are your **top three priorities** for social welfare issues that the City of Boulder should focus on over the next five years?”

- Inclusive and Welcoming Community issues (15 percent of respondents).

Most references to Inclusive and Welcoming Community as a priority simply stated the Issue Area name or “diversity,” without further description.

# SECTION VIII. Inclusive and Welcoming Community

*“Inclusive and welcoming community. That we are treating minorities well.” (2016 Telephone Survey respondent)*

*“The stigma of people in need, including people of color and the homeless. Boulder talks a good game about this being important; unfortunately, their actions don't address the need.” (2016 Telephone Survey respondent)*

*“Outreach to immigrants with families.” (2016 Telephone Survey respondent)*

Among **targeted service utilizer** focus group participants, ensuring **services and resources are available to all residents** and that **forms and materials are available in languages other than English** are top priorities.

May 2016 Open House attendees ranked the Inclusive and Welcoming Community Issue Area 6<sup>th</sup> out of six.

Like residents, stakeholders and partners who participated in feedback sessions, did not identify Inclusive and Welcoming Community topics among their top priorities overall. Board and Commission member perspectives supporting an Inclusive and Welcoming Community were framed within the context of higher priority issue areas, particularly homelessness.

**What is most important for the City of Boulder to do to help people feel more welcome?** Figure VIII-3 presents the efforts Outreach Survey respondents considered most important for the City of Boulder to conduct to make people feel more welcome.

**Figure VIII-3.**  
**What do you think is most important for the City of Boulder to help people feel more welcome in our community?**

Outreach Survey Most Important for the City of Boulder to Help People Feel Welcome	Age 65+	Income less than \$75,000	Non-White	White
Making people feel more welcome is not a concern for Boulder	32%	8%	2%	17%
Organize more community events to improve interaction among residents	18%	29%	33%	24%
Expand community education about invisible populations and communities of color	18%	14%	10%	24%
Provide more culturally appropriate services	14%	18%	22%	9%
Expand access to services to underrepresented communities	9%	11%	4%	13%
Ensure that information about community resources is included in other languages	5%	14%	18%	4%
Educate community about best practices to promote diversity	5%	8%	12%	9%
<b>Sample size (n=)</b>	<b>22</b>	<b>66</b>	<b>51</b>	<b>46</b>

Source: City of Boulder from the 2016 Outreach Survey.

# SECTION VIII. Inclusive and Welcoming Community

- **One third of older adults and 17 percent of white Outreach Survey respondents identified making people feel more welcome is *not a concern* for Boulder**, compared to 8 percent of respondents with income less than \$75,000 and 2 percent of non-white respondents.
- **The greatest proportion of non-white respondents (33%) and lower income respondents (29%) suggested the City organize more community events to improve interaction among residents.**
- **One in four white respondents selected organize more community events to improve interaction among residents and another 24 percent of white respondents identified expand community education about invisible populations and communities of color as efforts most important to helping people feel more welcome in Boulder.**

**What should be Boulder’s primary role in creating a welcoming community?** Figure VIII-4 presents what Outreach Survey respondents think should be the City of Boulder’s primary role in creating a welcoming community.

Overall, Outreach Survey respondents are mixed in their assessment of what should be the City’s primary role in creating a welcoming community.

**Figure VIII-4.**  
**What should the City of Boulder Human Services' primary role be in helping create a healthy, socially thriving and inclusive community?**

Outreach Survey Primary Role for City of Boulder in Helping Create a Healthy, Socially Thriving and Inclusive Community	Age 65+	Income Less than \$75,000	Non-White	White
Provide funding and resources to community nonprofits and other community organizations to provide services	36%	28%	24%	38%
Provide direct assistance and services for the community	32%	43%	45%	33%
Community planning and partnerships to develop and fund programs and services	24%	24%	29%	19%
As an advocate for residents at the local, state and federal levels	8%	4%	2%	10%
<b>Sample size (n=)</b>	<b>25</b>	<b>67</b>	<b>51</b>	<b>48</b>

Source: City of Boulder from the 2016 Outreach Survey.

- **The greatest proportion of respondents with incomes less than \$75,000 (43%) and non-white respondents (45%) think the City’s primary role should be to provide direct assistance and services for the community.**
- **The greatest proportion of white respondents (38%) and older adult respondents (36%) think the City’s primary role should be to provide funding and resources to community nonprofits and other community organizations to provide services.**
- **The smallest proportion of respondents, regardless of age, race/ethnicity or income think that the City’s primary role should be as an advocate for residents at the local, state and federal levels.**

## SECTION VIII. Inclusive and Welcoming Community

### Summary of Inclusive and Welcoming Issues and Priorities

- Compared to other Issue Areas, City of Boulder support for the Inclusive and Welcoming Issue Area is less important to Boulder residents overall. However, support for this Issue Area is stronger among Boulder's Hispanic and non-white non-Hispanic residents.
- Hispanic residents are also more likely to consider City support for local human rights protection very important than creating a welcoming community.
- Participants in targeted service utilizer focus groups shared experiences of feeling unwelcome in Boulder resulting from linguistic isolation and the sense that low income people are apart from other Boulder residents.
- Providing culturally appropriate services and ensuring that information is available in languages other than English is a top priority of non-white residents and lower income residents.
- Overall, a greater share of residents rate City of Boulder support for local human rights protection very important compared to creating a welcoming community
- Creating events in the community to improve interaction among residents, expanding community education about invisible populations and communities of color, and culturally appropriate service provision are the efforts community engagement participants see as most important for the City of Boulder to pursue for creating an inclusive community. But, when compared to the needs expressed by residents of color, community events are a lower priority than culturally appropriate services and written materials in languages other than English.
- Community engagement participants either see Boulder's primary role as a direct service provider or directing funding and resources to local service providers.

# SECTION IX.

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Priorities

## SECTION IX. Priorities

This section summarizes how the community prioritized the Human Services Strategy Issue Areas. Priorities within each Issue Area are discussed in the individual Issue Area chapters.

### How Does the Community Prioritize Among the Six Issue Areas?

Across all community engagement opportunities, the community—residents, service utilizers, stakeholders, partners and boards and commission members who participated in the Human Services Strategy community engagement—consistently placed high priority on the Economic Mobility and Resilience, Homelessness, A Good Start and Health and Well-being Issue Areas.

Economic Mobility and Resilience, Homelessness, A Good Start and Health and Well-being are the Issue Areas that comprise the top priorities of most Telephone Survey respondents as shown in Figure IX-1.

*“1. Increasing housing for low income families. 2. Increasing health care for low income families 3. Homelessness.” (2016 Telephone Survey respondent)*

*“Help for families and children, help in terms of people aging in place. Attention and effort to homeless people.” (2016 Telephone Survey respondent)*

**Figure IX-1.**  
**What are your top three priorities for social welfare issues that the City of Boulder should focus on over the next five years? Percent of Total Priorities Identified by Issue Area**

% of Priorities for Human Services Strategy	Telephone Survey
<b>Total Number of Human Services Priorities</b>	<b>1,105</b>
<b>Economic Mobility and Resilience Issue Area</b>	<b>28%</b>
Affordable housing/housing	13%
Economic mobility and resilience (general)	12%
Transit	2%
Basic needs	1%
<b>Homelessness Issue Area</b>	<b>24%</b>
Homelessness (general)	21%
Public safety	3%
<b>A Good Start Issue Area</b>	<b>19%</b>
Children/youth	7%
Families	6%
Early childhood/early education	6%
<b>Health and Well-being Issue Area</b>	<b>15%</b>
Mental health/addiction	7%
Physical health and well-being	7%
People with disabilities	1%
<b>Aging Well Issue Area</b>	<b>8%</b>
<b>Inclusive and Welcoming Community Issue Area</b>	<b>5%</b>

Note: n=1,105 priorities identified by respondents. n does not include responses of don't know, other and non-social welfare issues (e.g., traffic congestion). Note that priorities for people with disabilities are included within Economic Mobility and Resilience as the majority of these priorities concerned affordable housing.

Source: BBC Research & Consulting from the 2016 Telephone Survey.

# SECTION IX. Priorities

Participants in the **target service utilizers, stakeholders and partners and Board and Commission members** focus groups and feedback session participants’ **priorities** for the six Issue Areas **are** similar to those identified by other community engagement participants— **Economic Mobility and Resilience, Homelessness, Health and Well-being and A Good Start** as shown in Figure IX-2.

**Figure IX-2.**  
**Issue Area Priorities of Focus Group and Feedback Session Participants**

Focus Group and Feedback Session Participants		
Service Utilizers	Stakeholders and Partners	Boards and Commissions
Economic Mobility and Resilience	Economic Mobility and Resilience	Economic Mobility and Resilience
Health and Well-being	Homelessness	Homelessness
Homelessness	Health and Well-being	Health and Well-being
Inclusive and Welcoming Community		Inclusive and Welcoming Community
Aging Well		A Good Start

Source: BBC Research & Consulting from 2016 Focus Groups and Feedback Sessions.

May 2016 Mapping Our Future **Open House attendees identified** the Issue Area they consider **their top priority**:

- **Homelessness** (25% of all attendees);
- **Economic Mobility and Resilience** (19%);
- **Health and Well-being** (19%);
- **A Good Start** (17%);

- **Aging Well** (15%); and
- **Inclusive and Welcoming Community** (6%).

## How Does the Community Prioritize Human Services Populations?

A common theme across engagement tools and among community engagement participant segments is the desire to **prioritize children and families with children.**

Outreach Survey participants were asked, “If you had to pick just one option, **which population should be the top priority** for City of Boulder Human Services?” Outreach Survey participants prioritized:

- **Families with children** (51%);
- **Older adults** (19%);
- **Low income adults** (8%);
- **Immigrants** (8%);
- **Children only** (7%);
- **Middle and high school students** (2%); and
- **Other** (7%).

# APPENDIX A.

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## Telephone Survey Methodology

# Appendix A. Telephone Survey Methodology

## Telephone Survey Sample Size and Sample Management

The survey sample source for the citywide telephone survey is a random digit dial combination of city of Boulder landline and cell phone numbers.<sup>1</sup> The sampling was designed to be representative of the city of Boulder population overall through random sample selection. Each working number is called a minimum of five times on varying days of the week and times of day to ensure that hard to reach respondents are included in the study. Each valid number was dialed up to five times on different days of the week and different times of day. If the time reached was not convenient, interviewers attempted to schedule callback times. On average, the survey took 14.5 minutes to complete.

Because the survey was fielded in July 2016, the final sample under-represented residents in the 18 to 24 year old age cohort, reflecting the seasonal shifts in Boulder’s population due to the University of Colorado’s academic calendar year. To compensate, the final survey data are weighted by age to align with the city’s true population age profile. Data were also weighted for gender and ethnicity. All telephone survey data presented in the report document and figures is weighted data.

**A note about determining sample size.** A formula for calculating sample size is shown below:

$$n = \frac{Z^2 * p * (1 - p)}{C^2}$$

Where:

- Z = Z value, here 1.96 for the 95 percent confidence level (degree of confidence)
- p = percentage of respondents making a choice, here 50 percent for the most conservative estimate
- C = confidence limit, here 5 percentage points

For populations greater than 4,000, there is no need to include a finite population correction factor in the determination of sample size.

The confidence level (Z value), is “an interval for which one can assert with a given probability 1-α, called the degree of confidence, or the confidence coefficient, that it will contain the parameter it is intended to estimate.”<sup>2</sup> Less formally, if the survey was repeated, 95 out of 100 times we would expect to observe the same results. For each question in the survey, we will estimate the “true” population proportion that would be expected if we conducted a census. The confidence limit refers to the endpoints of a confidence interval within which the “true” population proportion is expected

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<sup>1</sup> Half of survey respondents participated on a landline and half completed the survey on their cell phone.

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<sup>2</sup> Dictionary/Outline of Basic Statistics, p.20, Freund and Williams, 1966.

# Appendix A. Telephone Survey Methodology

to be found. More commonly, this is the margin of error around the estimate. For the purposes of sample determination, we choose 5 percentage points.

## Margin of Error

Figure A-2 presents the margin of error calculations for proportions estimated in the resident telephone survey.

**Figure A-2.**  
**Margin of Error of Survey Estimates at the 95 Percent Confidence Level**

Response Percent	Margin of Error (Sample Size = 401)
10% or 90%	2.9%
20% or 80%	3.9%
30% or 70%	4.5%
40% or 60%	4.8%
50%	4.9%

Source: BBC Research & Consulting.

## Appendix E - Facility Recommendation

Recommendations for the Human Services West Senior Center (WSC) facility were guided by a combination of staff feedback, community input and research. Feedback from the community was collected in 2016 and 2017 through five surveys, one focus group, one community partner meeting and two advisory board/committee meetings. Community input was also collected in coordination with the Boulder County Area Agency on Aging during the engagement phase of the Age Well Boulder County Master Plan in 2014. Research efforts focused on relevant city-wide planning projects to ensure alignment with the overall development goals and vision.

### Key Results

- Community members support facilities that provide a “one-stop shop” of multiple services;
- Community members support facilities serving multiple generations, with a preference for defined spaces, e.g., for older adults and youth; and
- Community members prefer that the WSC remain at its current location at 909 Arapahoe Avenue. If it were to relocate, community members prefer that senior services move to the Alpine-Balsam site.

### Survey Feedback

Human Services conducted a total of five community surveys which included facility questions during July 2016 to April 2017. **See Figure 1.**

**Figure 1: Summary of Surveys with Questions about the West Senior Center**

Survey	Sample Size	Type	Target Audience
1	401	Statistically Valid Random Sample Phone Survey	Broad community
2	303	Non-random online survey	Broad community
3	122	Non-random general older adult survey	Older adults and caregivers
4	149	Non-random older adult programs survey	Older adults and caregivers
5	140	Non-random older adult facility survey	Broad community though primary focus on older adults and caregivers

Results of Surveys 1 (random sample phone survey) and 2 (non-random online survey) indicated support by all audiences for centers for multiple human services purposes and serving multiple generations over single-purpose facilities for older adults only. **See Figure 2.**

**Figure 2: (Survey 1 and 2) On a scale of 1 to 5, where 1 is not important and 5 is very important, how important to you is it that the City of Boulder supports the following programs and services for older adults.**

	Senior centers for older adults only (Rated)	Centers for multiple purposes and generations together (Rated)
<b>Survey 1 Phone survey (n=401)</b>	Very Important = 15% Somewhat Important = 29% Neutral = 32% Somewhat Unimportant = 15% Very Unimportant = 9%	Very Important = 27% Somewhat Important = 35% Neutral = 22% Somewhat Unimportant = 14% Very Unimportant = 3%
<b>Survey 2 Online survey (n=303)</b>	Very Important = 22% Somewhat Important = 30% Neutral = 25% Somewhat Unimportant = 15% Very Unimportant = 9%	Very Important = 37% Somewhat Important = 30% Neutral = 19% Somewhat Unimportant = 6% Very Unimportant = 7%

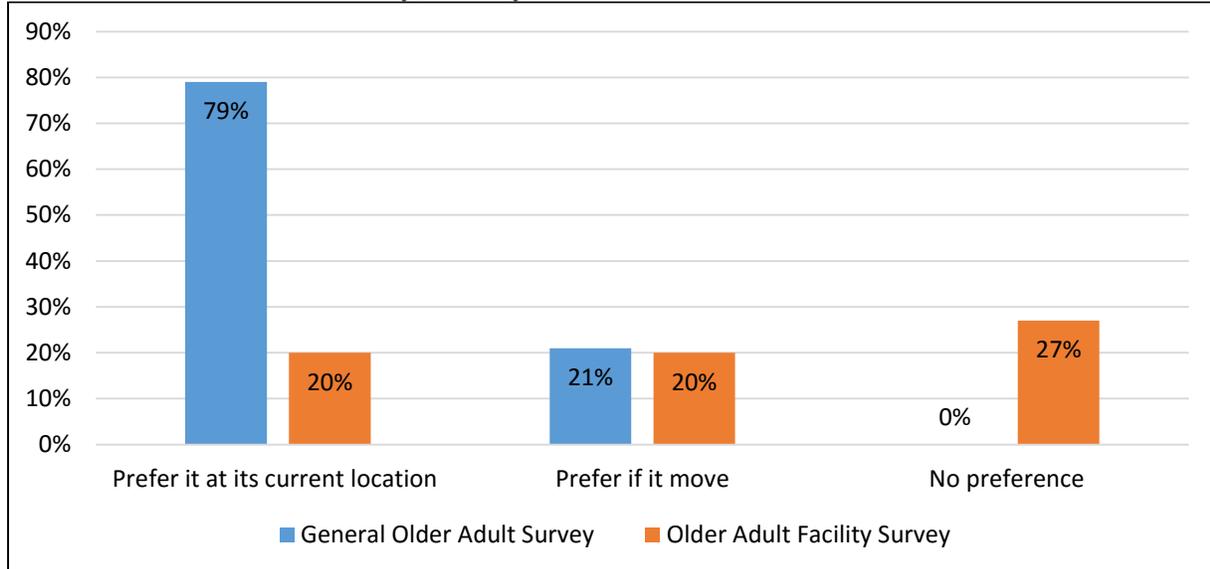
Surveys 3 and 5 asked a similar question in a multiple-choice format. **See Figure 3.**

**Figure 3: (Surveys 3 and 5) What is your preference for the type of facility the city provides for older adult programs and services? Please choose the one option that is your top choice.**

	A facility that provides services and gathering space for older adults only	An integrated service center for mixed ages sharing common areas and space	An integrated service center for mixed ages with separate defined spaces for older adults	Total for integrated space that is defined or separate
<b>Survey 3 Older Adult Survey (general)</b>	29%	23%	46%	23%+46%=69%
<b>Survey 5 Older Adult Facility Survey</b>	33%	22%	40%	22%+40%=66%

Survey participants were also asked about the location of the facility. In both Survey 3 (the general older adult survey) and Survey 5 (the older adult facility survey), residents were asked if they preferred that the WSC stay at its current location, or relocate to another space. In both surveys, most respondents wanted the center to remain at its current location at 909 Arapahoe Avenue. **See Figure 4.**

**Figure 4: (Surveys 3 and 5) Do you prefer that the West Senior Center stay at its current location near the main library, or do you think it should relocate?**



\*Please note that respondents in Survey 5 (the facility survey) were given the option of no preference and 27 percent chose this option.

Residents who chose “prefer if it move” or “no preference” were prompted to choose a new relocation site. The most popular choice in both surveys for a potential relocation was the Alpine-Balsam site. The Alpine-Balsam site was listed in a randomized set of choices in Survey 3 and as a sole choice with the option to write in additional sites in Survey 5.

Survey 4 (older adult programs survey) did not feature questions specifically on facility location, but did ask about programs, services and logistics that impact facility location. Most respondents preferred that the center remain open during the current week day hours. Around 22 percent of respondents wanted later evening hours (5-7 p.m.), and would be more likely to visit if Saturday (33 percent) or Sunday (22 percent) hours were available. When asked about wellness programs, fitness was the top overall choice with 55 percent. Offering expanded fitness would likely require space modifications at the current West Senior Center.

***Focus Group, Partner Meeting, Board and Commission Meetings, and Open-Ended Feedback***  
Open-ended responses in the surveys, as well as anecdotes collected through facilitated focus groups and board and commission meetings were consistent with the survey findings.

In the facility survey, respondents were asked to describe the types of spaces and services they would like to see in an integrated center.

- The responses ranged from having informal space or services to more specific recommendations like having child care centers where the older adults can help support the younger children.
- One resident commented that mixed generation activities with grandchildren is important because “there seems to be a loss of connection of the family.”

One focus group, one partner meeting and two advisory committees were queried about Human Service facilities. A summary of the results is as follows:

- Partners in the Aging Well subject matter expert meeting stressed the importance of keeping older adults engaged to prevent depression. They also talked about how there is a “general sense that senior services [in Boulder] are fractured and hard to navigate without a one-stop shop.”
- Participants in the Aging Well focus group talked about transportation as a barrier to services. Having to travel from one site to the other for exercise and services is difficult. They also mentioned the need for intergenerational activities, but still having senior only space too.
- The Senior Community Advisory Committee supported the survey findings, and preferred a center that had integrated services and space with separate areas for older adults. For them, one of the biggest barriers at the existing site was parking.
- The Youth Opportunity Advisory Board also supported an integrated facility with separate defined spaces for youth and adults. They cited the enhanced collaboration of youth and adult programs and better sense of community made possible by integrated services. Board members preferred separate space for youth to feel safe, and rooms/activities geared towards their specific needs.

***Age Well Boulder County – City-Specific Feedback***

In the summer of 2014, the city partnered with the county on four meetings to collect community input for the Boulder County Age Well Master Plan. Each meeting was comprised of survey and discussion, and included Boulder Human Services-specific facility questions. Three were open to the general public and one was focused on the Latino community.

Two questions addressed the type of facility that residents preferred. The results for both questions show a clear preference for combining facilities and near-even support for a multi-generational service center versus an older adult-only service center. **See Figures 5 and 6.** Though not provided as an explicit choice, most comments mentioned that residents wanted a facility that combined older adult-only space with a center that served multiple generations. Several participants talked about a stronger nexus with the library and a preference for combining multiple services such as exercise and senior services, as is found at the East Boulder Community Center/East Boulder Senior Center site.

**Figure 5: Do you think Boulder should continue to offer stand-alone senior centers, or provide services to older adults in combination with other facilities, such as libraries, community centers, and rec centers?**

Combined Survey Results	Stand Alone	Combine with other facilities	Other
(N=16)	31%	69%	0%

**Figure 6: Do you like the idea of providing a range of services for families, including older adults, at one location? Or do you prefer an older adults-specific service center?**

Combined Survey Results (N=17)	Multi-generational service center	Older adult-specific service center
	47%	53%

In addition to the survey responses, participants also provided written comments. The biggest barrier cited for the WSC was the lack of parking. Transportation was also mentioned by several residents as a need in the community and as a barrier to attending programs and services. Latino respondents voiced many of the same concerns and emphasized low-cost transportation and translation as barriers. Several Latino residents also expressed a desire for more informal gathering space.

**Staff Feedback**

Staff from Public Works and Facilities and Maintenance provided input on the future of the WSC. During the facilitated discussion, staff considered the pros and cons of the current location and of the Alpine-Balsam space to best serve the needs of Boulder’s residents. Ideas that informed consideration included a space with co-located services, community gathering space and ways to access information and services such as kiosks. **See Figures 7 and 8.**

**Figure 7: Location – Current (909 Arapahoe Avenue)**

Pros	Cons
Existing synergy with the library	Currently limited parking especially for older adults and families
Opportunity to connect community gathering space with planning and direct services Capacity to integrate staff and services without a large expansion	Located in the 100-year flood plan conveyance zone and did receive damage during the most recent flooding in 2013
Pick up /drop off structure already in place for older adults and families with small children	
Close to transit center	
Flood mitigation work has commenced reducing the flood risk	
Community engagement indicated that the community prefers the center to stay here	
Community benefits from shared space and adjacent properties	

**Figure 8: Location - Alpine-Balsam (8.8-acre site of the former Boulder Community Health Hospital)**

Pros	Cons
Parking will be more readily available	Not a large overlap in service nexus for clients with county offices that are proposed to share the space
Potential synergies and overlap with county services	
Large space for community gatherings	
Opportunity to forge or expand partnerships with other city departments, community nonprofits and related services	
Community benefits from shared space and adjacent properties	
Would align with the site’s vision for multi-generational, multi-cultural and affordable housing	

**Research**

Staff performed a literature review of relevant city-wide planning projects to determine alignment with the overall goals and council direction. Plans reviewed were:

- Civic Area Master Plan
  - Goal of consistent design and building feel
  - Creating a downtown hub for a signature inclusive space
  - Direct mention of WSC
  - Calls for any new senior center to be consistent with best practices and models providing a wider range of access for older adults to resources, socialization and continuous leaning enrichment
  - Implores the city to explore co-location of the center with other services either at the current location (with redevelopment) or elsewhere close to other services and amenities
- Alpine-Balsam Vision Plan
  - Goal of consistent design and building feel
  - Creating a hub for a signature inclusive space
  - Describes an emphasis on affordable housing and a “15 minute” neighborhood
- Facilities and Maintenance Master Plan
  - Maintenance-focused and provides details of needed improvements
  - Describes the flood plain and that the WSC is in the 100-year conveyance zone
  - Calls for improvements for environmental sustainability
  - Attachments to the plan provide additional detail on WSC
- Facilities Strategic Plan
  - Direct mention of WSC
  - Maintenance focused and provides details of needed improvements
  - Describes the flood plan and that the WSC is in the 100-year conveyance zone

The data and planning reports support the co-location of services for multiple generations, but renovations to the current WSC will be necessary to accommodate public need and maintain a central design theme.

***Recommendations***

Council guidance, community engagement results and research efforts support exploration of an integrated Human Services center for multiple ages and services, with some defined areas such as for older adults and youth.

Specific recommendations for consideration are:

1. Provide a multi-generational, multipurpose Human Services center for multiple ages and services. This includes Human Services community funding, homelessness planning and administration, children and family services, community mediation services, youth opportunity programs, and older adult services. Include some defined areas such as for older adults and youth.
2. In addition to space for programs, meetings and offices, there is a need for the facility to serve as a community gathering space. Examples of community gathering space needs include older adult, children and family programs and events; Office of Human Rights and Community Relations work group and Human Relations Commission-related events such as cultural grants and festivals; programs related to the Inclusive and Welcoming Community work plan; gathering related to immigrant issues; mediations involving multiple parties over a period of time; Youth Opportunity Program gathering spaces for youth; and other Human Services-related community engagement programs.
3. In conjunction with Alpine-Balsam and Civic Area citywide planning efforts, determine location/s of services.
4. If services co-locate at 909 Arapahoe site, redevelop, renovate, remodel or rebuild facility to accommodate public need, address structural deficiencies and align with the Civic Area flood assessments and facility assessments. Conduct a space study to inform optimal use of the current facility footprint.
5. Include a welcoming entry and non-bureaucratic atmosphere where people feel safe. Examples would be the undocumented immigrant community, older adults, people who may be afraid of or intimidated by government.
6. Pursue ways for community to access information and services without physically being on site, such as online and via community kiosks.
7. If services co-locate, repurpose the Human Services building located at 2160 Spruce Street to the highest and best city use.

## Appendix F: Community Funding

### **Framework for Community Funding**

Priorities and Guiding Principles of the City of Boulder Human Services Strategy (Strategy) form the foundational framework for the city's community funding methodology.

#### Priority on Economic Mobility and Resilience and Homelessness

Economic Mobility and Resilience and Homelessness are two goal areas identified for expanded focus in the Human Services and Homelessness Strategies over the next five years. The Homelessness Strategy identifies a new system of services focused on a coordinated entry, assessment and service delivery system, which prioritizes client need and permanent housing for better long-term outcomes, while continuing to ensure safety net services are available.

Boulder residents consistently identified poverty and affordability as top community concerns during public engagement. Poverty factors significantly influence other human services challenges and are a root cause to many long-term, downstream social welfare issues.

National research data suggests that by reducing poverty, improving resilience to economic downturns and expanding opportunities to become economically mobile, communities can significantly improve the quality of life for residents and, over time, reduce the demand on emergency and crisis services. By prioritizing goals related to economic mobility and resilience, the city can positively affect multiple populations and community needs.

#### Core Principles

Consistent with the Strategy, three core principles will influence future human services community funding decisions:

- focus more resources on upstream investment;
- data-driven decision making based on outcomes; and
- focus more resources on integrated and coordinated services for greater effectiveness and efficiencies.

These principles will be used as criteria to evaluate funding applications. Program proposals will be eligible for higher scores for incorporating one or more of the core principles described below.

The core funding principles will not be a required element of every proposal for community funding. Instead, the principles are factors that will be considered in evaluating proposals and funding decisions. Other factors that will affect funding include:

- The strength of connection to specific goals and strategies. Proposals more strongly linked to specific strategies will be considered more favorably.
- The degree of collaboration. The department encourages organizations to apply for funding with partner organizations and to work collectively on targeted strategies and shared programs.
- Use of evidence-based, promising and innovative practices. The department encourages programs that feature established practices that are well grounded in academic and

empirical research. The department also encourages use of innovative or promising practices that may help the city find new solutions for human services challenges.

***Upstream investment*** – Community funding will support early interventions that target the root causes of social problems. Upstream investment focuses on outcome-based programs and policies designed to address problems before they become more critical and expensive. More downstream interventions should identify how programs and services are connected to prevention and upstream programs. In the upstream investment model, programs may also be prioritized for funding based on: evidence-based, promising practices or innovative practices. Service providers are encouraged to adopt one of these practices. An example of evidence-based programs and their definitions can be found at SAMHSA’s [National Registry of Evidence-based Programs and Practices](#).

***Data-driven outcomes*** – The city will use outcome performance measures to drive funding decisions and services. Meaningful indicators will measure client outcomes rather than outputs – such as the number of services provided or clients served.

***System integration*** – Community funding will support approaches that provide a client-centric, no-wrong-door access to services and emphasize funding partnerships over a funder/grantee contracting relationship. System integration emphasizes a seamless social safety net that is more efficient and effective for both service delivery agencies and clients. Funders and agencies will commit to common goals and outcomes and create mechanisms for accountability, particularly regarding data and performance measurement.

### **Current Community Funding Mechanisms**

#### **Human Services Fund (\$2.1 million annually)**

The City of Boulder's Human Services Fund (HSF) provides approximately \$2.1 million annually to community agencies providing direct services to Boulder residents in support of the current Human Services Master Plan. Awards are made through a competitive process based on alignment with City of Boulder priorities, goals and outcomes.

Utilizing the regional grants management system (GMS) e-CImpact, nonprofit, government and educational agencies target and report on human service community indicators and outcomes. The GMS is shared by Boulder County, and the cities of Boulder and Longmont. It provides a common application and standard impact areas, outcomes and indicators.

HSF awards are made for ongoing operating support of human services programs. Capital projects, one-time events, technical assistance and general agency operating expenses currently are not eligible for HSF. Funding recommendations are determined by a five-member Human Services Fund Advisory Committee (HSFAC) and are approved by the city manager and City Council. Funded agencies provide a mid-year and year-end report on selected outcomes and indicators. For additional information about the funding process and the committee and to see a list of currently funded agencies, see the [Human Services Fund website](#).

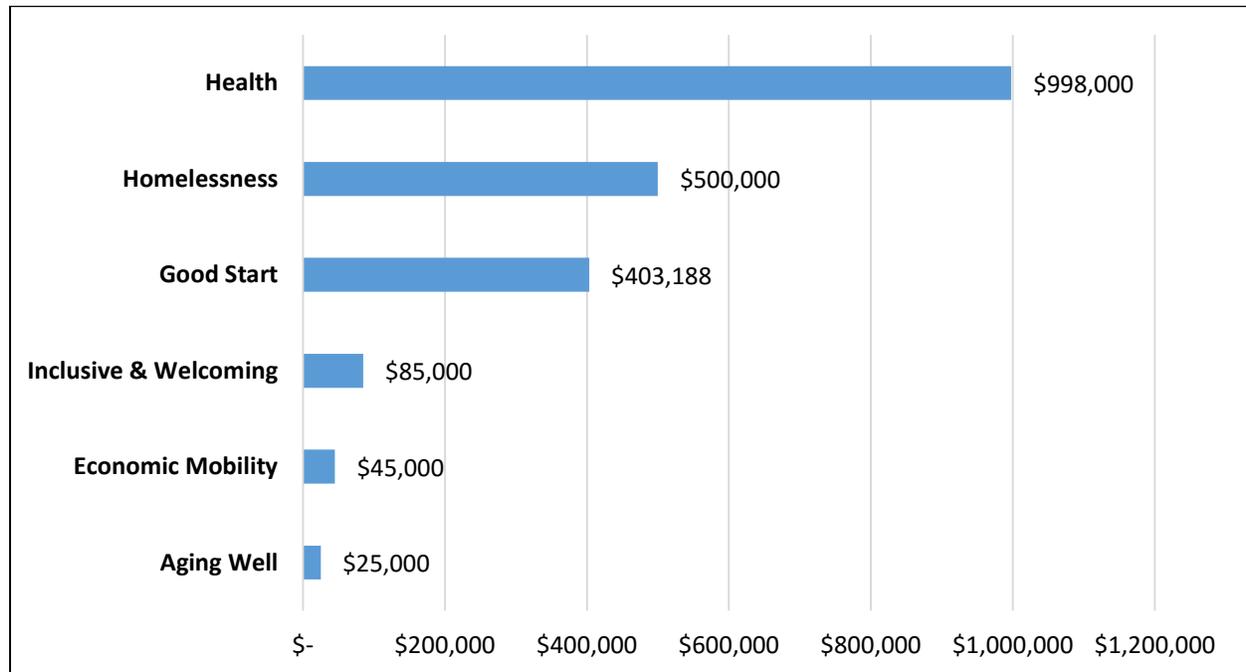
The current HSF impact areas roughly translate into the six new human service goals proposed for the updated Human Services Strategy.

In 2016, HSF funds were distributed as follows:

- Approximately 49 percent for community health and well-being;
- 24 percent for homelessness;
- 20 percent for children;
- 4 percent for inclusive and welcoming programs;
- 2 percent to economic mobility and resilience; and
- 1 percent for older adults.

See Figure F-1 for funding applied to each of the six goals.

**Figure F-1: 2016 Human Service Fund Awards by Human Services Strategy Goals**



The HSF’s 2016 funding priorities and system includes some challenges that affect the new Strategy.

- Community priorities have shifted since the previous Master Plan was approved in 2006. This includes the new Strategy focus on economic mobility and resilience and homelessness. Funding strategies for the city need to reflect these changes.
- Many current indicators and program-level data received from agencies funded through the HSF are not as informative as needed to assess impact and broader community outcomes.
- Current HSF allocations are spread broadly across many organizations and are not focused on a deep community investment strategy.

Human Relations Commission (HRC) - Human Relations Fund (\$30,575 in 2016)

The HRC Human Relations Fund supports events and initiatives that celebrate and appreciate diversity and inclusion in Boulder. Objectives are to support Boulder's diverse communities to celebrate cultural events, support education and outreach initiatives and promote inclusion and diversity in the community. The HRC supports community initiated activities that raise awareness on emerging civil rights issues in Boulder, facilitates interaction and understanding between communities, encourages collaboration among diverse communities, strengthens civic participation among Boulder's diverse communities, and promotes an inclusive society. The HRC encourages funding requests that address or provide leadership development, youth involvement and collaborations with other groups to promote inclusivity and respect for diversity.

Youth Opportunities Fund (\$20,000 Individual Fund, \$35,000 Group Activities Grants, \$115,000 Annual Grants in 2016)

The City of Boulder established the Youth Opportunities Program (YOP) in 1994 to provide cultural, educational and recreational opportunities for youth in the city. The program supports positive youth development programming that uses a strengths-based approach with special emphasis on meeting the needs of under-served youth. The Youth Opportunities Fund (YOF) is divided into allocations for annual grants, group activities grants, and individual grants for youth in exchange for community service. The middle and high school members of the Youth Opportunities Advisory Board (YOAB) oversee the allocation of the Annual Grants fund, including providing funding recommendations to the city manager.

Substance Education and Awareness (SEA) - \$250,000 in 2016

The SEA program is funded through recreational marijuana tax revenues that City Council has designated for substance use prevention, treatment, and education programming with an emphasis on children and youth. In April 2016, a six-member review panel recommended allocation of \$193,000 in funding to Boulder County Community Services Healthy Futures Coalition (HFC) as part of a competitive RFP process. Consistent with City Council direction on Nov. 17, 2015, the SEA contract with HFC was designed for a term of five years, with funding contingent on annual budget approval by City Council and achievement of annual program benchmarks and outcomes.

SEA is a community collective impact effort, with multiple partners implementing shared messaging, goals and measurement. A formal evaluation plan was developed by an independent evaluator hired by the city through a competitive RFP process. As a funder and a partner, city staff engage in regular meetings, progress check-ins, planning and course corrections with the HFC. This project is an early step into a community funding partnership incorporating the core principles from the new Strategy. The longer funding time-frame is aligned with an emphasis on long-term community outcomes, including changed perceptions of risk for substance use among youth.

Double Up Food Bucks (DUFBS) - \$15,000 in 2017

The Double Up Food Bucks (formerly called Double SNAP) program is a collaboration between the City of Boulder, Boulder County Public Health (BCPH) and Boulder County Farmers Markets (BCFM). Program partners seek to increase health equity by improving access to fresh,

local fruits and vegetables for Boulder’s low-income, Supplemental Nutrition Assistance Program (SNAP)-eligible residents, and by promoting local food production. The program provides a match of up to \$20 on federal nutrition benefits available to SNAP participants for purchase of produce at the market.

The pilot program began in 2014 and continued in 2015. DUFB became part of LiveWell Colorado’s “Double Up Colorado” program in July 2016. [LiveWell Colorado](#) is a statewide nonprofit organization committed to preventing and reducing the barriers to healthy eating and active living in Colorado communities that face inequity.

Keep Families Housed Pilot - \$263,000 in 2017

The Emergency Family Assistance Association (EFAA) Keep Families Housed Pilot provides short-term rental assistance for families with children at extreme risk for housing insecurity. The pilot expands an existing rental assistance program that provides one month rent (up to \$500) to reach additional families and provide for a second and in some instances a third monthly payment for up to 200 families. The second and third payments are conditional on a set of accountability measures aimed at ensuring that key children and adult outcomes are achieved (e.g., medical and dental check-up in the last year, enrollment in SNAP food assistance and other programs if eligible, school attendance). The pilot leverages public and private funding as well, and will be evaluated by an independent, third-party evaluator.

**Changes to City of Boulder Community Funding in Human Services**

Several changes are proposed to the city’s community funding process to implement HS Strategy goals.

Human Services Fund Recommendations

At the Feb. 14, 2017 City Council study session on the Strategy, staff recommended significantly increasing funding to the Economic Mobility and Resilience (EMR) goal as a top priority area in the Strategy. A shift to EMR without additional resources would have resulted in significant funding reductions for other human services goals, particularly the Health and Well-Being goal, which currently comprises half of HSF funding. Council indicated support for more focus on EMR, but not at the expense of health or other goals.

Proposed HSF allocations and processes under the new HS Strategy are described below in two different scenarios.

Scenario 1 - Total funding allocated to HSF remains unchanged.

Scenario 2 - Total funding allocated to HSF is increased.

In either scenario, several common themes will apply.

- Under both scenarios, HSF funding will be targeted to specific strategies identified for each of the six human services goals. Although funding for programs depends on alignment with goals, strategies, key principles and quality of proposals, an initial analysis of currently funded programs suggests that nearly all would continue to be eligible to apply for funding in new goals and strategies. Some new strategies create opportunities for additional programs to be funded, including Economic Mobility and Resilience, Aging Well and Homelessness.

- Funding will be competitively awarded through a Request for Proposal (RFP) process conducted every four years. Options for funding in interim years are included below.
- Four-year grants will focus on long-term outcomes and consist of a funder/partner approach. City and program staff will regularly meet to assess progress toward goals and make recommendations regarding program adjustments and advancement. This funder/partner role redirects some staff time from annual fund rounds to partnership check-ins and dialogue on what’s working or change recommendations. Longer funding terms are a national trend as more cities choose to focus on long-term strategies and outcomes. Four-year terms are dependent on appropriations and appropriate progress on program metrics and milestones. The city recognizes that four years may not be enough time to capture many long-term outcomes; however, this longer funding time-frame offers more opportunity to capture changes over time than previous one- and two-year cycles.
- The HSFAC will evaluate proposals and make funding recommendations to the city manager.
- Funded programs will report regularly on metrics and outcomes that are closely aligned with demonstrated results. Annually, each goal area will have a summit, where all funded programs communicate about their outcomes and learnings. The summit will provide an opportunity to share information with city agencies, similar programs and other community partners. For example, all programs funded in the Health and Well-being goal area would meet with staff and other Health and Well-being agencies to present on their program’s outcomes project learning. The summits will be in conjunction with other funders. The summits would also provide an opportunity for cross-pollination and idea generation for new programs, program enhancements, or new partnerships. This is different from individual agency mid-year and year-end reports currently submitted as part of one-year cycles, with a deeper commitment to, and action on, results-driven contracting.

As part of the [Homelessness Strategy](#) and [Homelessness Working Group](#) recommendations, a new adult homeless services system is being launched in October 2017. This will require new contract structures with adult homeless services providers and re-allocation of some funding previously provided for adult homeless services through the HSF competitive fund round to a contracting process outside of the HSF competitive round.

***Scenario One: Total funding allocated to HSF remains the same***

In this scenario, HSF funds would be allocated by strategies within each of the six goals and would likely result in a funding scenario similar to the 2016 fund round (See Table F-1).

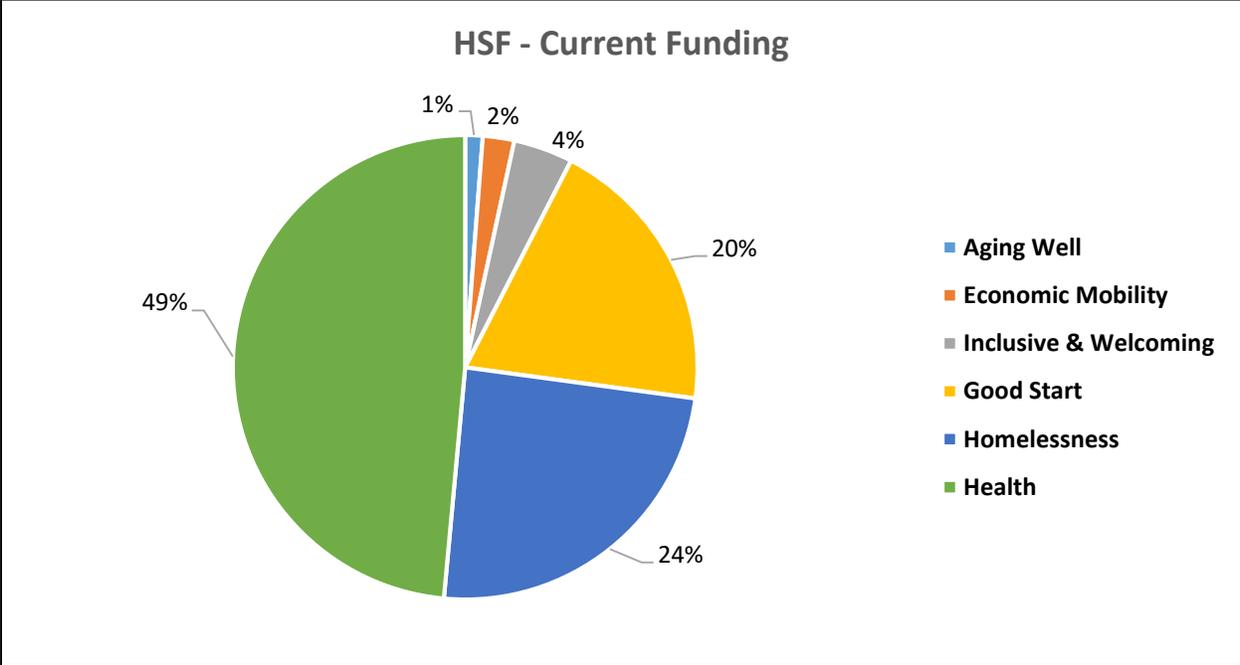
**Table F-1: 2016 HSF Funding Allocations**

Health	\$	998,000
Homelessness	\$	500,000
Good Start	\$	403,188
Inclusive and Welcoming	\$	85,000
Economic Mobility	\$	45,000

Aging Well	\$ 25,000
<b>Total</b>	<b>\$ 2,056,188</b>

The funding allocation by percentages are shown in Figure F-2 below.

**Figure F-2: 2016 Human Service Fund Awards by Percentage**



## Scenario 1: What would change?

New strategies may expand some types of programs funded.

Funding cycles extended to 4 years to emphasize longer-term investment in longer-term outcomes.

Funder/partner relationship emphasizes more check-ins and results driven contracting in longer-term investment.

Collaborative proposals permitted and encouraged through higher scoring.

Scoring incentivizes upstream investment through higher points for proof that programs work – evidence-based, evidence-informed or promising practices.

Reporting enhanced through improved metrics.

Annual summits present opportunities for outcomes presentations, expert/partner feedback and community learning.

As part of HS Strategy implementation, staff will work with partners to advance EMR and Homelessness goals across the community through partnerships and community funding. However, without additional funding to target EMR or Homelessness, proposals are likely to fall into historical patterns and the department is unlikely to reach goals for these areas.

The Scenario One funding process would include the following elements:

- The RFP would request proposals for programs targeted to strategies within each goal.
- Proposals within each strategy will be ranked higher (more points) if they incorporate core funding principles including upstream investment, system integration and data-driven service delivery.
- The RFP would encourage collaborative proposals involving
  - Multiple organizations that apply jointly and work collectively on a program with shared metrics within a targeted strategy.
  - Proposals that demonstrate evidence-based or evidence-informed practices will be rated higher.

**Scenario Two: Funding allocated to HSF is increased**

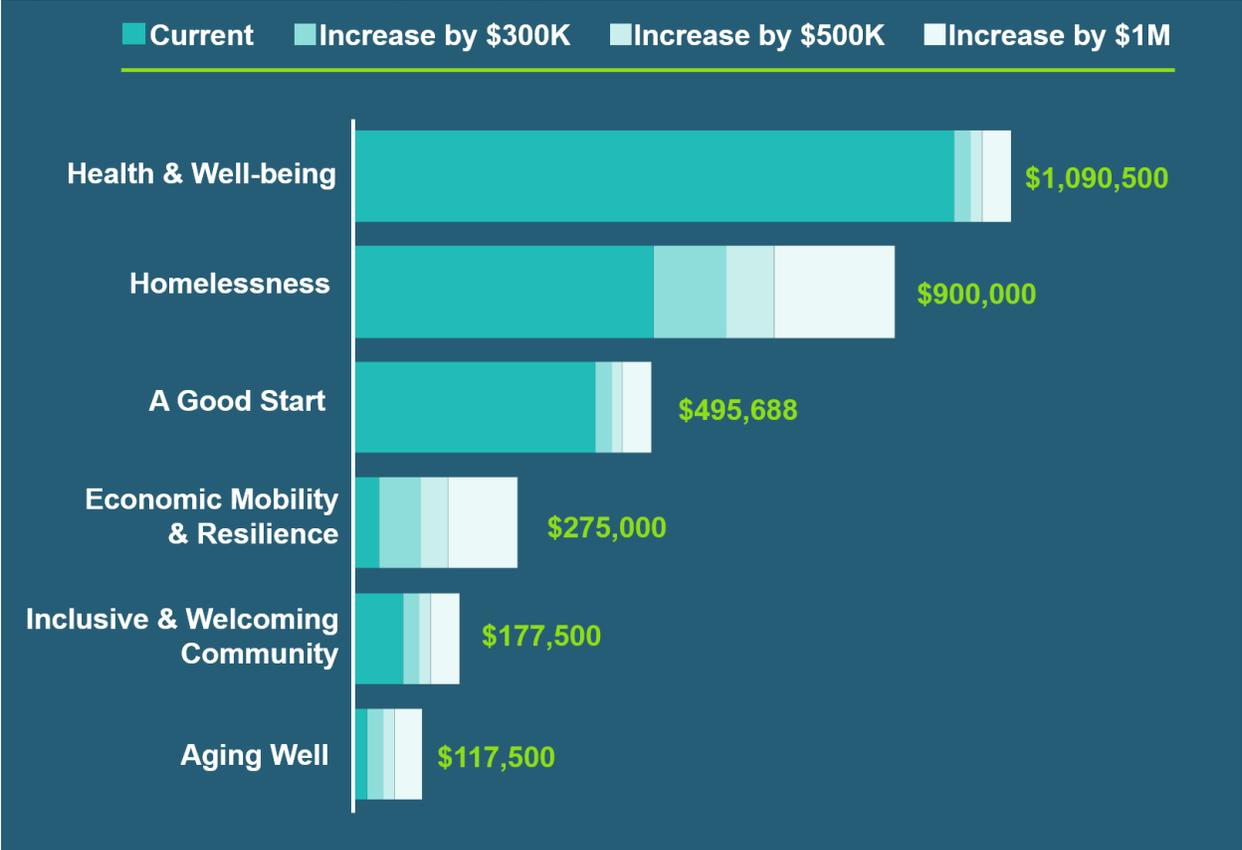
In scenario two, as new resources become available for the HSF, they will be allocated to all goal areas, with a greater focus on expanding Economic Mobility and Resilience as the key driver of other social welfare issues and Homelessness as a high priority area of community investment. As the real-time data is available with implementation, resource allocation can be adjusted to meet needs. Target percentages for additional funding are described below. In developing target percentages, a variety of factors were considered, including: priorities in the HS Strategy, other sources of funding, current level of funding for existing programs and promising pilot programs. These targets are guidelines and have flexibility based on potential for innovative/cross-cutting programs, and changing community conditions. Table F-2 below presents priority areas targeted for additional funding.

**Table F-2: Proportional Allocation of New HSF Resources**

Goal	Approximate Target Allocation Amount from New Resources	Rationale
<b>Homelessness</b>	40 percent	Many of the services prioritized in the city Homelessness Strategy would be funded through the HSF.
<b>Economic Mobility and Resilience</b>	23 percent	Economic mobility and resilience is a core issue and a central priority for future department investment. New investments would significantly expand community capacity and positively affect multiple human services goals.
<b>Ageing Well</b> <b>A Good Start</b> <b>Health and Well-being</b> <b>Inclusive and Welcoming Community</b>	37 percent combined	New funding will be used to support remaining four key human services goals. The Department anticipates that new resources available for these four goals would be distributed based on funding proposals.

Using the proportional allocation for new resources of \$300,000, \$500,000 and \$1M, as examples, the Department can roughly estimate the total funding allocations by goal: (See **Figure F-2**).

Figure F-2: Estimated HSF Spending by Goal with New Resources



If the city receives too few proposals targeting EMR, it could convene and re-engage community partners to build community capacity to address the deficit. Other regional funding partners share this intention to build community capacity for EMR programming and there is potential for regional collaboration moving forward. This partnership is described in “**Funding Partnerships**” below.

## Scenario 2: What would change?

Larger increase to funding for Economic Mobility and Resilience and Homelessness programs.

HSF funding cycles extended to four years to emphasize longer-term investment in longer-term outcomes.

Funder/partner relationship emphasizes more check-ins and results driven contracting in addition to longer investment terms.

Collaborative proposals permitted and encouraged through higher scoring.

Proposal evaluations incentivize upstream investment: data showing that programs work. This means higher points for evidence-based, evidence-informed or promising practices.

Reporting enhanced through improved metrics.

Annual summits present opportunities for outcomes presentations, expert/partner feedback, community learning and innovation.

A benefit in this scenario is that no single goal will experience a funding decrease and destabilize the human service safety net. However, the city currently supports few programs that have Economic Mobility and Resiliency as their primary mission; additionally, community capacity to augment EMR programming may be limited.

The Scenario Two funding process would include the following:

- RFP that prioritizes programs which measurably target goals and their related strategies.
- Proposals will also be ranked higher if:
  - The proposal is collaborative with multiple organizations applying and working collectively on metrics within a targeted strategy area.
  - The proposal demonstrates upstream investment through evidence-based, promising practices or innovative practices identified in national literature.

A reasonable outcome of early competitive procurement process with new goals may be fewer EMR proposals initially than there is available funding designated for that goal. Therefore, in Years One and Two, staff recommends that EMR resources build upon the principles of upstream investment - convening funders and community agencies to commit to common goals and outcomes and create mechanisms for accountability, particularly around data and performance measurement, specifically with the objective of strengthening the city's Economic Mobility infrastructure. One example of this concept is to convene Economic Mobility and Resiliency learning labs, with the following elements:

- Community partners are invited to submit a one-page description of their current or intended Economic Mobility work.
- Invited attendees are placed in working groups dependent on a mix of existing, experienced programs and forming or new programs.
- Participants conduct a data walk and hear from policy makers on trends and findings related to EMR.
- Participants hear from (or visit) an existing, local example of a successful Economic Mobility partnership.
- Groups create action plans and commitments based on their program goals.

- Agencies having attended a learning lab and completed an action plan may apply for additional Economic Mobility funding.

Although this example involves more staff time and commitment to capacity building than currently may be resourced at the city, there is excellent opportunity to collaborate with regional funding partners; some are already involved in community capacity-building. Some options in this area are included in the “Funding Partnerships” section below.

### Youth Opportunity Fund Recommendations

Annual grants from the YOF are used to fund community youth programs in amounts up to \$15,000. In addition, the city recently implemented the Substance Education and Awareness (SEA) program, providing dedicated community funding of up to \$250,000 annually to support drug and alcohol education and prevention for children, youth, and families. The awards have potential to overlap with HSF funding targeted to youth.

### **Recommendations**

To clarify the differences between YOP and HSF funds and eliminate overlap between these funds and SEA, the following criteria are recommended:

- YOP annual grants are primarily used for cultural, educational and recreational programs that meet a community need, provide pro-social opportunities, develop youth leadership and engage youth as partners in their planning and implementation with a concentration on underrepresented middle and high school age youth. YOP educational focus in areas such as peer education, substance use prevention and programs helping students learn about college and careers. Examples include:
  - High school age peer educators participate in a leadership program and teach their classmates about healthy eating through interactive workshops.
  - Mentoring program where college students introduce underrepresented high school students to STEM careers through field trips and mentoring.
  - High school youth plan ecological restoration and environmental education projects for middle school students.
  - A community center offers free sports programming on weekend evenings for high school age students.
- HSF funding for youth programs is leveraged primarily for basic needs, social welfare and educational services directly aligned with academic outcomes such as tutoring or academic case management, and substance treatment programs. Examples include:
  - Provide academic case management and tutoring assistance for students living in affordable housing.
  - Providing a social worker to address mental health needs at a youth shelter.
- SEA funding (marijuana sales and use tax dollars) is leveraged for substance abuse education, prevention and limited treatment programming for youth.

Overall, changes recommended for YOP and HSF funding eligibility for youth programs will not significantly impact currently funded agencies.

### Sugar-sweetened Beverage Product Distribution Tax (SSBPD Tax)

On Nov. 8, 2016, City of Boulder voters approved Ballot Issue 2H, which authorized the city to impose an excise tax of up to two cents per ounce on the first distributor in any chain of distribution of drinks with added sugar, and sweeteners used to produce such drinks. Although sugar sweetened beverage distribution taxation is new in Colorado and the United States, substantial research has been done on the consumption of sugary drinks and healthy weight status, dental caries, diabetes, and chronic diseases associated with sugar sweetened beverage consumption.

Boulder Revised Code Section 3-16-1 expresses the Legislative Intent of revenues generated by these taxes:

- The administrative cost of the tax; and thereafter for:
  - health promotion;
  - general wellness programs and chronic disease prevention in the city of Boulder that improve health equity, such as access to safe and clean drinking water, healthy foods, nutrition and food education, physical activity; and
  - other health programs especially for residents with low income and those most affected by chronic disease linked to sugary drink consumption.

Programs funded with SSBPD tax dollars to promote health equity will be awarded through a competitive RFP process. A seven-member health advisory committee will be established whose main purpose is to provide recommendations for the funding of city and community programs that engage residents most affected by health equity and chronic disease caused by consumption of sugar-sweetened beverages. The health advisory committee will be seated in 2017 and competitive fund rounds will occur in 2017 and 2018.

### **Community Funding Option Between Fund Rounds**

#### Opportunity Fund

The City will conduct a competitive fund round in 2018 for a four-year fund cycle beginning January 1, 2019 to December 31, 2022. The Human Services Opportunity Fund (OF) serves as a community funding option between competitive fund rounds.

The OF is a reserved amount of the HSF to fund emergency services, innovative new programs or an opportunity or community need which has emerged outside of the competitive fund round cycle. Use of opportunity funds is approved by the City Manager. Applicants should demonstrate an unexpected or new need, or unanticipated opportunity to address a human services goal. Agencies apply to the OF on a rolling basis.

Eligibility criteria for the OF are similar to that of HSF. Both funding sources seek to fund agencies:

- serving primarily Boulder residents that are low-income or at-risk<sup>1</sup>;
- aligning with HS Strategy, core principles and community priorities; and
- providing direct service(s) to vulnerable populations;

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<sup>1</sup> For the purpose of this RFP, “at-risk” is defined as vulnerable residents that have additional barriers in meeting basic needs or self-sufficiency due to factors such as income, housing status, disability, language/culture, mental/physical health, history of family violence and the elderly, as examples.

- demonstrating strong and longer-term evaluation of outcomes;
- demonstrating strong collaboration and partnerships; and
- exhibiting diverse funding sources.

HSF does not fund seed, startup or programs that do not demonstrate longer-term evaluation of outcomes. The OF will consider funding for startup programs that align with HS Strategy goals and demonstrate innovation and core principles. OF will also continue to fund unexpected needs or unanticipated opportunities that arise between fund rounds. As part of the HS Strategy, funding set aside for the OF will increase.

### **Role of data-driven performance and outcome metrics development**

#### Harvard Kennedy Government Performance Lab and homelessness goal metric development

As part of Bloomberg Philanthropies' [What Works Cities](#) initiative, the [Harvard Kennedy School Government Performance Lab](#) conducted research on cities' procurement practices with regard to data-driven contracting. They found that when city leaders align their procurement practices with a data-driven strategy, they move farther along a results-based continuum. In the absence of any data-driven strategy, the procurement process is not informed by a market analysis that would advance goals or milestones.

Boulder has been selected as one of the *What Works Cities* test sites to apply data-driven funding strategies to the existing procurement process, with the homelessness goal as a starting place. Through this partnership, the city will develop metrics and improvements to the procurement process that will drive agency performance and attainment of community goals related to homelessness. These metrics for contract performance will align with the overall system designed by the [Homelessness Working Group](#), with the help of the Corporation for Supportive Housing (CSH). After the HS Strategy is finalized in June 2017, HS will work with consultants and grantees to define specific performance measures for all strategies as part of the 2017 work plan.

#### Boulder County Client Portal

Boulder County Housing and Human Services has created a county data warehouse to support the county "data platform" to integrate client level data from across systems and programs to track and report community-wide outcomes. The City of Boulder will work with the County to leverage this platform as much as possible for community funding outcomes tracking on a community level.

### **Funding Partnerships**

#### Regional Grant Management System (GMS) Partners

Regional GMS funding partners (City of Boulder, City of Longmont, and Boulder County Community Services) have committed to addressing regional housing, health and human services related problems by investing collaboratively, across the partners, in evidence-informed strategies grounded in the social determinants of health. Other general concepts agreed to include:

- Develop a common philosophy and approach (guiding principles) for investments.
- Work together to reach agreement on two or three high priority regional issues that serve as the focus of collaboration.

- Develop a funding strategy that includes investments across partners that would effectively impact one or more of the priorities.
- Develop a common RFP or alternative process that specifically targets agreed upon priorities, structure and review procedures, and common outcomes across partners that would guide collaborative funding decisions.
- Develop a private-public collaboration approach to managing the effort to ensure a greater likelihood of success and guide the efforts of the funded entities.
- Develop common outcomes, measures and evaluation procedures to assess impacts on the selected priorities.
- Explore and adopt (where appropriate and feasible) enterprise level data sharing strategies at the client, program and community level and advance and complement the current efforts already underway with the county data warehouse model.

**2018 as a Transition Year for HSF**

The fund round for 2018 HSF funding will take place in late summer and fall of 2017. Strategy metrics are in development as part of the Human Services work plan for the second half of 2017. In addition, GMS funding partners are evaluating next steps for the partnership. For these reasons, staff anticipates a one-year fund round as a transition to the longer-term community funding methodology.

For this transition year, staff will use current GMS impact areas, outcomes, and indicators and prioritize indicators most closely linked to new Strategy goals and strategies for community funding. For example, the Good Start strategy of accessible, affordable, quality infant, toddler and preschool care would be represented by the current HSF indicator most closely aligned with: “percentage of families provided quality affordable and/or culturally competent child care options.”

The Strategy core principles would be implemented for the transition year, including a scoring emphasis on evidence-based, evidence-informed and promising practices.

Table F-3 below provides examples of how current HSF impact areas align with new HS Strategy goals.

**Table F-3: Current HSF Impact Areas and New HS Strategy Goals**

Current HSF Impact Areas	2017 HS Strategy Goals
<b>Impact Area 1:</b> Preparing low-income and at-risk children and youth for success	A Good Start
<b>Impact Area 2:</b> Improving economic well-being, independence and self-reliance for adults	Economic Mobility, Homelessness, Aging Well
<b>Impact Area 3:</b> Meeting basic needs for individuals and families	Health and Well-being, Homelessness
<b>Impact Area 4:</b> Building a safer community	Health and Well-being, Inclusive and Welcoming

## **Appendix F: Community Funding**

A few indicators may be added to the current system to ensure that all new Strategy goals are appropriately represented in funding opportunities. In addition, funding for evaluation and data collections will be allowable as some portion of expenses in program applications.

As part of the process of implementing the Homelessness Strategy and new adult homeless services system, some adult homeless services funding will be allocated outside of the 2018 HSF process.

<b>2017 Human Services Fund Awards</b>	
Alternatives for Youth	10,000.00
Attention Inc. (shelter and services)	40,000
Blue Sky Bridge (Child and Family Advocacy Program)	25,000
Boulder County AIDS Project (BCAP)	25,000
Boulder County Legal Services (All Programs)	37,000
Boulder County Public Health Department (GENESIS/GENESISTER)	55,000
Boulder Day Nursery	65,000
Boulder Valley School District (Adelante and Teen Parent Program)	45,000
Boulder Outreach for Homeless Overflow (BOHO)	20,000
Boulder Shelter for the Homeless	120,000
Boulder Valley Women's Health Center (subsidized services)	98,000
Bridge House (formerly Carriage House Community Table)	90,000
Bridge to Justice	5,000
Boulder County CareConnect	25,000
Center for People with Disabilities (CPWD) (Advocacy Services; Home Care; Independent Living Program)	35,000
Children First of the Rockies	5,000
Children's House Preschool	25,000
Clinica Campesina Family Health Services	290,000
Community Action Development Corporation (CADC) - Circles Program	10,000
Community Food Share	5,000
Dental Aid	125,000
Emergency Family Assistance Association (Emergency Shelter & Transitional Housing; Basic Needs)	125,000
Family Learning Center	60,000
Foothills United Way	35,000
I Have A Dream Foundation	46,188
Immigrant Legal Center	23,000
Intercambio Des Comunidades	20,000
Mental Health Partners*	350,000
Mother House	10,000
New Horizons Preschool	42,000
Safehouse Progressive Alliance for Nonviolence (SPAN, -Domestic Violence & Victim Svcs; Outreach; Violence Prevention)	95,000
YWCA of Boulder County	80,000
<b>Totals</b>	<b>2,041,188</b>

Appendix F: Community Funding

2016 HRC Funding	HRC - Community Event Fund	HRC - Community Impact Fund
Barrio é		1,830
Boulder Asian Pacific Alliance	1,600	
Boulder Dance Coalition	1,600	
Boulder Friends	930	
Boulder Jewish Festival	1,600	
Boulder Museum of Contemporary Art		3,100
Boulder Pride	6,600	
Boulder School for German Language and Culture		500
Bridge House (formerly Carriage House Community Table)	3,000	1,500
El Centro Amistad		1,500
Intercambio Des Comunidades	1,500	
Motus Theater		3,500
Peers Building Justice	1,000	
Playback Theatre West	1,430	
Postoley Dance Ensemble	1,600	
Standing Up for Racial Justice		750
Via Mobility		1,000
<b>Totals</b>	<b>20,860</b>	<b>13,680</b>

<b>2016 Youth Opportunity Fund Awards</b>	
Attention Inc. (Education for homeless youth)	15,000
Boulder Judo Training Center	14,966
Boulder Museum of Contemporary Art	3,000
Boulder Pride	8,290
Boulder Valley School District ARHS - R.E.A.L	14,939
Boulder Valley School District ARHS - Robotics Club	2,392
Boulder Valley School District BHS - Sí se puede	12,590
Boulder Valley School District BHS - Las Panteras Soccer	1,500
Boulder Valley School District Centennial MS - Zero Waste Fridays	500
Boulder Valley School District FHS - National Honors Society	1,000
Boulder Valley School District FHS - Connecting the Castle	920
Boulder Valley School District FHS - Latino Leadership Club	1,616
Boulder Valley School District Manhattan MS - Outdoor Education	3,000
Boulder Valley Women's Health Center (SHAPE Program)	9,174
Colie's Closet (suicide prevention)	2,815
Growing Gardens	8,500
I Have A Dream Foundation - Academic Incentive Trips	3,000
Mountain Flower Urban Goat Dairy	10,120
Natural Highs	14,973
Parks and Rec - YSI Getting Fit	7,448
Parlando School for the Arts	3,000
Sacred Heart MS - Theater	3,000
Teen Creekfest	3,000
Voices Out of Silence / Stories on Stage	3,000
YMCA Boulder	3,000
Individual Fund grants	25,700
<b>Totals</b>	<b>176,443</b>

<b>2017 Contracts and One-time Funding</b>	
Boulder County Farmers Market	15,000
EFAA - Keep Families Housed	263,000
Meals on Wheels	75,000
Mental Health Partners - EDGE Program	142,000
Mental Health Partners - Family Resource Schools Program	121,000
Mental Health Partners - Prevention & Intervention Program	148,430
<b>Totals</b>	<b>764,430</b>

## Appendix G - Direct Services Assessment

### Purpose

The mission of the City of Boulder Human Services Department is to create a healthy, socially thriving, and inclusive community by providing and supporting human services to Boulder residents in need. To achieve this mission, the department plays three roles: direct services provider, funder and community partner/leader. The city limits its role as a direct services provider to situations where there is an expressed desire of City Council or the community, a demonstrated need cannot be met through other sectors or the nature of the service requires a broad community collaborative effort that is more appropriate for the city to lead.

As part of the Human Services Strategy (Strategy) development process, staff assessed current direct service programs to understand areas of community need, community service gaps, and the fit with other existing community services. The outcome of the assessment is a set of recommendations about how the department can better focus its direct services to meet present and future community needs in alignment with the Strategy's highest priorities.

### Direct Services Overview

The department is organized by five work areas: Administration, Family Services, Community Relations, Community Funding and Project Management, and Senior Services. The department provides direct services in three of these areas: Family Services, Community Relations and Senior Services.

#### **Family Services**

Family Services supports children and families through regional collaborative planning and quality programs. The city provides two types of direct family services: child care subsidies and family resource schools.

***Child Care Subsidies:*** The city provides subsidies to help families with low and lower-middle incomes pay for child care. These subsidies supplement support provided by the Boulder County Child Care Assistance Program (CCAP). The city manages two subsidy programs, Gap and Cliff.

- The Gap program pays child care providers the difference between the amount paid by CCAP and the average market rate for child care in the Boulder area. These additional funds have the potential to provide families with an expanded choice of child care providers. Gap is available to those who qualify for CCAP and live in Boulder.
- The Cliff program is available for families who do not qualify for CCAP and Gap, either due to a slightly higher income or their residency status, and who live in Boulder.

***Family Resource Schools (FRS):*** The city partners with the Boulder Valley School District to provide outreach, direct services and referrals for families and children to remove barriers to academic achievement and success for at-risk families in five Boulder elementary schools. Services available through FRS include case management, counseling, referrals to service providers, parent development classes and after-school programming.

## **Community Relations**

The Community Relations division protects civil and human rights, facilitates positive community relations and promotes social equity policy. Community Relations provides three types of direct services: the Youth Opportunities Program, ordinance enforcement, and community mediation.

**Youth Opportunities Program (YOP):** YOP strengthens the community by empowering youth, providing opportunities for youth and encouraging youth civic participation and volunteer work. A significant number of youth served by YOP are of low income or people of color. YOP coordinates the city manager-appointed Youth Opportunities Advisory Board (YOAB). YOAB advises city departments and local agencies on youth-related issues, promotes the youth voice in Boulder, implements community projects to help address youth needs through action teams and distributes approximately \$130,000 annually to local youth programs through competitive grant processes. In addition to the grants distributed by YOAB, YOP also awards approximately \$20,000 annually in small grants to individual resident youth to help pay for cultural, educational or recreational activities in return for volunteer service.

**Ordinance Enforcement:** The Office of Human Rights helps enforce two city ordinances, the Human Rights Ordinance and the Failure to Pay Wages Ordinance.

- The **Human Rights Ordinance** protects against illegal discrimination in the areas of housing, employment and public accommodation. The city investigates formal complaints filed with the office. Complaints may be addressed through mediation or through a quasi-judicial hearing in front of the Human Relations Commission.
- The **Failure to Pay Wages Ordinance** protects workers from non-payment of wages. Formal complaints may be addressed through neutral investigation to determine duty to pay, mediation and/or prosecution by the City Attorney's Office.

**Community Mediation Service (CMS):** CMS helps Boulder residents resolve disputes. Parties served by CMS include landlords, tenants, roommates, neighbors, seniors, parents, teens, victims, offenders, community groups, schools and employees of nonprofit agencies or the city. CMS also assists in disputes related to race and cross-cultural relations and human rights. CMS' work includes Restorative Justice (RJ). In RJ, a crime is viewed as an act that causes harm to people, interpersonal relationships and the community rather than just as a violation of the law. Consequently, the focus of RJ is the repair of harm.

## **Senior Services**

Boulder's Senior Services helps the city engage with and improve the well-being of older adults and promote a positive image of aging through community collaboration and services. Senior Services provides five types of direct services: senior resources, health and wellness programming, enrichment programming, the Food Tax Rebate Program, and senior center operations. Senior Services works with the Senior Community Advisory Committee (SCAC), a seven-member committee appointed by the city manager.

**Senior Resources:** Senior Resource Specialists offer information and assistance, short-term case management and community programs for older adults and family caregivers.

***Health and Wellness Programming:*** Senior Services offers wellness clinics and programs as well as fitness classes for older adults. Examples of program offerings include hosting a monthly hearing clinic, diabetes prevention classes and functional fitness assessments. Examples of fitness offerings include T'ai Chi, weight room training for older adults, seated restorative yoga and dance classes, massage and reflexology. The SilverSneakers® program, a free program for older adults with certain Medicare health plans, provides unlimited access to specific fitness classes for pass holders.

***Enrichment Programming:*** Senior Services offers classes, clubs and day trips for older adults. Class offerings cover topics such as communication and computer skills, nature and history, and current events. Clubs include Bridge, Table Tennis and Community Book Club. Day trip offerings take participants to destinations such as historical sites, cultural events and wildlife areas.

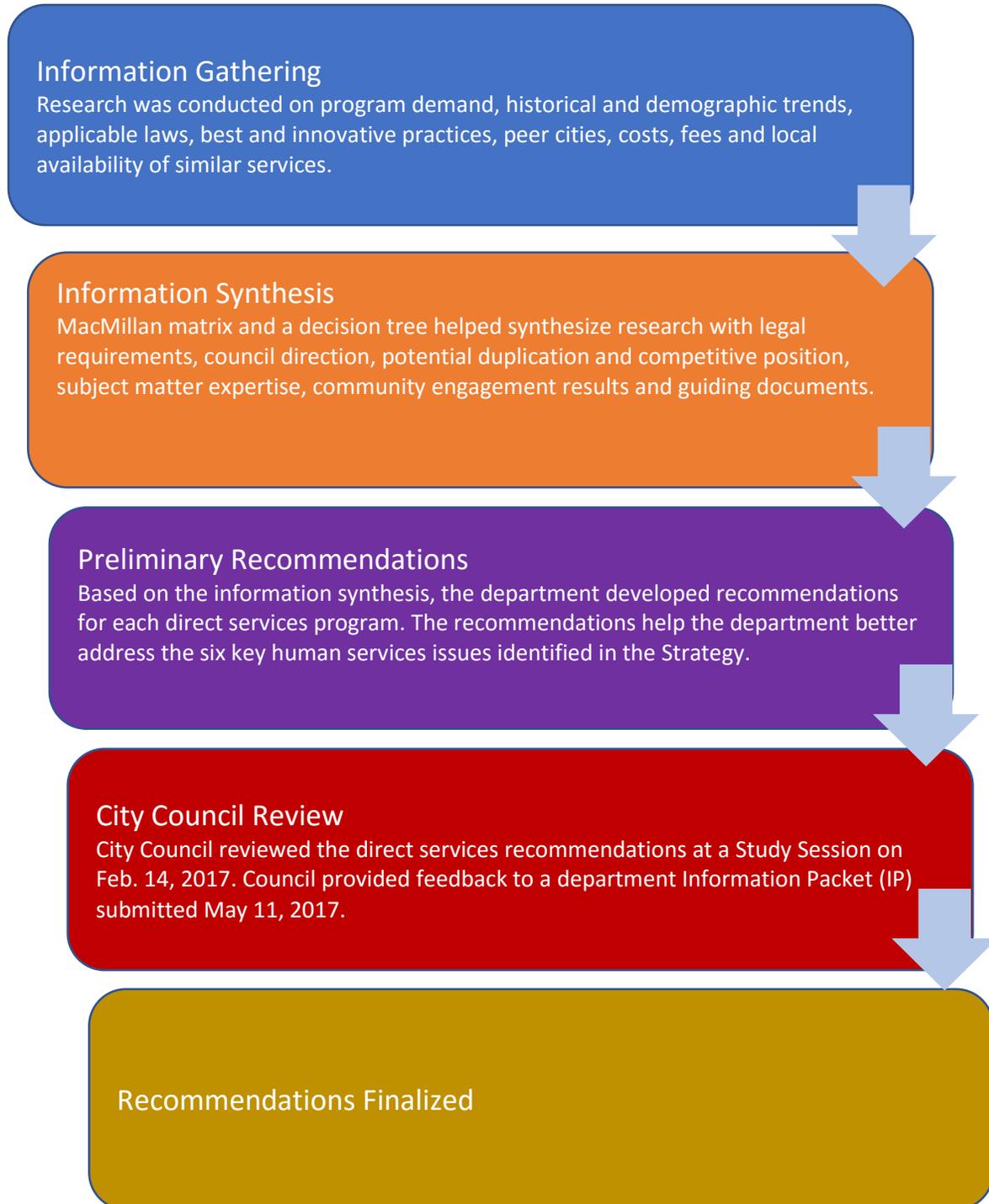
***Food Tax Rebate Program (FTRP):*** Each year, the City of Boulder provides rebates to help compensate residents with lower incomes for the city sales tax they pay on food. To be eligible for a food tax rebate, a resident must meet financial eligibility guidelines and must be age 62 or over the entire preceding year, an adult with a disability or a family with children under 18 years of age in the household for the entire preceding year. In 2017, rebates are \$80 for qualified individuals and \$245 for qualified families.

***Senior Center Operations:*** The department operates the West and East Senior Centers. The senior centers host activities, community gatherings, meetings and rentals. Programs may be generated by the department or provided through partnerships with local agencies and organizations. The West Senior Center hosts the Meals on Wheels congregate and home-delivered meal program.

### Assessment Methodology

A five-step process was used to assess current direct service programs and develop recommendations. See **Figure 1**.

**Figure 1: Direct Services Assessment and Recommendation Process**



## Recommendations Summary

Program changes will include expansions, reductions and realignment of programs to meet community needs and formalization of community partnerships. Based on feedback from council, residents, other community stakeholders and staff, the department will make the direct services changes described below.

### *Family Services programs:*

- Formalize partnerships between Family Resource Schools, Family Resource Centers and the Emergency Family Assistance Association;
- Realign direct financial support for families to focus on support needs that cannot be immediately filled by other agencies; and
- Realign and expand parent engagement and education programs to avoid duplication with other agencies and diversify opportunities.

### *Community Relations programs:*

- Expand and strengthen city protections against bias and discrimination; and
- Expand city capacity to protect residents against bias and discrimination.

### *Senior Services programs:*

- Increase case management focus to keep pace with the anticipated increase in the older adult population;
- Expand partnerships with regional organizations for older residents and their caregivers;
- Continue community resource educational programming;
- Increase customer service focus to match current and anticipated increase in use of senior services facilities;
- Increase program coordination focus for senior services programs;
- Realign enrichment programs to focus on educational, cultural, and community engagement;
- Continue enrichment programs that enhance skills of older adults including those that focus on technology and employment;
- Realign day trip programs to support a focus on educational, cultural, and community engagement and keep department-supported transportation options for day trips;
- Realign health and well-being programs to focus on the specific needs of older adults as they age through the later years of the lifespan; and
- Continue fitness programs for older adults.

### *Subsidy programs*

- Expand the Child Care Subsidy Program; and
- Expand the Food Tax Rebate Program.

## Recommendation Details

**Figure 2** provides details and rationale behind the direct services program recommendations.

Figure 2: Direct Service Program Recommendations

Family Services						
Program	Recommendation	Recommendation Details	Justification	Alignment with HS Goals and Strategies	Alignment with Strategic Principles	Efficiency, Process Improvement and Service Delivery Effectiveness
Family Resource Schools	Formalize partnerships between Family Resource Schools (FRS), Family Resource Centers (FRC) and Emergency Family Assistance Association (EFAA).	Formalize communication, case management and non-duplication of services between FRS, FRC and EFAA.	<p>In July 2016, FRC program administration transferred from the City of Boulder to Boulder County as part of a new community FRC model expansion. Currently there is no formal agreement in place between the city and the county.</p> <p>EFAA recently joined the Boulder County Family Resource Network (FRN). EFAA's shift in emphasis to children's support provides opportunities for more integration and/or collaboration with FRS.</p>	<p><b><u>A Good Start</u></b></p> <ul style="list-style-type: none"> <li>Strategy: Reduce barriers to successful school achievement and graduation.</li> </ul> <p><b><u>Economic Mobility and Resilience</u></b></p> <ul style="list-style-type: none"> <li>Strategy: Expand financial support programs that enhance family economic stability.</li> </ul> <p><b><u>Health and Well-being</u></b></p> <ul style="list-style-type: none"> <li>Strategy: Support access to quality, affordable services that address mental health and substance abuse.</li> <li>Strategy: Support access to nutritious food and programs that reduce health risk factors.</li> </ul> <p><b><u>Homelessness</u></b></p> <ul style="list-style-type: none"> <li>Strategy: Strengthen programs and services that reduce or prevent homelessness.</li> <li>Strategy: Support a continuum of services as part of a pathway to self-sufficiency and stability.</li> </ul>	<p><b><u>Upstream Investment</u></b> Providing positive opportunities for children can have many positive long-term impacts</p> <p><b><u>System Integration</u></b> Formalizing partnerships will create a more streamlined case management process, reduce duplication and enhance interagency communication.</p>	<p><b><u>Service Delivery Effectiveness</u></b> Formalizing partnerships will allow partners to focus budgets on requirements tied to mission and program goals. EFAA and FRC can focus on transitional and/or longer-term support for families while FRS can focus on emergency/crisis support for families and expand support for parent engagement and education and after-school programming.</p>

Program	Recommendation	Recommendation Details	Justification	Alignment with HS Goals and Strategies	Alignment with Strategic Principles	Efficiency, Process Improvement and Service Delivery Effectiveness
Family Resource Schools	Realign direct financial support for families to focus on support needs that cannot be immediately filled by other agencies.	<p>Realign direct financial support to focus on providing emergency, one-time or crisis intervention.</p> <p>Maintain direct financial support services that help families experiencing or at-risk of homelessness become or stay housed.</p> <p>Expand community partnerships and collaborations to provide longer-term or transitional support services.</p> <p>Determine a continuum of wrap-around services for families needing them using a strengths-based approach.</p> <p>Determine which agencies are the most appropriate to provide services.</p>	Focusing direct financial support for families on supporting needs that cannot be immediately filled by other agencies will allow for leveraging of resources. This realignment will provide cost savings, and avoid duplication of services and efforts, support shared evaluation and data, allow collaborators to focus services in their realm of expertise and funding capacity and allow for centralized case management, a best practice.	<p><b><u>A Good Start</u></b></p> <ul style="list-style-type: none"> <li>Strategy: Reduce barriers to successful school achievement and graduation.</li> </ul> <p><b><u>Economic Mobility and Resilience</u></b></p> <ul style="list-style-type: none"> <li>Strategy: Expand financial support programs that enhance family economic stability.</li> </ul> <p><b><u>Health and Well-being</u></b></p> <ul style="list-style-type: none"> <li>Strategy: Support access to quality, affordable services that address mental health and substance abuse</li> <li>Strategy: Support access to nutritious food and programs that reduce health risk factors.</li> </ul> <p><b><u>Homelessness</u></b></p> <ul style="list-style-type: none"> <li>Strategy: Strengthen programs and services that reduce or prevent homelessness.</li> <li>Strategy: Support a continuum of services as part of a pathway to self-sufficiency and stability.</li> </ul>	<p><b><u>Upstream Investment</u></b> Providing positive opportunities for children can have many positive long-term impacts.</p> <p><b><u>System Integration</u></b> Expanding community partnerships and determining which agencies are the most appropriate to provide services will contribute to system integration.</p> <p><b><u>Data-driven Outcomes</u></b> A strengths-based approach to case management is a best practice. Centralized case management is a best practice.</p>	<p><b><u>Efficiency</u></b> Realigning direct support for families will allow for leveraging of resources, provides cost savings, and reduces duplication of services and efforts.</p> <p><b><u>Service Delivery Effectiveness</u></b> Realigning direct support for families will allow collaborators to focus services in their realm of expertise and funding capacity. This will allow agencies to better meet the needs of program clients.</p>
Family Resource Schools	Realign and expand parent engagement and education programs to avoid duplication with other agencies and diversity opportunities.	<p>Realign parent engagement and education to provide these opportunities that meet FRS program goals, cater to specific school community needs, interests and goals, and to avoid duplication of services provided by other agencies and community organizations.</p> <p>Expand community partnerships and collaborations to provide a diverse range of parent engagement and education opportunities and to leverage funding and resources for parent engagement and education opportunities.</p> <p>Improve evaluation and shared data.</p>	Realigning and expanding parent engagement and education programs will allow for increased leveraging of resources, provides cost savings, and avoids duplication of services and efforts.	<p><b><u>A Good Start</u></b></p> <ul style="list-style-type: none"> <li>Strategy: Reduce barriers to successful school achievement and graduation.</li> </ul>	<p><b><u>System Integration</u></b> Improving coordination with other agencies and community organizations will contribute to system integration.</p> <p><b><u>Data-driven Outcomes</u></b> Improved data sharing will support the use of data in decision-making.</p>	<p><b><u>Efficiency</u></b> Realigning and expanding parent engagement and education programs will allow for increased leveraging of resources, provides cost savings, and reduces duplication of services and efforts.</p> <p><b><u>Process Improvement</u></b> Improved data sharing and analysis may lead to process improvement.</p>

<b>Community Relations</b>						
<b>Program</b>	<b>Recommendation</b>	<b>Recommendation Details</b>	<b>Justification</b>	<b>Alignment with HS Goals and Strategies</b>	<b>Alignment with Strategic Principles</b>	<b>Efficiency, Process Improvement and Service Delivery Effectiveness</b>
Office of Human Rights	Expand and strengthen city protections against bias and discrimination.	Amend the city human rights ordinance to include protections from discrimination based on immigration status and source of income.	Discrimination based on immigration status and source of income can prevent Boulder residents from accessing housing, employment and/or public accommodations. These types of discrimination can have negative social and economic impacts.	<p><b><u>Economic Mobility and Resilience</u></b></p> <ul style="list-style-type: none"> <li>Strategy: Expand financial support programs that enhance family economic stability.</li> </ul> <p><b><u>Homelessness</u></b></p> <ul style="list-style-type: none"> <li>Strategy: Develop and improve pathways to permanent housing and retention for families and individuals.</li> <li>Strategy: Strengthen programs and services that reduce or prevent homelessness.</li> </ul> <p><b><u>Inclusive and Welcoming Community</u></b></p> <ul style="list-style-type: none"> <li>Strategy: Support access to and availability of resources, services and programs that advance social equity.</li> <li>Strategy: Strengthen city protections related to discrimination and bias.</li> <li>Strategy: Encourage and facilitate positive community relations.</li> </ul>	<b><u>Upstream Investment</u></b> Changes to the Human Rights Ordinance in the area of housing could help residents obtain housing or stay housed.	Not Applicable
Community Mediation Services	Expand city capacity to protect residents against bias and discrimination.	Expand the Community Mediation Services program. This expansion could include: <ul style="list-style-type: none"> <li>Expanding work with landlords and tenants to reach mediated resolutions.</li> <li>Conducting community outreach related to existing protections against discrimination and best practices for reducing conflict.</li> </ul>	Intensive work with landlords and tenants to reach mediated resolutions and proactive community outreach about preventing and resolving tenant/landlord issues without going to court could prevent the creation and/or escalation of tenant/landlord disputes.	<p><b><u>Homelessness</u></b></p> <ul style="list-style-type: none"> <li>Strategy: Strengthen programs and services that reduce or prevent homelessness.</li> </ul> <p><b><u>Inclusive and Welcoming</u></b></p> <ul style="list-style-type: none"> <li>Strategy: Strengthen city protections related to discrimination and bias</li> <li>Strategy: Encourage and facilitate positive community relations.</li> </ul>	<p><b><u>Upstream Investment</u></b></p> Proactive work with landlords and tenants can reduce the need for expensive homeless services or the use of judicial solutions.	<p><b><u>Efficiency</u></b></p> Proactive work with landlords and tenants could prevent some cases from having to be resolved judicially, leading to more efficient use of judicial resources.
					<p><b><u>Data-driven Outcomes</u></b></p> Staff will compare evictions, case outcomes and other client data before and after implementation of this recommendation to understand the impact on clients.	<p><b><u>Service Delivery Effectiveness</u></b></p> Addressing capacity needs will improve service delivery effectiveness.

Senior Services						
Program	Recommendation	Recommendation Details	Justification	Alignment with HS Goals and Strategies	Alignment with Strategic Principles	Efficiency, Process Improvement and Service Delivery Effectiveness
Senior Resources	Increase case management focus to keep pace with the anticipated increase in the older adult population.	Expand partnerships with regional organizations for older residents and their caregivers.  Continue community resource educational programming.	Over the next 20 years, Boulder County’s population between 75 and 79 years old will increase by 182%; older adults 80-84 will increase by 251%. For adults 65+, county population to increase by more than 10,000 older adults every 5 years through 2030. This increase in the older adult population will likely cause an increase in case management focus.  Case management services and partnerships with other organizations will be essential to help older adults successfully age in place and/or navigate senior housing complexity.	<p><b><u>Aging Well</u></b></p> <ul style="list-style-type: none"> <li>Strategy: Support a continuum of age and ability appropriate services for older adults.</li> </ul> <p><b><u>Economic Mobility and Resilience</u></b></p> <ul style="list-style-type: none"> <li>Strategy: Improve financial literacy, education and investment.</li> </ul> <p><b><u>Health and Well-being</u></b></p> <ul style="list-style-type: none"> <li>Strategy: Support access to quality, affordable services that address physical and oral health needs.</li> </ul>	<p><b><u>Upstream Investment</u></b></p> <p>Case management can connect older adults with needed services to reduce the need for crisis services.</p> <p><b><u>Systems Integration</u></b></p> <p>Case management provides an opportunity for integration with city Family Outreach Coordinators and Boulder County programs.</p>	<p><b><u>Service Delivery Effectiveness</u></b></p> <p>Addressing future capacity needs will improve future service delivery effectiveness.</p>
Senior Center Operations	Increase customer service focus to match current and anticipated increase in use at Senior Service facilities.	Increase customer service focus to support the increase in older adult usage, and West Senior Center service integration.	<p>Boulder anticipates a significant older adult population increase over the next 20 years.</p> <p>Customer service, with an emphasis on customer experience, is a City of Boulder value and priority.</p>	<p><b><u>Aging Well</u></b></p> <ul style="list-style-type: none"> <li>Strategy: Support a continuum of age and ability appropriate services for older adults.</li> </ul>	Not Applicable	<p><b><u>Service Delivery Effectiveness</u></b></p> <p>Addressing future capacity needs will improve future service delivery effectiveness.</p>

Program	Recommendation	Recommendation Details	Justification	Alignment with HS Goals and Strategies	Alignment with Strategic Principles	Efficiency, Process Improvement and Service Delivery Effectiveness
Enrichment and Health and Wellness	Increase program coordination focus for senior service programs.	The program coordinator initiates, collects, and analyzes data to support programming for growing demographic.	Increased program coordination focus on data-driven outcomes supports the potential increase in program demand associated with demographic predictions.	<p><b><u>Aging Well</u></b></p> <ul style="list-style-type: none"> <li>Strategy: Support a continuum of age and ability-appropriate services for older adults.</li> </ul>	<p><b><u>Data-driven Outcomes</u></b></p> <p>This increase focus will allow for increased use of data in decision-making.</p>	<p><b><u>Service Delivery Effectiveness</u></b></p> <p>Addressing future capacity needs will improve future service delivery effectiveness.</p> <p><b><u>Efficiency</u></b></p> <p>Increased program coordinator hours will allow for the discovery of efficiencies through data analysis.</p>
Enrichment	Realign enrichment programs to focus on educational, cultural and community engagement.	<p>Discontinue the Encore Program for Active Adults, per the recommendation of Boulder’s Senior Community Advisory Committee.</p> <p>Decrease arts and crafts programs.</p> <p>Continue enrichment programs that enhance skills of older adults including those that focus on technology and employment.</p> <p>Continue focus on STEM (science, technology, engineering and mathematics) intergenerational programs.</p> <p>Realign trip programming to focus on social, educational and enrichment trips. Decrease sporting events and shopping trips. Schedule fewer winter trips.</p> <p>Maintain department-supported transportation options for day trips and explore opportunities to more effectively leverage funds in the provision of transportation for enrichment trips.</p>	<p>The Encore program creates a barrier for people who cannot afford the early registration benefits of Encore membership.</p> <p>Arts and crafts programs have consistently had high cancellation rates due to no or low registrations.</p> <p>Tech-related classes are gaining popularity. Research shows an increase in technological skills for older adults serves dual purposes, adding an employment skillset and reducing isolation for older adults.</p> <p>Intergenerational programs focusing on STEM have been successful and address a gap in both local older adult programming and a youth education priority.</p> <p>Sports and shopping trips have higher cancellation rates than other trips. Trip cancellations are higher in the winter.</p> <p>Currently, the most cost-effective and suitable transportation plan for trips involves continuing to fund the replacement cost of the bus used for trips.</p>	<p><b><u>A Good Start</u></b></p> <ul style="list-style-type: none"> <li>Strategy: Reduce barriers to successful school achievement and graduation.</li> </ul> <p><b><u>Aging Well</u></b></p> <ul style="list-style-type: none"> <li>Strategy: Support a continuum of age and ability-appropriate services for older adults.</li> </ul> <p><b><u>Economic Mobility and Resilience</u></b></p> <ul style="list-style-type: none"> <li>Strategy: Strengthen access to pathways and opportunities to improve employment situation.</li> </ul>	<p><b><u>Upstream Investment</u></b></p> <p>Teaching employment skills supports self-sufficiency.</p> <p>Enrichment programs help prevent social isolation, a risk factor for health issues.</p> <p><b><u>Data-driven Outcomes</u></b></p> <p>Program cancellation rate data informed staff recommendations about realigning enrichment programs.</p> <p><b><u>System Integration</u></b></p> <p>Intergenerational programs involve an integration of family services and older adult services.</p>	<p><b><u>Service Delivery Effectiveness</u></b></p> <p>Better-aligning program offerings with community preferences will improve service delivery effectiveness.</p> <p><b><u>Efficiency</u></b></p> <p>Additional analysis may reveal potential cost savings opportunities associated with the bus.</p>

Program	Recommendation	Recommendation Details	Justification	Alignment with HS Goals and Strategies	Alignment with Strategic Principles	Efficiency, Process Improvement and Service Delivery Effectiveness
Health and Wellness	Realign health and well-being programs to focus on the specific needs of older adults as they age through the later years of the lifespan.	<p>Continue fitness programs for older adults.</p> <p>Realign the massage program to focus on serving an older demographic.</p>	<p>Fitness class attendance is stable and will keep pace with increasing demographics and needs.</p> <p>While massage therapy is widely available in Boulder, massage therapy tailored to the needs of older adults is less available. Benefits to older adults of geriatric massage are well documented.</p>	<p><b><u>Aging Well</u></b></p> <ul style="list-style-type: none"> <li>Strategy: Support a continuum of age and ability-appropriate services for older adults.</li> </ul> <p><b><u>Health and Well-being</u></b></p> <ul style="list-style-type: none"> <li>Strategy: Support access to quality, affordable services that address physical and oral health needs.</li> <li>Strategy: Support access to nutritious food and programs that reduce health risk factors.</li> </ul>	<p><b><u>Upstream Investment</u></b></p> <p>Massage can have a positive preventative impact on health care and medication costs.</p>	<p><b><u>Process Improvement</u></b></p> <p>Realigning the massage program to focus on serving an older demographic reduces duplication with other services available in Boulder.</p>

Subsidy Programs						
Program	Recommendation	Recommendation Details	Justification	Alignment with HS Goals and Strategies	Alignment with Strategic Principles	Efficiency, Process Improvement and Service Delivery Effectiveness
Child Care Subsidy	Expand the Child Care Subsidy Program.	<p>Shift Child Care Subsidy program focus towards subsidies for families not eligible for CCAP.</p> <p>Beginning in 2018, increase the budget for child care subsidies.</p> <p>Adopt changes to program administration which mirror recent Boulder County CCAP changes. These changes will improve ease of access for families and create administrative efficiencies.</p>	<p>Boulder County has implemented baseline rates for CCAP at a higher reimbursement level than the state CCCAP rates. As a consequence, Boulder County child care reimbursement rates are now very close to city market rates and there is no longer a “gap” in funding.</p> <p>The city budget for child care subsidies has been flat annually since 2013. In most years, all budgeted child care subsidy money is disbursed. Also, census data indicates that a large number of families eligible for this program are not currently enrolled.</p>	<p><b><u>A Good Start</u></b></p> <ul style="list-style-type: none"> <li>Strategy: Support accessible, affordable, quality infant, toddler and preschool care.</li> </ul> <p><b><u>Economic Mobility and Resilience</u></b></p> <ul style="list-style-type: none"> <li>Strategy: Expand financial support programs that enhance family economic stability.</li> </ul>	<p><b><u>Upstream Investment</u></b> Research indicates that high-quality early childhood education has been shown to have positive long-term impacts.</p> <p><b><u>Data-driven Outcomes</u></b> Research indicates that high-quality early childhood education has been shown to have positive long-term impacts.</p> <p><b><u>System Integration</u></b> City staff collaborate with Boulder County staff to obtain Cliff program referrals, resulting in better integration of city and county direct services to families, the advancement of a one-stop shop model for effective service delivery and coordination of government child care-related services.</p>	<p><b><u>Efficiency</u></b> Focusing funds on families not eligible for CCAP leverages city dollars.</p> <p><b><u>Process Improvement</u></b> Adopting administrative changes that mirror Boulder County CCAP changes to the eligibility determination process and authorization period will reduce administrative burden.</p> <p><b><u>Service Delivery Effectiveness</u></b> Adopting administrative changes that mirror Boulder County CCAP changes to the eligibility determination process and authorization period will increase ease of access for families.</p>

Program	Recommendation	Recommendation Details	Justification	Alignment with HS Goals and Strategies	Alignment with Strategic Principles	Efficiency, Process Improvement and Service Delivery Effectiveness
Food Tax Rebate Program (FTRP)	Expand FTRP.	<p>Increase rebate dollar amount for all categories.</p> <p>Continue tying annual rebate amounts to CPI, but anticipate a reset of individual and family baseline rebate dollar amounts every five years based on the self-sufficiency standard; and</p> <p>Expand program participation by:</p> <ol style="list-style-type: none"> <li>a. Changing eligibility criteria to expand the pool of qualified applicants by changing the proof of residency and income requirements to alternative documentation that would support participation for residents who are homeless or in a domestic violence shelter;</li> <li>b. Increasing outreach, marketing and partnership referral agreements.</li> </ol>	<p>Direct cash payments are an effective way to help those in poverty.</p> <p>Participation in FTRP has not kept pace with the growth in sales tax paid at food stores.</p> <p>Fewer than 9% of eligible Boulder residents applied for and received a food tax rebate in 2015.</p>	<p><b><u>Economic Mobility and Resilience</u></b></p> <ul style="list-style-type: none"> <li>• Strategy: Expand financial support programs that enhance family economic stability.</li> </ul>	<p><b><u>Data-driven Outcomes</u></b></p> <p>Program participation data and demographic data informed staff recommendation to expand FTRP. Fewer than 9% of eligible Boulder residents applied for and received a food tax rebate in 2015.</p>	<p><b><u>Efficiency</u></b></p> <p>Increasing referral agreements will increase the service efficiency of wider human services system in Boulder.</p> <p><b><u>Service Delivery Effectiveness</u></b></p> <p>Increasing outreach, marketing and referral agreements will allow the department to reach more of the population that is eligible for this program.</p>

## Appendix H – Guiding Principles and Documents

Many resources shaped Boulder’s Human Services Strategy (Strategy). This attachment summarizes the key documents that provided guidance in coordinating and integrating other key approved plans.

Staff reviewed 18 strategic plans from other City of Boulder departments and partners to review alignment with the Human Services Strategy.

- [The City of Boulder’s Sustainability Framework](#) (2015)
- [City of Boulder Resilience Strategy](#) (2016)
- [City of Boulder Social Sustainability Strategic Plan](#) (2007)
- [City of Boulder Housing Boulder Action Plan 2016/2017](#)
- [The City of Boulder’s Climate Commitment](#) (2017)
- [City of Boulder Economic Sustainability Strategy](#) (2013)
- [2015 Boulder Valley Comprehensive Plan Update \(March 24, 2017 Public Review Draft\)](#)
- [City of Boulder Transportation Master Plan: 2014 Action Plan](#)
- [City of Boulder Parks and Recreation Department Master Plan](#) (2014)
- [City of Boulder Police Department 2013 Master Plan](#)
- [City of Boulder 2012 Fire-Rescue Master Plan Update](#)
- [City of Boulder Community Cultural Plan](#) (2015)

Other strategic planning documents reviewed include:

- [Boulder County Human Services Strategic Plan 2008-2013](#)
- [Boulder County Department of Housing and Human Services Strategic Priorities](#) (2014)
- [Boulder County Public Health Strategic Plan 2013-2018](#)
- [Boulder County Ten-Year Plan to Address Homelessness](#) (2010)
- [Boulder County Area Agency on Aging: Age Well Boulder County Strategic Plan](#) (2015)
- [The Early Childhood Council of Boulder County’s Early Childhood Framework for Boulder County](#) (2014)

The strategic document review identified 12 common guiding principles. **See Figures 1 and 2.**

The department reviewed applications of these 12 principles. **See Figure 3.** Staff evaluated Human Services Strategy alignment with Boulder’s Sustainability Framework. **See Figure 4.**

**Figure 1: City of Boulder Guiding Documents and Alignment with the Human Services Strategy**

	Collaborate with City and Community Partners	Promote Inclusivity and Celebrate Diversity	Engage and Listen to the Community	Consider Climate Change and Environmental Sustainability in Decision Making	Practice Stewardship	Maintain Flexibility	Support Resilience, Social Capital Development and Self-Sufficiency	Support Access to Basic Needs	Support Workforce Development that Matches Community Needs	Promote Services for and Engagement of Non-English Speakers	Capitalize on Volunteerism	Take Calculated Risks
Sustainability Framework	X	X	X	X	X				X			
Resilience Strategy	X	X	X	X			X	X			X	
Social Sustainability Strategic Plan	X	X	X	X			X	X		X		
Housing Boulder Action Plan 2016/2017	X		X		X	X						
Climate Commitment	X	X	X	X	X	X	X	X	X			
Economic Sustainability Strategy	X	X		X					X			
Boulder Valley Comprehensive Plan	X	X	X	X	X	X	X	X	X			
Transportation Master Plan: 2014 Action Plan	X	X	X	X	X	X	X				X	
Parks and Recreation Department Master Plan	X	X	X	X	X	X	X			X	X	X
Police Department 2013 Master Plan	X	X	X	X				X		X		
2012 Fire-Rescue Master Plan Update	X	X		X								
Community Cultural Plan	X	X	X		X	X	X		X		X	X
<b>Total</b>	<b>12</b>	<b>11</b>	<b>10</b>	<b>10</b>	<b>7</b>	<b>6</b>	<b>7</b>	<b>5</b>	<b>5</b>	<b>3</b>	<b>4</b>	<b>2</b>

**Figure 2: Other Strategic Planning Guiding Documents**

	Collaborate with City and Community Partners	Promote Inclusivity and Celebrate Diversity	Engage and Listen to the Community	Consider Climate Change and Environmental Sustainability in Decision Making	Practice Stewardship	Maintain Flexibility	Support Resilience, Social Capital Development and Self-Sufficiency	Support Access to Basic Needs	Support Workforce Development that Matches Community Needs	Promote Services for and Engagement of Non-English Speakers	Capitalize on Volunteerism	Take Calculated Risks
Boulder County Human Services Strategic Plan	X	X	X		X	X	X	X	X	X		
BCDHHS Strategic Priorities	X		X			X	X	X	X			
BCHP Strategic Plan	X	X		X	X	X		X		X		
Ten-Year Plan to Address Homelessness	X		X			X		X	X			
Age Well Boulder County Strategic Plan	X	X	X	X				X		X	X	
Early Childhood Framework for Boulder County	X	X					X	X				
<b>Total</b>	<b>6</b>	<b>4</b>	<b>4</b>	<b>2</b>	<b>2</b>	<b>4</b>	<b>3</b>	<b>6</b>	<b>3</b>	<b>3</b>	<b>1</b>	<b>0</b>

**Figure 3: Examples of Applications of Guiding Principles**

Guiding Principle	Examples of Applications of Guiding Principle
Collaborate with City Staff Members and Community Partners	<p>Collaboration with City of Boulder staff members and community partners was a key aspect of the Strategy formulation process. One example was the department’s involvement with the Homelessness Working Group (HWG). The HWG, composed of local homeless service providers, health providers, local government staff and people currently or formerly experiencing homelessness, worked with a consultant during 2016 and 2017 to improve local homeless services. HWG’s recommendations form the foundation of the Strategy’s approach to addressing homelessness.</p> <p>Collaboration is also essential to the department’s current service delivery. Examples of current collaboration include Senior Services’ work with the Area Agency on Aging to deliver the Diabetes Prevention Program, Family Resource Schools’ work with the Boulder Valley School District to deliver services to families in need and the Office of Human Rights’ work with the City Attorney’s Office to enforce the Failure to Pay Wages ordinance.</p> <p>Collaboration and integration with the Boulder County Department of Housing and Human Services (BCDHHS) is a priority for the department. BCDHHS considers six “Pillars of Family Stability” in its work to increase self-sufficiency in the community: housing stability, employment and income stability, food and nutrition, health and well-being, safety and education and skill building. While city Human Services does not explicitly organize its work around these six pillars, the department’s strategies aim to address the same root causes of social welfare issues as BCDHHS.</p>
Promote Inclusivity and Celebrate Diversity	<p>Making Boulder a more inclusive and welcoming community is one of the six goals of the Strategy. To achieve this goal, the department will expand access to culturally appropriate services and programs that recognize diverse community needs; support access to and availability of resources, services and programs that advance social equity; strengthen city protections related to discrimination and bias; and encourage and facilitate positive community relations. These actions will promote inclusivity and celebrate diversity.</p>
Engage and Listen to the Community	<p>The City of Boulder recognizes the community as valuable experts to improve government operations and delivery of public services. To inform the Strategy, the department engaged in a robust, two-year process to collect and distill feedback representative of the diverse views of Boulder residents and organizations. The department conducted eight surveys, eight facilitated focus groups, ten board and commission meetings, six community organization meetings, six subject matter expert meetings, two open houses and curbside conversations at multiple events. The department also continuously collected City Council correspondence from community members that related to the Strategy.</p> <p>The community engagement process reached over 2,000 individuals. Community feedback helped identify and confirm key human services issues, defined specific concerns and provided an enhanced understanding of community priorities.</p>
Consider Climate Change and Environmental Sustainability in Every Decision	<p>While this principle was not a key factor in the Strategy development process, it may impact the department’s Strategy implementation. The constituents served by the department may be more vulnerable to climate extremes than other segments of the community. For instance, older adults can be especially vulnerable to negative health effects associated with extreme heat.<sup>1</sup> Staff may increasingly need to coordinate with other departments to enhance environmental sustainability, to mitigate climate change and to address climate change causes and impacts.</p>
Practice Stewardship	<p>The Strategy improves stewardship by more effectively and efficiently allocating resources to meet human service needs. By identifying the most critical community needs, the department can focus resources on those issues. The Strategy makes department investments more efficient by emphasizing the concepts of upstream investment, data-driven decision making and system integration.</p>
Maintain Flexibility	<p>The Strategy is a five-year plan, an intentional move from the previous ten-year period covered in the Housing and Human Services Master Plan, 2006-2015. Shifting the length of the plan enhances flexibility by providing the department with an opportunity to reassess community priorities and investments. The Strategy also encourages collaborative community funding proposals, thereby giving organizations the flexibility to work together to meet community needs.</p>

<sup>1</sup> “Climate Change and the Health of Older Adults,” accessed May 22, 2017, <https://www.epa.gov/sites/production/files/2016-10/documents/older-adults-health-climate-change.pdf>.

<p>Support Resilience, Social Capital Development and Self-Sufficiency</p>	<p>Improving the economic mobility and resilience of Boulder residents is one of the six goals of the Strategy. To achieve this goal, the department will strengthen access to pathways and opportunities to improve employment situations; expand financial support programs that enhance family economic stability; and improve financial literacy, education and investment. The Strategy also emphasizes ways that the department will work to prepare youth for self-sufficiency. These aspects of the Strategy address resilience and self-sufficiency.</p> <p>Making Boulder a more inclusive and welcoming community is one of the six goals of the Strategy. To achieve this goal, the department will strengthen city protections related to discrimination and bias and encourage and facilitate positive community relations. These aspects of the Strategy support the development of social capital.</p>
<p>Support Access to Basic Needs</p>	<p>Improving the economic mobility and resilience of Boulder residents is one of the six goals of the Strategy. To achieve this goal, the department will strengthen access to pathways and opportunities to improve employment situations; expand financial support programs that enhance family economic stability; and improve financial literacy, education and investment. These efforts will support access to basic needs.</p> <p>The department’s efforts to improve the community’s health and well-being and to help older adults age well will also improve access to basic needs. The department will support access to quality, affordable physical and mental health services and programs that improve food security. The department’s case management and referral work with older adults will continue to improve access to basic needs such as healthcare and housing.</p>
<p>Support the Development of a Workforce that Matches the Economy's Needs</p>	<p>Improving the economic mobility and resilience of Boulder residents is one of the six goals of the Strategy. One way the department will work to achieve this goal is by strengthening access to pathways and opportunities to improve employment situations for individuals at various career stages. The department will support skills training and re-training to meet labor market demands; programs that train or hire hard-to-employ residents; programs that encourage successful transitions for youth from school to college or employment; and programs that expand opportunities for older adults to stay engaged in the labor force as long as desired. This work will assist in the development of a workforce that matches the economy’s needs.</p>
<p>Promote Services for and Engagement of Non-English Speakers</p>	<p>The Strategy’s community engagement process specifically targeted non-English speakers. Surveys were offered in Spanish, focus groups featured translation and additional steps were taken to help accommodate participants. Over 11% of survey respondents indicated that they are Hispanic/Latino, which was greater than the proportion expected using Boulder’s census data for residents that identify as Hispanic/Latino.<sup>2</sup></p> <p>The department already provides services tailored to non-English speakers. For instance, the department has hired Spanish-speakers in Senior Services, Community Relations and Family Services. The department also provides Spanish versions of many applications and forms.</p>
<p>Capitalize on Volunteerism</p>	<p>The Strategy capitalizes on the benefits of volunteerism, which is mutually beneficial for volunteers and the community. For example, encouraging volunteerism is a key aspect of the department’s plan to help older adults thrive and age in community. The department will help older residents stay engaged in the labor force as long as desired by facilitating education, training and support for volunteerism. Older adult volunteers contribute meaningfully to the community while also gaining personal fulfillment and positive interpersonal connections.</p> <p>The department already capitalizes on volunteerism. For example, Senior Resource Specialists refer clients to Boulder County CareConnect, a volunteer-driven organization that helps older adults and adults with disabilities with chores and other tasks. The Youth Opportunity Program encourages youth volunteerism by providing grants to youth in exchange for volunteer service, and the Youth Opportunity Advisory Board is a volunteer opportunity that engages youth. Community Mediation Services relies in part on volunteer mediators to resolve disputes.</p>
<p>Take Calculated Risks</p>	<p>The Strategy calls for changes to the department’s work which involve measured risk. For example, the Strategy establishes community funding guidelines which permit and encourage collaborative proposals submitted from multiple organizations. Encouraging collaborative funding proposals creates some risk because organizations might struggle to find appropriate partners. After extensive research and community engagement, staff has calculated that despite the risks associated with this change, incentivizing collaboration among partners is an important step in moving toward a more effective and efficient service delivery system.</p>

<sup>2</sup> Table B03002 “Hispanic or Latino Origin by Race” City of Boulder 2011-2015, accessed March 27, 2017, <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

**Figure 4: Human Services Strategy Alignment with Boulder’s Sustainability Framework**

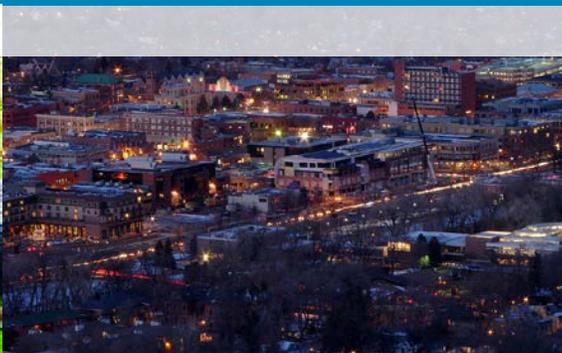
Sustainability Framework Area	Human Services Strategy Component that Addresses this Sustainability Framework Category
Numbers in parentheses in the right-hand column refer to numbers in the left-hand column.	
<p><b>Safe Community</b></p> <ol style="list-style-type: none"> <li>1. Enforces the law, taking into account the needs of individuals and community values</li> <li>2. Plans for and provides timely and effective response to emergencies and natural disasters</li> <li>3. Fosters a climate of safety for individuals in homes, businesses, neighborhoods and public spaces</li> <li>4. Encourages shared responsibility, provides education on personal and community safety and fosters an environment that is welcoming and inclusive</li> </ol>	<p><u>Goals and Strategies</u></p> <p><i>Homelessness</i> Public spaces are welcoming and safe for residents and visitors (3)</p> <p><i>Inclusive and Welcoming</i> Strengthen city protections related to discrimination and bias (1, 3, 4) Encourage and facilitate positive community relations (4)</p>
<p><b>Healthy &amp; Socially Thriving Community</b></p> <ol style="list-style-type: none"> <li>5. Cultivates a wide range of recreational, cultural, educational and social opportunities</li> <li>6. Supports the physical and mental well-being of its community members and actively partners with others to improve the welfare of those in need</li> <li>7. Fosters inclusion, embraces diversity and respects human rights</li> <li>8. Enhances multi-generational community enrichment and community engagement</li> </ol>	<p><u>Fundamental Principles</u> Priorities reflect significant community input. Resident and stakeholder concerns and feedback helped pinpoint key issues and focus strategies (8)</p> <p><u>Goals and Strategies</u></p> <p><i>A Good Start</i> Support accessible, affordable, quality infant, toddler and preschool care (5) Reduce barriers to successful school achievement and graduation (5) Support successful transition from school to college or employment (5) Support healthy lifestyle choices and the reduction of risky behaviors (6)</p> <p><i>Aging Well</i> Support a continuum of age and ability appropriate services for older adults (5,6,7,8) Expand opportunities to stay engaged in the labor force as long as desired (8) Improve community readiness to address the needs of older adults (6)</p> <p><i>Economic Mobility and Resilience</i> Strengthen access to pathways and opportunities to improve employment situation (6) Expand financial support programs that enhance family economic stability (6) Improve financial literacy, education and investment (6)</p> <p><i>Health and Well-being</i> Support access to quality, affordable services that address physical and oral health needs (6) Support access to quality, affordable services that address mental health and substance abuse (6) Support access to nutritious food and programs that reduce health risk factors (6)</p> <p><i>Homelessness</i> Pathways to permanent housing and retention (6) Access to programs and services to reduce or prevent homelessness (6) Efficient and effective homeless services system (6) Access to a continuum of services as part of a pathway to self-sufficiency and stability (6) Access to robust information about homelessness and community solutions (6) Public spaces are welcoming and safe for residents and visitors (6)</p> <p><i>Inclusive and Welcoming</i></p>

	<p>Expand access to culturally appropriate services and programs that recognize diverse community needs (5, 7)  Support access to and availability of resources, services and programs that advance social equity (7)  Strengthen city protections related to discrimination and bias (7)  Encourage and facilitate positive community relations (7)</p>
<p><b>Livable Community</b>  9. Promotes and sustains a safe, clean and attractive place to live, work and play  10. Facilitates housing options to accommodate a diverse community  11. Provides safe and well-maintained public infrastructure and provides adequate and appropriate regulation of public/private development and resources  12. Encourages sustainable development supported by reliable and affordable city services  13. Supports and enhances neighborhood livability for all members of the community</p>	<p><u>Goals and Strategies</u>  <i>Homelessness</i>  Pathways to permanent housing and retention (10)  Access to programs and services to reduce or prevent homelessness (10)  Efficient and effective homeless service system (10)  Access to a continuum of services as part of a pathway to self-sufficiency and stability (13)  Access to robust information about homelessness and community solutions (13)</p>
<p><b>Accessible and Connected Community</b>  14. Offers and encourages a variety of safe, accessible and sustainable mobility options  15. Plans, designs and maintains effective infrastructure networks  16. Supports strong regional multimodal connections  17. Provides open access to information, encourages innovation, enhances communication and promotes community engagement  18. Supports a balanced transportation system that reflects effective land use and reduces congestion</p>	<p><u>Fundamental Principles</u>  Priorities reflect significant community input. Resident and stakeholder concerns and feedback helped pinpoint key issues and focus strategies. (17)</p> <p><u>Goals and Strategies</u>  <i>Aging Well</i>  Support a continuum of age and ability appropriate services for older adults (14, 15)</p>
<p><b>Environmentally Sustainable Community</b>  19. Supports and sustains natural resource and energy conservation  20. Promotes and regulates an ecologically balanced community  21. Mitigates and abates threats to the environment</p>	<p>Not Applicable</p>
<p><b>Economically Vital Community</b>  22. Supports an environment for creativity and innovation  23. Promotes a qualified and diversified work force that meets employers' needs and supports broad-based economic diversity  24. Fosters regional and public/private collaboration with key institutions and organizations that contribute to economic sustainability  25. Invests in infrastructure and amenities that attract, sustain and retain diverse businesses, entrepreneurs and the associated primary jobs</p>	<p><u>Goals and Strategies</u>  <i>A Good Start</i>  Support accessible, affordable, quality infant, toddler and preschool care (25)  Reduce barriers to successful school achievement and graduation (23)  Support successful transition from school to college or employment (23)</p> <p><i>Aging Well</i>  Expand opportunities to stay engaged in the labor force as long as desired (23)</p> <p><i>Economic Mobility and Resilience</i>  Strengthen access to pathways and opportunities to improve employment situation (23)</p>

<p><b>Good Governance</b></p> <p>26. Models stewardship and sustainability of the city’s financial, human, information and physical assets</p> <p>27. Supports strategic decision-making with timely, reliable and accurate data and analysis</p> <p>28. Enhances and facilitates transparency, accuracy, efficiency, effectiveness and quality customer service in all city business</p> <p>29. Supports, develops and enhances relationships between the city and community/regional partners</p> <p>30. Provides assurance of regulatory and policy compliance</p>	<p><u>Fundamental Principles</u></p> <p>Priorities reflect significant community input. Resident and stakeholder concerns and feedback helped pinpoint key issues and focus strategies (29)</p> <p>Priorities place stronger focus on strategic, upstream investment. The Strategy emphasizes more city investment in issues, goals and strategies with more potential for better long-term outcomes (26, 28)</p> <p>The Strategy supports integrated, coordinated service systems that maximize limited resources. The department examined other city and community plans so that the Strategy could complement other efforts and better leverage city resources (26, 28)</p> <p>Priorities reflect best practice models. The city will align investments with proven practices and strategies with potential for sustainable data-driven outcomes (26, 27, 28)</p>
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# Community Perception Assessment of Boulder as a Safe and Inclusive Community

May 2017



City of Boulder

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APPENDICES

Appendix A: Stakeholder Interview Questions

Appendix B: Listening Session Questions

Appendix C: Phone and Web Survey Questions

Appendix D: Survey Results

**Editor's Note**

Data analysis for this report was completed before the declaration of Boulder as a Sanctuary City.

## **I. INTRODUCTION AND BACKGROUND**

Differing perceptions of a community, even by members of that community, is not a new phenomenon, especially regarding safety and inclusivity. Related conflicts of late in various US communities serve as an urgent reminder that racial disparities, community tensions, and social inequities are significant, ongoing, and nationwide concerns that deserve attention, especially from community leadership.

In a desire to be proactive, the City of Boulder, Colorado, sought to understand the issues and trends in its community around safety, equity, diversity, and inclusivity with the goal of taking preventive actions to strengthen the quality of life for all. To accomplish this, the city contracted with the National Council on Crime and Delinquency (NCCD) in the spring of 2016 to (1) design, develop, and conduct a community perception assessment of Boulder as a safe and inclusive community; and (2) analyze, evaluate, and develop actionable recommendations based on the data collected. NCCD hopes that this report on information-gathering activities, the rationale behind them, the results, and related recommendations will help to further important conversations in Boulder on this topic, both for community leadership and for residents.

## **II. METHODOLOGY**

A mixed-methods approach was used to assess community perceptions of safety and inclusivity in Boulder. Information for the assessment was collected from stakeholder interviews, listening sessions with members from underrepresented communities, a randomized phone survey of city residents, and an online survey open to the public. This was an incremental process, with each step of data collection informing the next. For example, the targeted

stakeholder interviews and listening sessions were conducted to inform the development of the broadly disseminated survey by identifying meaningful and relevant questions specific to Boulder. The purpose of this approach was to ensure that the assessment reflected perspectives from underrepresented populations while providing an overall snapshot of community perceptions. Questions for each information collection effort were developed collaboratively by NCCD and the City of Boulder. Each step is described in more detail below.

### **A. Stakeholder Interviews**

Initially, key City of Boulder stakeholders were interviewed in order to understand Boulder's current social, economic, and political context and to identify major concerns. In addition to serving as one of the methods for the assessment, the themes derived from these interviews helped provide context to guide and inform subsequent data collection efforts (i.e., listening session discussion topics and survey questions). The interviews also allowed researchers to make connections with community-based organizations and local leaders with potential access to "harder-to-reach" populations. Members of these organizations were subsequently invited to participate in the group listening sessions.

A total of 32 individuals were interviewed, including representatives from the Human Relations Commission (HRC); Municipal Court; Human Services; Boulder Police Department; Boulder Fire Department; faith congregations; and immigrant, youth, unhoused, and LGBT advocacy organizations. Interviews with University of Colorado Boulder (CU) students, staff, and faculty were conducted as well. NCCD used snowball sampling as a recruitment strategy to identify new participants in each of the various sectors. Semi-structured interviews were

conducted in person and over the phone and lasted approximately one hour each. Although most stakeholder interviews had only one interviewee, multiple participants sometimes joined an interview.

The stakeholder interview questions were developed in collaboration with the City of Boulder and other invested individuals (e.g., HRC). Interview topics included the following; the specific questions asked are provided in Appendix A.

- What do you want to see as a result from this study?
- What questions should be asked?
- Which underrepresented groups should we engage for the listening sessions?
- What are your perceptions on the quality of life, safety, and inclusivity in Boulder?
- Suggestions for improvement.

The first wave of interviews was conducted in April 2016 and involved individuals recommended by the City of Boulder. Interviewees in the first round were asked to recommend who else should be contacted for later rounds of interviews. A list of all recommended interviewees was developed to ensure it included diverse perspectives. City representatives reviewed each interviewee recommendation. The second round of interviews in May 2016 were mostly with representatives from organizations working with underserved/non-majority individuals; this allowed NCCD to establish relationships and organize group listening sessions with individuals in those organizations.

**B. Listening Sessions**

As described above, the listening sessions were conducted with representatives from community organizations who were identified and recruited through stakeholder interviews. Part of the purpose of these sessions was to ensure that the community assessment included and reflected diverse perspectives from underrepresented populations that were unlikely to be captured by community survey results. Many efforts were made to include as diverse a series of perspectives as possible at this stage.

Listening sessions were conducted in June and December 2016 with 10 different organizations representing perspectives from the African American, Hispanic/Latino, immigrant, transient/unhoused, youth, Islamic, low-income, and LGBT communities. City representatives helped NCCD ensure that a wide range of community voices and perspectives were included.

The sessions were semi-structured and ranged from five to 16 participants; they lasted one and a half to two hours. Questions were developed based on themes from the stakeholder interviews and in collaboration with the City of Boulder and other invested individuals. Discussion topics during these sessions focused on safety and included learning about the experiences of different non-majority populations, specifically communities of color and LGBT, low-income, unhoused, and immigrant communities. Discussions also included surfacing participants' views on future action steps the city could take to help people from diverse backgrounds feel more welcomed and accepted in the community. Other topics were quality of life, safety, inclusivity, experiences of discrimination, and recommendations for the city and community.

### **C. Phone and Web Surveys**

The purpose of the phone and web surveys was to gather a larger data set of opinions about the community's perception of safety and inclusivity in the City of Boulder. Questions were similar to those used in stakeholder interviews with the exception of a few additional demographic questions in the web survey (the phone survey had a time limit, and these questions were therefore excluded). The questions were developed in collaboration with the City of Boulder and other invested individuals and were informed by the results of the interviews, listening sessions, and a review of literature on similar efforts (see Appendix C for survey questions). Surveys were available in English and Spanish.

#### **1. Phone Survey**

NCCD contracted with the Wyoming Survey and Analysis Center (WYSAC) to conduct a randomized phone survey. WYSAC used a dual sampling frame to include both landline and cell phones; the proportion of landlines to cell phones is regularly updated to reflect the growing number of households that rely mostly and exclusively on cell phones. The survey was limited to residents of Boulder and was designed to take approximately 15 minutes (the average length was 17.3 minutes). The target sample size was 500 completed responses, for a margin of error around +/- 4.5 percentage points with 95% confidence. The phone survey took place in January 2017 and included 576 respondents.

2. Web Survey

The City of Boulder constructed a press release inviting people to participate in the web survey, which was programmed in SurveyMonkey. Because the web survey was open to the public, the population extended beyond residents of Boulder. Several questions were asked in the beginning to determine the extent to which people spend time in Boulder. Respondents who indicated that they did not live in, work in, or frequent Boulder were excluded from the analysis. The web survey was open for four weeks during January and February 2017, and there were 1,199 respondents. Web responses were not limited by IP address in order to allow multiple people to respond from public-access computers (e.g., library).

**D. Analysis**

1. Stakeholder Interviews and Listening Sessions

Stakeholder interviews and listening sessions were analyzed similarly using grounded theory, an iterative analysis framework where researchers review data collected, look for repeated expressions and ideas, and tag them with codes. The analysis is then repeated, allowing data to become organized into clear themes. These codes are then grouped into more general categories.

NCCD researchers used ATLAS.ti, a computer program for qualitative data analysis, to analyze the stakeholder interviews and listening sessions. After being coded, NCCD identified common themes that came up in the interviews/listening sessions.

2. Phone and Web Survey

Researchers completed descriptive item analyses of the phone and web survey using statistical analysis software (SPSS). Qualitative analyses of open-ended phone and web survey questions were conducted using an open source programming language (R).

### III. RESULTS AND FINDINGS

#### A. Stakeholder Interviews

The most predominant themes from the stakeholder interviews included the following, which appeared in 18 to 19 separate interviews.

1. People reported, overall, feeling physically safe in the City of Boulder.
2. There is a general lack of awareness in the Boulder community of the discrimination and exclusion that many individuals experience.
3. Affordability is a big concern. Lack of affordable housing and access to basic living supplies is generating a more homogenous, wealthy community. Consequently, the lack of diversity has a negative impact on perceptions of belonging and general awareness of inequalities present within the city.

The findings from the stakeholder interviews are described in more detail below, organized by the topics addressed and predominant themes from the qualitative analyses. The results are described in aggregate with specific quotes and examples to provide more context.

1. Physical Safety and Quality of Life

Overall, interviewees said Boulder is safe and has good quality of life. To exemplify appreciated aspects of the quality of life in Boulder, many interviewees referenced the natural

beauty, outdoor recreation opportunities, and quality of services and amenities. However, many interviewees also acknowledged disparities in the quality of life. This is largely attributed to the high cost of living in Boulder (particularly with regard to housing) and the impact this has on lower-income families.

*Quality of life on average is pretty amazing. When you have a fairly walkable community, it changes your life. Reduces congestion, exercise, it's a good thing.<sup>1</sup>*

*Quality of life is amazing if you can afford it.*

There is a distinction to be made between physical safety and emotional safety. For the most part, interviewees expressed that they felt physically safe in Boulder (e.g., with regard to crime). Many expressed that non-majority populations may feel less emotionally safe in the community due to false assumptions or stereotypes made about that population and small but persistent microaggressions.<sup>2</sup> Safety concerns that were mentioned include issues pertaining to the unhoused population—either *as* a safety concern or because of concern for *their* safety. Another concern regarding physical public safety was the need for more outdoor lighting in the community, specifically on bike paths and for students and others living on University Hill (the Hill).

<sup>1</sup> Examples of language used in the stakeholder interviews and listening sessions to express opinions are derived from notes, they are not necessarily direct quotes.

<sup>2</sup> Subtle, indirect, or unintentional acts of discrimination that people from non-majority groups experience.

2. Inclusion and Belonging

Although some said they think Boulder is inclusive and/or making good attempts to become more inclusive, many said they think non-majority populations do not feel included (based on personal and perceived experiences). Some of the examples listed included being treated differently at restaurants or stores, feeling that there is a lack of representation in city leadership by non-majority populations, and a sense that people feel a lack of belonging due to their class or because of their race/culture. The lack of diversity in Boulder was named as something that contributes to people not feeling included.

*The reality for people that are here: it's not as welcoming a community. For people of color—or for people who look or act different—going into public places, restaurants, shopping, there is a reality that you might be treated differently.*

*When the percentages of people of color in the community are so small, you always feel like an outsider.*

*Economically, Boulder is not inclusive at all. It is not just a homeless issue; if you are poor, it is hard to live here. Also, your experience is different if you are visibly homeless or stereotypically homeless.*

3. Discrimination and Lack of Awareness

Many stakeholders expressed concern about discrimination toward non-majority populations in the Boulder community. The main theme regarding this issue is not so much overt discrimination but the smaller, daily inequalities that many Boulder residents are not aware of within the city. Stakeholders also expressed that many Boulder residents only have a surface-level desire to understand their own implicit biases and other cultures/cultural practices.

*In Boulder, the positive is that you can drive and you don't see it. But because you don't see it, the majority of the population doesn't believe there is poverty in this community.*

*We are not targeted racially, or sought out to be targeted. I think it's more a lack of education in terms of people knowing about our community.*

*The invisibility of privilege is really intense—more intense than any place I've ever been. There's this lie that everyone is included.*

*There tends to be an aura of "progressive liberal community." But in reality it's really not—it's more based on protecting the wealth.*

*People have the freedom to feel like they're inclusive, but don't have to experience the depth of inclusivity.*

#### 4. Affordability and Housing

Many stakeholders mentioned affordability as a major concern, especially lack of affordable housing and how this excludes people from lower socioeconomic classes.

Stakeholders also expressed how the rising cost of living has resulted in increased community tension.

*We don't have economic diversity. There's hardly any middle class here. Anyone that earns less than \$60k per year has to be very creative in how to live. There's no diversity in terms of housing costs. People can't afford to live here and to buy what you need, basic living supplies.*

*Very few staff [CU] can afford to live in Boulder. Some faculty do. For staff, there is not a sense of community. This is a place they go to work. That affects how they feel or how they interact.*

## **B. Listening Sessions**

The findings from the stakeholder interviews are organized by topics addressed and predominant themes from the qualitative analyses. The results are described in aggregate with

specific quotes and examples to provide more context. Because the listening sessions comprised multiple people with different experiences, the results may seem contradictory. For example, a single listening session may result in codes that describe Boulder as an inclusive place and as an exclusive place based on different perspectives shared by participants. When there were contradictory statements in a single listening session, NCCD included both in the analysis to identify the major themes.

Common opinions expressed and discussed in the focus groups were similar to those from stakeholder interviews.

1. People reported, overall, feeling physically safe in the City of Boulder and that the quality of life is generally quite good.
2. Although some feel welcomed in Boulder, many expressed that Boulder is not a very welcoming place, especially for non-majority populations and newcomers. Lack of exposure to diversity, microaggressions, and unaffordability were mentioned as the primary reasons contributing to experiences of exclusion and discrimination.
3. Affordability and lack of diversity were the biggest challenges that people identified about living in Boulder.

### 1. Physical Safety and Quality of Life

For the most part, participants reported feeling physically safe in Boulder. Safety concerns that were mentioned included being uncomfortable around public intoxication (in reference to the unhoused population and CU students), transportation, and, among women, being in poorly lit places at night. People responded positively to the quality of life in Boulder, citing safety, natural beauty, recreation, and access to good food and services as examples.

However, in many listening sessions, people also discussed limited resources, cost of living, and lack of diversity as challenges of living in Boulder.

## 2. Inclusion and Belonging

In many listening sessions, inclusivity, belonging, and a general sense of "welcoming" was described as an area of struggle. Many participants reported that Boulder is not welcoming toward everyone (particularly those who are different in some important category of identity from the majority) and/or that they personally had not felt welcomed in the community at some point. These experiences were largely attributed to income inequality and affordability, hypervisibility associated with the lack of diversity and diverse cultural experiences, and a sense of being "judged" at times for being different (particularly in regards to class). Another theme that emerged was that Boulder is a hard place to live for newcomers due to the lack of diversity and because people tend to be reserved.

- *It's not like people aren't interested in other cultures—they just have never experienced interacting in a diverse community.*

Participants expressed that there is an ignorance in the community because so many people in Boulder have never had the opportunity to interact in a diverse community. This may contribute to a "lack of intentionality" to get to know others, either out of discomfort with the unfamiliar or fear of unintentionally offending someone.

- *Exclusivity is imported.*

Many reported that exclusivity is a recent development with the influx of wealth and that the sense of community Boulder once had is diminishing. As the city grows financially, businesses bring in newcomers who displace the existing residents who can no longer afford to live in the city.

- *I feel a disconnect with many of the affluent in Boulder; there's an arrogance to people. I avoid the stores where the wealthy shop; it's not just an issue of unaffordability but also feeling unwelcome by [other] clientele.*

Conversely, in many listening sessions, people discussed how they *have* felt welcome and spoke of Boulder being a supportive community, particularly of non-majority students in the Boulder Valley School District.

*I moved from [Eastern City] to Boulder. [Back there], the schools were very welcoming. Boulder is so white and I was concerned to send my kids to such a white school. My kid was the only brown kid in school, but the whole school was welcoming. This was a very big thing, especially knowing nobody.*

*Overall, people are welcoming here—people are happy, so that makes them more welcoming.*

### 3. Discrimination and Lack of Awareness

The discussion on discrimination was largely about the subtler microaggressions that people experience rather than overt acts of discrimination. There is some overlap between the lack of inclusion and microaggression; many people's negative experiences with regard to these concepts share similarities. For example, participants expressed that the Boulder community is not always accepting of certain political and religious affiliations, resulting in differential treatment and false or mistaken assumptions of others. In many of the listening sessions, people talked about the normalization of discrimination. In other words, people indicated that certain discriminatory actions, such as being followed in a store, were not considered unusual.

- *Sometimes people look at me like I don't belong; some people watch where you are going.*

Differential treatment of others was largely exemplified in the business community. For example, people shared experiences of being followed in stores and receiving worse service in restaurants.

- *Our feeling welcomed is not being followed.*

Continuous exposure to microaggressions, such as being followed in stores due to the assumption of theft, eventually makes this experience seem normal and expected.

A smaller group of participants expressed that they had experienced overt discrimination (macro-discrimination) and harassment. This was largely in the context of treatment by the police (unhoused and people of color), by neighbors, and on the Hill by students and the business community.

#### 4. Affordability and Housing

Participants reported that Boulder is generally an expensive and difficult place to live for those who are not wealthy. Obtaining affordable housing is particularly challenging in Boulder. Affordable housing is scarce and what is considered "affordable" is often still too expensive. Many people cannot afford to live in Boulder unless they are living with multiple people, and the city has restrictions on how many unrelated people can live together. People also expressed that many of the more affordable stores have been pushed out of Boulder.

*The mall doesn't have affordable stores; you can't shop at Anthropologie all the time.*

### C. Phone and Web Surveys

Survey respondents shared opinions similar to those from the focus group and stakeholder interviews.

1. People reported, overall, feeling safe in Boulder. Public spaces, such as downtown Boulder, city parks, bike paths, and the main Boulder Public Library area, were most often noted as locations where respondents felt unsafe.
2. Most survey respondents reported feeling welcome in Boulder. Those who reported otherwise commonly cited public spaces (e.g., city parks, multi-use paths), stores, and city council meetings as the locations where they felt unwelcome. The most common reasons people felt unwelcome included: treated with less respect than others, comments made by others, being ignored or dismissed, and people act as if they are better than you.
3. Affordability, lack of diversity, and lack of services (e.g., mental health and substance abuse) were the biggest challenges identified about living in Boulder. In addition, many respondents expressed feeling underrepresented by city government and/or that their voices were not being heard.

The survey results are reported separately for the phone and web surveys. While the questions were the same, the populations were different. The phone survey was specific to city residents and the web survey was open to the public. The populations also differed due to the inherent bias of the survey methods; in other words, those who were randomly called and agreed to participate in a phone survey are likely different than those who read a city press release and then actively sought out the web survey.

There were 576 phone respondents and 1,199 web survey respondents. Not all respondents answered all questions; therefore, the denominators in the following tables deviate from the total response size. The vast majority of respondents completed the English version of

the surveys.<sup>3</sup> A total of 29 web respondents indicated that they did not live in, work in, or frequent Boulder and were excluded from the total analysis.

1. Demographic Profile

As expected, the phone and web survey populations varied from each other demographically. A large number of people did not respond to the demographic questions in the web survey. The complete demographic profile for each population is provided in Appendix D. Following are a few notable differences.

- **Race/ethnicity:** The majority of the respondents to both surveys were white. A large number of web respondents did not respond to this question. Due to the small number of responses for many of the races/ethnicities, NCCD grouped responses into two categories: Those who selected white and no other race/ethnicity and those who selected any other response (e.g., not white, multi-racial, other).
- **Age:** The phone survey consisted of older respondents (66% were at least 55 years of age), and the web respondents tended to be younger (only 24% were at least 55 years of age).
- **Gender identity:** A larger proportion of web survey respondents identified as female than as male.
- **Socioeconomic status:** The majority of both survey populations indicated that they have a household income of \$50,000 or more; have a bachelor's degree or higher; and own their home.

The results presented below are unadjusted crude rates.

<sup>3</sup> Only two phone surveys and four web surveys were completed in Spanish. Of all the phone contacts made, 58 were flagged as Spanish-speaking households. These 58 numbers were attempted up to seven times. As a result, two interviews were completed in Spanish. Spanish responses were merged with those from the English surveys.

2. Question Responses

Nearly all phone (96%) and web survey (82%) respondents generally felt somewhat or very safe in the Boulder community. When asked if they had ever felt unsafe in the Boulder community during the past year, 22% of phone survey and 54% of web survey respondents indicated yes.

Phone respondents noted that they felt unsafe most frequently because of their actual or perceived sex or gender identity (33%), socioeconomic status (14%), and political views (11%). Web survey respondents also noted feeling unsafe most frequently because of their actual or perceived sex or gender identity (28%) and political views (16%). They also noted feeling unsafe because of their age (12%; Table 1).

<b>Table 1</b>		
<b>Public Safety</b>		
<b>Did you feel unsafe because of your actual or perceived ... ?</b>		
<b>Response</b>	<b>Phone Survey (N = 125)</b>	<b>Web Survey (N = 650)</b>
Age	10%	12%
Race and/or ethnicity	5%	9%
Sex or gender identity	33%	28%
Sexual orientation	2%	4%
Documentation status	0%	1%
Socioeconomic status	14%	11%
Housing status	9%	5%
Health or physical issue	8%	5%
Religion	6%	5%
Political views	11%	16%
Other	37%	36%

Note: Respondents were asked to select all that apply, and percentages may therefore exceed 100%.

Reasons for feeling unsafe varied slightly according to race identification (not shown).

Phone survey respondents who identified as white (and selected no other race/ethnicity) mentioned sex or gender identity, socioeconomic status, and age, while respondents who identified as non-white mentioned sex or gender identity, socioeconomic status, housing status, and race/ethnicity. Web survey respondents who identified as white mentioned sex or gender identity, political views, and age, while respondents who identified as non-white mentioned sex or gender identity, race/ethnicity, and political views. Of those who indicated "other," the majority expressed concerns about the unhoused/transient population. A summary of open ended responses is provided in Appendix D.

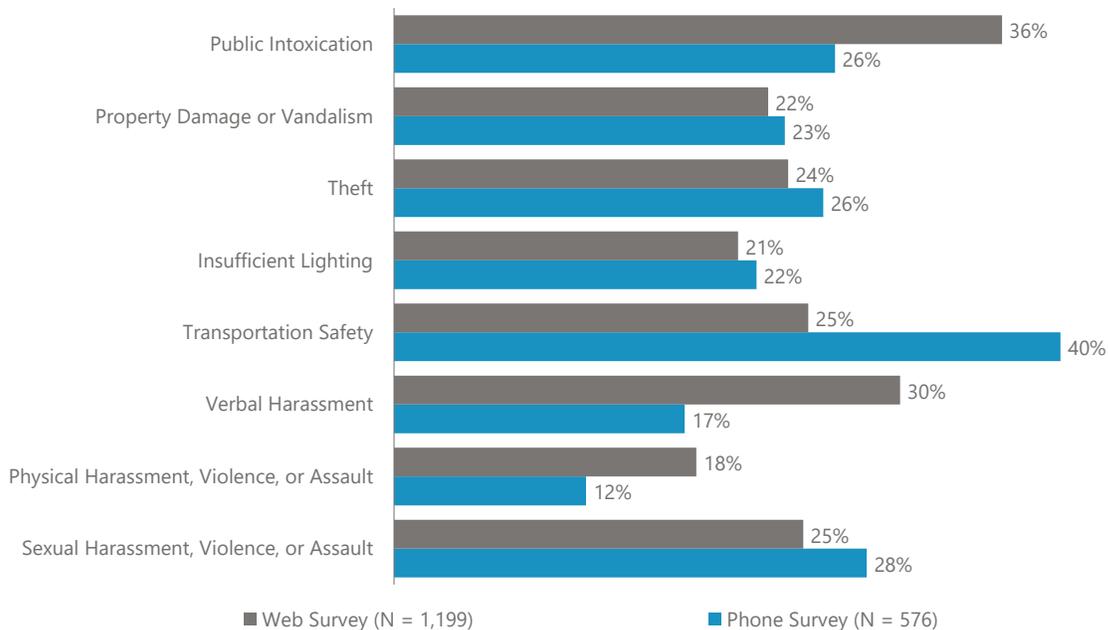
Though ranking varied slightly, phone survey and web survey respondents said they felt most unsafe in public spaces like city parks (56% and 60%), downtown Boulder (46% and 61%) and at the main Boulder Public Library area (44% and 39%; Table 2).

<b>Table 2</b>		
<b>Public Safety</b>		
<b>Did you feel unsafe in any of these places?</b>		
<b>Response</b>	<b>Phone Survey (N = 125)</b>	<b>Web Survey (N = 650)</b>
Downtown Boulder	46%	61%
29th Street Mall	6%	11%
University Hill	30%	25%
Main Boulder Public Library area	44%	39%
Your neighborhood	32%	29%
Your child's school	7%	2%
Your workplace	11%	10%
University of Colorado Boulder	15%	15%
Public spaces (e.g., city parks, multi-use paths)	56%	60%
Public transportation	15%	21%
Other	20%	15%

Note: Respondents were asked to select all that apply, and percentages may therefore exceed 100%.

Phone survey respondents identified the top three public safety issues as transportation safety (40%); sexual harassment, violence, or assault (28%); public intoxication (26%); and theft (26%). Non-white phone respondents noted theft (32%) and lighting (28%) as the top safety issues (not shown). Web survey respondents identified public intoxication (36%); verbal harassment (30%); transportation safety (25%); and sexual harassment, violence, or assault (25%) as the top three public safety issues (Figure 1). Non-white web respondents noted verbal harassment (34%) and sexual harassment, violence, or assault (33%) as the top safety issues (not shown). Open-ended responses to this question primarily related to perceived mental health concerns and drug use among the unhoused population; road safety, specifically regarding bicycles; consequences from the legalization of marijuana (operating vehicles while intoxicated); and oppression from law enforcement (see Appendix D).

Figure 1  
Top Public Safety Concerns



Note: Respondents were asked to select all that apply, and percentages may therefore exceed 100%.

Open-ended suggestions to make Boulder a safer place included addressing concerns regarding the unhoused population (mainly expressed as improving mental health and substance abuse services), improved lighting in public spaces, and greater political tolerance in the community and the city government.

The majority of phone (85%) and web (53%) survey respondents generally felt somewhat or very welcome in the Boulder community. When asked if they had ever felt unwelcome in the Boulder community during past year, 14% of phone survey and 38% of web survey respondents indicated yes (not shown). Phone respondents noted that they felt unwelcome most frequently because of their political views (37%), socioeconomic status (35%), and age (27%). Web survey respondents also noted feeling unwelcome most frequently because of their political views (37%), socioeconomic status (36%), and age (19%). When examining responses according to race identification, race and ethnicity rather than age was mentioned for non-white web and phone survey respondents (Table 3).

<b>Table 3</b>		
<b>Public Welcome</b>		
<b>Did you feel unwelcome because of your actual or perceived ... ?</b>		
<b>Response</b>	<b>Phone Survey (N = 82)</b>	<b>Web Survey (N = 454)</b>
Age	27%	19%
Race and/or ethnicity	11%	15%
Sex or gender identity	11%	11%
Sexual orientation	2%	6%
Documentation status	1%	1%
Socioeconomic status	35%	36%
Housing status	22%	15%
Health or physical issue	12%	10%
Religion	13%	13%
Political views	37%	37%
Other	20%	22%

Note: Respondents were asked to select all that apply, and percentages may therefore exceed 100%.

The locations where respondents felt unwelcome varied by survey type. For those respondents who completed the phone survey, the most unwelcoming locations noted were public spaces like city parks (34%), city council meetings (29%), and government buildings (22%). For those who completed the web survey, the most unwelcoming locations noted were public spaces (47%), stores (31%), and restaurants (27%; Table 4).

<b>Table 4</b>		
<b>Public Welcome</b>		
<b>Did you feel unwelcome in any of these places?</b>		
<b>Response</b>	<b>Phone Survey (N = 82)</b>	<b>Web Survey (N = 454)</b>
Restaurants	18%	27%
Stores	21%	31%
City council meetings	29%	22%
Your neighborhood	20%	23%
Your child's school	11%	6%
Your workplace	13%	13%
University of Colorado Boulder	21%	22%
Government buildings	22%	12%
Public spaces (e.g., city parks, multi-use paths)	34%	47%
Public transportation	12%	12%
Public festivals or events	13%	19%
Other	17%	14%

Note: Respondents were asked to select all that apply, and percentages may therefore exceed 100%.

Survey participants were asked to select from a list of options regarding why the experience made them feel unwelcome. The reasons were the same for phone and web survey respondents, although the ranking of such reasons varied. For those who completed the phone survey, the most unwelcoming reasons were being ignored or dismissed (60%), treated with less respect than others (60%), comments made by others (57%), and people act as if they are better

than you (52%). For those respondents who completed the web survey, the most unwelcoming reasons were people act as if they are better than you (55%), treated with less respect than others (53%), comments made by others (52%), and being ignored or dismissed (49%). When asked to provide more detail on why they felt unwelcome, respondents expressed that people in Boulder are not very respectful of different political, cultural, religious, or socioeconomic viewpoints (Table 5).

<b>Response</b>	<b>Phone Survey (N = 82)</b>	<b>Web Survey (N = 454)</b>
Comments made by others	57%	52%
Intimidation	42%	31%
Being ignored or dismissed	60%	49%
Treated with less respect than others	60%	53%
People act as if they are better than you	52%	55%
People act as if they think you are not smart	31%	28%
People act as if they are afraid of you	9%	9%
People act as if they think you are dishonest	7%	12%
Receive poorer service at restaurants and stores	22%	16%
The way a person or a group of people looked at you	38%	25%
Other	15%	13%

Note: Respondents were asked to select all that apply, and percentages may therefore exceed 100%.

Survey participants were asked to report their level of agreement with a series of statements on civic engagement and the accessibility of services in Boulder. Most phone respondents feel accepted in Boulder (87%), feel there were spaces in Boulder where they could be with others like themselves (80%), are comfortable talking with others in Boulder about their

culture (81%), and are not afraid to express their opinion when it differs from others (87%). In addition, 62% of respondents said they feel that they have a voice in Boulder and 66% feel supported and cared for in Boulder. Similarly, the majority (albeit a lesser majority) of web respondents also feel accepted in Boulder (61%), are comfortable talking with others in Boulder about their culture (59%), feel there were spaces in Boulder where they can be with others like themselves (55%), and are not afraid to express their opinion when it differs from others (59%). Only 38% of web respondents, however, agreed that they have a voice in Boulder and 41% feel supported and cared for in Boulder. (See Appendix D for survey results.)

#### **IV. STRENGTHS AND LIMITATIONS, KEY RESULTS, AND RECOMMENDATIONS**

##### **A. Strengths and Limitations**

All research methods and designs present strengths and limitations. The best approaches are those that are transparent about the limitations and aim to minimize them when possible.

Not all, but many individuals in stakeholder interviews mostly discussed what they thought others were experiencing. Therefore, the experiences described reflect what they think others are facing rather than always being actual experiences faced by them. This is a limitation because the stakeholder interview findings are perceptions and not necessarily experiences. Listening sessions were conducted to capture what some hard-to-reach populations might actually experience; however, not every sub-population that frequents or lives in Boulder was able to participate in these sessions. The general population survey was developed to balance this and examine the extent to which these experiences exist.

With any community assessment such as this, there exist various forms of participant bias. For example, recall bias may skew results as people tend to remember the negative or exceptional; the content areas of safety and inclusivity may tend to make people think of the disturbing experiences rather than day-to-day life. People who agree to respond to a telephone survey, actively seek out a web survey, or attend a listening session may not represent the overall population of the city, reflecting participation bias. This is why multiple forms of information gathering were used. Reporting bias (the differences in responding to a person asking questions on the phone versus responding to a web-based survey) may also have influenced survey responses. This said, the purpose of this assessment is not to quantify or validate these experiences, but to learn from them and identify actions moving forward.

The phone sample was random, which is a strong approach for generalizing results to the overall population. Random samples of this size (576 completed surveys) yield margins of error of about +/- 4.0 percentage points with 95% confidence, which provides a good deal of reliability for the general population.<sup>4</sup> However, the sample sizes of individual, underrepresented populations were too small to report reliably from this part of the work. The targeted interviews and listening sessions were conducted to ensure representation of underrepresented populations and to provide insight on the perceptions and experiences of underrepresented communities that might not be captured by the survey. Lastly, the sampling method misses people who do not have phone numbers on record with the organization that obtained the phone list.

<sup>4</sup> Calculated based on a Boulder population estimate of 105,101. Source: Boulder Economic Council. (2016). *Market profile—April 2016*. Retrieved from [http://bouldereconomiccouncil.org/bec\\_publications/market-profile-april-2016/](http://bouldereconomiccouncil.org/bec_publications/market-profile-april-2016/)

## B. Key Results

The majority of people feel that Boulder is a safe place with many positive characteristics that contribute to a high quality of life. People value diversity and applaud the city for taking steps to make the city a more inclusive place.

1. People reported, overall, that they felt physically safe in the City of Boulder and that the quality of life is generally quite good. People value the natural beauty, outdoor recreation opportunities, and quality of services the city offers. When people expressed safety concerns, many of these pertained to the unhoused population in Boulder, specifically with regard to mental health issues, substance abuse, aggressive behavior, and safety of city streets at night.
2. There were many reports of a small but persistent lack of inclusion, particularly as reported by non-majority community members and newcomers. Many reported that these acts did not seem intentional but rather could be attributed to a local lack of exposure to diversity, microaggressions, and unaffordability. Some also expressed feeling unwelcome because of their political and/or religious beliefs. A consistent theme across perspectives was that of a general lack of awareness in the Boulder community of individuals' experiences of discrimination and exclusion.
3. Affordability is a big concern. Lack of affordable housing and access to basic living supplies is generating a more homogenous, wealthy community. Consequently, the lack of diversity has a negative impact on perceptions of belonging and general awareness of inequalities present within the community.
4. There is concern about road safety, particularly with regard to bicycling, road conditions, congestion, and intoxicated driving.
5. Many people expressed feeling underrepresented in city government. This sentiment was more about people feeling a lack of representation and responsiveness by members of the city council and less about unfamiliarity or discomfort with participating in the governmental process. A higher percentage of non-white respondents (48%) indicated that they did not feel represented compared to white respondents (38%). Additionally, people expressed the need for more representation from different neighborhoods and greater consideration of different political perspectives.

## C. Recommendations

The following are NCCD recommendations based on the data and action steps specifically named and requested by study participants. The concepts of safety and inclusivity are influenced by the complex interactions of individual, interpersonal, community, and societal factors. Strategies to improve perceptions of safety and inclusivity must be examined in the context of the larger system that influences these perceptions. The social-ecological model provides a framework for understanding how outcomes are influenced and where prevention strategies can make an impact.<sup>5</sup> By acting across multiple levels of the model at the same time, this approach is likely to be more effective and sustainable than would using a single intervention or level of response. Therefore, recommendations for improving perceptions around safety and inclusivity (which includes affordability) were identified for these different levels of influence and impact.

### 1. Public Policy and Government

There often is a trade-off of differing community values in policy development. For example, increasing outdoor lighting may make people feel safe at night. At the same time, it may contribute to light pollution and reduce the natural beauty that many cherish. Similarly, changing development ordinances may allow more concentrated affordable housing to be built, but these developments may obstruct the view of the surrounding mountains. Given the need for this balance, NCCD recommends the city consider the following policy adjustments.

<sup>5</sup> Centers for Disease Control and Prevention (CDC). (2015). *The social-ecological model: A framework for prevention*. Retrieved from <https://www.cdc.gov/violenceprevention/overview/social-ecologicalmodel.html>; American College Health Association. *Ecological model*. Retrieved from [https://www.acha.org/HealthyCampus/HealthyCampus/Ecological\\_Model.aspx](https://www.acha.org/HealthyCampus/HealthyCampus/Ecological_Model.aspx)

- Develop a regular policy review process to assess the impact of new and existing policies on non-majority populations before new policies are implemented. For example, having a health or environmental impact assessment process regarding potential disproportionate impact of new policies on certain populations (e.g., low income) would help the city ensure that they are considering all populations whenever they make a change.<sup>6</sup> Despite good intentions, policies may have inadvertent consequences on disadvantaged communities. An example of this that has received national recognition is the soda tax. Taking time to think about potential consequences prior to enactment may help to mitigate unintended consequences.
- Continue to review zoning and other housing ordinances to identify strategies that would promote affordable housing. Are there opportunities to make policy changes that would increase affordable housing availability? What has the city already done about this? What could be expanded? Examples include increasing requirements for the amount of new development that is affordable, reducing opportunities for developers to buy out of this requirement, and implementing restrictions on rent increases.

*We're surrounded by open space that is protected. There are limited opportunities to develop and bring affordable housing into the city. Neighborhoods don't want condo complexes. They want more single-family homes. The issue of how much you densify the city has become an "us versus them" discussion ... it's about finding the right balance.*

- Expand services for the unhoused population. Support/implement initiatives that might help to fight homelessness and improve quality of life for the unhoused, specifically with regard to expanding mental health and substance abuse services, increasing transportation and shelter services, and reducing stigmatization of unhoused individuals. Suggestions to explore include the following:

<sup>6</sup> CDC. (2016). *Health Impact Assessment*. Retrieved from <https://www.cdc.gov/healthyplaces/hia.htm>

- » Address the mental health/substance abuse crisis and provide ongoing treatment: Deliver more services for people trying to get sober and provide support for those transitioning into sobriety, e.g., sober sleep options for people who are trying to stay clean and not be exposed to people who are intoxicated. Shelters should be open during the summer to provide safer places for people to stay where they can avoid exposure to drug use. This may also help others in the community feel safer, as public intoxication was cited as a safety concern. Additionally, restrictions could be placed on liquor stores to shorten hours of operations; for example, opening hours starting after noon.
- » Increase transportation: Without transportation, it is very difficult to get to needed services, interviews, etc. One suggestion was to have free transportation for the unhoused that is available countywide, as unhoused people from neighboring communities usually come to Boulder; having a countywide program may reduce the city's fiscal burden of providing this service. Also, extending provision of shelter to the summer months may help people feel safer when out at night.
- » Reduce visibility and stigmatization: Implement a day-storage/locker program so that the unhoused have a place to store belongings and can feel less "visible" by not having to carry their possessions to housing appointments or job interviews. For the unhoused to maintain dignity and a sense of self, it is important that they have more places to be able to shower.

Some suggested that there be criteria to receive services (e.g., a free bus pass) in order to prevent abuse of these services. One suggestion was having a city-authorized card that would grant access to showers, day storage, and bus transportation. Criteria for receiving a card could be Electronic Benefits Transfer (EBT) card and Medicaid enrollment. The card would also contain emergency contact information in case anything were to happen to the cardholder. However, this may be contentious if only some unhoused are eligible for services.

- Leverage resources. The Boulder community is well endowed with compassion, ingenuity, and wealth. The city may wish to explore opportunities to leverage these resources.
  - » Partner with the private sector to explore innovative options that would promote affordability and diversity. Because affordability has been attributed to the increase in affluence brought in with financial development, the city could challenge the tech community to develop innovative solutions to promote affordability in the community.

- » Facilitate avenues for people to become involved. Develop broadly disseminated communication materials that would feature community-based organizations, the important work they are doing, and opportunities for people to provide support. This might help smaller organizations get access to more resources and increase awareness of the experiences of underrepresented populations.

*If Boulder wants to be the city it thinks it is, it has to give some things up.<sup>7</sup>*

- Provide more funding and/or support for organizations that are run by and for non-majority populations. Supporting organizations that are represented by and provide services to underrepresented communities may contribute to people feeling more welcome and included in Boulder. Support may not necessarily need to be direct funding but could include increased access to municipal services (e.g., water) that may provide relief to operational costs. Also, the city should be cognizant of the impact of billing or tax increases and provide ample notice for non-profit organizations to be able to raise funds as needed.

*Boulder is in this place where they fund those programs for the poor and people of color that are run by white privileged people.*

- Do more outreach to and partnering with non-majority populations. Many groups offer free trainings in cultural competency; the city should take advantage of this and show interest. Organize an events committee(s) to host cultural events representing different communities (the City of Longmont was referenced as an example). City leaders should attend cultural events hosted by community organizations to learn more about the city's population and build relationships.
- Increase representation of non-majority populations in government/decision-making roles.
- Let the community know what actions the city is currently taking to counter discrimination. There may be false assumptions made that the city government does not recognize discrimination as a problem and is ignoring the issue. Public communication and transparency regarding the city's actions may help underrepresented populations feel more supported by their government, raise awareness among those who do not realize this is an issue in Boulder, and promote civic engagement to make change beyond the city's actions.

*You can never discount someone's personal experience, but if you know that the city is working toward fighting racism, you may be less likely to experience it. ... If you see everything in light of racism, it makes us cynical and not want to engage.*

<sup>7</sup> Such as the idea that the city is fully inclusive when many do not experience it that way.

*It's people's contributions that make a community, not just leadership; there needs to be more transparency in the process so that people are motivated to engage.*

- Continue doing good work and protect existing resources for low-income communities. Many people expressed that they value the services the city provides. Boulder is a desirable place to live, and much of that has to do with the quality of services, recreational events, and green space that is available to the public. In some ways, the appeal of these community assets contributes to the scarcity of resources as more people are attracted to the city. While affordable housing is limited (and not very affordable), some places are still affordable for lower-income populations. The city should strive to protect these existing resources and explore options for making it easier for low-income individuals to live in the city (e.g., subsidized public transportation).

## 2. Community

- Increase the number of public events that raise cultural awareness and celebrate diversity. It was suggested that these events be held in public places that people like to frequent in order to expand their reach and not just draw in those who are specifically interested in a given culture or topic. In other words, host events in places where people might "stumble across" diversity and might not otherwise seek it out. Events that attract diverse crowds of people may help to increase exposure to diverse experiences and perspectives; this eventually might change the feeling of "otherness" that was expressed by non-majority individuals.

*Most of the leadership positions are held by the white population. In that group are people who are well meaning. But there aren't in-depth conversations about cultural competency, the impact of racism, etc.*

- Have difficult conversations. Organize an ongoing community forum to discuss discrimination, diverse experiences of the Boulder community, and strategies for reconciliation. One of the persistent themes was that a certain amount of stagnation results from being in a predominantly liberal community. With this political identity, there is an assumption that people are not discriminated against, which closes the dialogue. Forums should consist of decision makers, community activists, and representatives from diverse perspectives. This should be a continuous event to keep the community working toward recognition and resolution. It may be beneficial to hire a facilitator to initiate these conversations.

*The most important thing is to raise consciousness here and in order to do that, it may involve a temporary punch to the self-esteem.*

3. Organizational: Business and Human Services Sector

- Increase training on implicit bias. The Chamber of Commerce should reach out to community organizations to provide training to businesses and their staff on the impact of implicit bias and strategies to recognize and reduce it. While all organizations (public, private, governmental, non-governmental) could benefit from this, the need was exemplified most in the retail and service industry.

*I've seen Mexican boys being followed around at [a department store]; people [employees] will say, "You guys need to pick something out or leave."*

- Improve cultural competence and diversity of service providers. This was mentioned in listening sessions many times, though in different contexts. More specific examples included the following.
  - » Health sector: This was mentioned specifically with regard to improving medical care for the unhoused and providing training on transgender and intersex sensitivity.
  - » Grade schools: Provide diversity training for teachers, especially in regard to religion and political expression. Do more to celebrate diversity in schools. This could include peer-to-peer programs where students are matched with someone with a different cultural perspective to do a project, volunteer, or mentor younger students. Promote diversity in staff hiring; if this is not possible, schools should bring in guest speakers representing diverse perspectives.
- Explore methods to attract, hire, and retain diverse staff and faculty members.

4. Individual and Interpersonal

- Promote exposure to diverse cultures starting at a young age. The best way to reduce the discomfort, false assumptions, and prejudiced sentiments that people may experience when interacting with those who are different is to increase exposure to and interactions with people from diverse cultures. Exposure to diversity starting at a young age may help prevent the normalization of a predominant culture (e.g., "white privilege") and promote acceptance and respect for different cultures.

## V. CONCLUSION

In general, this report finds that residents feel safe in the city. There is an appreciation for community and for the natural beauty the surrounds the city.

Like many US communities, Boulder residents report that there are struggles in making Boulder the welcoming, inclusive community it clearly wants to be. Respondents spoke less about direct, macro expressions of discrimination, and more persistent micro-acts of exclusion or judgment, especially when someone was “different” from the majority population in some important category of identity (e.g., race, culture, ethnicity). This was particularly notable across economic lines where respondents were very clear that issues of class and wealth are very visible and not well discussed in their day-to-day interactions.

Boulder has a history and a national reputation as a progressive-thinking community. At a time nationally when so many of these issues are being hotly debated, there is an opportunity for Boulder to show leadership in these areas. Boulder is to be commended for starting this process in such a rigorous and deep way. Many of the recommendations above do not involve large-scale policy changes or infrastructure changes that will involve a great deal of cost. What they do involve is a quality of attention to these issues and a courage to bring them up—both in small ways in day-to-day interactions and in larger city forums. Taking some of this on would allow Boulder to showcase its continued commitment to being a progressive, inclusive, and welcoming community while providing leadership to other communities around the United States.

It has been NCCD's honor to be a part of this process, and we look forward to continuing the dialogue with the city.

**Appendix A**

**Stakeholder Interview Questions**

**A. Introduction Questions**

What do you do and what would you like to see result from this project?

- What is your role? How long have you been in that position?
- Do you live in Boulder? If yes, how long have you been living in the city? If no, why not? (*test this question out, there may be a variety of reasons as to where people choose to live*)
- What are the major issues in the city of Boulder in terms of crime, perceptions of safety and feelings of inclusivity?

**B. Inclusion**

Do you feel as though Boulder is an inclusive city, and what are you hearing from the community about inclusion/are there any groups that are not feeling included?

- What does inclusion mean to you? Would you consider Boulder to be an inclusive city?
- How would you describe the population of Boulder (e.g. demographics)?
- Have there been any recent changes that you have witnessed in the demographic makeup of Boulder?
- If yes, what changes have you witnessed? In your opinion, how has the Boulder community reacted to these changes in the demographic makeup of the city?
- Who would you say are Boulder's underrepresented communities?
- Do you think that underrepresented groups feel welcome in Boulder? Why or why not?
- Would you say there are any tensions in Boulder (i.e., racial, SES, orientation, etc.)? If yes, what are they?

**C. Quality of Life/Services**

What do you think of the quality of life in Boulder?

- What do you think of the quality of life in Boulder? Do you think there are differences in the quality of life for underrepresented groups in Boulder?
- What services offered by the City are working well in Boulder?
- What services offered by community organizations are working well in Boulder?
- What are the service gaps in Boulder? Are any of these service gaps specific to underrepresented groups? Language barriers

**D. Perceptions of Safety**

Do you feel as though Boulder is a safe community?

- Do you feel as though Boulder is a safe community? Why or why not?
- What neighborhoods in the city are considered less safe? What neighborhoods are considered safe?
- Are there particular public or private spaces where you feel unsafe (ex: parks, bike trails, running trails, etc.)?
- Have there been any incidents in the city recently where people have felt unsafe?
- Talk to me about how law enforcement personnel are perceived in the community? What does their relationship look like with different communities?

Questions for BPD and CU PD (do not ask PD the above questions)

What are you hearing from the community (or students) about their feeling safe in Boulder (or on the campus of CU)?

- In your experience working as part of the Boulder Police Department, what would you say are the community's perceptions of safety?
- What have been some of the challenges for you when working with Boulder residents? What would you say are some of the challenges for Boulder residents in terms of safety?

- What does your relationship with Boulder residents look like? What does your relationship with underrepresented communities in Boulder look like?
- What efforts have been successful when engaging community members from Boulder? In your opinion, what are other ways that Boulder Police Department can reach out to these communities?
- What is the relationship between the City police and the CU police?

**E. Assessment**

What kinds of questions would you like to ask the community about safety and inclusion, and who should we be talking to get this information?

- What would you like to see as a result of the community perceptions of safety and inclusion assessment?
- What kinds of questions would you like the assessment to ask?
- Are there specific groups that you would like to see included in the assessment process?
- Do you have ideas of community groups that NCCD should talk to in developing the assessment?

**F. Suggestions for Improvement**

What do you want to be doing better to support a safe and inclusive community?

- What suggestions do you have for the City of Boulder (BPD and CU and community service providers) to support a culture of inclusivity in Boulder?
- What suggestions do you have for the City of Boulder (BPD and CU and community service providers) in terms of safety?

Is there anything additional you would like to share?

**Appendix B**

**Listening Session Questions**

## Boulder Community Perceptions Study: Listening Session Questions

### Opening Questions and Introductions

Hello,

My name is:

I work for the National Council on Crime and Delinquency (NCCD). The City of Boulder is interested in knowing your opinions about inclusivity and safety in the Boulder community. We are here to ask some of their questions and summarize your feedback. The City knows that we are speaking with you today. Findings will be presented publicly later in the fall. You are free to answer or not answer any of the questions. We will not be collecting any information about your identity. Your participation in this listening session does not affect your participation with the [INSERT NAME OF COMMUNITY GROUP]. Before we begin, what questions do you have? [FACILITATOR: ask for a raise of hands. NOTETAKER: Count each person with a hand raised per question]

- How many of you live within the city limits?
- How many of you live within ten miles of the Boulder City limits?
- More than 10 miles?
- How many of you work in Boulder?

### Quality of life/Well-being

- Overall, how would you describe living or working in the Boulder community?
  - » What are the best things about living or working in Boulder?
  - » What makes it difficult to live or work in Boulder?
    - PROMPTS:
      - Cost of living
      - Access to your day-to-day necessities like groceries, self-care products

### Welcoming

- How welcomed or unwelcomed do you feel in the Boulder community?
  - » Prompts:
    - How welcomed do you feel in stores, businesses, restaurants, etc.?
    - Public places, like parks, schools, government buildings?

- Who has made you feel welcomed or unwelcomed?
  - » Prompts:
    - Business owners?
    - City officials (police, mailperson, workers at polling location)?
    - People you run into going about your day?
      - At work
      - Running errands
  - » What could be improved?
- Have you ever been harassed or have you witnessed others being harassed in Boulder? If yes, please explain (where, who, etc.).

[FACILITATOR: If harassed seems to be too strong of a word or people answer no]

- Has anybody in the Boulder community ever made you feel uncomfortable? Please explain.

### **Your Neighborhood**

- What challenges or issues do you think are in your neighborhood?

### **Perceived Safety**

- How safe do you feel in the Boulder community in general?
  - » Prompts:
    - Public parks
    - In local businesses
    - On campus
    - In government buildings
- Could describe a time when you ever felt unsafe in Boulder?
- What would help you to feel safer in Boulder?

### **Closing Questions**

- What could the city of Boulder do to be more welcoming or inclusive?
- What are your recommendations for making Boulder a more inclusive, safe, and welcoming city for you?
- Of all the things we talked about today, what is the most important to you?

**Thank you for your time and your participation.**

**Appendix C:**

**Phone and Web Survey Questions**

## PHONE ORIENTATION

*Hello, my name is [ ] and I am not selling anything.*

*I am calling on behalf of the City of Boulder. The City is conducting a survey on safety and inclusivity in the Boulder community. The information provided will be used to inform the city on actionable recommendations to promote public safety and inclusivity. Your phone number was randomly chosen to be included in the study. I will not ask for your name or address. Your responses are confidential, with information reported only in summary form.*

*You don't have to answer any question you don't want to, and you can end the interview at any time. The interview takes only about 10 to 15 minutes. If you have questions about this survey, I will provide you with a telephone number for you to call to get more information. If you have questions about your rights as a research subject you can call the University of Wyoming Institutional Review Board (IRB), and I can provide that number.*

*May I continue?*

[Only if asked: For more information about the survey, contact Sarah Covington (800) 306-6223.]

[Only if asked: University of Wyoming IRB administrator at (307) 766-5320]

*While this survey is sponsored by the City of Boulder, suggestions you provide do not have to be limited to actions specific to the city government. We invite you to share feedback on other entities within the city, such as commercial and retail businesses, the University of Colorado Boulder, non-profits, and services offered by the private sector.*

*We are aware that for some people, recent experiences in the national context have created new and important experiences of safety and inclusivity, or lack thereof. For the purposes of this survey, however, please keep in mind that what we are trying to understand are your experiences in Boulder, and we ask that you answer the questions below with that in mind.*

## **WEB ORIENTATION**

The City is conducting a survey on safety and inclusivity in the Boulder community. The information provided will be used to inform the city on actionable recommendations to promote public safety and inclusivity.

The survey takes approximately 15–20 minutes to complete. Your responses are confidential, with information reported only in summary form. Required questions are marked with an asterisk (\*). If you do not wish to answer these questions, you must click “Prefer not to respond” before continuing. You may exit the survey at any time.

While this survey is sponsored by the City of Boulder, suggestions you provide do not have to be limited to actions specific to the city government. We invite you to share feedback on other entities within the city such as commercial and retail businesses, the University of Colorado Boulder, non-profits, and services offered by the private sector.

We are aware that for some people, recent experiences in the national context have created new and important experiences of safety and inclusivity, or lack thereof. For the purposes of this survey, however, please keep in mind that what we are trying to understand are your experiences in Boulder, and we ask that you answer the questions below with that in mind.

Thank you for participating!

## PHONE AND WEB SURVEY QUESTIONS

**1. Web/Telephone: Do you live within the City of Boulder?**

- a. Yes
- b. No

[If no on telephone, end survey as telephone is for residents only; if no on web, move to 1a and 1b]

**1a. Web only: Do you work within the City of Boulder?**

- a. Yes -> **Go to Question 4**
- b. No

**1b. Web only: If you don't live in Boulder, are you a frequent visitor?**

- a. Yes
- b. No

### **PUBLIC SAFETY QUESTIONS:**

The following questions are about safety in the City of Boulder.

**2. Web/Telephone: In general, how safe or unsafe do you feel in the Boulder community? Would you say you feel:**

- a. Very safe
- b. Somewhat safe
- c. Somewhat unsafe
- d. Very unsafe

(Don't know/Not sure)

(No answer/Refused)

**3a. Web/Telephone: Have you ever felt unsafe in the Boulder community in the past year?**

- a. Yes
- b. No -> **Go to Question 4**
- c. I don't remember -> **Go to Question 4**

[If yes, ask questions 3b, 3c, and 3d]

**3b. Web: Did you feel unsafe because of your actual or perceived (check all that apply):**

**Telephone: And what do you think explains why you felt unsafe? Is it because of who you are, or people think you are, with regard to any of the following? (Check all that apply.)**

[Interviewer: Read all items one at a time and let respondent answer yes or no on each.]

- a. Your age
- b. Your race and/or ethnicity
- c. Your sex or gender identity
- d. Your sexual orientation
- e. Your documentation status [Documentation status refers to your immigration status]
- f. Your socioeconomic status [Socioeconomic status refers to your level of income or level of education]
- g. Your housing status [Housing status refers to the stability and/or nature of your housing]
- h. Your health or physical issue
- i. Your religion
- j. Your political views
- k. Other, please describe: \_\_\_\_\_

(None of the above)

(Don't know/Not sure)

(No answer/Refused)

**3c. Web: Did you feel unsafe in any of the following places? (Check all that apply)**

**Telephone: Did you feel unsafe in any of the following places? (Check all that apply).**

[Interviewer: Read all items one at a time and let respondent answer yes or no on each.]

- a. Downtown Boulder
- b. 29th Street Mall
- c. University Hill
- d. Main Boulder Public Library area
- e. Your neighborhood
- f. Your child's school
- g. Your workplace
- h. University of Colorado Boulder
- i. Public spaces (such as City parks, multi-use paths)
- j. Public transportation
- k. Other, please describe: \_\_\_\_\_

- (None of the above)
- (Don't know/Not sure)
- (No answer/Refused)

**3d. Web:** Think about the incident that affected you the most and please briefly describe where it occurred and why you felt unsafe.

**Telephone:** Now think about the incident that affected you the most and please briefly describe where it occurred and why you felt unsafe.

**4. Web/Telephone:** In your opinion, what are the top three public safety issues the Boulder community should address? (Select 3)

[Interviewer: Read all items and let respondent select three.]

- a. Public intoxication
- b. Property damage or vandalism
- c. Theft
- d. Insufficient lighting
- e. Transportation safety
- f. Verbal harassment
- g. Physical harassment, violence, or assault
- h. Sexual harassment, violence, or assault
- i. Other, please describe: \_\_\_\_\_

- (None of the above/I don't think Boulder has safety issues that need to be addressed)
- (Don't know/Not sure)
- (No answer/Refused)

**5. Web/telephone:** Please briefly describe any suggestions you may have to make the Boulder community a safer place: \_\_\_\_\_

**INCLUSIVITY AND BELONGING QUESTIONS:**

The next questions ask about how welcome you feel in various parts of the Boulder community. By "welcome" we mean how accepted, respected, and valued you feel during interactions in the community.

6. **Web:** In general, how welcome or unwelcome do you feel in the Boulder community?

**Telephone:** In general, how welcome or unwelcome do you feel in the Boulder community? Would you say...?

- a. Very unwelcome
- b. Somewhat unwelcome
- c. Neither welcome nor unwelcome
- d. Somewhat welcome
- e. Very welcome

(Don't know/Not sure)

(No answer/Refused)

7a. **Web/Telephone:** Have you ever felt unwelcome in the city of Boulder in the past year?

- a. Yes
- b. No -> **Go to Question 8**
- c. I don't remember -> **Go to Question 8**

[If yes, ask questions 7b, 7c, and 7d]

7b. **Web:** Did you feel unwelcome because of who you are, or people think you are, with regard to any of the following (Check all that apply)

**Telephone:** And what do you think explains why you felt unwelcome? Is it because of who you are, or people think you are, with regard to any of the following?

(Check all that apply.)

[Interviewer: Read all items one at a time and let respondent answer yes or no on each.]

- a. Your age
- b. Your race and/or ethnicity
- c. Your sex or gender identity
- d. Your sexual orientation
- e. Your documentation status [Documentation status refers to your immigration status]
- f. Your socioeconomic status [Socioeconomic status refers to your level of income or level of education]
- g. Your housing status [Housing status refers to the stability and nature of your housing]
- h. Your health or physical issue
- i. Your religion
- j. Your political views
- k. Other, please describe: \_\_\_\_\_

- (None of the above)
- (Don't know/Not sure)
- (No answer/Refused)

**7c. Web: Did you feel unwelcome in any of the following places? (Check all that apply)**

**Telephone: Did you feel unwelcome in any of the following places?** (Check all that apply)

[Interviewer: Read all items one at a time and let respondent answer yes or no on each.]

- a. Restaurants
- b. Stores
- c. City council meetings
- d. Your neighborhood
- e. Your child's school
- f. Your workplace
- g. University of Colorado Boulder
- h. Government buildings
- i. Public spaces (such as City parks, multi-use paths)
- j. Public transportation
- k. Public festivals or events
- l. Other, please describe: \_\_\_\_\_

- (None of the above)
- (Don't know/Not sure)
- (No answer/Refused)

**7d. Web: What about that experience made you feel unwelcome? (Check all that apply)**

**Telephone: And-what about that experience (these experiences) made you feel unwelcome? Do any of the following reasons apply?** (Check all that apply)

- a. Comments made by others
- b. Intimidation
- c. Being ignored or dismissed
- d. Treated with less respect than others
- e. People act as if they are better than you
- f. People act as if they think you are not smart
- g. People act as if they are afraid of you
- h. People act as if they think you are dishonest
- i. Receive poorer service at restaurants and stores
- j. The way a person or a group of people looked at you
- k. Other, please describe: \_\_\_\_\_

(None of the above)  
(Don't know/Not sure)  
(No answer/Refused)

8. **Web/Telephone: Please tell us how much you agree or disagree with each of the following statements.**

a. I feel accepted by people in Boulder. Do you:

Strongly disagree  
Somewhat disagree  
Neither agree nor disagree  
Somewhat agree  
Strongly agree

(Don't know/Not sure)  
(No answer/Refused)

b. I am comfortable talking to others in Boulder about my culture. Do you:

Strongly disagree  
Somewhat disagree  
Neither agree nor disagree  
Somewhat agree  
Strongly agree

(Don't know/Not sure)  
(No answer/Refused)

c. **Web: I have a voice in Boulder.**

**Telephone: What about: "I have a voice in Boulder." Do you:**

Strongly disagree  
Somewhat disagree  
Neither agree nor disagree  
Somewhat agree  
Strongly agree

(Don't know/Not sure)  
(No answer/Refused)

d. I feel supported and cared for in Boulder. Do you:

- Strongly disagree
- Somewhat disagree
- Neither agree nor disagree
- Somewhat agree
- Strongly agree

(Don't know/Not sure)

(No answer/Refused)

e. **Web: I have many spaces in the Boulder community where I can be with others like me**

**Telephone: What about "I have many spaces in the Boulder community where I can be with others like me." Do you:**

- Strongly disagree
- Somewhat disagree
- Neither agree nor disagree
- Somewhat agree
- Strongly agree

(Don't know/Not sure)

(No answer/Refused)

f. **Web: I am not afraid to express my opinion when it is different than others.**

**Telephone: And here is the last statement. "I am not afraid to express my opinion when it is different than others." Do you:**

- Strongly disagree
- Somewhat disagree
- Neither agree nor disagree
- Somewhat agree
- Strongly agree

(Don't know/Not sure)

(No answer/Refused)

## SERVICES AND CIVIC ENGAGEMENT

9. **Web:** Please tell us how much you agree or disagree with each of the following statements:

**Telephone:** I am going to read another set of statements and ask you to tell me how much you agree or disagree with each one.]

- a. There are services in Boulder to meet my needs. Do you:  
Strongly disagree  
Somewhat disagree  
Neither agree nor disagree  
Somewhat agree  
Strongly agree  
  
(Don't know/Not sure)  
(No answer/Refused)
- b. I know how to access human services that address my needs
- c. There are laws in place that protect me from discrimination
- d. I know how to take legal action if I am being discriminated against
- e. I know how the city government functions
- f. I know how to participate in the city government, if needed
- g. I feel represented by city government
- h. There is sufficient available housing within the Boulder community that I can afford
- i. I know how to get housing assistance

## ACTION STEPS

**10. Web:** The following list includes some suggestions about what could be done to make the Boulder community a more welcoming and inclusive place. In your opinion, please indicate how important each one would be as an action step to make the Boulder community a more welcoming and inclusive place, or if you consider it unnecessary.

**Telephone:** Now I am going to read some suggestions about what could be done to make the Boulder community a more welcoming and inclusive place. Please tell me, in your opinion, how important each one would be as an action step to make the Boulder community a more welcoming and inclusive place, or if you consider it unnecessary.

- a. Increase partnerships, from the city or business community, with local organizations to improve relationships with diverse communities in Boulder.  
Not important at all  
Somewhat important  
Very important  
Unnecessary  
  
(Don't know/Not sure)  
(No answer/Refused)
- b. Increase diverse representation in civic offices.  
Not important at all  
Somewhat important  
Very important  
Unnecessary  
  
(Don't know/Not sure)  
(No answer/Refused)
- c. Increase community awareness of Boulder's diverse groups' experiences in Boulder.
- d. Educate the community on how to have respectful interactions with other people.
- e. Increase availability of bilingual services.
- f. Increase and promote diverse cultural events.
- g. Increase the number of affordable and low-income housing units.

- h. Subsidize transportation for low-income individuals.
- i. Increase funding opportunities for community-based organizations.
- j. Provide more mental health services.
- k. Provide more substance abuse services.
- l. Expand on services for homeless population.

**11. Web/Telephone: Please describe any other suggestions you might have to make the Boulder community a more welcoming and inclusive place:**

**DEMOGRAPHIC QUESTIONS**

[Telephone Interviewer: *Lastly, I am going to ask you some demographic questions*]

**12. How many years have you lived in Boulder?** \_\_\_\_\_

**13. Which one of the following best describes your current housing situation?**

- a. I own with mortgage or loan payments
- b. I own outright
- c. I rent
- d. Other, please describe:

(Don't know/Not sure)

(No answer/Refused)

**14. How much was your household's total income before taxes for 2016? Please include total income money from all sources for all persons living in your household.**

[Telephone interviewer will read through the categories and let the respondent stop the interviewer when it reaches their income, this way the respondent does not have to say the number over the phone/out loud]

- a. Less than \$25,000
- b. \$25,000 to \$49,999
- c. \$50,000 to \$ 99,999
- d. \$100,000 to \$149,999

e. \$150,000 or more

(Don't know/Not sure)

(No answer/Refused)

**15. Are you a University of Colorado Boulder student?**

a. Yes

b. No

(Don't know/Not sure)

(No answer/Refused)

**16. Web: What is your race or ethnic origin? (Mark one or more to indicate what you consider yourself to be)**

**Telephone: What is your race or ethnic origin?**

[Telephone Interviewer: read one at a time until respondent says "yes." Then ask, "Anything else?" and mark appropriately.]

- a. White, not Hispanic
- b. Hispanic, Latino(a), or Spanish Origin
- c. Black or African American
- d. American Indian or Alaska Native
- e. Asian
- f. Native Hawaiian or Other Pacific Islander
- g. Middle Eastern
- h. Some other race or ethnic origin, please identify:

(Don't know/Not sure)

(No answer/Refused)

**17. Web: If you feel the need to further define your race or ethnic origin as it pertains to this survey content further please feel free: \_\_\_\_\_**

**18. Web: In which category is your age?**

- a. 18–24 years
- b. 25–34 years
- c. 35–44 years
- d. 45–54 years
- e. 55–64 years
- f. 65–74 years
- g. 75 years or older

**Telephone: In what year were you born? \_\_\_\_\_**

**19. Do you identify as?**

- a. Male
- b. Female
- c. Transgender
- d. Do not identify as female, male, or transgender

(Don't know/Not sure)

(No answer/Refused)

**20. Do you identify as:**

[Interviewer read: "One – Heterosexual or straight..." so that the respondent can answer with a number instead of the response choice]

- a. Heterosexual or straight
- b. Gay or lesbian
- c. Bisexual
- d. Other:

(Don't know/Not sure)

(No answer/Refused)

**21. Web: What area do you live in?**

**Telephone: And here is my last question. In which area of Boulder do you live? Do you live in:**

[Interviewer read areas one at a time. Mark the one that respondent says yes to.]

- 1. Gunbarrel
- 2. North East Neighborhoods
- 3. North Boulder East
- 4. Wonderland/Dakota
- 5. Newlands
- 6. Whittier
- 7. Mapleton Hill
- 8. East Boulder
- 9. Chautauqua/University Hill
- 10. South Boulder
- 11. I live on the campus of University of Colorado Boulder
- 12. I do not live in the city of Boulder (**web only**)
- 13. Other, please describe:

**Web: What is your highest level of education?**

- a. Less than high school
- b. High school graduate, diploma or the equivalent (for example: GED)
- c. Some college credit, no degree
- d. Trade/technical/vocational training
- e. Associate degree
- f. Bachelor's degree
- g. Master's degree
- h. Professional degree
- i. Doctorate degree

**Web: Including yourself, how many people live in your household? \_\_\_\_\_**

**Web: Which best describes your religion**

- a. Buddhist
- b. Christian
- c. Hindu
- d. Jewish
- e. Muslim
- f. None
- g. Other, please describe: \_\_\_\_\_

**Appendix D:**

**Survey Results**

<b>Table D1</b>				
<b>Characteristics of Respondents by Survey Type</b>				
<b>Respondent Characteristic</b>	<b>Phone Survey (N = 576)</b>		<b>Web Survey (N = 1,199)</b>	
	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>
<b>Race/Ethnicity – All responses</b>				
White, not Hispanic	519	90%	759	63%
Hispanic, Latino(a), or Spanish Origin	12	2%	66	6%
Black or African American	5	1%	13	1%
American Indian or Alaska Native	5	1%	21	2%
Asian	23	4%	25	2%
Native Hawaiian or Other Pacific Islander	3	1%	4	0%
Middle Eastern	6	1%	13	1%
Don't know/Not sure	0	0%	6	1%
Prefer not to respond	18	3%	128	11%
Other or missing	12	3%	237	20%
<b>Race/Ethnicity – Two groups</b>				
Only selected white	501	87%	713	60%
Selected non-white option (maybe in addition to white)	75	13%	350	29%
Prefer to not respond/Unknown	NA	NA	136	11%
<b>Age</b>				
18–24 Years	12	2%	42	4%
25–34 Years	32	6%	165	14%
35–44 Years	35	6%	226	19%
45–54 Years	95	17%	220	18%
55–64 Years	117	20%	167	14%
65–74 Years	149	26%	106	9%
75 or More Years	113	20%	16	1%
Prefer to not respond/Unknown	23	4%	257	22%

<b>Table D1</b>				
<b>Characteristics of Respondents by Survey Type</b>				
<b>Respondent Characteristic</b>	<b>Phone Survey (N = 576)</b>		<b>Web Survey (N = 1,199)</b>	
	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>
<b>Gender Identity</b>				
Male	279	48%	371	31%
Female	289	48%	517	41%
Transgender or gender non-specific	3	1%	39	3%
Prefer to not respond/Unknown	5	1%	272	23%
<b>Sexual Orientation</b>				
Heterosexual	527	92%	802	67%
Gay or lesbian	7	1%	32	3%
Bisexual	8	1%	38	3%
Other	7	1%	20	2%
Prefer to not respond/Unknown	27	5%	307	26%
<b>Highest Level of Education Completed</b>				
High school graduate or less	16	3%	13	1%
Some college credit, no degree	33	6%	99	8%
Trade/Technical/Vocational training	4	1%	12	1%
Associate's degree	23	4%	33	3%
Bachelor's degree	180	31%	340	28%
Graduate/Professional degree	316	55%	462	39%
Prefer to not respond/Unknown	4	1%	240	20%
<b>Number of People in Household</b>				
1, I live alone	166	29%	161	13%
2	244	42%	388	32%
3	73	13%	148	12%
4 or More	89	15%	245	20%
Prefer to not respond/Unknown	4	1%	257	22%
<b>Current Housing Situation</b>				
Own (outright or with mortgage)	470	82%	645	54%
Rent	67	12%	236	20%
Other	36	6%	57	5%
Prefer to not respond/Unknown	3	1%	261	22%

<b>Characteristics of Respondents by Survey Type</b>				
<b>Respondent Characteristic</b>	<b>Phone Survey (N = 576)</b>		<b>Web Survey (N = 1,199)</b>	
	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>
<b>Household Income</b>				
Less than \$25,000	32	6%	61	5%
\$25,000–\$49,999	75	13%	115	10%
\$50,000–\$99,999	140	24%	238	20%
\$100,000–\$149,999	77	13%	191	16%
\$150,000 or more	118	21%	175	15%
Prefer to not respond/Unknown	134	23%	419	35%
<b>University of Colorado Student</b>				
Yes	14	2%	54	5%
No	562	98%	924	77%
Prefer to not respond/Unknown	NA	NA	221	19%

Note: The sum of percentages may exceed 100% because participants could select more than one response.

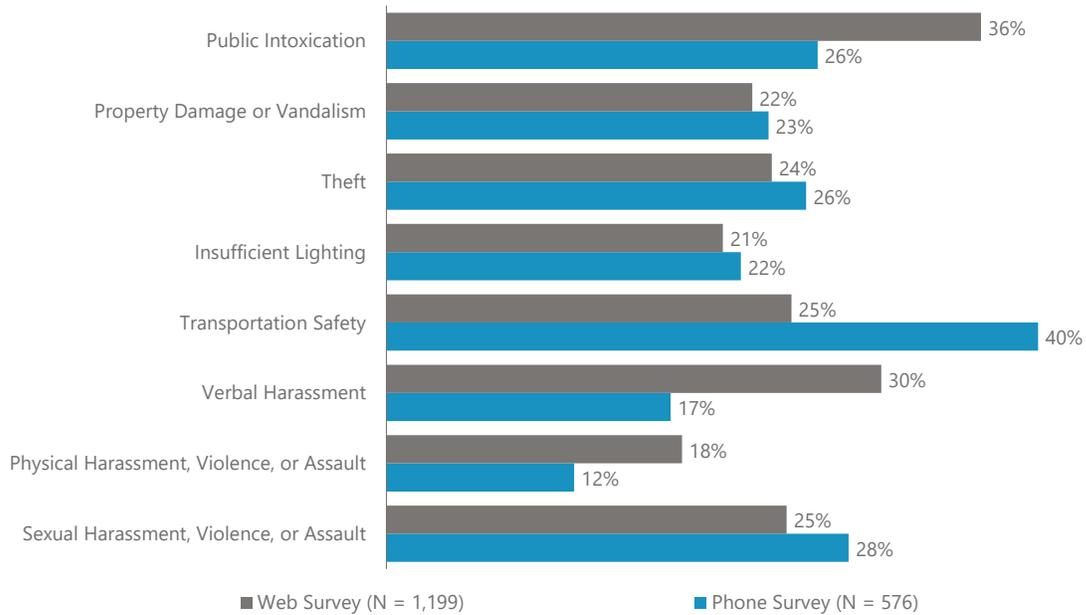
<b>Relationship to Boulder for Web Survey Respondents</b>		
<b>Relationship</b>	<b>N</b>	<b>%</b>
Live and work in Boulder	594	50%
Live in Boulder only	291	24%
Work in Boulder only	213	18%
Frequent visitor to Boulder	101	8%
<b>TOTAL</b>	<b>1,199</b>	<b>100%</b>

<b>Table D3</b>		
<b>Public Safety</b>		
<b>How safe or unsafe do you feel in the Boulder community?</b>		
<b>Response</b>	<b>Phone Survey (N = 576)</b>	<b>Web Survey (N = 1,199)</b>
Very safe	75%	38%
Somewhat safe	21%	44%
Somewhat unsafe	2%	14%
Very unsafe	2%	4%

<b>Table D4</b>		
<b>Public Safety</b>		
<b>Did you feel unsafe because of your actual or perceived ... ?</b>		
<b>Response</b>	<b>Phone Survey (N = 125)</b>	<b>Web Survey (N = 650)</b>
Age	10%	12%
Race and/or ethnicity	5%	9%
Sex or gender identity	33%	28%
Sexual orientation	2%	4%
Documentation status	0%	1%
Socioeconomic status	14%	11%
Housing status	9%	5%
Health or physical issue	8%	5%
Religion	6%	5%
Political views	11%	16%
Other	37%	36%

Table D5		
Public Safety		
Did you feel unsafe in any of the following places?		
Response	Phone Survey (N = 125)	Web Survey (N = 650)
Downtown Boulder	46%	61%
29th Street Mall	6%	11%
University Hill	30%	25%
Main Boulder Public Library area	44%	39%
Your neighborhood	32%	29%
Your child's school	7%	2%
Your workplace	11%	10%
University of Colorado Boulder	15%	15%
Public spaces (such as city parks, multi-use paths)	56%	60%
Public transportation	15%	21%
Other	20%	15%

Figure D1  
Top Public Safety Concerns



Note: Respondents were asked to select all that apply, therefore percentages may exceed 100%.

<b>Table D6</b>		
<b>Public Welcome</b>		
<b>How welcome or unwelcome do you feel in the Boulder community?</b>		
<b>Response</b>	<b>Phone Survey (N = 576)</b>	<b>Web Survey (N = 1,199)</b>
Very unwelcome	3%	12%
Somewhat unwelcome	4%	19%
Neither welcome nor unwelcome	8%	16%
Somewhat welcome	19%	20%
Very welcome	66%	32%
Don't know/unsure	0%	1%
No answer/refused	0%	1%

<b>Table D7</b>		
<b>Public Welcome</b>		
<b>Did you feel unwelcome because of your actual or perceived ... ?</b>		
<b>Response</b>	<b>Phone Survey (N = 82)</b>	<b>Web Survey (N = 454)</b>
Age	27%	19%
Race and/or ethnicity	11%	15%
Sex or gender identity	11%	11%
Sexual orientation	2%	6%
Documentation status	1%	1%
Socioeconomic status	35%	36%
Housing status	22%	15%
Health or physical issue	12%	10%
Religion	13%	13%
Political views	37%	37%
Other	20%	22%

<b>Table D8</b>		
<b>Public Welcome</b>		
<b>Did you feel unwelcome in any of the following places?</b>		
<b>Response</b>	<b>Phone Survey (N = 82)</b>	<b>Web Survey (N = 454)</b>
Restaurants	18%	27%
Stores	21%	31%
City council meetings	29%	22%
Your neighborhood	20%	23%
Your child's school	11%	6%
Your workplace	13%	13%
University of Colorado Boulder	21%	22%
Government buildings	22%	12%
Public spaces (such as city parks, multi-use paths)	34%	47%
Public transportation	12%	12%
Public festivals or events	13%	19%
Other	17%	14%

<b>Table D9</b>		
<b>Public Welcome</b>		
<b>What made you feel unwelcome?</b>		
<b>Response</b>	<b>Phone Survey (N = 82)</b>	<b>Web Survey (N = 454)</b>
Comments made by others	57%	52%
Intimidation	42%	31%
Being ignored or dismissed	60%	49%
Treated with less respect than others	60%	53%
People act as if they are better than you	52%	55%
People act as if they think you are not smart	31%	28%
People act as if they are afraid of you	9%	9%
People act as if they think you are dishonest	7%	12%
Receive poorer service at restaurants and stores	22%	16%
The way a person or a group of people looked at you	38%	25%
Other	15%	13%

<b>Table D10</b>		
<b>Agree or Disagree With Statements</b>		
<b>Respondent Characteristic</b>	<b>Phone Survey (N = 576)</b>	<b>Web Survey (N = 1,124)</b>
<b>I feel accepted by people in Boulder.</b>		
Strongly disagree	1%	9%
Somewhat disagree	3%	15%
Neither agree nor disagree	8%	14%
Somewhat agree	26%	26%
Strongly agree	61%	35%
Don't know/Not sure/No response	1%	1%
<b>I am comfortable talking to others in Boulder about my culture.</b>		
Strongly disagree	2%	10%
Somewhat disagree	3%	13%
Neither agree nor disagree	10%	15%
Somewhat agree	23%	20%
Strongly agree	58%	39%
Don't know/Not sure/No response	3%	3%
<b>I have a voice in Boulder.</b>		
Strongly disagree	12%	22%
Somewhat disagree	14%	22%
Neither agree nor disagree	11%	15%
Somewhat agree	33%	20%
Strongly agree	29%	18%
Don't know/Not sure/No response	2%	3%
<b>I feel supported and cared for in Boulder.</b>		
Strongly disagree	5%	16%
Somewhat disagree	9%	20%
Neither agree nor disagree	17%	21%
Somewhat agree	31%	22%
Strongly agree	35%	19%
Don't know/Not sure/No response	3%	3%

<b>Table D10</b>		
<b>Agree or Disagree With Statements</b>		
<b>Respondent Characteristic</b>	<b>Phone Survey (N = 576)</b>	<b>Web Survey (N = 1,124)</b>
<b>I have many spaces in the Boulder community where I can be with others like me.</b>		
Strongly disagree	3%	14%
Somewhat disagree	6%	14%
Neither agree nor disagree	10%	15%
Somewhat agree	22%	21%
Strongly agree	58%	34%
Don't know/Not sure/No response	1%	2%
<b>I am not afraid to express my opinion when it is different than others.</b>		
Strongly disagree	4%	14%
Somewhat disagree	5%	16%
Neither agree nor disagree	4%	10%
Somewhat agree	28%	24%
Strongly agree	59%	35%
Don't know/Not sure/No response	1%	2%

<b>Table D11</b>		
<b>Agree or Disagree With Statements</b>		
<b>Respondent Characteristic</b>	<b>Phone Survey (N = 576)</b>	<b>Web Survey (N = 1,074)</b>
<b>There are services in Boulder to meet my needs.</b>		
Strongly disagree	2%	6%
Somewhat disagree	5%	9%
Neither agree nor disagree	9%	18%
Somewhat agree	30%	29%
Strongly agree	54%	32%
Don't know/Not sure	2%	6%

<b>Table D11</b>		
<b>Agree or Disagree With Statements</b>		
<b>Respondent Characteristic</b>	<b>Phone Survey (N = 576)</b>	<b>Web Survey (N = 1,074)</b>
<b>I know how to access human services that address my needs.</b>		
Strongly disagree	2%	6%
Somewhat disagree	9%	10%
Neither agree nor disagree	11%	23%
Somewhat agree	29%	25%
Strongly agree	45%	24%
Don't know/Not sure	5%	13%
<b>There are laws in place that protect me from discrimination.</b>		
Strongly disagree	2%	8%
Somewhat disagree	3%	8%
Neither agree nor disagree	9%	17%
Somewhat agree	24%	25%
Strongly agree	54%	32%
Don't know/Not sure	9%	10%
<b>I know how to take legal action if I am being discriminated against.</b>		
Strongly disagree	5%	7%
Somewhat disagree	9%	15%
Neither agree nor disagree	10%	17%
Somewhat agree	31%	21%
Strongly agree	41%	30%
Don't know/Not sure	6%	10%
<b>I know how the city government functions.</b>		
Strongly disagree	7%	9%
Somewhat disagree	12%	18%
Neither agree nor disagree	8%	15%
Somewhat agree	42%	32%
Strongly agree	29%	23%
Don't know/Not sure	1%	4%

<b>Table D11</b>		
<b>Agree or Disagree With Statements</b>		
<b>Respondent Characteristic</b>	<b>Phone Survey (N = 576)</b>	<b>Web Survey (N = 1,074)</b>
<b>I know how to participate in the city government, if needed.</b>		
Strongly disagree	8%	9%
Somewhat disagree	8%	17%
Neither agree nor disagree	6%	14%
Somewhat agree	40%	32%
Strongly agree	38%	24%
Don't know/ Not sure	1%	5%
<b>I feel represented by city government.</b>		
Strongly disagree	22%	31%
Somewhat disagree	17%	23%
Neither agree nor disagree	13%	18%
Somewhat agree	35%	16%
Strongly agree	12%	7%
Don't know/Not sure	2%	5%
<b>There is sufficient available housing within the Boulder community that I can afford.</b>		
Strongly disagree	23%	43%
Somewhat disagree	15%	16%
Neither agree nor disagree	9%	12%
Somewhat agree	24%	13%
Strongly agree	25%	14%
Don't know/Not sure	4%	3%
<b>I know how to get housing assistance.</b>		
Strongly disagree	13%	13%
Somewhat disagree	15%	17%
Neither agree nor disagree	22%	28%
Somewhat agree	21%	16%
Strongly agree	19%	12%
Don't know/Not sure	9%	14%

<b>Table D12</b>		
<b>How important are the following suggested actions to help make the Boulder community a more welcoming and inclusive place?</b>		
<b>Respondent Characteristic</b>	<b>Phone Survey (N = 576)</b>	<b>Web Survey (N = 1,014)<sup>8</sup></b>
<b>Increase partnerships between the city or business community and local organizations to improve relationships with diverse communities in Boulder.</b>		
Not important at all	4%	9%
Somewhat important	40%	37%
Very important	36%	29%
Unnecessary	14%	15%
Don't know/unsure	5%	10%
Missing	1%	N/A
<b>Increase diverse representation in civic offices.</b>		
Not important at all	4%	9%
Somewhat important	35%	30%
Very important	44%	39%
Unnecessary	13%	16%
Don't know/unsure	3%	7%
Missing	1%	N/A
<b>Increase community awareness of the experiences of Boulder's diverse groups.</b>		
Not important at all	7%	10%
Somewhat important	36%	35%
Very important	38%	32%
Unnecessary	15%	16%
Don't know/unsure	2%	7%
Missing	1%	N/A
<b>Educate the community on how to have respectful interactions with other people.</b>		
Not important at all	6%	8%
Somewhat important	30%	33%
Very important	41%	37%
Unnecessary	19%	16%
Don't know/unsure	2%	6%
Missing	1%	N/A

<sup>8</sup> This total excludes the 15% of responses that were missing.

<b>Table D12</b>		
<b>How important are the following suggested actions to help make the Boulder community a more welcoming and inclusive place?</b>		
<b>Respondent Characteristic</b>	<b>Phone Survey (N = 576)</b>	<b>Web Survey (N = 1,014)<sup>8</sup></b>
<b>Increase availability of bilingual services.</b>		
Not important at all	8%	13%
Somewhat important	36%	32%
Very important	35%	22%
Unnecessary	13%	18%
Don't know/unsure	8%	14%
Missing	1%	N/A
<b>Increase and promote diverse cultural events.</b>		
Not important at all	7%	10%
Somewhat important	39%	40%
Very important	37%	29%
Unnecessary	14%	14%
Don't know/unsure	2%	7%
Missing	1%	N/A
<b>Increase the number of affordable and low-income housing units.</b>		
Not important at all	6%	7%
Somewhat important	27%	23%
Very important	55%	46%
Unnecessary	9%	18%
Don't know/unsure	2%	6%
Missing	1%	N/A
<b>Subsidize transportation for low-income individuals.</b>		
Not important at all	3%	7%
Somewhat important	29%	29%
Very important	60%	41%
Unnecessary	4%	15%
Don't know/unsure	3%	7%
Missing	0%	N/A

<b>Table D12</b>		
<b>How important are the following suggested actions to help make the Boulder community a more welcoming and inclusive place?</b>		
<b>Respondent Characteristic</b>	<b>Phone Survey (N = 576)</b>	<b>Web Survey (N = 1,014)<sup>8</sup></b>
<b>Increase funding opportunities for community-based organizations.</b>		
Not important at all	9%	11%
Somewhat important	37%	36%
Very important	30%	28%
Unnecessary	13%	16%
Don't know/unsure	9%	9%
Missing	2%	N/A
<b>Provide more mental health services.</b>		
Not important at all	2%	6%
Somewhat important	23%	27%
Very important	64%	52%
Unnecessary	5%	8%
Don't know/unsure	6%	8%
Missing	0%	N/A
<b>Provide more substance abuse services.</b>		
Not important at all	2%	6%
Somewhat important	28%	31%
Very important	57%	44%
Unnecessary	4%	9%
Don't know/unsure	7%	10%
Missing	1%	N/A
<b>Expand on services for homeless population</b>		
Not important at all	8%	8%
Somewhat important	30%	21%
Very important	46%	37%
Unnecessary	11%	24%
Don't know/unsure	5%	9%
Missing	1%	N/A

Figure D2  
Suggestions for Improving Boulder

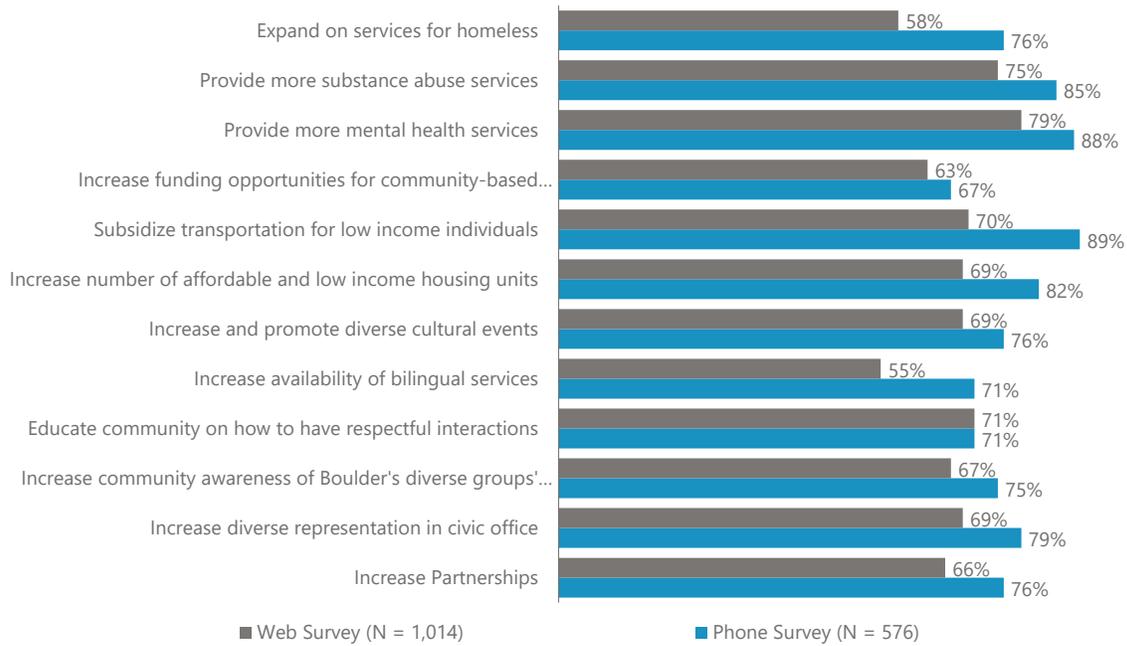


Table D13			
Summary of Open-Ended Responses			
	Question	Web	Phone
Q3b	What do you think explains why you felt unsafe?	<ul style="list-style-type: none"> <li>Homeless people in public spaces harassing, aggressively panhandling</li> <li>Being female and/or smaller in stature</li> <li>Walking at night and/or in areas with lots of homeless people</li> <li>Crime is increasing, drugs and break-ins</li> </ul>	<ul style="list-style-type: none"> <li>Homeless people hanging out, begging/panhandling</li> <li>Perception that the homeless population is aggressive, violent, using illegal drugs, and drinking</li> <li>Transportation safety: cyclists feel unsafe because of cars; drivers and pedestrians feel unsafe because of cyclists</li> </ul>
Q3c	Did you feel unsafe in any of the following places?	<ul style="list-style-type: none"> <li>Bike paths and pedestrian paths because of poor lighting</li> <li>Grocery stores, coffee shops, library, Boulder Creek path because of homeless population</li> </ul>	<ul style="list-style-type: none"> <li>Boulder Creek path, bike paths/trails near homeless encampments</li> <li>Major intersections for pedestrians</li> <li>Driving on main roads</li> </ul>

<b>Table D13</b>			
<b>Summary of Open-Ended Responses</b>			
	<b>Question</b>	<b>Web</b>	<b>Phone</b>
Q3d	Briefly describe where the incident occurred and why you felt unsafe.	<ul style="list-style-type: none"> <li>• Aggressive panhandling; women in particular feel threatened and are being sexually harassed, verbally harassed by homeless men; people in general are disturbed by homeless having mental health problems or AODA problems, screaming obscenities and verbal harassment, following behavior, etc.</li> <li>• Break-ins, thefts, vandalism</li> <li>• Feeling unsafe because of political views not matching the majority (liberal) climate</li> <li>• Not feeling safe walking on paths and in downtown area because of high crime</li> </ul>	<ul style="list-style-type: none"> <li>• Homeless population with mental health or alcohol/drug use problems and large number of homeless in public spaces panhandling</li> <li>• Lack of lighting, feeling unsafe at night time when walking, robberies or break-ins</li> <li>• Post-election climate seems more unkind, reporting lack of personal dignity</li> </ul>
Q4	What are the top three public safety issues the Boulder community should address?	<ul style="list-style-type: none"> <li>• Homeless issue combined with mental health/AODA and lack of affordable housing</li> <li>• Police violence, people of color feel targeted and harassed, general anti-Semitism and racism</li> <li>• People with conservative political views feel oppressed and discriminated against</li> <li>• Road conditions, bicycle safety, traffic congestion</li> </ul>	<ul style="list-style-type: none"> <li>• Homelessness, panhandling, aggressive behavior perceived from homeless population</li> <li>• Public drug use mostly from homeless population, people are also concerned about others driving while under the influence of marijuana, and the legalization of marijuana in general causing problems (growing in residences, etc.)</li> <li>• Police force, minimization, and how they treat people of different races</li> <li>• Traffic, road safety, high emphasis on bicycle safety both from cyclists and pedestrians; not having enough bike trails, not having paths or roads plowed when it snows</li> </ul>

<b>Table D13</b>			
<b>Summary of Open-Ended Responses</b>			
	<b>Question</b>	<b>Web</b>	<b>Phone</b>
Q5	Briefly describe any suggestions you may have to make the Boulder community a better place.	<ul style="list-style-type: none"> <li>• Solution for the homeless population; people feel they cannot go to libraries, public places, and be safe because the city is overrun with homeless who are aggressive, mentally ill, drunk</li> <li>• More police presence, enforce laws, people feel strongly that the police are not doing enough to catch criminals or stop crime from happening, hold people accountable</li> <li>• City council needs to listen to all constituents, not just liberals</li> <li>• Education for bicycle safety, also fix traffic issues and road conditions</li> <li>• More funding for police and education on community policing and anti-bias training</li> </ul>	<ul style="list-style-type: none"> <li>• Better plan for the homeless population, housing, services; others want the homeless population gone from the city entirely</li> <li>• Better lighting in public areas and on trails</li> <li>• Crack down on driving while intoxicated, under the influence of marijuana</li> <li>• Solutions for traffic flow/congestion, enforcing the speed limit, as well as more bike trails to make the roads safer</li> <li>• More police presence in certain areas, especially to control the homeless population; more police presence at intersections and on bike trails; more community policing/community outreach from police to improve relationships</li> </ul>
Q7b	What explains why you felt unwelcome?	<ul style="list-style-type: none"> <li>• Boulder is no longer an inclusive place, neighbors are unfriendly, people do not treat each other with kindness and tolerance</li> <li>• Feeling that the city is biased toward the very wealthy, low- and middle-income people feel unwelcome</li> <li>• High-income people feel they are suddenly being discriminated against because of their status, especially being older, white, and conservative, being a homeowner</li> <li>• Families with children are not treated well, looked down upon</li> </ul>	<ul style="list-style-type: none"> <li>• People are not respecting one another's viewpoints: political, certain occupations, religions, socioeconomic status</li> </ul>

<b>Table D13</b>			
<b>Summary of Open-Ended Responses</b>			
	<b>Question</b>	<b>Web</b>	<b>Phone</b>
Q7c	Did you feel unwelcome in any of the following places?	<ul style="list-style-type: none"> <li>• City council meetings, public meetings</li> <li>• A general feeling of being unaccepted by society rather than a location</li> <li>• Public places like the library, stores, Boulder Creek path</li> </ul>	<ul style="list-style-type: none"> <li>• City hall</li> <li>• Public restaurants, shopping</li> <li>• Library</li> <li>• Elitist/wealthy neighborhoods</li> </ul>
Q7d	What about these experiences made you feel unwelcome?	<ul style="list-style-type: none"> <li>• Feeling that conservative political opinions are looked down upon</li> <li>• Being discriminated against for being white, feeling like white isn't "interesting enough" or valuable enough as a diversity, that no one cares about white people</li> </ul>	<ul style="list-style-type: none"> <li>• General bullying/disrespectful behavior</li> <li>• Feeling uncomfortable being a conservative/older/white person in a liberal town</li> </ul>
Q11	Please describe any other suggestions you have to make Boulder a more welcoming and safe place.	<ul style="list-style-type: none"> <li>• The "true minorities" are Christian, conservative, white, and they are being discriminated against</li> <li>• Boulder is not affordable for housing or small businesses</li> <li>• Increase tolerance for differing political opinions</li> <li>• City council is trying too hard to make it seem like they care about diversity; there is too much of a "PC culture" that is not viewed as authentic</li> <li>• Less services for the homeless population because people feel it will attract more homeless to Boulder; if we give freely they will take freely</li> <li>• Middle-income people feel lost in the shuffle because the wealthy are fine already, and low-income people can get affordable housing and services</li> <li>• Encourage more people of color to live/work in Boulder</li> </ul>	<ul style="list-style-type: none"> <li>• Increase availability of affordable housing in/near the city, stop building offices</li> <li>• Places for homeless population to be during the day, more services for homeless</li> <li>• Try to increase the diversity of the city, encourage more diverse populations to live in Boulder</li> <li>• Make it more accessible to those who aren't wealthy; need to support the middle class</li> <li>• General perception that the city council and city government do not actually listen to constituents and/or are working for the liberal elite</li> <li>• Expand the definition of inclusivity to include political views; only liberal viewpoints are welcome</li> <li>• Fix traffic issues, congestion, enforce existing traffic laws</li> </ul>



**HUMAN SERVICES  
STRATEGY**

## Human Services Fees

Policy Recommendations | Fee Study | Procedural Tools

June 2017

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## **Introduction**

The Human Services Department (HS) has three main roles in the community: service provision, funding and partner/leader. All fees charged by HS are within the service provider role. However, not every service has an associated fee.

In November 2016, the Novak Consulting Group prepared a fee study for HS. The report highlighted inconsistencies between city and department fee policies, detailed current user fees charged in the department's Senior Services, Family Services, and Community Relations work groups, and provided a draft HS User Fee Policy.

It is recommended that the department adopt the Novak User Fee Policy draft in its entirety. In addition, the following report, *Human Services Fees: Policy Recommendations, Fee Study and Procedural Tools*, is provided to augment the Novak document with specific recommendations which adhere to all city financial and management policies.

The report begins by reviewing city fee policy and no charge services, followed by fee charges by work area, with a final section that addresses other fee considerations including resident and non-resident charges, reduced rate and fee waivers. All specific recommendations for fee changes are summarized in a matrix on page 21. The Novak fee study and draft User Fee policy are found in Attachment 1.

## **City Fee Policy**

The city has two types of user fees, codified and non-codified. This document is limited to addressing non-codified fees. Non-codified fees are those which are not included in the Boulder Revised Code. These fees are set by each department, including HS, based on operational considerations and the city's financial and management policies. The following guidelines for non-codified fees are from the city's Financial and Management Policies as published in the 2013 approved budget.

**User Fee Guidelines** - City of Boulder general guidelines for user fees are based on the following considerations:

### **A. Full Cost Recovery**

1. The individual or group using the service is the primary beneficiary.
2. The level of service use attributed to a user is known.
3. Administrative cost of imposing and collecting the fee is not excessive.
4. Imposing a full cost fee would not place the city at a competitive disadvantage.
5. The service is usually provided by the private sector, but may also be provided by the public sector.

### **B. Partial Cost Recovery**

1. Services benefit those who participate but the community at large also benefits.
2. The level of service use attributed to a user is known.
3. Administrative costs of imposing and collecting the fee are not excessive.
4. Imposing a full cost fee would place the city at a competitive disadvantage.

5. The service is usually provided by the public sector, but may also be provided by the private sector.

**C. No Cost Recovery** (*a service does not have to meet every criterion*)

1. The service is equally available to everyone in the community and should benefit everyone.
2. Because the service is basic, it is difficult to determine benefits received by one user.
3. The level of service attributable to a user is not known.
4. Administrative costs of imposing and collecting a fee exceed revenue expected from the fee.
5. Imposing the fee would place the city at a serious competitive disadvantage.

**Other Considerations**

1. Nonresidents do not pay the full level of City taxes. Therefore, nonresidents will usually pay a premium of 25% above the standard fee for the service.
2. The City currently defines "Direct Costs" as costs that are all the specific, identifiable expenses associated with the actual provision of a service.
3. "Indirect Costs" can include departmental overhead costs such as administrative costs and operating reserve account as well as city overhead costs. City overhead costs include the costs of all the City's general support services.
4. Departments when establishing fees should identify whether a fee recovers the full cost, (sum of direct and indirect costs), partial cost or is a market rate fee.

To be consistent with city policy, all HS services provided without charge should fit within the criteria for "No Cost Recovery" listed above. Any service that has an associated fee will result in partial or full cost recovery.

**No Charge/No Cost Recovery Services**

The direct services provided by the department for which fees are never charged include as resources consultations and programs, subsidies, youth development, ordinance enforcement and facility admission. The current basis for not charging fees is consistent with the proposed Novak User Fee Policy and no changes are recommended.

Resource consultations and programs and wellness clinics are provided by Senior Services Resource Specialists and Family Outreach Coordinators in the Family Resource Schools program. Resource consultations are targeted to people in need. These services are only provided by the public or nonprofit sectors such as Boulder County and the Emergency Family Assistance Association (EFAA). Charging for resource consultations would likely discourage use by the low-income people the programs exist to serve. For these reasons, resource consultations and programs and wellness clinics meet the "No Cost Recovery" criteria of the city's fee policy.

Subsidies consist of food tax rebate and child care subsidies programs. There is no fee to apply for either program. Child care subsidies, which partially alleviate the cost of child care, require each family to

contribute. These programs are primarily provided by the public sector and are consistent with the “No Cost Recovery” criteria of the city’s fee policy.

Youth development activities are the work of the Youth Opportunity Program and the Youth Opportunity Advisory Board, which encourages civic participation by youth and fosters development with grant making and the Youth Individual Fund. The mission of the Youth Opportunity Program is to strengthen the community through empowering youth, providing opportunities for youth, encouraging youth civic participation and volunteer work and advising city government. A significant number of youth served are low income or people of color. These youth development activities are only provided by the public sector and are consistent with the “No Cost Recovery” criteria of the city’s fee policy.

Ordinance enforcement services are provided by the Office of Human Rights. While ordinance enforcement activities benefit specific users, this service is only provided by the public sector, similar to law enforcement. Charging for ordinance enforcement could result in the undesirable behavior of discouraging reporting violations. For these reasons, ordinance enforcement is consistent with the “No Cost Recovery” criteria of the city’s fee policy.

Facility admission includes use of common areas, and at the senior centers, of computers, pool table, library and other amenities. Senior center informal meetings of groups of older adults and space for socializing fall into this category. Access to public facilities is a service only provided by the public sector and is consistent with the “No Cost Recovery” criteria of the city’s fee policy. Charging for the use of common areas and amenities would be administratively burdensome and could result in discouraging facility use.

No changes would be made under the proposed policy for those currently free programs that align with growing community needs and priorities as outlined in the Human Services Strategy, or with department programmatic priorities such as senior center activation. Any currently free programs which are not aligned with strategic and programmatic priorities should be reviewed for realignment or full or partial cost recovery.

***Policy Recommendation: Criteria for No Charge Activities***

If an activity meets all the following criteria, it may be offered for no charge if deemed appropriate for Senior Services programming.

- Meets city No Cost Recovery guidelines, OR all the below:
- Is sponsored by a partner (no direct costs to the department);
- Addresses the Human Services Strategic priority goal and focus areas;
- Is not used by the partner for economic gain; and
- Takes place during business hours, or outside of business hours with manager approval.

Activities which meet these criteria are primarily provided by the public or nonprofit sector and consistent with the “No Cost Recovery” category of the city’s fee policy.

**Senior Services Fee-Based Activities**

Senior Services programming areas include health and wellness, social programs and facility rentals. Percent overhead used for all Senior Services activities is an average of the 2015, 2016 and 2017 budgets and the cost allocation between programs is based on FTE, as required by the city’s Priority-Based Budgeting costing methodology. The following table shows overhead percentages.

**Table 3: Overhead for Senior Services Programs, 3-Year Average: 2015–17**

Program	Program FTE	Division Admin. %	Dept. Admin. %	City Overhead %	Total Dept. %	Total % with City Overhead
Senior Centers	3.5	47%	14%	14%	61%	75%
Sr. Health & Wellness	0.75	10%	3%	3%	12%	15%
Sr. Social Programs	1.04	13%	4%	4%	17%	20%

For the purposes of categorizing HS fees, fees that recover all costs including city overhead will be described as achieving full cost recovery.

**Senior Health and Wellness**

Activities within Senior Health and Wellness include drop-in fitness classes, registered fitness classes and massage/bodywork. Certain activities meet the city’s criteria for partial cost recovery and others for full cost recovery. Benchmarking fitness pricing to align with city Parks and Recreation (P&R) creates consistency for customers and administrative efficiencies. P&R pricing is based on partial cost recovery and is consistent with the city’s fee policy. Massage and bodywork services are supplemental wellness activities therefore full cost recovery is appropriate.

Drop-in fitness

HS has enhanced its partnership with P&R in Senior Services fitness offerings starting in 2016 with the expansion of SilverSneakers® drop-in senior fitness classes to all three city recreation centers and transition of SilverSneakers® program administration from HS to P&R. Program management consolidation increased city-wide efficiency while enhancing the customer experience. The SilverSneakers® interdepartmental agreement did not address cost sharing or user fees for non-SilverSneakers® class participants. During 2016, a drop-in class participant paying at the East Senior Center entrance would be subject to the following fee schedule

**Table 1: Drop-in Fitness Fees**

	Encore* Resident	City Resident	Encore Non-Resident	Non-Resident
Drop-In Fee (2016)	\$4	\$5	\$6	\$7

\*An optional membership program for adults age 55+ requiring an annual fee in return for fitness class discounts and priority registration

For the same class, a participant would pay \$5.75 at the P&R entrance regardless of residency or Encore membership. It is recommended that this inconsistency be eliminated by adopting the same pricing for participants aged 60 and older.

**Policy Recommendation: Pricing drop-in fitness classes**

Adopt consistent pricing between P&R and HS for drop-in classes.

During P&R’s 2014-16 master plan update, cost recovery levels were proposed for activities. The following excerpt from the P&R Advisory Board (PRAB) study session of Jan. 27, 2014 shows cost recovery targets by type of activity:

**Figure 1: Parks and Recreation Cost Recovery Types and Targets**

**Cost Recovery Types**

Recreation Services	Cost Types						
	Program Direct*	Program Indirect	Facility	Recreation Indirect	Department Indirect	City Cost-Allocation	Capital
Programs (Classes, Teams, Leagues, Camps)	X	X	X	X	Δ	Δ	Δ
Contracted Recreation Services	O	O	X	X	Δ	Δ	Δ
Facilities (Admissions)	O	O	X	X	Δ	Δ	Δ
Rentals	O	O	X	X	Δ	Δ	Δ

\* Cost baseline  
X = City of Boulder Parks and Recreation Costs  
O = Costs paid by user but collected by outside program provider  
Δ = Costs not presently recovered via user fees

**Cost Recovery Goals**

Program	Cost Recovery Goal
<b>Social Core Programs</b>	
YSI	0% cost recovery (100% tax supported)
Inclusion	0% cost recovery (100% tax supported)
EXPAND Specialized Programs	75%-100% cost recovery
Learn-to-Swim Programs	90%-100% cost recovery
Certification Programs	90%- 100% cost recovery
Level 100 "Learn-to" Programs	90%- 100% cost recovery
<b>Desirable Programs</b>	
Level 200-300 Programs	100% cost recovery <i>(achieving 100% plus cost recovery would move the program from "Desirable" into the Business Core category)</i>
<b>Business Core Programs</b>	
Level 400 programs, summer camps, private lessons, tournaments	Cost recovery exceeds 100%

\* Cost recovery goals relate to the program direct, program indirect, facility, and recreation indirect costs, but will likely not recover department-related indirect costs, City cost-allocation, and capital costs.

P&R user fees, including the senior drop-in rate of \$5.75, are designed for partial cost recovery. Department indirect and city-wide cost allocation are not included in P&R's cost recovery targets. The following table shows how Boulder's P&R drop-in fitness rates compare with neighboring cities.

**Table 2: P&R Drop-in Fitness Fees in Boulder and Neighboring Cities**

	Boulder	Lafayette	Longmont
<b>Resident</b>	\$5.75	\$3.25	\$4.00
<b>Non-Resident</b>	\$5.75	\$3.25	\$5.00

Registered fitness

The following chart describes costs associated with 2017 Senior Services fitness classes including staff time and all overhead. The cost of approximately \$7 per class in staff time is based on the program manager's estimate of one hour each week to manage seven weekly fitness classes. week. Instructor cost is based on the highest-paid fitness instructor working 1.25 hours for an hour-long class. To meet partial cost recovery requirements, residents would be charged \$5 per class (non-residents \$7) with a minimum class size of six to cover direct instructor costs.

**Table 4: Direct and Indirect Costs for Senior Services Fitness Classes, 2017**

<i>Fitness Classes - all costs*</i>	
Instructor maximum cost	\$29.59
Staff time (program manager)	\$7.00
<b>Subtotal</b>	<b>\$36.59</b>
Division overhead 10%	\$3.66
Department overhead 3%	\$1.10
City overhead 3%	\$1.10
<b>Total of all costs</b>	<b>\$42.44</b>
<b>Class size:</b>	
@ \$5/class - current	
Minimum class size to cover instructor costs (partial cost recovery)	6
Minimum size to cover staff time, instructor costs and overhead (full cost recovery)	9

\*Per single hour-long class, whether part of a class series or a one-off

Based on data from staff, the average class size is eight to ten people, which results revenue of \$40 to \$50, covering all direct and some indirect costs. Current pricing is competitive with neighboring cities. Current pricing for an average class size of ten people results in full cost recovery.

***Policy Recommendation: Pricing Registered Fitness Classes***

Retain 2017 pricing (\$5/class) with resident/non-resident differential.

Massage and bodywork

2017 pricing is at full cost recovery based on overhead percentages, and the staff time estimate of one hour each week of required program management staff time for 25 weekly massages, a \$2 per massage cost for staff time. The cost for the massage provider shown is that of the highest paid provider used.

**Table 5: Direct and Indirect Costs for Massage and Bodywork, 2017**

<b><i>Massage - all costs, per hour</i></b>	
Massage provider maximum cost	\$30.00
Staff time	\$2.00
<b>Subtotal</b>	<b>\$32.00</b>
Division overhead 10%	\$3.20
Department overhead 3%	\$0.96
City overhead 3%	\$0.96
<b>Total of all costs</b>	<b>\$37.12</b>

The current resident price of \$40/hour is just above full cost recovery. However, this price is below market rate of \$50 to \$75 per hour and below the rates charged by neighboring cities. Both Lafayette and Longmont offer senior massage for \$60/hour for both residents and non-residents. Massage is very popular at current prices and contributes about \$40,000 annually to city revenue. Currently about one hour each week of staff time is spent managing the massage and bodywork program. Senior massage is currently available to people aged 55 or older. It is recommended that this age increase to 62 or older which is the age at which residents qualify for the city’s Food Tax Rebate Program and HUD’s senior housing programs. This age is midway between age 60 which is the age qualification for the Older American’s Act and 65, the age qualification for Medicare. An increase in the eligibility age clarifies the program’s focus on older adults.

***Policy Recommendation: Cost Recovery for Senior Services Health & Wellness Activities***

- Fitness Classes – base user fees on partial cost recovery.
- Massage/Bodywork – base user fees on full cost recovery and match non-resident rates for neighboring cities.

***Policy Recommendation for Massage and Bodywork:***

- Increase pricing to \$50/hour for residents and \$62.50/hour for non-residents (25 percent more) and raise the eligibility age to 62.

**Senior Social Programs**

Senior social programs include day trips, overnight trips and enrichment programs and classes.

**Day trips**

In general, Boulder’s current fees for day trips are significantly higher than neighboring cities. Despite the higher fees, costs including bus overhead are not fully recovered and no management staff time costs are recovered. The template currently used for pricing trips is shown on page 9 of Attachment 1. In the fall 2016 Senior Services Magazine, the price for the least expensive trip offered was \$24 for a tour of Denver’s Continental Sausage, Inc. This was a six-hour trip. The second least-expensive option was the “Denver History Tours: Food” excursion for \$33, also a six-hour trip. Both activities were popular in that more people registered than anticipated. This was not the case for more expensive offerings. Bus ownership is costly and administratively burdensome and implementation of the city’s living wage has increased operating costs.

***Policy Recommendations: Day Trips***

- Focus on the types of trips which have a more direct impact on HS goals, requiring only partial cost recovery. Activities to focus on: Inclusion/Diversity, Independence, Health and Wellness and Engagement. Expand participation by lowering cost and increasing accessibility. Explore alternatives to bus ownership for day trip offerings.
- Explore the possibility of including some very low cost (\$5) trips to free or inexpensive locations to utilize the bus for a broader community benefit while meeting partial cost recovery guidelines. These would be shorter trips – a half day at most since driver pay is a direct cost for most trips. Shorter trips are also more accessible to those who may not have the stamina for an all-day outing.
- Revise the costing template for day trips to show costs of staff time and department overhead.

**Overnight trips**

Overnight travel has been offered in past years through a contract with an external vendor. The cost is limited to staff time required to advertise offerings. From 2010 –16 revenue exceeded costs, with higher participation rates resulting in greater profits. Overnight travel could fit into the overall mix of programming from a financial perspective, especially if well attended. However, the actual amount of revenue generated is relatively small so if the program were to be discontinued it would not have a big financial impact on operations.

**Table 6: Overnight Trips Revenue, 2010-16**

DATE	PARTICIPANTS	10% CITY COMMISSION	EST. LEISURE WEST REVENUE	NOTE
2010	11	\$1,133	\$11,330	4Q Data only
2011	18	\$2,100	\$21,000	
2012	9	\$1,582	\$15,820	
2013	25	\$1,593	\$15,930	
2014	27	\$3,200	\$32,000	
2015	39	\$4,984	\$49,840	
2016	11	\$1,398	\$13,980	
<b>TOTAL</b>	<b>140</b>	<b>\$15,990</b>	<b>\$159,900</b>	<b>YTD 11/25/16</b>

***Policy Recommendation: Overnight Trips***

Continue the overnight trips program if there is staff capacity, sufficient public interest and full cost recovery.

Enrichment

Enrichment covers a variety of activities that provide social and educational opportunities, such as educational seminars, card games, arts and crafts, computer classes and special events.

Cost Recovery for Enrichment Activities

Some enrichment activities are sponsored and free to participants but most are offered for a fee. Cost recovery is determined by a revenue sharing agreement with the instructors who are independent contractors. Staff time for programming and marketing costs approximately \$200 for each event or class series. Most instructors receive 60 percent of class revenue but a few outliers receive a percentage greater than 60 and at most 80. The city of Longmont has a revenue sharing agreement for similar activities giving instructors 80 percent of revenue. Boulder’s higher percentages are reserved for offerings that have demonstrated a high demand (over 20 participants). Because of the fixed cost of staff time associated with programming, activities which are well attended can result in full cost recovery while activities with only a few participants may not generate enough revenue to cover the time spent. The following are two examples of enrichment activities.

**Table 7: Direct and Indirect Costs for Enrichment Activities, 2016 (Examples)**

Watercolor Class Series		Communications Class	
Gross Revenue	\$3,656	Gross Revenue	\$124
Direct Cost - Instructor 80% of Revenue	\$2,925	Direct Cost - Instructor 80% of Revenue	\$99
<b>Indirect Costs</b>		<b>Indirect Costs</b>	
Staff time	\$200	Staff time	\$200
Division overhead 10%	\$20	Division overhead 10%	\$20
Dept. overhead 3%	\$7	Dept. overhead 3%	\$7
City overhead 3%	\$7	City overhead 3%	\$7
<b>Total indirect cost</b>	<b>\$234</b>	<b>Total indirect cost</b>	<b>\$234</b>
<b>City Revenue - net of direct cost</b>	<b>\$731</b>	<b>City Revenue - net of direct cost</b>	<b>\$25</b>
City Revenue - net of all costs	\$497	City Revenue - net of all costs	-\$209

A lower cost recovery target for programs that contribute to department and city goals is consistent with the city’s fee policy.

***Policy Recommendation: Enrichment***

Require higher cost recovery from enrichment activities that have a less direct contribution to Human Services Strategy goals.

**Senior Facility Rentals**

The final category in which fees are charged in Senior Services is facility rentals. Currently Senior Services manages facility rentals for the West Senior Center only. In 2014 East Senior Center facility rentals came under the management of P & R. During the fourth quarter of 2014, in response to a growing city-wide need for office space, the West Senior Center was remodeled. Human Services administrative and planning workgroups relocated to the West Senior Center in the first quarter of 2015, reducing available rental space. As a result, budgeted revenue from facility rentals decreased from \$25,000 in 2015 to \$15,000 in 2016. There is demand for no-charge facility use. The following are the recommended conditions under which the space may be used without charge.

**Recommended criteria for free use of space:**

- Use by seniors for social activities;
- Event takes place during Senior Services business hours;
- Space is not already programmed;
- Available to city groups during business hours; and

- Available to City Manager’s Office and City Council at any time

The following tables show fees for rentals at both senior centers.

**Table 8: Rental Rates at the West Senior Center, 2016**

ROOM NAME	CAPACITY	STANDARD RATE/HOUR	NONPROFIT RATE/HOUR
Creekside Theatre	75	\$75	\$50
Boulder Falls	25	\$55	\$40
Four Mile	25	\$55	\$40

Rooms at the West Senior Center are rented to city groups at a rate of \$35/hour. City groups can use the space free of charge during business hours for a purpose that benefits the whole city, for example, the city’s “Spring Break” celebration or a leadership class.

**Table 9: Rental Rates at the East Senior Center (Set by P&R), 2016**

ROOM NAME	DIMENSIONS	CAPACITY	HOURLY RATE
Ballroom	(three rooms combined) 2720 sq. ft.	175	\$150
Panorama	40x22 - 880 sq. ft.	55	\$75
Flatirons	40x24 - 960 sq. ft.	55	\$75
Mountain View	40x22 - 880 sq. ft.	55	\$75
Eldorado	34x22 - 720 sq. ft.	40	\$55
Flagstaff	32x22 - 755 sq. ft.	44	\$55

Considerations in assessing whether current fees for facility rentals are appropriate:

- Prices are comparable between the East and West Senior Centers;
- Nonprofit and city rates at the West Senior Center cover attendant costs regardless of whether the attendant is standard or temporary; and

A multi-hour rental costs less per hour than a one-hour rental because the attendant needs the same amount of time before and after each rental regardless of duration. Most rentals are for more than one hour. Current rental rates cover the cost of staffing the facility with one attendant. Staffing with one attendant is current practice and is sufficient if the event is closed to the public. In an event such as an open house where people come and go, staffing with two attendants is more desirable for safety reasons. Price increases are necessary to recover costs when two attendants are used for facility rentals.

**Table 10. West Senior Center Facility Rentals Cost Using One Attendant and Two Attendants, 2017**

<i>Facility Rentals - Two-hour Event Rental Costs; One Attendant</i>		<i>Facility Rentals – Two-hour Event Rental Costs; Two Attendants</i>	
<b>Costs: Two-hour rental</b>		<b>Costs: Two-hour rental</b>	
Attendant -rental time	\$37.08	Attendants (2) -rental time	\$74.16
Attendant - 15 min before & after	\$9.27	Attendant (1) - 15 min before & after	\$9.27
Two-hour event attendant total cost	\$46.35	Two-hour event attendant total cost	\$83.43
Administrative cost	\$24.00	Administrative cost	\$24.00
<b>Attendant &amp; Admin.</b>	<b>\$70.35</b>	<b>Attendant &amp; Admin.</b>	<b>\$107.43</b>

Facility rentals to the public have become an increasingly small part of Senior Services revenue. In 2016, there were five facility rentals to private parties resulting in revenue of \$1,615. The largest revenue source is the Meals on Wheels office space lease. The lease cost is based on sharing city costs for utilities, maintenance and other items and is below-market rent. Should Human Services co-locate, this lease agreement will no longer be possible.

***Policy Recommendations: Facility Rental Fees***

Increase facility rental fees to cover the cost of two attendants when event is open to the public. Implement the fee structure listed in the table below during 2017 or 2018.

**Table 11. Recommended West Senior Center Rental Rates**

ROOM NAME	CAPACITY	STANDARD RATE/HOUR	NONPROFIT RATE/HOUR
Creekside Theatre	75	\$90	\$65
Boulder Falls	25	\$70	\$55
Four Mile	25	\$70	\$55

- Review conditions impacting rentals (number and type of rentals in the previous year, market rates, attendant costs and capacity for increase, East Senior Center rental rates) during budget development to assess if fee increases are appropriate. As the city’s living wage increases, increase rental rates to cover attendant costs as needed.

**Family Services**

The Family Resource Schools program provides services in elementary schools with a high number of low-income students and English language learners.

The Family Resources Schools (FRS) program is unique in HS in that fees from afterschool classes are dedicated to the program and are an important part of overall funding. All other department fees are considered general fund revenue which partially offsets the HS budget, not the costs of specific programs.

Afterschool classes

FRS charges fees for all social or cultural enrichment classes provided at the schools. Fees are typically the same for all afterschool classes at each school but vary between schools

All FRS classes include class materials, snack and transportation. In the case where BVSD runs the class and FRS supports (rather than FRS organized), families may pay a small fee (\$5-\$15) to access transportation.

Each Family Outreach Coordinator (FOC) currently determines the amount charged for afterschool fees based on the following:

- Peer discussion and review of BVSD and other afterschool program rates;
- Parental input, both informal and via a biennial survey;
- School population’s ability to pay based on percentage of free and reduced lunch program students.
- Feedback from the principal and the Family Services Manager;
- Donations and special funding provided by the school, PTA/O, BVSD, grants, etc.,

The following table shows afterschool fees per semester for FRS elementary schools.

**Table 12: Afterschool Fees for Family Resource Schools, 2016**

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Columbine	Creekside	Crest View	Uni Hill	Whittier
\$100	\$100	\$70	\$75	\$85

The afterschool program would fully recover all direct costs if all students enrolled in the program paid full fees. However, the goal of the program is to remove academic and non-academic barriers to success for low-income students and English language learners, not to generate revenue. Per HS policy, low-income students do not pay fees and the percentage of low-income students participating in afterschool

classes has increased over time. The following chart shows the percentage of students receiving free or reduced lunch (an income measure) who participated in afterschool classes in 2008 compared with 2015.

**Table 13: Students in Afterschool Programs, 2008 vs. 2015**

Year	2008	2015
Number of Students in Afterschool Programs	819	927
Number of Free and Reduced Lunch Students in Afterschool Programs	285	555
<b>Free &amp; Reduced Lunch Student Percentage</b>	<b>35%</b>	<b>60%</b>

Afterschool program capacity varies between schools based on the FRS budget, the school’s ability to accommodate students safely after school and the principal’s input. Program participation each day may range from 50-100+ students.

The following chart shows afterschool participation by school.

**Table 14: 2014-15 Total FRS Students and Afterschool Participation**

SCHOOL	Columbine	Creekside	Crest View	Uni Hill	Whitter	Totals
Total Students	496	333	586	427	396	2238
Free & Reduced Lunch	342	128	140	263	154	1027
<b>Free &amp; Reduced Lunch Percent by School</b>	<b>69%</b>	<b>38%</b>	<b>24%</b>	<b>62%</b>	<b>39%</b>	<b>46%</b>
Afterschool Program Participants	269	154	116	204	184	927

Percent of Students Participating in Afterschool Programs	54%	46%	20%	48%	46%	41%
Free & Reduced Lunch Afterschool Program Participants	159	53	55	200	88	555
<b>Free &amp; Reduced Lunch Percent of Afterschool Program Participants</b>	<b>59%</b>	<b>34%</b>	<b>47%</b>	<b>98%</b>	<b>48%</b>	<b>60%</b>

Cost recovery varies by school. The following chart shows direct cost recovery for all FRS schools.

**Table 15: Direct Cost\* Recovery by FRS School, 2015-16**

SCHOOL	Columbine	Creekside	Crest View	Uni Hill	Whitter	Total
Fee Revenue	\$13,290	\$9,770	\$8,240	\$10,202	\$21,387	\$62,889
Afterschool Expense	\$29,400	\$17,511	\$16,335	\$28,990	\$23,961	\$116,198
Fee Cost Recovery %	45%	56%	50%	35%	89%	54%
Donations	\$3,406	\$350	\$1,455	\$4,500	0	\$9,711
<b>Direct Cost Recovery for Fees &amp; Donations</b>	<b>57%</b>	<b>58%</b>	<b>59%</b>	<b>51%</b>	<b>89%</b>	<b>62%</b>

\*Direct costs include instructor fees, materials, and support staff required.

#### Free Classes in Family Resource Schools

An FRS afterschool program is offered without charge when the class is considered academic rather than social or cultural. This includes academic classes (i.e., homework clubs, tutoring, mentoring. A fee may

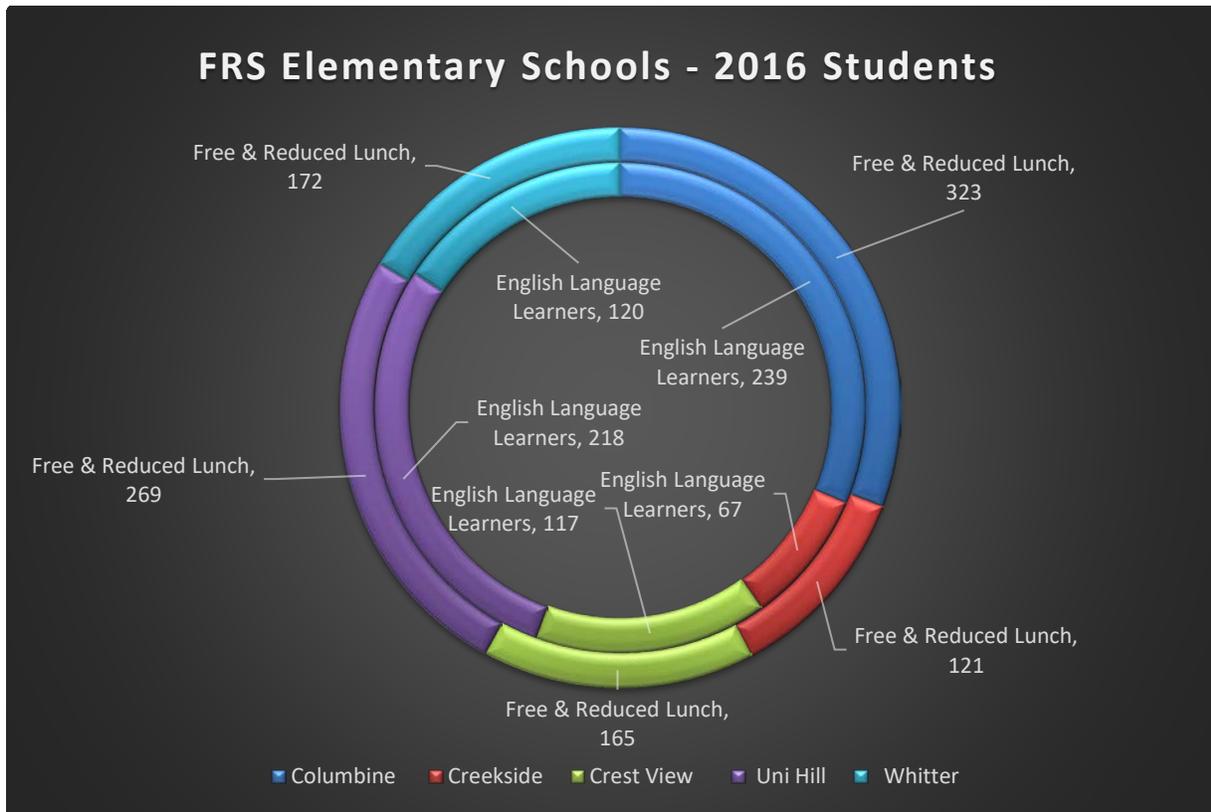
be charged for materials (supply kits, t-shirts, technology) or events (e.g. Lego Robotics team competitions) beyond basic materials and supplies.

Family Resource Schools – School Selection and Purpose of Program

The elementary schools served by FRS were selected based on the percent of children who are English language learners and who are on the free and reduced lunch program. The percent of low-income students participating in classes has a larger influence on cost recovery than the fee amount.

The following chart shows the number of students who are English language learners or who participate in the free and reduced lunch program in the FRS schools.

**Chart 1: Students in Family Resource Schools**



**Policy Recommendation: FRS Afterschool Class Pricing**

Continue current practice of allowing for variation in the fees charged by school to encourage broad participation in the afterschool program and the availability of a variety of classes to students with low incomes. See p. 21.

## Community Relations

Within the Community Resources work group, the Community Mediation program charges fees for mediation, restorative justice and law enforcement seminars.

### Community Mediation

Community Mediation Services (CMS) assists in resolving disputes for Boulder residents, offers restorative justice options as well as seminars for offenders, and facilitates public and nonprofit agency meetings. The city subsidizes mediation services for economically disadvantaged residents as private sector rates for similar work would likely be cost prohibitive. Private sector mediators can charge approximately \$100 per hour and up. CMS uses staff and trained volunteers to conduct mediations and restorative justice (RJ) cases.

The following chart shows fees and revenue for CMS services.

**Table 16: Fee Levels and Revenue for Community Mediation Services: 2013–15**

	<b>2013</b>	<b>2014</b>	<b>2015</b>
<b>Mediation Fee</b>	<b>\$25</b>	<b>\$25</b>	<b>\$25</b>
Mediation Revenue	\$1,635	\$1,300	\$625
<b>Facilitation Fee</b>	<b>varies</b>		
Facilitation Revenue	\$975	\$250	\$150
<b>Law Enforcement Seminar Fee</b>	<b>N/A</b>	<b>\$40</b>	<b>\$40</b>
LE Seminar Revenue	\$ -	\$5,060	\$5,080
<b>Restorative Justice Fee</b>	<b>\$125</b>	<b>\$125</b>	<b>\$125</b>
Restorative Justice Revenue	\$3,000	\$4,590	\$1,690

The baseline fee for mediation is \$25, which was set in response to a City Council-mandated revenue goal of \$10,000 established in 1997 and has not increased. Mediation fees are set at a nominal amount to encourage accessibility and participation. In 2015 fees were waived in 72 percent of cases.

Municipal court restorative justice fees are \$125 per client, which is based on an amount suggested by state legislation regarding restorative justice. This is the same amount charged by CU's restorative justice program. This fee may be waived at staff discretion.

CMS has provided restorative justice services for cases referred by the District Attorney's Office as part of a statewide pilot project. CMS did not collect fees directly from clients. The DA's office paid HS \$8,840 in 2016 and \$11,000 in 2015 for handling these cases. In 2015, restorative justice services were provided to 24 youth as part of the DA's pilot program. In 2016, a minimum of seven restorative justice cases were required in the grant agreement with the city for funding of \$8,840.

Participation in the Law Enforcement Seminar costs \$40, and no waivers or reductions are granted. The fee structure is based on the amount charged by the previous provider, a private contractor.

At low levels of participation, the law enforcement seminar fee does not provide enough revenue to recover direct costs. The administration of law enforcement seminars does not contribute directly to Human Service priorities and may be a more appropriate function of municipal courts. In 2016, activity has dropped to less than half of that in 2014 and 2015.

In addition to Mediation, Restorative Justice and Law Enforcement Seminars, CMS staff occasionally provide facilitation services to support the internal work of the City of Boulder. These services have been provided without charge.

***Policy Recommendation: Law Enforcement Seminars***

Discontinue administration of law enforcement seminars. Work with municipal courts to find an alternative provider.

In addition to setting the appropriate level of fees for programs and activities, other issues impacting the overall fee structure for HS are pricing for residents vs. non-residents and the conditions under which fees may be reduced or waived.

**Resident and Non-resident Pricing**

The city's fee policy states, "Non-residents do not pay the full level of City taxes. Therefore, non-residents will usually pay a premium of 25% above the standard fee for service." Charging the premium to non-residents is not a city requirement, but a recommendation. Senior Services is the only area within Human Services in which non-resident fees are charged as community mediation services are only offered to City of Boulder residents and all afterschool class participants attend one of the five Boulder elementary schools. Current Senior Services practice varies in whether a premium is charged and how much. When the pricing structure used by Parks & Recreation is adopted, no premium will be charged for drop-in fitness.

When the non-resident premium is charged, more expensive activities generally have non-resident pricing of less than 25 percent over the resident fee. As an example, two bridge classes were offered in Fall 2016. Each charged a resident fee of \$50. The non-resident fees were \$55 and \$60. This non-resident price premium is specified in the city's fee policy. Although it is not a requirement, applying the same percentage price differential will result in more consistent pricing for non-residents.

***Policy Recommendation: Non-resident Pricing***

Price all activities 25 percent higher for non-residents.

## Reduced Rate and Fee Waivers

### Senior Services

Senior Services has a reduced rate program which provides a 25 percent discount on all activities and two day trips per quarter. A Boulder resident qualifies for the reduced rate program if household income is under 50 percent of area median income (AMI). This is consistent with the city's fee policy. The reduced rate program is currently underused and has about 30 participants. Participant feedback suggests that the program might be more popular if it were more convenient and had greater options. As an alternative, the reduced rate program could be changed from a discount to a scholarship, thereby providing maximum choice for consumers and likely increasing program participation. This change is in line with the HS Strategy priority goal of economic mobility and resilience. Providing a scholarship allows clients with lower incomes to stay healthy and socially active by participating in programs of their choice that may not otherwise be accessible, even with a 25 percent discount. This change is recommended by the Senior Community Advisory Committee.

### ***Policy Recommendations: Senior Services Reduced Rate***

- Change the Senior Services reduced rate program to expand the accessibility of programs by replacing the discount with a scholarship of \$100/year. Clients can choose how to use the scholarship on the programs most important to them.
- Determine eligibility for the Senior Services scholarship based on financial need (50 percent of AMI), updated annually to reflect changes in area median income.
- When facilitation services are used by other city departments, determine an appropriate rate for interdepartmental charges based on an estimate of the staff time required.

### Family Resource Schools (FRS)

Students at one of the five family resource elementary schools who are determined by the school district to be eligible for the Free or Reduced Lunch program or who are categorized as homeless by McKinney-Vento are eligible for waiver or reduction of city afterschool fees. In these situations, a CDBG grant provides scholarships (waivers) and subsidies to offset PE and NPE costs for afterschool programming. Qualifying families must meet CDBG income requirements or Family Services staff must determine that the family has special circumstances in which participation would support family stability. The income guidelines for Free and Reduced Lunch are lower than 50% of AMI in most cases. Using income qualification done by the schools saves city administrative costs.

### ***Policy Recommendation: Afterschool Program Fee Waiver and Reduction***

Continue the current process for waiving and discounting afterschool fees.

### Mediation

Program staff have discretion to waive and/or reduce this fee in the event of hardship., Typically the program grants full waivers in instances where a client lives in publicly subsidized housing, or has self-

disclosed a disability that impacts their employment status. CMS also provides free mediation in eviction court.

**Table 17: 2015 Fee Cases vs. Waived Fee Cases by Program**

	Mediation	Seminars	Facilitations	RJ	RJ – DA Grant
Fee Cases	15	12	3	14	
Waived Fee Cases	38			18	17
<b>Total</b>	<b>53</b>	<b>12</b>	<b>3</b>	<b>32</b>	<b>17</b>

Documenting criteria for fee waiver qualification can increase consistency in the provision of fee waivers. Allowing for staff discretion in granting additional waivers while documenting the reasons can give the program information to use when modifying the waiver criteria and reporting on program activities.

***Policy Recommendation: Community Mediation Fee Waivers***

Establish written criteria for fee waivers.

**Conclusion**

The policy recommendations above address the policy and practical issues involved with charging fees for services to define appropriate cost recovery in line with accessibility and Human Services goals. These recommendations are consistent with the city’s fee policies and the Novak recommendations. All fees will be reviewed annually as part of the budget development process. Pricing templates used to determine cost recovery rates can be incorporated into procedures for staff to use when planning for new activities, resulting in more consistent, predictable and transparent fees charged to the public.

**Recommendations - Human Services Fees**

<i>Senior Services</i>						
<b>Program</b>	<b>2017 Resident Fee*</b>	<b>Proposed Increase</b>	<b>Proposed Decrease</b>	<b>No Change Proposed</b>	<b>Rationale</b>	<b>Proposed Implementation Date</b>
<b>Senior Drop In Fitness</b>	\$5.00	<b>Yes, to \$5.75</b>			Increase fee to match P&R's charges creating consistency for customers and administrative efficiencies for the city. This is based on an interdepartmental agreement.	2017
<b>Senior Registered Fitness</b>	\$5/Class			<b>Yes</b>	Current pricing for a usual class size of 10 people results in cost recovery of program, division and department overhead costs. An affordable price can increase accessibility and participation. The cost of Boulder's classes are higher than neighboring cities but not significantly	N/A
<b>Senior Bodywork &amp; Massage</b>	\$40.00	<b>Yes, to \$50</b>			Although the current price results in full cost recovery, the price is below market rate and below rates charges by neighboring cities.	2018
<b>Senior Enrichment</b>	Fee Varies - Instructor is paid over 60% to 80% of revenue			<b>Yes</b>	The 60% - 80% percentage of revenue to a instructor is appropriate for a very popular program (ex. Painting and Bridge) in which attendance of 20 or more is expected or required. These programs should be offered if in alignment with HS goals. Attendance below these numbers will not meet program and division cost recovery. The costs of Boulder's classes are higher than neighboring cities.	N/A
<b>Senior Enrichment</b>	Fee Varies - Instructor is paid 60% of revenue			<b>Yes</b>	The 60% of revenue to an instructor is appropriate for a less popular program. These programs should be offered if in alignment with HS goals. (For example, offer computer classes but not silver smithing). Although direct program costs will be recovered staff and division costs may not. The costs of Boulder's classes are higher than neighboring cities.	N/A
<b>Senior Trips</b>	Varies - Depends on Costs			<b>Yes</b>	Trips and Enrichment activities will focus on: Inclusion/Diversity, Independence, Health & Wellness and Engagement. The trips costing template will be modified to include costs for programming staff time and division overhead.	2018
<b>Facility Rentals - Meals on Wheels</b>	\$20,250 annually	<b>Yes</b>			Rental rates have increased for Meals on Wheels in 2017 by 60% over the 2016 rate. Future rate changes can be anticipated based on city cost increases for utilities, maintenance and other items.	Annually, for 2018 and future years
<b>Facility Rentals - Other</b>	Varies - Depends on Room Size	<b>Yes - add \$15/hr</b>			Increase rental rates at the West Senior Center to allow for scheduling two attendants. Current pricing is comparable to P&R pricing for East Center rentals.	For 2018 or future budget years.

**Recommendations - Human Services Fees**

<i>Family Resource Schools</i>						
<b>Program</b>	<b>Fee</b>	<b>Increase</b>	<b>Decrease</b>	<b>No Change</b>	<b>Rationale</b>	<b>Implementation Date</b>
<b>Afterschool Fees</b>	\$70 - \$100 per Semester			Yes	Cost recovery is not the goal of the FRS program. FRS schools are selected by the criteria of having larger numbers of low income students and English language learners. The percent of low income students participating in classes has a larger influence on cost recovery than the fee amount.	N/A
<i>Community Mediation</i>						
<b>Program</b>	<b>Fee</b>	<b>Increase</b>	<b>Decrease</b>	<b>No Change</b>	<b>Rationale</b>	<b>Implementation Date</b>
<b>Mediation</b>	\$25 per mediation	Yes to \$30			Fees have not changed in twenty years. A small increase can still encourage accessibility and participation. In 2015 fees were waived in 72% of cases.	2018
<b>Restorative Justice</b>	\$125 per case			Yes	Fee is amount set by state and consistent with other programs. Increase fees when state fee changes.	N/A
<b>Law Enforcement Seminars</b>	\$40 per seminar				Transition program administration to another provider. At low levels of participation the fee does not provide enough revenue to recover direct costs. The administration of law enforcement seminars does not contribute directly to Human Service priorities and is a more appropriate function of municipal courts. In 2016 activity has dropped to less than half of that in 2014 and 2015.	2018
<b>Facilitation Services</b>	No charge	Yes - \$100/hr			Facilitation services are occasionally provided to other city departments. Fees have not been charged for these services in the past. Charging a fee will allow for cost recovery when staff time is used for projects outside the Human services work plan.	2017

*\*Non-Resident fees are proposed to be 25% higher than resident fees*

### Recommendations - Human Services Reduced Rate & Fee Waivers

<i>Senior Services</i>				
Basis for Fee Reduction or Waiver	Applies to	Reduction Amount	Changes Recommended	Rationale
50% of AMI	All programs	25% discount	Yes - replace with \$100/year scholarship	The city's fee policy states that the basis for reductions is 50% of AMI, so this practice is consistent with the city's fee policy. Replacing the discount with a scholarship will contribute to customer choice, increase program utilization and the accessibility of Senior Services programs.
<i>Family Resource Schools</i>				
Basis for Fee Reduction or Waiver	Applies to	Reduction Amount	Changes Recommended	Rationale
Qualification for Free or Reduced Lunch, Homeless classification or CDBG program qualification	Afterschool classes	Waiver of fees	No	The income guidelines for free & reduced lunch are lower than 50% of AMI in most cases. Using income qualification done by the schools saves administrative costs and increases the program's accessibility. The CDBG grant is given to FRS specifically to cover (PE and NPE) costs for after school programming including scholarship and subsidy. Any family requesting a fee reduction or waiver can do so and will receive it, if they meet the income requirements of the CDBG grant or the family has special circumstances, for which the FOC determines having the child(ren) participate supports family stability.
<i>Community Mediation</i>				
Basis for Fee Reduction or Waiver	Applies to	Reduction Amount	Changes Recommended	Rationale
Waiver is based on staff discretion if a client lives in subsidized housing or has disclosed a financial hardship. Fees are also waived for cases in eviction court.	Mediation, Restorative Justice	Waiver of fees	Yes - procedural	Recommendation: establish written criteria for when a client will qualify for a fee waiver. Staff may use discretion to grant waivers and document the reason when a waiver is granted.

**City of Boulder**  
**Human Services Department Fee Study**

*Report*

**November 2016**



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## User Fees in the City of Boulder

The City of Boulder has two types of user fees: codified and non-codified. Codified fees are those included in section 4-20 of the Boulder Revised Code (BRC) and include fees over which only the City Council has the authority to set and modify. Non-codified fees, such as those charged by the Human Services Department, are not set in the BRC. Non-codified fees are set by each department based on operational considerations and the City's Financial and Management Policies.

The City's Financial and Management Policies provide guidance on the establishment of non-codified user fees. According to City policy, when establishing fees, departments should set goals for whether a fee recovers the full cost (sum of direct and indirect costs) or partial cost of providing a service, or whether it generates a profit. The City defines direct costs as costs that include all the specific, identifiable expenses associated with the actual provision of a service. Indirect costs include departmental overhead costs such as administrative costs and operating reserve account as well as City overhead costs, which include the costs of all the City's general support services.

The City's Financial and Management Policies include predefined considerations to help departments determine the cost recovery goals of each program or service. The set of criteria for each cost recovery type (no-cost recovery, partial cost recovery, full cost recovery, and "enterprise" or "profit" center) follows:

- **No-Cost Recovery**
  - 1) The service is equally available to everyone in the community and should benefit everyone.
  - 2) Because the service is basic, it is difficult to determine benefits received by one user.
  - 3) The level of service attributable to a user is not known.
  - 4) Administrative costs of imposing and collecting a fee exceed revenue expected from the fee.
  - 5) Imposing the fee would place the city at a serious competitive disadvantage.
  - 6) The service is primarily provided by the public sector.
  - 7) Charging a fee would result in undesirable behavior.
- **Partial Cost Recovery**
  - 1) Services benefit those who participate but the community at large also benefits.
  - 2) The level of service use attributed to a user is known.
  - 3) Administrative costs of imposing and collecting the fee are not excessive.
  - 4) Imposing a full cost fee would place the city at a competitive disadvantage.
  - 5) The service is usually provided by the public sector, but may also be provided by the private sector.
- **Full Cost Recovery**
  - 1) The individual or group using the service is the primary beneficiary.
  - 2) The level of service use attributed to a user is known.
  - 3) Administrative cost of imposing and collecting the fee is not excessive.
  - 4) Imposing a full cost fee would not place the city at a competitive disadvantage.
  - 5) The service is usually provided by the private sector, but may also be provided by the public sector.

- **"Enterprise" or "Profit" Center**
  - 1) Individuals or groups benefit from the service and there is little community benefit.
  - 2) The level of service use attributable to a user is known.
  - 3) There is excess demand for the service; therefore, allocation of limited services is required.
  - 4) Administrative cost of imposing and collecting the fee is not excessive.
  - 5) The service is provided at market price by the private sector.

It should be noted that programs do not need to meet every criterion to fall into a given cost recovery category.

According to the City's Financial and Management Policies, after a fee has been set, any subsidy or reduced rate is then based primarily on economic or financial need. The basis for determining financial need is 50% of the average median income (AMI) for Boulder County. In addition, programs that include a subsidy or reduced rate component are available to City of Boulder residents only. The City's Financial and Management Policies also state that, since nonresidents do not pay the full level of City taxes, they will usually pay a premium of 25% above the standard fee for the service

## **User Fees in the Human Services Department**

The mission of the Human Services Department is *to create a healthy, socially thriving and inclusive community by providing and supporting human services to Boulder residents in need.* The Department seeks to achieve its mission by providing services in the following work areas: Administration, Family Services, Community Relations, Human Services Planning, and Senior Services.

The Administration work area is responsible for oversight of the City's human services goals and related work programs, policy implementation, strategic planning, finance and budget oversight, public communications, and regional partnership development and coordination. This work area does not charge any fees, but the costs associated with it would be considered part of the Department's indirect costs.

The Family Services work area manages direct services programs for children and families, including child care subsidies for low-income, working families and School-Based Services (consisting of the Family Resource Schools (FRS) Program in elementary schools) and the Prevention and Intervention Program in high schools (as a funder)). The only Family Services program that charges fees is the FRS Afterschool Program.

The Community Relations work area oversees and enforces the City's Human Rights and Failure to Pay Wages Ordinances as part of the Office of Human Rights, staffs the Human Relations Commission (HRC) and Immigrant Advisory Committee, administers the HRC Community Impact and Community Events Funding, serves as liaison for resolution of community issues related to human relations and human rights, and manages the Community Mediation Services (CMS) and the Youth Opportunities Program. Multiple CMS programs (Community Mediation Cases, Restorative Justice Services, Law Enforcement Seminars, and Facilitations) charge user fees.

The Human Services Planning work area includes administration of the Human Services Fund (funding to nonprofit agencies), oversight and update of the Human Services Strategy (Master Plan), community and regional human services planning and coordination (examples include the County-wide Human Services Strategic Plan, regional grants management and the Ten-Year Plan to Address Homelessness) and social policy development. This work area does not charge any fees.

The Senior Services work area oversees management of two senior centers, services for residents including resource and referral to community services and financial assistance, health and wellness, enrichment, lifelong learning and social classes and programs, regional coordination in County-wide aging planning and Age Well strategic plan, and administration of the Food Tax Rebate Program for low-income families, seniors and individuals with a disability. Various social programs (Day Trips, Enrichment, and the Encore Membership Program) and health and wellness programs (SilverSneakers Fitness Program, Massage and Bodywork, Registered and Drop-In Fitness Classes, and Health- and Safety-Related Seminars) charge user fees. Senior Services also charges for rentals of its senior center facilities.

## Inconsistencies between City and Human Services Department Policies

Overall, the Human Services Departments established user fees are inconsistent with the City's user fee policies in several ways. First, the Department does not establish cost recovery targets. According to the City Financial and Management Policies, departments should set cost recovery goals for each fee. Second, both direct and indirect costs should be taken into consideration when a fee is intended to recover the full cost of providing that service. Third, any subsidy or reduced rate should be based primarily on economic or financial need, which is defined as 50% of the AMI for Boulder County. Finally, while the Department generally charges nonresidents a premium, which is consistent with the City's Financial and Management Policies. However, nonresidents are not always charged 25% more as is recommended in the City's policy. Each individual fee charged by the Department will be discussed in the following section.

### Current User Fees

Due to the nature of the work completed by the Human Services Department, many programs and services are provided to the Boulder community free of charge. However, select programs do charge user fees. The following table includes summary information for those programs for which the Department charges fees.

**Table 1: Current Human Services Department Fees, 2016**

Work Area	Program	Fee Amount	Current Cost Recovery Approach	Direct Cost Recovery Rate
<b>Family Services</b>	Afterschool Program	\$0-\$150	Partial	62%
<b>Community Relations/Office of Human Rights</b>	Community Mediation Cases	\$25/party for two-hour session	Partial	5% <sup>1</sup>
	Restorative Justice Services	\$125 <sup>2</sup>	Partial	
	Law Enforcement Seminars	\$40/participant	Partial	
	Facilitations for Nonprofits and City of Boulder Departments	\$100/hour	Partial	
<b>Senior Services</b>	Social Programs (Day Trips)	\$25-\$110	Partial	76%
	Social Programs (Senior Enrichment)	\$14-\$95	Partial	35% <sup>3</sup>
	Encore Membership Program	\$20-\$25/year	NA	NA
	SilverSneakers Fitness Program	no charge to client <sup>4</sup>	Full <sup>5</sup>	233%
	Massage and Bodywork	\$40-\$48/hour	Full <sup>6</sup>	146%
	Registered Dance and Fitness Class Series	\$12-\$85	Partial	75%

<sup>1</sup> Program-specific cost recovery information not available

<sup>2</sup> Colorado State Legislature suggested amount

<sup>3</sup> Cost recovery rate for all social programs (senior enrichment program-specific data not available)

<sup>4</sup> Fees paid by parent company Healthways

<sup>5</sup> Only direct costs included in cost recovery calculation

<sup>6</sup> Only direct costs included in cost recovery calculation

Work Area	Program	Fee Amount	Current Cost Recovery Approach	Direct Cost Recovery Rate
	Drop-In Fitness Classes	\$4-\$7/class	Partial	
	Health- and Safety-Related Seminars	\$0-\$40	Partial	
	Senior Center Facility Rentals	\$30-\$55	Partial	4%

The following aspects of the fees associated with each individual program will be discussed in turn in the next section: 1) current fees; 2) history of fees; 3) basis and process for establishing each fee; 4) whether the fee is consistent with City policy; and 5) a cost recovery assessment.

## Family Services

### Afterschool Program

The Family Resource Schools (FRS) Afterschool Program focuses on providing low-income students the same access to quality programming as other students. It is the only elementary school program in the City of Boulder to offer free classes to low-income families with an academic component and free transportation home. While the Department aims to have a minimum of 60% of Afterschool Program classes be academic in nature, only 35% are currently academic in nature. For the 2015-2016 school year, the Afterschool Program offered a total of 62 classes (40 social and 22 academic).

Offerings and fee structures differ by school and are based upon the input of the school's principal, parents, and the FRS Steering Committee. Three factors are taken into consideration when establishing fees: 1) willingness and ability of moderate income families to pay fees, 2) length of sessions, and 3) school 'climate' surrounding classes. Classes are offered at no charge to all students who are free or reduced lunch eligible at FRS schools. If a family has particular hardship, fees may also be waived as part of basic needs assistance. The Afterschool Program's standard basis for determining financial need is more restrictive than City policy: The family income limit to qualify for free and reduced lunch is lower than 50% AML and the exception process is based on current circumstances rather than annual income limits. The use of free and reduced lunch criteria creates administrative efficiencies for the program because income eligibility is determined by the schools, not city staff.

The Afterschool Program meets the City's partial cost recovery criteria and has a direct cost recovery rate of 62%. The following table includes the program's direct cost recovery calculation for the 2015-2016 school year.

**Table 2: Afterschool Program Direct Cost Recovery, 2015-2016 School Year**

Afterschool Program Cost Recovery	Totals
Fee Revenue	\$62,889
Afterschool Program Expense <sup>7</sup>	\$116,198
Fee Cost Recovery	54%
Donations	\$9,711
<b>Direct Cost Recovery (Fees and Donations)</b>	<b>62%</b>

<sup>7</sup> Direct costs include instructor fees, materials, and support staff required

## Community Relations

Community Mediation Services (CMS) assists in resolving disputes for City of Boulder residents and nonprofits by providing the following services: mediation, restorative justice, seminars, and facilitations. The services provided by CMS meet the City's partial cost recovery criteria and have a direct cost recovery rate of 5%<sup>8</sup> each year. The following table includes the total revenues and expenditures associated with the Community Mediation Cases, Restorative Justice Services, Law Enforcement Seminars, and Facilitations programs.

**Table 3: Community Mediation Services Direct Cost Recovery, 2011-2015<sup>9</sup>**

	2011	2012	2013	2014	2015
CMS Revenue	\$9,774	\$8,658	\$10,407	\$11,350	\$7,505
CMS Budgeted Expense	\$202,348	\$207,892	\$213,574	\$194,405	\$154,101
<b>Total Direct Cost Recovery</b>	<b>5%</b>	<b>4%</b>	<b>5%</b>	<b>6%</b>	<b>5%</b>

CMS programs recover a small percentage of direct costs because many fees are waived. In 2015, the fees associated with 56% of cases were waived. The following table shows the number of cases for which fees were waived by program area in 2015.

**Table 4: Community Mediation Services Cases by Program, 2015**

Cases by Program	Mediation	Seminars	Facilitations	Restorative Justice
Fee Cases	15	12	3	14
Waived Fee Cases	38			18
<b>Total Cases</b>	<b>53</b>	<b>12</b>	<b>3</b>	<b>32</b>

### Community Mediation Cases

CMS provides mediation services for City of Boulder residents for a fee of \$25 per party for a two-hour session. When the fee was established in 1997, it was set at a level that would keep the services accessible to all, regardless of income. The City subsidizes mediation services for disadvantaged residents so they can access services from which they would otherwise be economically barred in the private sector. Since more landlord-tenant disputes are initiated by the tenant, a low fee encourages landlords to participate in mediation. CMS's utilization of trained volunteers to conduct mediations and restorative justice cases enables these programs to offer reduced rates and fee waivers. Program staff have discretion to waive or reduce this fee in the event of financial hardship. Typically, the program grants full waivers if a client qualifies for publicly subsidized housing, has a self-disclosed disability that impacts their employment status, or needs mediation services in eviction court. While the Community Mediation Cases program's basis for waiving/subsidizing fees is based on financial need, the definition of financial need is not in alignment with City policy. Program-specific expenditure information is not available, but this program brought in \$625 in revenue in 2015.

### Restorative Justice Services

The goal of the Restorative Justice process is to repair harm done by giving offenders the opportunity to learn the harm that has resulted from their action, demonstrate empathy, take responsibility, and repair the harm. Restorative Justice Services cases are referred to CMS by the court or District Attorney. The referring judge or attorney evaluates each case following the

<sup>8</sup> More detailed revenue and expenditure information for each individual CMS program is not available.

<sup>9</sup> Grant revenue has been excluded

restorative justice session. Municipal court restorative justice fees are set at \$125, an amount suggested by the Colorado State Legislature. This fee may be waived by staff based upon the same criteria as outlined for Community Mediation Cases and is therefore also not in alignment with City policy. In 2015, this program brought in \$1,690 in revenue.

### **Law Enforcement Seminars**

Law Enforcement Seminars are held to provide both the court- and restorative justice-referred clients more information about police procedures and to create a forum for the police and public to have a more open dialogue. Originally this service was provided by a private contractor, but in 2014 the contractor turned the program over to CMS. The previously set participation fee rate of \$40 was retained. No waivers or reductions are granted. In 2015, this program brought in \$5,080 in revenue.

### **Facilitations**

CMS offers facilitations to nonprofit organizations and City of Boulder departments. For a base rate of \$100 per hour for any preparation, presentation, and debrief/report time. The actual rate is negotiable and may vary depending upon the scope of services and staff required. In 2015, this program brought in \$150 in revenue.

### **Senior Services**

Senior Services provides a mixture of social and health and wellness programs to seniors in the community. Social programs include Senior Programs (Day Trips), Senior Programs (Enrichment), and the Encore Membership Program. Health and wellness programs include the following: SilverSneakers Fitness Program; Massage and Bodywork services; Registered Dance and Fitness Class Series; Drop-In Fitness Classes; and Health- and Safety-Related Seminars.

Senior Services fees are based on the program type: community benefit or individual participation. Community benefit programs are programs and activities that enhance the health, safety, and livability of the community, such as educational programs and seminars. These programs and services are provided for free (or for a nominal charge that just covers the cost of materials). Individual participation programs benefit the individual and are offered to assist older adults in remaining active, self-sufficient, and independent. Individual participation program fees are set at amounts which fully recover all direct costs. Since some individual participation programs meet the City's full cost recovery criteria, this practice of not including indirect costs means this approach is not in alignment with City policy.

Senior Services offers a reduced rate option for City residents over 55 years of age whose income is less than 50 percent of the AMI and who have limited assets. To qualify for the reduced rate program, a senior must complete an application listing income information and sign an affidavit of legal residency. A reduced rate discount of 25% is available for social programs and classes, which is in line with City policy.

The social programs provided by Senior Services recovered 35% of direct costs in 2015. These programs meet either the City's full cost recovery or partial cost recovery criteria. However, indirect costs are not included in the cost recovery rates of these services, so any programs that meet the City's full cost criteria are not in alignment with City policy. The following table includes the total revenues and expenditures associated with the social programs provided by Senior Services from 2011 through 2015.

**Table 5: Senior Social Programs Direct Cost Recovery, 2011-2015**

	2011	2012	2013	2014	2015
Senior Social Programs Revenue	\$59,619	\$71,801	\$55,496	\$64,703	\$56,856
Senior Social Programs Budgeted Cost	\$121,225	\$150,270	\$159,499	\$154,980	\$162,246
<b>Senior Social Direct Cost Recovery</b>	<b>49%</b>	<b>48%</b>	<b>35%</b>	<b>42%</b>	<b>35%</b>

The health and wellness programs provided by Senior Services recovered 75% of direct costs in 2015. Most of these programs meet the City's full cost recovery criteria. However, indirect costs are not included in the cost recovery rates of these services, so they are not in alignment with City policy. The following table includes the total revenues and expenditures associated with the Health and Wellness Programs provided by Senior Services from 2011 through 2015.

**Table 6: Health and Wellness Programs Direct Cost Recovery, 2011-2015**

	2011	2012	2013	2014	2015
Senior Health/Wellness	\$68,823	\$72,547	\$71,629	\$88,516	\$83,311
Senior Health & Wellness Budgeted Cost	\$115,024	\$100,532	\$102,628	\$107,350	\$111,207
<b>Senior Health/Wellness Direct Cost Recovery</b>	<b>60%</b>	<b>72%</b>	<b>70%</b>	<b>82%</b>	<b>75%</b>

### Social Programs (Day Trips)

Day Trip programming is provided to seniors in the community for a fee. Fees are based on a direct cost recovery formula that covers bus, driver, mileage, and other travel-related costs. The following figure includes an example of the costing template for one of the trips offered by Senior Services during the fall of 2014 – an excursion to the Denver Botanic Gardens.

Find Record		Add Record		Print Record		Save Record		Category: <b>museum</b>	
Course code:	<b>220635</b>	program name:	Denver Botanic Gardens "Chih		TRIP DATE:	10/21/2014			
registration fee:	30				<b>PLAN</b>	<b>ACTUAL</b>			
<b>TRANSPORTATION COST:</b>		number of participants:	27			27			
		<b>REVENUE:</b>				\$810.0		\$885.0	
mileage rate:	\$2.10	number of miles:	56						
driver hourly rate:	\$14.25	hours of driver:	5						
admission cost:	\$15.0	TRIP TRANSPORTATION COST:			\$188.85	\$188.9			
meal cost:	\$0.0	meals and admission for driver and escort			\$52.0	\$52.0			
rtd cost per person:	\$0.0	<b>TRIP BASE COST:</b>			\$240.9				
number of escorts:	2	admit and meal cost:			\$405.0				
meal cost for driver and escort* only if meals are not included in trip	\$11.0	act meal cost:			\$0.0	\$0.0			
		act admission:			\$405.0	\$405.0			
<b>NUMBER OF PARTICIPANTS REQUIRED:</b>		RTD COST:			\$0.0	\$0.00			
to cover ALL costs:	25.4	<b>TOTAL TRIP VARIABLE COST:</b>			\$645.9				
to cover TRIP costs	16.1	bus overhead cost:			\$140.0	\$140.00			
		<b>TOTAL COSTS</b>			\$785.9	\$785.85			
		<b>PROJECTED NET REVENUE:</b>			\$24.2	\$99.15			

Figure 1: Social Programs (Day Trips) Costing Template

The Day Trips program recovers approximately 76% of direct costs, which includes the costs associated with purchasing a replacement transportation vehicle. The following table includes the total revenues and expenditures associated with the Day Trips program for the last three years.

Table 7: Social Programs (Day Trips) Direct Cost Recovery, 2013-2015<sup>10</sup>

	2013	2014	2015
Day Trip Revenue	\$39,866	\$45,717	\$32,767
Day Trip Budgeted Cost	\$55,364	\$54,672	\$42,907
<b>Day Trip Direct Cost Recovery</b>	<b>72%</b>	<b>84%</b>	<b>76%</b>

The Day Trips program meets the City’s full cost recovery criteria but, since only direct costs are considered in the cost recovery calculation, these fees are not in line with City policy. In addition, while residents and nonresidents are charged different rates, the differential is not 25%, so nonresident fees are also not in line with City policy.

<sup>10</sup> Grant revenue has been excluded

**Social Programs (Senior Enrichment)**

Enrichment programming consists of art and general creativity classes, seminars, card and board games, lectures (such as Active Minds and various educational topics), education-based walking tours, technology classes, inter-generational activities, and self-run book and discussion groups. While some free seminars and classes - such as Active Minds, How to Reduce Stress: Optimizing and Enjoying Life, Climate Commitment – What Can You Do? – are available, most Senior Enrichment programs are offered for a set fee to participants.

While detailed revenue and expenditure data is not available for the Senior Enrichment program, Senior Social Programs overall recover approximately 35% of direct costs. In general, fees for Senior Enrichment programs are based on direct costs and range from \$14-\$95. Many senior enrichment classes are led by instructors working as independent contractors who are paid a percentage of the class revenue, normally 60%. The City's "profit margin" of 40% on these activities after program direct costs (payment of instructors) contributes to program indirect costs such as staff time for program management. Since Senior Enrichment programs meet the City's partial cost recovery criteria, this fee structure is in line with City policy.

**Encore Membership Program**

The Encore Membership Program is an optional membership program for adults age 55 and older. The benefits of the program include priority registration for activities, discounts on fitness punch cards and classes, and a free birthday lunch from Meals on Wheels.

The Encore program was created in 2007. It was the successor to a program called Gold Rush, which was an activities, special events and community discounts program that was created in 1997. Membership in Gold Rush declined in the 2000s and the program was "reinvented" in 2007. When the Encore program launched, it was intended to bring older adults to the senior center facilities to enroll in existing programs, move toward 100% cost recovery, and increase Senior Services Division revenue.

In 2010, the Department intended to make Encore a required membership program, meaning it would become the sole way of accessing almost all Senior Services' programs, activities, and facilities. The anticipated budget impact was a 15-25% increase in revenue. However, this proposed plan for making Encore a required membership program was never implemented.

Encore Membership costs \$20/year for residents and \$25/year for nonresidents. A second person at the same address can be added to a membership for \$10. The annual cost recovery rate of this program cannot be calculated because the purpose of a membership program is to incentivize members to participate in more activities than they would without the program.

**SilverSneakers Fitness Program**

The SilverSneakers program is a partnership between the Human Services and Parks and Recreation Departments. The City receives payments from Healthways for participation by SilverSneakers members, who are able to attend most fitness classes free of charge. The SilverSneakers program has a direct cost recovery rate of 233%. The following table includes the total revenues and expenditures associated with the Human Services portion of the SilverSneakers program.

**Table 8: SilverSneakers Program Direct Cost Recovery, 2011-2015<sup>11</sup>**

	2011	2012	2013	2014	2015
SilverSneakers Revenue	\$37,290	\$47,857	\$57,960	\$75,075	\$85,372
SilverSneakers Expense	\$23,554	\$30,607	\$35,905	\$35,602	\$36,666
<b>SilverSneakers Direct Cost Recovery</b>	<b>158%</b>	<b>156%</b>	<b>161%</b>	<b>211%</b>	<b>233%</b>

In 2016, the SilverSneakers partnership agreement between the Human Services and Parks and Recreation Departments changed significantly. SilverSneakers was expanded to all three City recreation centers and the terms of revenue and expense sharing changed. Prior to 2016, Senior Services paid fitness instructors and other direct costs of SilverSneakers fitness programming and received 70% of Healthways revenue while Parks and Recreation received the remaining 30% of revenue. With the 2016 expansion, Parks and Recreation assumed responsibility for fitness instructor supervision and payments and began receiving 75% of revenue. The 25% of SilverSneakers revenue that goes to Human Services offsets the indirect costs of health and wellness and other senior programming. Revenue of around \$32,000 is anticipated in 2016.

### Massage and Bodywork

The Massage and Bodywork program provides individual massage, bodywork, and reflexology sessions to seniors in the community. Fees charged for bodywork have historically just been based on past practice, but were increased in 2014 based on a survey of fees charged in other senior centers. The following table includes the various fees charged by the Massage and Bodywork program.

**Table 9: Massage and Bodywork Program Fees**

	City Resident	Nonresident
Massage Fee	\$40	\$48
Bodywork Fee	\$40	\$48
Reflexology	\$42	\$44

As can be seen in the previous table, the current nonresident fees do not abide by the City policy of charging 25% more than the fees charged to residents.

Massage and Bodywork services are not eligible for the reduced rate discount. The City used to offer an Encore Membership discount on Massage and Bodywork program service, but that was discontinued in 2016.

The Massage and Bodywork program recovers approximately 146% of its direct costs. The Massage and Bodywork program meets the City's full cost recovery criteria but, since indirect costs are not included in the cost recovery calculation for this program, these fees are not in line with City fee policies. The following table includes the total revenues and expenditures associated with the Massage and Bodywork program.

<sup>11</sup> Only Human Services Department revenues and expenditures included

**Table 10: Massage and Bodywork Program Direct Cost Recovery, 2013-2015<sup>12</sup>**

	2013	2014	2015
Massage and Bodywork Revenue	\$29,109	\$40,292	\$40,923
Massage and Bodywork Expenditure	\$17,563	\$27,484	\$28,049
<b>Massage and Bodywork Direct Cost Recovery</b>	<b>166%</b>	<b>147%</b>	<b>146%</b>

### **Drop-In and Registered Dance and Fitness Class Series**

The Drop-In and Registered Dance and Fitness Class Series' are offered to seniors in the community for a price of \$4-\$7 (drop-ins) or \$12-\$85 (registered), depending on the class. Fees for the Drop-In and Registered Dance and Fitness Class Series have been based on past practice and have not changed in the past five years. The basis for these fees differs by senior center. Registered Dance and Fitness Class fees at the East Senior Center are based on the existing senior services drop-in rates while fees at the West Senior Center are based on a 25% discount off the drop-in fee at the East Senior Center. This basis was established as a compromise for not having any drop-in classes at the West Senior Center. Drop-in rates are based loosely on fees charged by the Parks and Recreation Department and assume a minimum class size of five to six students. The only cost considered as part of the cost recovery analysis is the cost of paying the instructor. Drop in fees will match those charged by Parks and Recreation beginning in 2017.

Fitness classes are led by instructors who are City employees. Registered Dance and Fitness Class Series fees are set to equal the drop-in rate for the number of sessions. For example, "Putting on the Ritz: Jazz Dance for Seniors" is a four-week program with one class each week and the fee is \$20, which is equal to the drop-in rate of \$5 per class. Reduced rates are available for residents with financial need (50% of AMI), which is in line with City policy. Encore Membership Program discounts are available and nonresidents are charged fees that are over 25% more than those fees charged to residents. While these services meet the City's full cost recovery criteria, detailed cost recovery information is not available for these programs. However, since indirect costs are not calculated for this program, it is not in line with City policy.

### **Health- and Safety-Related Seminars**

Senior Services provides Health- and Safety-Related Seminars to the community for a fee of \$0 to \$40, depending on the seminar. Health- and Safety-Related Seminars are typically free, unless the entity providing the service requests a participant fee, in which case the consumer pays the fee directly to the entity or organization. For the Fall 2016 period, there were 18 Health- and Safety-Related Seminars that were free and three that charged fees. An example of a Health- and Safety-Related Seminars that charges a fee is the AARP Driver Safety Course. For this course, AARP members pay \$15 and non-members pay \$20. The fee is paid directly to the instructor at the beginning of the first class and the instructor sets the minimum number of participants for the class. Senior Services' current formula for paid seminars is that 60% of the participant fee goes to the instructor and 40% to Senior Services. Detailed cost recovery information is not available for this program.

### **Senior Center Facility Rentals**

Senior Center facilities are available for rent within the community for a fee of \$55 per hour (City departments are charged a discounted rate of \$30 per hour). The basis for Senior Center Facility Rental fees is recovery of the costs associated with facility use beyond the general hours and

<sup>12</sup> Only Human Services Department revenues and expenditures included

scope of senior programming. This aligns with the City’s full cost recovery criteria. However, indirect costs are not included in the Department’s cost recovery calculation.

Since 2014, the Parks and Recreation Department has been responsible for managing the East Senior Center facility. The Parks and Recreation Department collects revenue from all after-hour East Senior Center Facility Rentals and the Human Services Department collects revenue from all rentals that occur during business hours. However, in response to a growing City-wide need for office space, the Human Services Department has moved some offices into space that was previously available for rent at the West Senior Center, decreasing revenue generated by this program. The following table includes total revenues and total expenditures associated with the Senior Center Facility Rental program.

**Table 9: Senior Center Facility Rental Direct Cost Recovery, 2011-2016<sup>13</sup>**

	2011	2012	2013	2014	2015	2016 <sup>14</sup>
Senior Center Facility Rental Revenue	\$81,134	\$87,049	\$65,512	\$59,358	\$26,275	\$15,000
Senior Center Facility Rental Expense	\$454,598	\$429,008	\$453,273	\$363,114	\$364,276	\$368,848
<b>Facility Rental Direct Cost Recovery</b>	<b>18%</b>	<b>20%</b>	<b>14%</b>	<b>16%</b>	<b>7%</b>	<b>4%</b>

## Recommendations

According to the Government Finance Officers Association (GFOA), organizations should charge user fees for the following reasons: 1) individuals should be responsible for the cost of the public resources they consume and from which they benefit; 2) user fees encourage accountability and fair representation, and give citizens options for using services in ways that best meet their needs; and 3) there is a direct correlation between user fees, demand, and consumption.

While the decision to charge a user fee may be simple, determining how much to charge users is much more complicated. The GFOA recommends that communities consider the following when establishing fees<sup>15</sup>:

1. What are applicable laws and statutes regarding charges and fees?
2. Are formal policies in place articulating pricing factors or rationale for any subsidies?
3. What is the full cost of providing the service (both direct and indirect)?
4. Are rates periodically reviewed and updated?
5. Are long-term forecasts and plans consistent with the decision-making in the rate setting process?
6. How will the public be involved in the fee-setting process, and how will the public be informed of the result?

A clear user fee policy allows an organization to provide an ongoing, sound basis for setting and periodically updating user fees based on predetermined and supportable criteria that can be made available to the public. The Human Services Department does not currently have a fee policy in place.

<sup>13</sup> Only Human Services Department revenues and expenditures included

<sup>14</sup> Budgeted revenue and expenditures

<sup>15</sup> <http://www.gfoa.org/establishing-government-charges-and-fees>

By adopting a formal fee policy, the Department can ensure that the fees it charges for services are in line with its fee philosophy and are consistent throughout the Department. Currently, many of the Department's fees are not in line with the City's fee policies and are not set in a consistent manner. Currently, each program has the discretion to set, waive, and adjust fees. While giving employees this level of discretion can be beneficial, it can also result in inconsistencies between and even within programs. While the City has a policy that fee subsidies should be based on financial need (which is defined as 50% of the average median income in Boulder County), only some Human Services programs base subsidization decisions on this definition of financial need.

The Human Services Department should adopt a fee policy that addresses/includes the following elements.

### **Consistency with City Policies and Objectives**

City policies and Council goals focused on long-term improvements to community quality of life may impact desired fee levels as fees can be used to change community behaviors, promote certain activities or provide funding for pursuit of specific community goals (e.g., health and wellness).

### **Population Served**

The use of general purpose revenue is appropriate for community-wide services while user fees are appropriate for services that are of special benefit to individuals or groups. Full cost recovery is not always appropriate.

### **Necessity**

User fees are appropriate for services that are desirable and are priorities for the community, but may not be paramount to the wellbeing of the community or the mission of the Human Services Department.

### **Cost Recovery Goals**

Organizations should state whether they intend to recover the full cost of providing services. Once cost recovery goals have been established, a fee structure that reflects these goals can be adopted. The costs being recovered may include a mixture of direct and indirect costs, depending on the philosophy of the organization. If the full cost of a good or service is not recovered, then an explanation of the rationale for this deviation should be provided.

### **Rationale for Adopted Fees**

Identify the factors (affordability, pricing history, inflation, service delivery alternatives, and available efficiencies) that were taken into account when pricing goods and services.

### **Discounted Rates and Surcharges**

Rates may be discounted to accommodate lower-income groups or groups who are the target of the service, such as senior citizens or residents. Higher rates are often considered appropriate for nonresidents to further reduce General Fund subsidization of services.

### **Feasibility of Collection**

It may be impractical or too costly to establish a system to appropriately identify and charge each user for the specific services received. The method of assessing and collecting fees should be as simple as possible in order to reduce the administrative cost of collection.

### **Provision for Ongoing Review**

The GFOA recommends that organizations review and update fees periodically based on factors such as the impact of inflation, other cost increases, adequacy of cost recovery, use of services, and the competitiveness of current rates. Updating fees on a periodic basis can help smooth changes in fee schedules over several years rather than having uneven impacts. In addition, periodic review of the service demand and competition will ensure that services and fees meet demand. The GFOA also recommends benchmarking individual fees with those charged by comparable or neighboring jurisdictions/organizations.

Attachment A includes a proposed fee policy for the Human Services Department.

## Attachment A: User Fee Policy

### City of Boulder Human Services Department User Fee Policy

#### Purpose

A clear User Fee Policy will allow the Department of Human Services to provide an ongoing, sound basis for setting and periodically updating user fees based on predetermined and supportable criteria that can be made available to the public.

#### Definitions

- **Direct Costs:** costs that are all the specific, identifiable expenses associated with the actual provision of a program or service. These are costs that are only incurred when the program or service is provided (i.e., the cost of theater tickets for a Senior Services event or food for a cooking class). These costs change with participation in a particular program activity.
- **Indirect Costs:** costs that are incurred to offer a program and remain unchanged regardless of the number of participants or if a particular activity is included in the program offerings (i.e., program administration, class/activity supervision, staff training, etc.). Indirect costs also include Department and Citywide overhead.
- **Department Overhead:** includes the administrative costs of the Department and earmarked operating reserve accounts, Fund debt service (when part of the cost of providing a service), and contractual payments as appropriate.
- **Citywide Overhead:** Citywide overhead includes the costs of all the City's general support services (e.g. Finance, Human Resources) as well as citywide equipment replacement costs. Citywide overhead costs are identified in the City's Cost Allocation Plan.
- **Full Cost:** the sum of direct and indirect costs.
- **Partial Cost:** less than the full cost (could be a percentage of direct costs, all direct costs, or direct costs plus a percentage of indirect costs).

#### Policy

##### Factors Influencing User Fees

The following factors will be considered when setting user fees:

- **Consistency with City Policies and Objectives:** City policies and Council goals focused on long-term improvements to community quality of life may impact desired fee levels as fees can be used to change community behaviors, promote certain activities or provide funding for pursuit of specific community goals (e.g., health and wellness).
- **Population Served:** The use of general purpose revenue is appropriate for community-wide services while user fees are appropriate for services that are of special benefit to individuals or groups. Full cost recovery is not always appropriate.
- **Necessity:** User fees are appropriate for services that are desirable and are priorities for the community, but may not be paramount to the wellbeing of the community or the mission of the Human Services organization.
- **Competitive Position:** The level of service provided by the private sector or by others in the community may impact fee levels.
- **Feasibility of Collection:** It may be impractical or too costly to establish a system to appropriately identify and charge each user for the specific services received. The method of

assessing and collecting fees should be as simple as possible in order to reduce the administrative cost of collection.

### **Fee Subsidies and Waivers**

After a fee has been set, any subsidy or reduced rate is based primarily on economic or financial need. The basis for determining financial need will be 50% of the average median income (AMI) for Boulder County. Programs that include a subsidy or reduced rate component are available to City of Boulder residents only.

### **Resident and Nonresident Fee Differential**

City of Boulder residents directly contribute to the operations of the Human Services Department's programs and services by payment of City taxes. As such, nonresidents are usually charged a premium of 25% above the standard fee for the service. Programs that include a subsidy or reduced rate component are available to City of Boulder residents only.

### **Target Cost Recovery Levels**

The nature of the services provided by the Human Services Department often prohibits the recovery of the full cost of providing services to the community. However, under certain circumstances, the Department may charge fees for services.

The Department's cost recovery goals are linked with community goals— programs that have greater benefits for the overall community have higher subsidy rates than highly specialized/individualized programs. This helps to ensure that public dollars are spent on general public purposes. Fees will be set based on the following levels of cost recovery:

- **No-Cost Recovery – Core Programs (0% Recovery)** *(a service does not have to meet every criterion)*

Services that the Human Services Department along with the City of Boulder (i.e. citizens and City Council) see as necessary to provide as they are paramount in the health and lives of residents.

No-Cost Recovery Criteria: *(a service does not have to meet every criterion)*

- 1) The service is equally available to everyone in the community and should benefit everyone.
- 2) Because the service is basic, it is difficult to determine benefits received by one user.
- 3) The level of service attributable to a user is not known.
- 4) Administrative costs of imposing and collecting a fee exceed revenue expected from the fee.
- 5) Imposing the fee would place the city at a serious competitive disadvantage.
- 6) The service is primarily provided by the public sector.
- 7) Charging a fee would result in undesirable behavior.

- **Partial Cost Recovery – Developmental Programs (<50% Recovery)**

Developmental programs are arguably for the greater good of the community and fall along the lines of youth development, meeting basic health needs, meeting basic educational desires, or something the community has come to expect at a low cost.

Partial Cost Recovery Criteria: *(a service does not have to meet every criterion)*

- 1) Services benefit those who participate but the community at large also benefits.
- 2) The level of service use attributed to a user is known.

- 3) Administrative costs of imposing and collecting the fee are not excessive.
- 4) Imposing a full cost fee would place the city at a competitive disadvantage.
- 5) The service is usually provided by the public sector, but may also be provided by the private sector.

- **Partial Cost Recovery – Specialized Programs (50% - 99% Recovery)**

Specialized programs are those that are focused on an audience that has a greater ability to pay, provide limited community benefit, or may only appeal to a small or specialized segment of the general population. These programs are minimally subsidized.

Partial Cost Recovery Criteria: *(a service does not have to meet every criterion)*

- 1) Services benefit those who participate but the community at large also benefits.
- 2) The level of service use attributed to a user is known.
- 3) Administrative costs of imposing and collecting the fee are not excessive.
- 4) Imposing a full cost fee would place the city at a competitive disadvantage.
- 5) The service is usually provided by the public sector, but may also be provided by the private sector.

- **Full Cost Recovery (100% Recovery)**

Those programs and services that are desired by the community but are not classified as “for the greater good of the community”. These programs and services are for the greater good of the individual or group who utilizes the program or service.

Full Cost Recovery Criteria: *(a service does not have to meet every criterion)*

- 1) The individual or group using the service is the primary beneficiary.
- 2) The level of service use attributed to a user is known.
- 3) Administrative cost of imposing and collecting the fee is not excessive.
- 4) Imposing a full cost fee would not place the city at a competitive disadvantage.
- 5) The service is usually provided by the private sector, but may also be provided by the public sector.

- **"Enterprise" or "Profit" Center (>100% Recovery)**

Those programs and services that are desired by the community but are not classified as “for the greater good of the community”. While recreational in nature, these programs and services are for the greater good of the individual or group who utilizes the program or service.

Enterprise or Profit Center Criteria: *(a service does not have to meet every criterion)*

- 1) Individuals or groups benefit from the service and there is little community benefit.
- 2) The level of service use attributable to a user is known.
- 3) There is excess demand for the service; therefore, allocation of limited services is required.
- 4) Administrative cost of imposing and collecting the fee is not excessive.
- 5) The service is provided at market price by the private sector.

### **Process of Reviewing and Updating User Fees**

The Human Services Department will review and update charges and fees periodically based on factors such as the impact of inflation, other cost increases, adequacy of cost recovery, use of services, and the competitiveness of current rates. Fees will be compared with those charged by other municipalities on at least an annual basis. Updating fees on a periodic basis may help smooth changes in fees over several years rather than having uneven impacts.

**DRAFT**

**City of Boulder Homelessness Strategy**

**June, 2017**

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## Executive Summary

The City of Boulder and community have historically valued human services as a core function of local government that maintains a social safety net and enhances the overall quality of life and community livability for all residents.

The city is committed to its role of supporting basic needs services as part of a continuum that includes both emergency support to help individuals and families in crisis, and prevention to help people on a path toward long-term stability, health and well-being.

In the City of Boulder, homelessness has become a top community priority, with the public expressing a wide variety of concerns about the impact of homelessness on individuals and the broader community. A fragmented service system with lack of clear outcomes to measure progress on reducing homelessness necessitated an action plan to develop a continuum of services and support for vulnerable residents appropriate to the community and in concert with other local and regional stakeholders.

Despite progress on many local and regional homelessness efforts, community concerns and local data suggest an increasing need to focus targeted, innovative efforts on solutions. To address this need, the city and community partners began developing a city-specific

### Homelessness terms and definitions

Definitions for **bolded terms** in this document are included in the Glossary located in **Appendix A**.

homelessness plan to complement other local plans, including the Boulder County Ten-Year Plan to Address Homelessness (Ten-Year Plan).

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

- Clarify city goals in addressing homelessness;
- Maximize efficiency and effectiveness of city resources in reducing homelessness;
- Engage community and regional partners broadly in solutions; and
- Provide a strategic road map for city action on homelessness.

The Homelessness Action Plan (HAP) identifies specific strategies for implementation of the Homelessness Strategy goals.

### REASONS FOR HOMELESSNESS

A myriad of factors contribute to the multi-faceted problem of homelessness, including:

- Economic conditions, such as unemployment and underemployment and poverty;
- High housing costs which are too burdensome for people with limited incomes;
- Family instability and domestic violence, which can reduce the number of employed adults supporting a family; and
- Health, including mental health and addiction issues.

Homeless is a much broader issue than lacking housing. To effectively reduce homelessness, the core social welfare issues which lead to homelessness must be comprehensively addressed.

A diverse range of people experience homelessness. Although some populations may be more associated with common perceptions of homelessness, other large segments of the populations are often “hidden.” For example, while **chronically homeless** adults are highly visible in the community, they comprise less than one quarter of the local homeless population, compared to homeless families with children, which represent nearly half the homeless population.

Data also indicate that the homeless population is highly mobile overall, with similar rates of “non-resident” homelessness in Boulder as in other cities and counties. This makes addressing homelessness more challenging.

### WHY HOMELESSNESS MATTERS

Once people become homeless, they and their communities experience many temporary and long-term ripple effects.

For individuals and families, the impacts include physical and mental health deterioration, dependency on social supports, and greater risk to safety and well-being on the streets. For children, early life experience in poverty and housing instability can impact lifelong patterns in academic performance, earnings and other negative consequences. Above all, the trauma to the individuals and families experiencing homelessness and loss of productive contributions to the community are significant and harder to measure.

For communities, homelessness impacts a variety of emergency and public safety services such as hospital emergency rooms, law enforcement and justice systems. In addition, some public challenges of homelessness can result in conflict between residents as concerns emerge about use of public spaces, safety and impacts on businesses.

### RESPONDING TO HOMELESSNESS

National best practices and policy, and experiences in other cities, highlight several key themes for effectively addressing homelessness, including:

- **Prevention and Diversion** – Keeping people housed and out of the homeless services system;
- **Housing First/Permanent Supportive Housing** – Placing people who experience homelessness in permanent housing as quickly as possible; then tackling other ongoing problems with appropriate support services; and
- **Integrated, Coordinated Services** - Implementing services which streamline client experiences and improve system efficiency through concepts such as **coordinated entry** (“no wrong door”) and shared data and tracking systems.

### ADDRESSING HOMELESSNESS LOCALLY

The City of Boulder has historically valued and supported human services as a core function of local government. This includes significant funding and support for homeless services such as:

- Short-term rental/financial assistance to prevent homelessness;
- Emergency shelter, food and clothing;
- Medical, dental, mental health and substance use treatment;
- **Case management**; and
- Employment training and transitional employment.

Boulder experiences challenges in addressing homelessness, similar to other communities:

- A small percentage of the homeless population experiences frequent interaction with the justice system;
- Traditionally siloed homeless services among multiple providers;
- Tradeoffs between short-term emergency solutions and investments in long-term solutions such as housing; and
- Determining the right amount of and what services are appropriate to provide to various homeless populations.

In addition, Boulder has high housing costs and low vacancy rates, placing additional pressure on housing solutions.

Despite this, Boulder has also made progress in addressing homelessness:

- Nearly 500 new housing opportunities created countywide since 2010 (Appendix B);
- The city, with other community partners, created multiple programs to reduce negative interactions with justice systems and offer pathways to stability, including the Boulder Police Department Homeless Outreach Team, a Municipal Court Navigator to help defendants connect with housing and services, and a mental health professional responding along with a police officer to triage social welfare calls (EDGE Program); and

- Progress on system integration goals including integrated data and connecting people with services.

### HOMELESSNESS STRATEGY PROCESS

The process for creating the Homelessness Strategy has included research and analysis of local issues, and collection of general and targeted community/stakeholder feedback. Members of the public who participated in the 2016 community engagement process (Appendix C) prioritized the following issues related to homelessness:

- Housing and Prevention
  - Housing in Boulder is expensive and is a barrier to being housed or remaining housed.
  - Support for additional affordable housing as a part of homelessness prevention continuum.
  - Moderate support (53-63 percent of residents surveyed) for year-round emergency shelter, and support in general for short-term and long-term housing solutions.
- Support Services and Resources
  - Importance of support services to populations such as families and youth.
  - Desire to continue to provide basic services for those currently homeless.
  - Focus on programs that enhance self-sufficiency, and provide services and resources for residents over those passing through Boulder temporarily.
  - Services for families with children a higher priority over single adults
- Health, Mental Health, Substance Use
  - Concern over access to treatment options available in the community.
  - Belief that mental health and substance use are key contributing factors to homelessness.
- Safety and Enforcement
  - Public spaces should be safe and welcoming for all regardless of housing status.
  - Impacts of homelessness in public spaces for residents and businesses should be considered in solutions.

### CITY OF BOULDER HOMELESSNESS WORKING GROUP

During summer 2016, increasing community concerns emerged regarding the stability and availability of space for day and night adult sheltering and services, along with ongoing concerns about the fragmentation and lack of coordination of the services system with unknown outcomes. In addition, a need was identified to develop more specific homeless housing targets as part of the city's housing policy and Homelessness Strategy, if housing solutions to address homelessness were to be realized by housing providers.

To address these issues, the city convened the [Homelessness Working Group](#) (Working Group) in the fall of 2016, comprised of city and county staff, homeless service providers and homeless client representatives. Working Group recommendations informed the Homelessness Strategy, specifically in the areas of adult emergency services and housing targets.

## HOMELESSNESS STRATEGY OVERVIEW

The Working Group recommendations, combined with previous efforts and community work, resulted in the Homelessness Strategy. The goals in the Homelessness Strategy reflect the goal and strategies articulated for Homelessness in the city’s broader [Human Services Strategy 2017-2022](#).

### Homelessness Strategy Vision

Boulder residents have opportunities to achieve or maintain a safe, stable home in the community.

### Guiding Principles

- Develop Solutions to Homelessness in a Regional Context;
- Effectively Use Resources within a Coordinated and Integrated System;
- Consider the Diversity of People Experiencing Homelessness and their Unique Needs in Community Planning; and
- Support the Advancement of Resilience, Self-Sufficiency and Independence

### Homelessness Strategy Goals, Strategies and Initiatives

Informed by the Vision, Guiding Principles and community engagement process, the Homelessness Strategy is organized around six goals. Each goal includes one or more strategies to achieve the goal.

Development of metrics to measure success of plan strategies will begin in late 2017 and early 2018, and will require input and expertise from community partners and technical experts. The metrics development process will align with metrics development for the Human Services Strategy.

#### GOAL 1: PATHWAYS TO PERMANENT HOUSING AND RETENTION

1. *Facilitate/Support Creation of Housing to Address Homelessness*
  - a. City Housing Targets – Adopt homeless housing targets for City Affordable Housing, including associated policy changes to achieve goals.
  - b. Land Use – Participate in planning processes such as the **Boulder Valley Comprehensive Plan (BVCP)** to inform policy and develop recommendations related to removing land use/zoning barriers to homeless housing.
2. *Maximize Housing Opportunities Through Regional Partnerships*
  - a. Countywide Boards and Partners – Build on partnerships including the Boulder County Regional Homeless Governing Body, the [Boulder County Consortium of Cities](#), and the [Boulder County Affordable Housing Strategy](#) to implement policies and programs which create pipelines for permanent housing.
  - b. [Metro Denver Homeless Initiative \(MDHI\)](#) and Regional Partners – Support and participate in the [OneHome](#) regional coordinated entry system matching chronically homeless people and veterans with regional housing resources through a centralized housing list. Support integration of youth and families into OneHome.

3. *Maximize Access to Existing Housing in the City of Boulder*
  - a. Landlord Engagement Program – Build on landlord recruitment and retention programs with local and regional partners.

**GOAL 2: ACCESS TO PROGRAMS AND SERVICES TO REDUCE OR PREVENT HOMELESSNESS**

1. *Invest in evidence-based services and programs that focus on long-term poverty reduction and prevention.*
  - a. Support services focused on poverty reduction and self-sufficiency.
  - b. Support programs focused on Economic Mobility and Resilience consistent with the 2017-2022 Human Services Strategy.

**GOAL 3: COMMUNITY MEMBERS BENEFIT FROM AN EFFICIENT AND EFFECTIVE HOMELESS SERVICES SYSTEM BASED ON EVIDENCE**

1. *Prioritize Support for Services to Target Populations*
  - a. Priority Populations – Prioritize community resources to help those with the highest needs obtain and retain housing.
2. *Drive Implementation of Best Practice System Tools*
  - a. Coordinated Entry and Common Assessment – Implement coordinated entry and common assessment for all services.
  - b. Navigation Programs – Develop Navigation programming to eliminate/reduce time in homeless services for lower need people.
  - c. Integrated Data – Implement real-time, integrated cross-system data to inform continuous quality improvement and system adjustments.
3. *Maximize Regional Systems Resources*
  - a. Regional Partnerships - Continue regional partnerships to fully utilize system tools and resources such as the **VI-SPDAT** and OneHome (formerly CAHPs) system and Boulder County data platforms and tools.
  - b. Regional Planning – Continue county-wide planning and service integration and strengthen housing partnerships with Housing Authorities and housing providers to meet housing targets.

**GOAL 4: ACCESS TO A CONTINUUM OF SERVICES AS PART OF A PATHWAY TO SELF-SUFFICIENCY AND STABILITY**

1. *Emergency Response System Re-Design*
  - a. Implement emergency sheltering and services model in Boulder that focuses on coordinated entry, prioritizing resources and a housing path for higher-need people.
2. *Improve Access to Substance Abuse Treatment and Mental Health Services*
  - a. Build on current community efforts to expand access to mental health and substance use services.

3. *Advance Affordable Transportation*

- a. Support local and countywide efforts to increase transportation access such as Mobility for All and expansion of access to EcoPass.

**GOAL 5: ACCESS TO ROBUST INFORMATION ABOUT HOMELESSNESS AND COMMUNITY SOLUTIONS**

1. *Homelessness Communications Plan*

- a. With community partnerships, develop common and consistent messages related to available services, programs and criteria, city ordinances, good neighbor policies and community expectations; making information widely available through public information channels, community partner organizations and a variety of social media and public engagement mechanisms.

**GOAL 6: PUBLIC SPACES ARE WELCOMING AND SAFE FOR RESIDENTS AND VISITORS**

1. *Justice System Partnerships*

- a. Strengthen system partnerships to offer people experiencing homelessness pathways into services and prevent/reduce time in the justice system.

**Implementation and Evaluation of the Plan**

The initiatives presented in HAP represent current ideas and efforts that are planned or in progress. As a living document, HAP initiatives will be added or modified as efforts are evaluated and new ideas and opportunities arise. Metrics development for data collection and evaluation are part of the implementation plan for 2017 and 2018.

Definitions for **bolded terms** in this document are included in the glossary in Appendix A: Glossary of Terms.

## Background

The City of Boulder and community have historically valued human services as a core function of local government that maintains a social safety net and enhances the overall quality of life and community livability for all residents.

The city is committed to its role of supporting basic needs services as part of a continuum that includes both emergency support to help individuals and families in crisis, and prevention to help people on a path toward long-term stability, health and well-being.

In the City of Boulder, homelessness has become a top priority, with members of the public strongly expressing a wide variety of concerns about the impact of homelessness on individuals as well as the broader community, and concern for those who are homeless and access to services. At the same time, instability and lack of coordinated and integrated services in the homeless services system results in less effective service delivery and outcomes for people. The community was calling for more urgent action to address all aspects of homelessness.

Much of the cost and impacts of homelessness and loss of human capital fall on taxpayers. While housing is provided across the county for homeless populations, pressures fall on the cities of Boulder and Longmont, as local service centers to address homelessness. Homelessness, like all other social welfare issues, requires committed partnerships across the community. The city has a key role in supporting housing and services, convening stakeholders, developing plans, and assessing the equitable contributions from the city and other relevant partners.

Despite support and progress on many local and regional homeless efforts, community concerns and local data suggest an increasing need to focus targeted, innovative city efforts on solutions. To address this need, city staff, in consultation with local stakeholders, began creating a city-specific homelessness plan in 2014, to complement other local plans.

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

- Clarify city goals in addressing homelessness;
- Maximize efficiency and effectiveness of city resources in reducing homelessness;
- Engage community and regional partners broadly in solutions; and
- Provide a strategic road map for city action on homelessness.

The Homeless Action Plan (HAP) identifies specific strategies for implementation of the Homelessness Strategy goals.

### WHY PEOPLE EXPERIENCE HOMELESSNESS

#### *Economic Conditions and the Income/Housing Market Mismatch*

A myriad of factors contribute to the multi-faceted problem of homelessness, including housing instability, which is often linked to broader economic conditions. Many people are unemployed or under-employed and the growing gap between wages and cost of living pushes them into homelessness.

Increasing numbers of families and individuals with full-time jobs have fallen below the self-sufficiency standard for Boulder County<sup>1</sup> and a single event such as an illness or reduction of work hours can lead to housing instability.

Housing is expensive and vacancy rates low in Boulder and in the Denver Metro area overall. In 2014 63%<sup>2</sup> of renters in the City of Boulder were **cost-burdened**. Someone with an income of 30% of the **Area Median Income (AMI)**, or \$20,650<sup>3</sup>, would need to spend 99%<sup>4</sup> of their income to afford the average rent in Boulder. Even those seeking housing outside the City of Boulder face significant challenges finding affordable housing with limited incomes.

#### *Family Instability and Domestic Violence*

A significant factor for children in poverty is single-parent families and challenges with family breakups or divorce. Many single heads of households don't easily recover economically from these shocks and live paycheck-to-paycheck, keeping children in chronic poverty or near poverty.

In households where domestic violence occurs, a partner fleeing abuse may have no place to go and find themselves homeless. People temporarily sheltered under these conditions are considered homeless under federal criteria. In 2015, nearly one in five homeless people surveyed in Boulder reported abuse or violence in the home as a contributing factor to their homeless status. "Relationship problems or family break-up" was reported at the same rate as abuse or violence in the home.

#### *Health*

Other people face complex, long-term problems that are major contributors to homelessness: physical health problems, mental illness, and addiction. These health issues represent serious challenges for anyone, and become increasingly difficult to treat and overcome on the street. They can be barriers for people in employment, and in many of the competencies required to successfully care for oneself, including obtaining and maintaining housing.

**Figure 1** displays the most frequent factors people report contributing to their homeless status in annual **Point In Time (PIT) Homeless Surveys** in Boulder. (See call-out box for more information on PIT.)

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<sup>1</sup> Boulder County families need more than three and a half times the federal poverty level to make ends meet, accessed January 9, 2017, <http://cclponline.org/wp-content/uploads/2014/04/Boulder.pdf>.

<sup>2</sup> Selected Housing Characteristics. (2010-2014). U.S. Census Bureau, American Community Survey. Table DP04.

<sup>3</sup> U.S. Department of Housing and Urban Development, 2016 Income Limits Documentation System.

<sup>4</sup> "Denver Metro Apartment Vacancy & Rent Fourth Quarter 2016 Report," accessed June 9, 2017, <https://drive.google.com/file/d/0B-vz6H4k4SESYjduY1dtMmR5cWc/view>.

**Figure 1: Top Reported Reasons for Homelessness, City of Boulder 2016**

	Families with Children	All Homeless
Unable to pay rent/mortgage	58%	31%
Asked to leave	40%	18%
Relationship problems or family break-up	27%	19%
Abuse or violence in the home	27%	18%
Bad credit	25%	14%
Lost job/couldn't find work	15%	29%
Alcohol or substance abuse problems	5%	22%
Mental illness	4%	21%

**WHO EXPERIENCES HOMELESSNESS - PERCEPTIONS AND REALITY**

Community stigma and lack of understanding about homelessness are often cited as concerns by community members and stakeholders. Some residents may not realize how broadly homelessness reaches and how easily it could happen to them, or to their friends and neighbors. In a recent survey of the metro-Denver area, forty-four percent (44%) of survey respondents indicated they have friends or family members who have experienced homelessness.<sup>5</sup> More than one in ten of those polled have personally experienced homelessness.

**Chronically homeless individuals** are often the public face of homelessness. They have a long-term or repeated history of homelessness, and often have significant and serious disabling conditions including mental health, substance abuse, chronic health issues and numerous barriers to stability and self-reliance. Although this image is what the public sees most often, this population represents only about a quarter of those experiencing homelessness in Boulder.

Many more people are **transitionally homeless**. People in this situation do not have a long-term history of homelessness and may have been pushed into homelessness by a sudden shock such as a job loss or illness. They generally need less ongoing support than chronically homeless individuals to stabilize and remain housed.

Some types of homelessness – especially family homelessness – are less visible in the community on a daily basis. Homeless families with children may “double up”

**Point-In-Time Count**

The **Point-In-Time count (PIT)** is a survey every community in the nation is required to conduct annually to receive federal funding from the U.S Department of Housing and Urban Development (HUD). PIT provides a snapshot from a single night in January of individuals and families identified as homeless who participate in the count. It captures only people who fit the **HUD definition of homelessness**, which doesn't include people living in motels paid from their own funds, “couch-surfing,” or those who are doubled/tripled up with other families. PIT has methodology challenges due to differing criteria and conditions from year to year. However, PIT is one piece of the data puzzle to understand homelessness in our community and nation-wide.

<sup>5</sup> The Denver Foundation, County Level Data from PWB Polling – Boulder (2015). [http://www.denverfoundation.org/Portals/0/Uploads/Documents/DF-PWB\\_Boulder\\_Graphs.pdf](http://www.denverfoundation.org/Portals/0/Uploads/Documents/DF-PWB_Boulder_Graphs.pdf)

with friends or family, live in vehicles or low-cost motels, or camp. However, families are a large part of the homeless population locally and nationally.

Some young people lack education or employment skills to acquire jobs without significant supports to transition to adulthood successfully. Young people disproportionately represented in homelessness include: youth aging out of foster care; lesbian, gay, bi-sexual, transgender and questioning (LGBTQ) youth, and runaway youth that have experienced abuse and rejection at home.

Veterans experience rates of homelessness higher than that of the general population due to a variety of service-related disabilities, including post-traumatic stress disorder (PTSD).

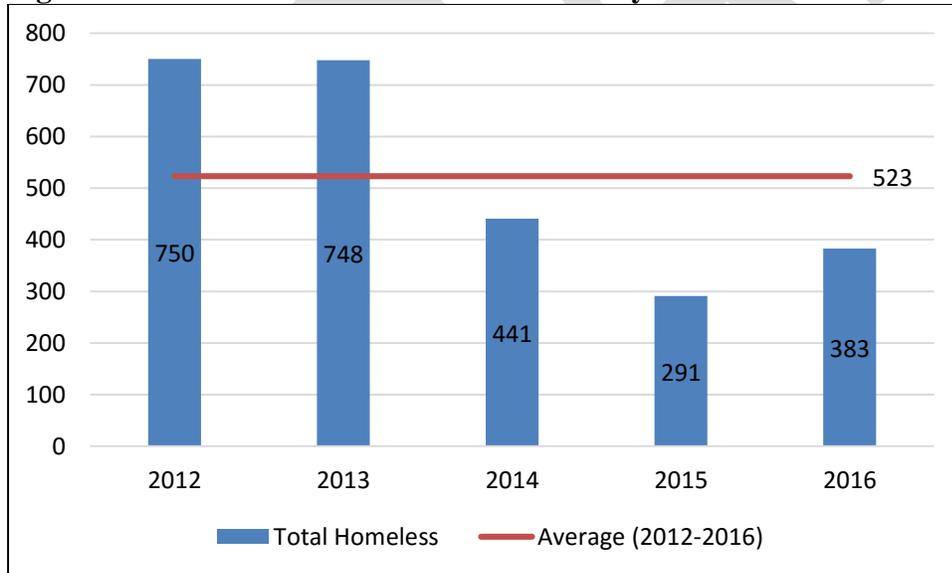
Some people leaving correctional institutions have no housing or employment upon release.

**Traveling** homeless populations may move frequently among different communities, staying only a short time in each one, for a variety of reasons. Some people are looking for jobs, housing, friends, family or to leave an unsafe situation. Others may travel as part of a group related to seasonal patterns or events throughout the country.

*Local Homeless Populations*

**Figure 2** reflects people counted in city PIT surveys over the past five years. Due to methodological changes in 2014, it is difficult to determine how much of the reduction in PIT numbers during recent years is due to actual reductions in homelessness.

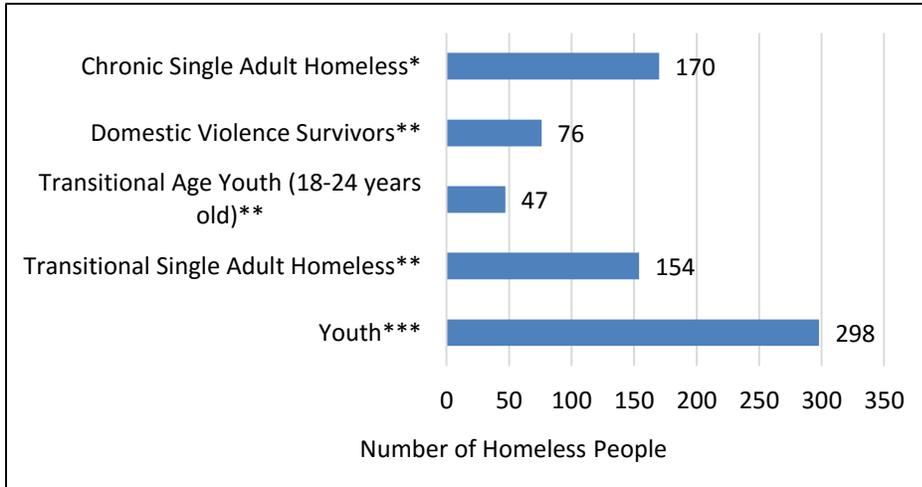
**Figure 2: PIT Homeless Count Numbers – City of Boulder 2012-2016\***



\*Methodological changes for 2014 included categorizing homeless based only on the HUD definition.

There are many diverse faces to homelessness nationally and locally, with major populations in Boulder highlighted in **Figure 3**.

**Figure 3: Homeless Population, City of Boulder**



There may be overlap between categories of homeless within this chart.

\*Source: combination of PIT and PSH study data.

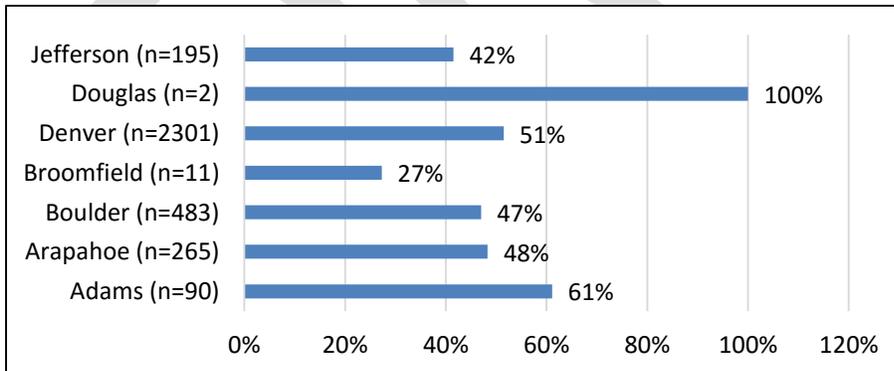
\*\* Source: PIT data.

\*\*\*Source: McKinney-Vento data.

Limited, reliable information exists on the traveling homeless population. While the size and characteristics of this population are not known, PIT surveys suggest a high degree of mobility for people experiencing homelessness overall in Boulder as well as neighboring cities and counties.

In **Figure 4** below, 47% of homeless respondents in the City of Boulder report Boulder County as their last permanent residence, a “home resident” percentage similar to other local counties.

**Figure 4: Percentage PIT Respondents in “Home County,” 2016 PIT**



For additional information on homeless populations in Boulder, see Appendix D: Homeless Populations.

## WHY HOMELESSNESS MATTERS

Once people become homeless, there are a multitude of temporary and long-term ripple effects for them and for their communities. For individuals and families, the impacts include physical and mental health deterioration, dependency on social supports, and greater risk to safety and well-being on the streets.

Homeless children lack stability in their lives, with 97% having moved at least once on an annual basis, which leads to disruptions in schooling and negatively impacts academic achievement.<sup>6</sup> Poverty is generational. Particularly for children, early life experience in poverty and housing instability can set a lifelong pattern of poor academic performance and reduced lifelong earnings, furthering the cycle of dependency on public services, loss of opportunity and contribution to the larger community.

Nationally, the average life expectancy in the homeless population is estimated between 42 and 52 years, compared to 78 years in the general population. Young homeless women are four to 31 times as likely to die early as housed young women.<sup>7</sup> In addition, the longer adults experience homelessness, the longer their gap in rental and employment history.

For communities, homelessness impacts a variety of emergency and public safety services such as hospital emergency rooms, law enforcement and court systems. The City of Boulder has estimated that it spends approximately \$2.2 million annually mitigating impacts from homelessness.<sup>8</sup>

Sometimes the public challenges of homelessness also result in conflict between residents as concerns emerge about use of public spaces, safety and impacts on businesses. An analysis of emails sent to Boulder City Council regarding human services issues showed that 84 percent were about homelessness, with many concerns and strong opposing views about safety, sanitation and behavior in public spaces, camping ordinances and shelter in the community. Through several mechanisms, including a survey conducted through the Human Services Strategy process, the Boulder business community has expressed significant concerns about impacts of homelessness on local businesses.

## RESPONDING TO HOMELESSNESS

### *National Policy and Best Practices in Other Cities*

National best practices and policy focus on key themes of housing and system improvements. These themes are highlighted in [Opening Doors](#), the federal strategic plan to prevent and end

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<sup>6</sup> American Psychological Association, Effects of Poverty, Hunger and Homelessness on Children and Youth. <http://www.apa.org/pi/families/poverty.aspx>

<sup>7</sup> O’Connell, J.J. “Premature Mortality in Homeless Populations: A Review of the Literature.” Nashville: National Health Care for the Homeless Council, Inc., 2005.

<sup>8</sup> City of Boulder Study Session Memorandum; [Update on Homelessness Issues, Strategy and Action Plan](#), Attachment F; August 30, 2016

homelessness created by the [United States Interagency Council on Homelessness](#) (USICH) in 2010 and updated in 2015.

Opening Doors emphasizes the idea that every community should have “a systematic response in place that ensures homelessness is prevented whenever possible, or if it can’t be prevented it is a rare, brief and non-recurring experience.”

Fundamental concepts and best practices emphasized in this plan, in federal funding opportunities, and by leading national organizations such as the [National Alliance to End Homelessness](#) (NAEH) are highlighted below.

**Prevention and Diversion** - NAEH produced the [Prevention and Diversion Toolkit](#) which outlines ways communities can reduce the size of their homeless population. Prevention assistance can aid households in preserving their current housing situation. Shelter diversion assists households in finding housing outside of shelter while they receive services to stabilize their housing or help them move into permanent housing.

- The Homelessness Prevention and Rapid Re-Housing Program (HPRP) was launched in 2009 as a large-scale homelessness prevention program. The study suggests that communities should improve coordination among antipoverty and homeless services agencies to effectively prevent homelessness.<sup>9</sup>
- Homebase, a program serving New York City, reduced shelter days for participants by an average of 22.6 nights, which equates to \$2,375 in savings per person.

One priority set by Opening Doors related to prevention is increasing the amount of rental housing that is affordable to people with the lowest incomes, including some families with children and people with disabilities who are living with incomes far below the federal poverty level.<sup>10</sup>

**Integrated, Coordinated Services** - Opening Doors identifies the need to “shift from a set of homeless services that only ameliorate the immediate crisis of homelessness to a response system that can help prevent and resolve it.” USICH states that an effective crisis response system:

- Identifies people experiencing or at risk of experiencing homelessness;
- Prevents homelessness whenever possible;
- Provides immediate access through coordinated entry to shelter and crisis services without barriers to entry, as stable housing and/or supports are being secured; and
- Quickly connects people to housing assistance and/or services tailored to the unique strengths and needs of households and which enable them to achieve and maintain permanent housing.

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<sup>9</sup> “Homelessness Prevention Study – Prevention Programs Funded by the Homelessness Prevention and Rapid Re-Housing Program Executive Summary,” accessed January 13, 2017, <https://www.huduser.gov/portal/sites/default/files/pdf/HPRP-ExecSum.pdf>.

<sup>10</sup> “Setting a Path to End All Homelessness,” modified December 12, 2015, <https://www.usich.gov/goals/setting-a-path>.

Opening Doors seeks to reach the goal of “setting a path to end all homelessness” by setting the following priority related to Integrated, Coordinated Services: Collaboration to leverage and integrate resources of mainstream systems, in the areas of housing, employment, education, health care, and benefits.<sup>11</sup>

**By-Name Master List** – This list not only includes knowing those who are homeless in a community by their name, but by their unique needs. Once a year the PIT gathers anonymous data about local homeless populations, but the information cannot be tied back to individuals to connect them with needed resources. Recommendations include storing the by-name list in a central, **HIPAA**-compliant database, which then forms the basis of a community’s CAHP (Coordinated Assessment & Housing Placement) system.<sup>12</sup>

- NAEH<sup>13</sup>, USICH<sup>14</sup> and HUD<sup>15</sup> recommend the use of a list to end veteran homelessness. In addition to a master list, the [Federal Criteria and Benchmarks Review Tool](#) can be used to assess progress.
- Advantages of this type of list is having a local, real-time homelessness count and understanding of needed resources to eliminate homelessness for the target group.

Opening Doors seeks to reach the goal of “crisis response” by setting a priority of identifying people experiencing or at risk of experiencing homelessness.<sup>16</sup>

**Coordinated Entry** – In a coordinated entry system, all homeless services entry points use a common assessment tool to effectively assess housing and other services needs and efficiently match clients with a common set of resources. Locally this concept has been piloted by organizations in partnership with the [Metro Denver Homeless Initiative \(MDHI\)](#) as part of the regional [OneHome](#) system.

An Opening Doors priority related to integrated, coordinated services is the development of coordinated entry systems to link families and individuals with the most appropriate assistance they need to prevent and end homelessness.<sup>17</sup>

**Housing First** - This concept centers on providing chronically homeless people with permanent housing quickly and supporting them with services as needed. Housing First recognizes that

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<sup>11</sup> “Setting a Path to End All Homelessness,” modified December 12, 2015, <https://www.usich.gov/goals/setting-a-path>.

<sup>12</sup> “By-Name List Special Ops Learning and Recommendations for Practice Version 1.0,” accessed January 13, 2017, <https://cmtysolutions.org/sites/default/files/by-namelistrecommendationsforpracticev1.0.pdf>.

<sup>13</sup> “Sample Veteran Homelessness Master List,” modified April 28, 2015, <http://www.endhomelessness.org/library/entry/sample-veteran-homelessness-master-list>.

<sup>14</sup> “Master List Template and Benchmark Generation Tool for Ending Veteran Homelessness,” modified February 1, 2016, <https://www.usich.gov/tools-for-action/master-list-template-benchmark-generation-tool>.

<sup>15</sup> “Master List Template and Benchmark Generation Tool,” modified January 2016, <https://www.hudexchange.info/resource/4900/master-list-template-and-benchmark-generation-tool/>.

<sup>16</sup> “Crisis Response,” modified on December 15, 2015, <https://www.usich.gov/solutions/crisis-response>.

<sup>17</sup> “Setting a Path to End All Homelessness,” modified December 15, 2015, <https://www.usich.gov/goals/setting-a-path>.

people can more successfully address other problems (employment, mental health, addiction, etc.) once they are stably housed. These programs do not require sobriety or completion of other programs prior to housing entry.

Housing First programs share critical elements:

- A focus on placing and sustaining homeless people in permanent housing as quickly as possible without time limits;
- A variety of services delivered following housing to promote housing stability and individual well-being on an as-needed and as-desired basis; and
- A standard lease agreement to housing as opposed to mandated therapy or services compliance.<sup>18</sup>

Implementation of the Housing First concept looks different according to the needs of people involved. The two most common models of Housing First are **Permanent Supportive Housing (PSH)** and **Rapid Rehousing (RRH)**.

- PSH – Provides permanent housing with ongoing support services to people that are chronically homeless.
- RRH – Geared toward people with lower support needs. This approach focuses on eliminating barriers to moving individuals and families quickly into permanent housing by providing housing location services and financial assistance for housing-related expenses (short-term rental assistance, deposits, moving expenses, etc.).

Housing First has been recognized by national researchers and policymakers as a cost-effective best practice model with proven stability outcomes for individuals.

- Approximately 68 percent of chronically homeless individuals placed in PSH programs locally remain in housing after two years.<sup>19</sup>
- Communities can save more than \$31,000 over two years for each chronically homeless individual placed in PSH.<sup>20</sup> These savings are the result of reduced use of emergency services such as emergency rooms, hospital, jail and court systems.
- Studies have shown that families can stabilize after receiving just four to six months of RRH financial assistance. About five families can be served through rapid rehousing for every family served through a traditional transitional housing program.<sup>21</sup>

For more information on best practices, see Appendix E: Best Practices.

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<sup>18</sup> “Housing First,” accessed on January 13, 2017, [http://www.endhomelessness.org/section/solutions/housing\\_first](http://www.endhomelessness.org/section/solutions/housing_first).

<sup>19</sup> Boulder Shelter staff, email message to author, December 2016.

<sup>20</sup> “Denver Housing First Collaborative: Cost Benefit Analysis and Program Outcomes Report,” modified December 11, 2006, [https://shnny.org/uploads/Supportive\\_Housing\\_in\\_Denver.pdf](https://shnny.org/uploads/Supportive_Housing_in_Denver.pdf).

<sup>21</sup> “Rapid Re-Housing: A History and Core Components,” modified April 22, 2014, <http://www.endhomelessness.org/library/entry/rapid-re-housing-a-history-and-core-components>.

## OTHER COMMUNITIES

### *Successful Initiatives*

A list of communities highlighted by national organizations for their successes in reducing homelessness is included in Appendix F: Successful Initiatives in Other Communities.

While these communities have experienced success in some homelessness initiatives, no communities have solved homelessness overall. Several of these efforts have focused on populations emphasized by HUD in response to targets for veteran and chronic homelessness during the first years of Opening Doors.

Although specifics of homeless initiatives vary among communities, some common themes emerge from success stories which are consistent with national best practices:

- Prioritization by vulnerability – Several communities used common assessment tools such as the **Vulnerability Index and Service Prioritization Decision Assistance Tool (VI-SPDAT)** to prioritize the homeless population for housing.
- Housing First and Prevention – Communities focused their energy and resources on long-term solutions instead of expanding emergency housing. In some cases, transitional housing was converted to PSH or RRH;
- Prioritization of **Housing Choice Vouchers (HCV/Section 8)** or other vouchers for homeless populations;
- Engagement of private landlords to house the homeless;
- Engagement of business and the broader community as partners and financial support for initiatives;
- Data driven – Use of the federal **Homeless Management Information System (HMIS, federal funds requirement)** and PIT or other methods to collect data, track outcomes and measure progress.
- Coordinated entry – Communities implemented coordinated entry principles to standardize intake and service coordination; and
- Maximize local affordable housing funds for homeless housing – elevated homelessness as a priority in their affordable housing investments and/or have active participation by community partners applying for homeless housing projects.

Sources of funding for successful efforts varied among communities and included different combinations of:

- Housing Choice (Section 8) vouchers;
- Veterans Affairs Supportive Housing (VASH) vouchers;
- Community Development Block Grant (CDBG);
- Private donations, including local business community and individual residents;
- Discounted rents from private landlords;
- City and/or county local funds;
- Other state/regional funders such as United Way and the Division of Veterans Affairs;
- HUD funds;
- HUD HOME Investment Partnerships Program (HOME) funds; and
- Local affordable housing funds.

## Addressing Homelessness Locally

The City of Boulder and community have historically valued human services as a core function of local government that maintains a social safety net and enhances the overall quality of life and community livability for all residents.

The city is committed to its role of supporting basic needs services as part of a continuum that includes both emergency support to help individuals and families in crisis, and prevention to help people on a path toward long-term stability, health and well-being. These values and commitments are conveyed in a number of city policies and key guiding documents reviewed by staff in developing the Homelessness Strategy, including:

- [Resilience Strategy](#) (2016)
- [Housing Boulder Action Plan](#) for 2016/2017
- [Economic Sustainability Strategy](#) (2013)
- [Boulder Valley Comprehensive Plan Update](#) (Draft: August, 2016)
- [Transportation Master Plan 2014 Action Plan](#)
- [Parks and Recreation Master Plan \(2014\)](#)
- [Boulder Police Department 2013 Master Plan](#)
- [Sustainability Framework \(2015\)](#)
- [Regional Affordable Housing Strategy](#)

### LOCAL HOMELESS SERVICES

A variety of services are available to Boulder’s homeless population, including, but not limited to:

- Short-term rental/financial assistance to prevent homelessness;
- Emergency shelter, food and clothing;
- Medical, dental, mental health and substance use treatment;
- **Case management;**
- Employment training and transitional employment;
- **Transitional housing;**
- Permanent housing; and
- Permanent supportive housing.

These services are provided by many non-profit, government and private sector organizations and individual contributors, with funding and resources from a wide variety of sources. Providing services and funding to support a continuum of services for vulnerable residents requires extensive partnerships and collaboration and funding entities. It also requires a regional planning and resourcing approach.

#### *Homeless Services Funding*

The city, other government partners and private philanthropy have made significant capital and operating investments to support local homeless services. The city has invested approximately

\$6.3 million in homeless housing capital projects since 2008. Annually the city contributes approximately \$650,000 in operating support for homeless services, primarily through the [Human Services Fund \(HSF\)](#).

Boulder homeless services agencies are also supported by significant private fundraising. City of Boulder (COB) funding represents from two to 28 percent of local agency operating budgets.

**Figure 5: City of Boulder (COB) Funding to Homeless Service Providers**

2016	Total Agency Budget	Total COB Funding	COB % of Agency Budget
Attention Homes	\$ 1,635,262	\$ 40,000	2%
BOHO	\$ 531,000	\$ 149,000	28%
BSH	\$ 2,116,083	\$ 165,000	8%
Bridge House	\$ 2,400,000	\$ 94,000	4%
EFAA	\$ 3,895,643	\$ 125,000	3%
SPAN	\$ 1,664,025	\$ 95,000	6%
<b>Total</b>	<b>\$ 12,242,013</b>	<b>\$ 668,000</b>	<b>5%</b>

In addition, HSF basic needs support to local agencies, which may also serve people experiencing homelessness, totaled approximately \$770,000 in 2016.

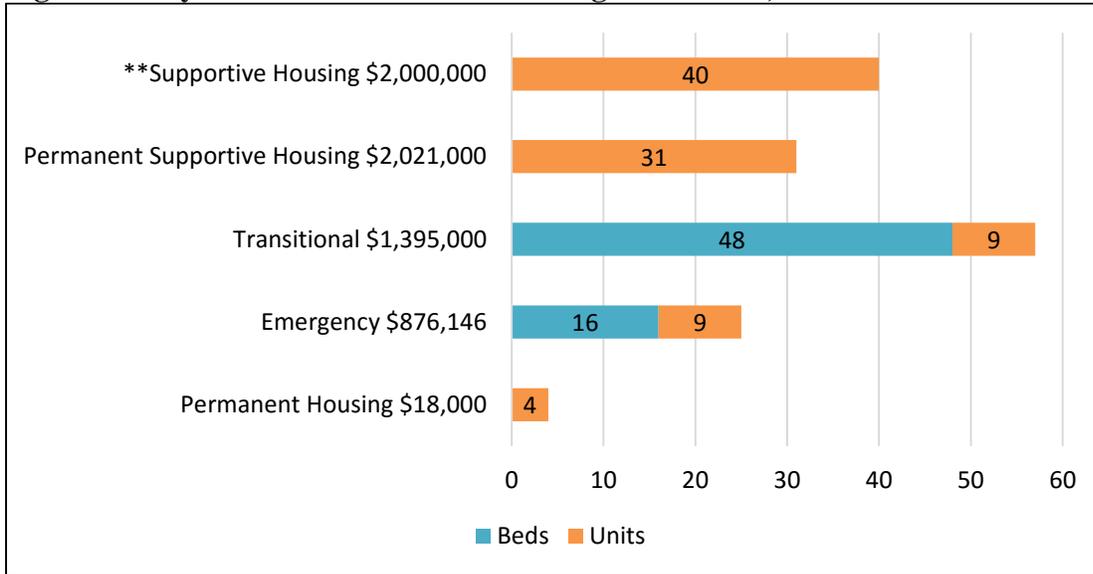
**Figure 6: Basic Needs Funding**

Organization	Funding
Clinica Campesina Family Health Clinic	\$290,000
Community Food Share	\$5,000
Dental Aid	\$125,000
Mental Health Partners	\$350,000
<b>Total</b>	<b>\$770,000</b>

The city supports homeless programs in other ways – such as contracts with homeless agency social enterprises - through other departments, as described in Appendix G: Citywide Homeless Investments.

City operating funding has historically been heavily placed in safety net services, though the city has also made significant investments in transitional and permanent housing through Affordable Housing program capital investments as demonstrated in **Figure 7**. Details of investments in Figure 7 are included in Appendix H: City Homeless Capital Investments.

**Figure 7: City of Boulder Homeless Housing Investment, 2008-2017\***



\*An additional \$1,247,476 allocated to the Emergency Family Assistance Association (EFAA), Attention Homes, Boulder Shelter for the Homeless (BSH), Bridge House (BH), Mother House, Community Food Share and Safehouse Progressive Alliance for Nonviolence (SPAN) from 2008 to 2017 is not presented in this table as these investments were for repairs or debt service and did not expand housing capacity. City investment does not represent complete cost of creating housing.

\*\* Pending land use approval

### LOCAL AND REGIONAL PARTNERSHIPS ADDRESSING HOMELESSNESS

#### *City of Boulder Homelessness Working Group*

During summer 2016, increasing community concerns emerged regarding the stability of space and programs for day and night homeless sheltering, and ongoing concerns regarding the fragmented services system. In addition, a need was identified to develop more specific homeless housing targets as part of city housing policy and the Homelessness Strategy. (For more information on these issues, see the “Local Environment: Challenges and Successes” section of this document.) To address these concerns, the city convened the Homelessness Working Group (Working Group) in the fall of 2016, comprised of city and county staff, homeless service providers, a mental health professional and homeless client representatives.

The Working Group’s goal was to create a focused and specific plan for addressing emergency day and night sheltering, **coordinated entry** and housing targets and development, including outcomes measurement by May 2017.

The Working Group Report and Plan was completed on May 16, 2017 and includes the following key recommendations:

- Implement a coordinated entry system: 1-2 “doors” in the community as entry points for everyone seeking help.
- Implement a common assessment tool to assess everyone before services; to understand and target needs appropriately.
- Prioritize support and community resources for people with higher support needs that cannot self-resolve quickly. Allow them to stay in program-based shelter until placed in housing.

- Develop Navigation (diversion) programming for people not best served by entering the system. (Note that these programs are different from the Municipal Court Homeless Navigator, who provides intensive navigation support to unhoused frequent utilizers of the court.)
- Implement housing targets and consistent housing investment for exit strategies. Target of 60 new units (25 in City of Boulder) each year for three years.
- Use real-time data feedback for testing assumptions and adjusting system elements.
- All transition time, including temporary day and night overflow/navigation shelter, while implementing the new system.

Working Group Plan recommendations are included in the Homelessness Strategy goals and strategies, and the Homeless Action Plan section of this document. More details on the Working Group recommendations are included in Appendix I: CSH - Homelessness Working Group Report.

#### *Boulder County Regional Homeless Governing Body*

The Boulder County Regional Homeless Governing Body, formerly known as the Boulder County Ten-Year Plan Board, will be the governance framework for countywide coordinated entry system implementation. The Boulder County Ten-Year Plan Board has undergone a restructure, in which an executive committee is in place to approve policies and systems changes as they are tested and refined. The Governance Board oversees, tests, modifies system implementation with real-time data and makes policy recommendations to the Executive Board.

#### *Regional Work to Reduce Homelessness*

Homelessness is a regional issue, and the city is a partner in numerous initiatives through which Boulder can learn and leverage funding and work being done beyond our borders. Examples of partnerships and current efforts underway countywide and regionally are included in Appendix J: Regional Partnerships.

## Local Environment: Challenges and Successes

Efforts by the city and community partners to address homelessness have made significant progress in some key areas, though significant challenges remain. Important areas of community progress and concern are highlighted below.

### **CHALLENGES**

#### *Housing*

Housing is a critical component of addressing homelessness and is a key component of national best practice in solving homelessness strategy. However, housing in Boulder is challenging, with

high rental prices, low vacancy rates and limited available land. The rental vacancy rate in the city was around seven percent in 2016<sup>22</sup>, and a person with an income at 30 percent of **Area Median Income (AMI)** would have to spend 99 percent of income to afford rent<sup>23</sup>. These housing market challenges extend across the county and region, putting low-income people at risk for homelessness.

This environment also makes it difficult for people experiencing homelessness to regain housing. With low vacancy and high demand, people trying to “get back on their feet” must compete with other potential tenants who do not have issues that challenge some who experience homelessness (credit history, lack of rental history, past evictions, or past convictions). In addition, some people are overwhelmed by processes involved in a housing search, filling out applications, accessing rental assistance and other programs and working with landlords.

Even residents with housing vouchers or in rental assistance programs have difficulty accessing Boulder’s existing housing stock. Very few units are below the **Fair Market Rent (FMR)** limit required to use federal vouchers<sup>24</sup> and there is heavy competition for those units. Individuals with mental health supportive housing vouchers in Boulder spend an average of 120 days looking for housing and in some cases are still unsuccessful.<sup>25</sup> Some landlords have concerns that tenants using vouchers will cause disruption or damage to units, and federal programs sometimes involve delays and “red tape.” The [Landlords Opening Doors](#) (LOD) campaign has attempted to address issues with landlords but results to date are limited due to gaps between market rental rates and voucher payments, mismatch between units available and client needs, and other factors. For more information on vouchers and rental assistance, see Appendix K: Vouchers and Rental Assistance in Homelessness.

Barriers also exist to the creation of new housing for people experiencing homelessness. Land for new housing in Boulder is limited and homeless housing may face land use and zoning challenges in addition to significant neighborhood opposition. The cost of developing any type of housing in Boulder County is high, and financing is even more difficult for homeless housing

## Local Challenges

- Tight, competitive housing market with high rents
- Justice system revolving door for a small percentage of people
- System coordination and integration
- Balancing basic services and long-term solutions
- Populations and priorities in the context of limited resources

<sup>22</sup> “2016 Quarter 1-4 Denver Metro Area Vacancy & Rent Survey Data”, accessed June 14, 2017, <https://www.colorado.gov/pacific/dola/node/105576/>.

<sup>23</sup> U.S. Department of Housing and Urban Development, 2016 Income Limits Documentation System.

<sup>24</sup> September 2015 Colorado Rental Price Monitor.

<sup>25</sup> MHP staff, May 12, 2016.

projects which often must rely on a dozen or more funding resources to cover the costs of project development.<sup>26</sup>

The city has a commitment to affordable housing, including a goal of ten percent of housing stock to be permanently affordable housing. Until recently, the program did not have specific targets, or incentives, for types of housing for people experiencing homelessness and those most at risk of becoming homeless. Within the ten percent goal, the desired share of housing for “Extremely Low Income” (under 30 percent AMI) is 35 percent. The existing share for this income category is currently 21 percent.<sup>27</sup> However, this 21 percent only includes permanent deed restricted units, many of which include permanent supportive housing, transitional housing, and family, youth and domestic violence housing. Shelter programs are in addition to this 21 percent. These are not included in the city’s ten percent goal. An update of the city’s affordable housing strategy [Housing Boulder](#) is currently in progress.

#### *Safe Spaces, Reducing Justice System Impact*

Housing status and criminal behavior are separate issues, and as with the community as a whole, a small minority of unhoused people engage in illegal activities. Common offenses include smoking, drinking, or using marijuana in public; camping, trespass (i.e., being in the parks overnight when they are closed); urinating in public or littering.

People experiencing homelessness who also have frequent justice system interaction often have complex long-term problems such as serious mental illness and addiction. In some cases, these issues make it difficult for people to accept help or follow through with needed steps for housing or other programs.

Although justice system personnel have frequent contact with some homeless individuals, law enforcement and court systems have not historically been considered part of the homeless services system. In some cases, barriers occur in information sharing between justice system providers and other partners, particularly in the case of health or mental health service provision.

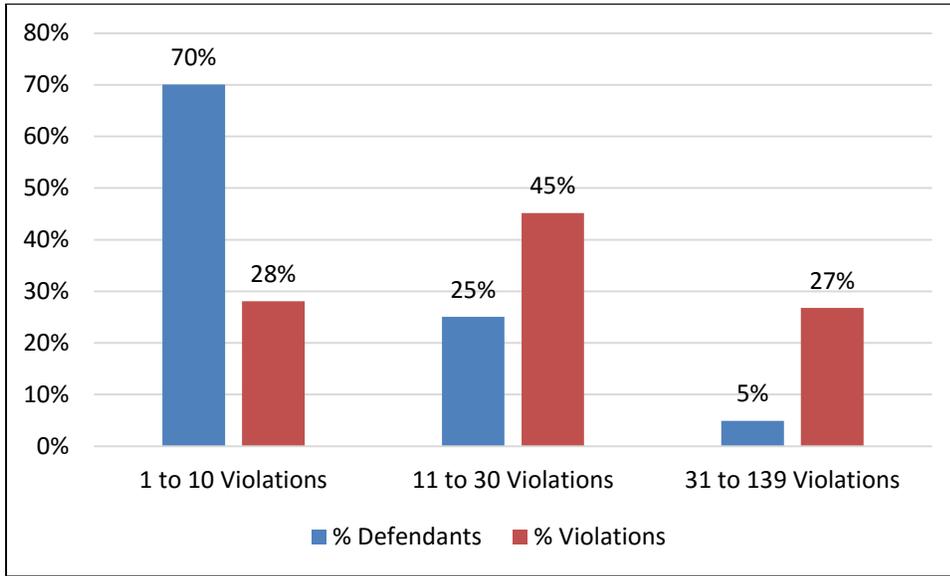
An analysis of Municipal Court data for violations issued between Jan. 2011 - Aug. 2016 to people without addresses demonstrated that less than one third of potentially homeless individuals accounted for more than two thirds of violations by the same group.

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<sup>26</sup> Community Strategies Institute, “Boulder County Permanent Supportive Housing Study,” June 2016

<sup>27</sup> Housing Boulder “Strengthen Our Current Commitments” Fact Sheet March 4, 2015

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



In addition, a 2016 analysis estimated city Municipal Court expenditures of \$383,000 and Police Department expenditures of \$1.5 million related to homelessness.<sup>28</sup>

Like Denver and many cities nationwide, the City of Boulder has a municipal camping ordinance, which prohibits camping on public property. The camping ordinance has been a point of controversy in the community. Some people oppose it and believe that the city has an obligation to provide shelter for anyone who wants it; others believe the ordinance should be enforced more rigorously. Enforcement of the ordinance was adjusted during the summer of 2016 to focus more on warnings and assist people to services. Following this change, many community residents reported a rapid decline in conditions at public spaces such as parks and the Boulder Creek multi-use path. Concerns included safety and increased trash and debris in these areas. In response to these concerns, camping ordinance enforcement was returned to previous levels. In response to these concerns, the city has continuously monitored community concerns to be responsive to conditions for the benefit of the entire community.

*System Coordination and Integration*

Historically homeless service systems in Boulder and other communities have included many programs providing important services to people in need. However, systems have been fragmented, with disconnected or overlapping services and data among a variety of nonprofit, government and other organizations.

In Boulder three different nonprofit agencies provide services to homeless adults, with additional organizations serving families, expectant mothers and youth/young adults. Other community services, such as mental or physical health provider locations, also sometimes serve as entry points to homeless services in Boulder.

<sup>28</sup> City of Boulder Analysis, 2016

While local homeless service providers collect data on their programs and report data to the city as a condition of funding, they do not have integrated data to demonstrate the movement of individuals through the system. The lack of integrated data has limited analysis of overall system performance, gaps, needs and outcomes.

Siloed systems have also prevented the community from implementing national best practices such as coordinated entry.

#### *Balancing Basic Services and Long-Term Solutions*

While homeless investments in Boulder and most cities have historically focused on emergency services such as basic shelter, research demonstrates that longer-term solutions, such as permanent housing, are most cost-effective and yield better outcomes for individuals and communities.

In recent years, pressures to ensure basic needs through additional temporary solutions have increased. Advocates have suggested city-sanctioned encampments, temporary structures, and adding summer shelter slots as responses to limitations within the current emergency system.

At the same time, many residents have argued that extensive basic services such as shelter exacerbate homelessness in the city by encouraging people from outside the community to come to Boulder.<sup>29</sup>

In addition, day and night homeless emergency services in Boulder face stability challenges. They have been heavily reliant on faith-based sites for overflow sheltering, which places an unsustainable burden on the faith community, and some services face financial sustainability issues.

While emergency services alone do not resolve homelessness, they serve as an entry point to more sustainable solutions and require continued support as part of a service continuum. However, additional investment in emergency services may divert resources and community will from more sustainable solutions. National policy and the Ten-Year Plan emphasize long-term housing solutions over creation of additional emergency shelter.

#### *Populations and Priorities in the Context of Limited Resources*

Many different types of people experience homelessness, and utilize homeless services differently in Boulder. While it is not clear that people come to Boulder specifically for homeless services, service provider utilization data demonstrates that many people use services only for a short time. For example:

- BSH reports that approximately 50% of unique clients each year use their winter sheltering services for seven nights or less. Approximately 25% use only one night of services.
- As shown in **Figure 9**, BOHO and Bridge House data from day shelter (DS) and **community table** (CT) meals demonstrate that a small number of people consistently use those services, while approximately 80% use services a few times. It is presumed that many of these “light users” are only in the community a brief time. “Welcome Meetings,” an introduction to available community services, are required to use services more than 14 days.

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<sup>29</sup> See the HS Issue Brief “[Do Homeless People Come Here for Our Services?](#)” for staff research on this issue.

**Figure 9: Number of Clients by Level of Service Utilization – Day Shelter and Community Table 2016<sup>30</sup>**

Type of User	Heavy	Moderate	Light
Definition	120-271 Interactions	15-118 Interactions	14 or Fewer Interactions
% Participation in Welcome Meeting	100%	99.5%	69.9%
Unique Persons	27	382	1,484
% of Total Population	1.4%	20.2%	78.4%
DS and CT Interactions	4,524	14,949	5,174
% of Total Interactions	18%	61%	21%

**Figure 10: Boulder Night Shelter Data Trends – 2015<sup>31</sup>**

Type of User	Heavy	Moderate	Light
% of Total Population	3%	20%	77%
Unique Persons	71	454	1,811
Cumulative Nights at BSH+BOHO	18,360	37,839	14,878
% Cumulative Nights	26%	53%	21%
Definitions (# of Nights)	193 to 348/person	35 to 192/person	1 to 34/person
Avg # of Shelter Nights	261	80	8

Many community members have given feedback that limited city resources should be focused on people who want to be an ongoing part of the Boulder community. At the same time, many in the community have also expressed a desire to ensure shelter and services for all.

**SUCCESSSES**

*Housing Opportunities*

Over 500 new housing opportunities have been created countywide for people experiencing homelessness since 2010 through capital investment and **housing vouchers** from the city and multiple sources – local, state, and national. More detailed information on new housing opportunities in **Figure 11** is included in Appendix B: New Housing Opportunities Countywide.

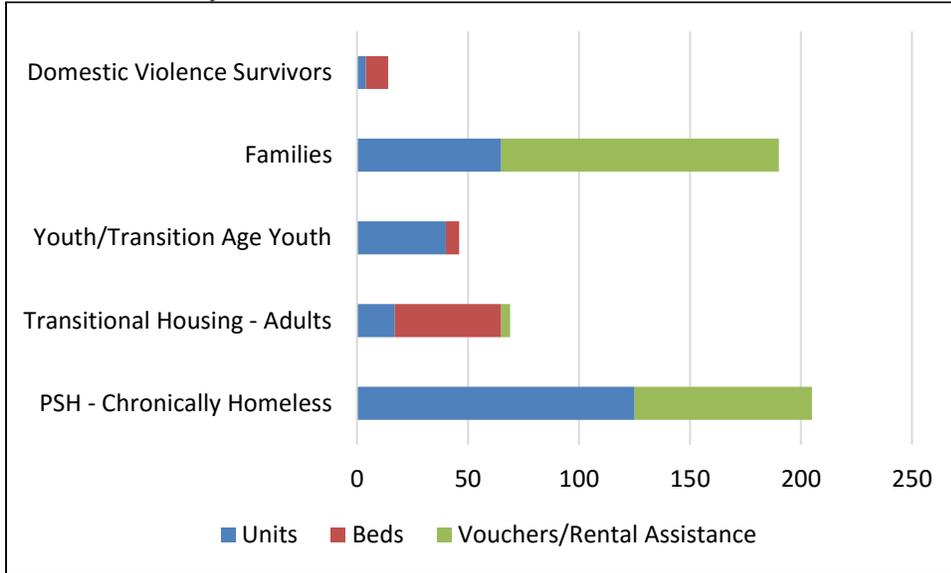
**Local Successes**

- Increased housing opportunities
- Justice system partnerships
- Increased collaboration and data strategy

<sup>30</sup> Bridge House staff, emails to author, 2016.

<sup>31</sup> “City of Boulder Department of Human Services: Strategic Framework: Emergency Homeless Services & Systems Analysis,” modified May 16, 2017, [https://www-static.bouldercolorado.gov/docs/2017\\_05\\_16\\_Agenda\\_Packet\\_final-1-201705111550.pdf?\\_ga=2.209519698.1326150127.1495140387-1140698641.1484178954](https://www-static.bouldercolorado.gov/docs/2017_05_16_Agenda_Packet_final-1-201705111550.pdf?_ga=2.209519698.1326150127.1495140387-1140698641.1484178954).

**Figure 11: New Housing Opportunities by Type and Population Served since 2010 – Boulder County**



Boulder County’s allocations in MDHI’s **Notice of Funding Availability (NOFA)** process have increased in recent years, helping to support housing resource expansion. In 2016, projects in Boulder County were awarded \$1.2 million in operating funds, including \$544,000 for permanent supportive housing projects through Boulder Housing Partners and \$681,000 for a new Rapid Re-Housing Program through Boulder County.

Regional efforts also have improved access to housing for people experiencing homelessness. Through MDHI’s OneHome coordinated entry system, 410 people in Boulder County have been assessed for vulnerability and 43 have been housed since 2015.

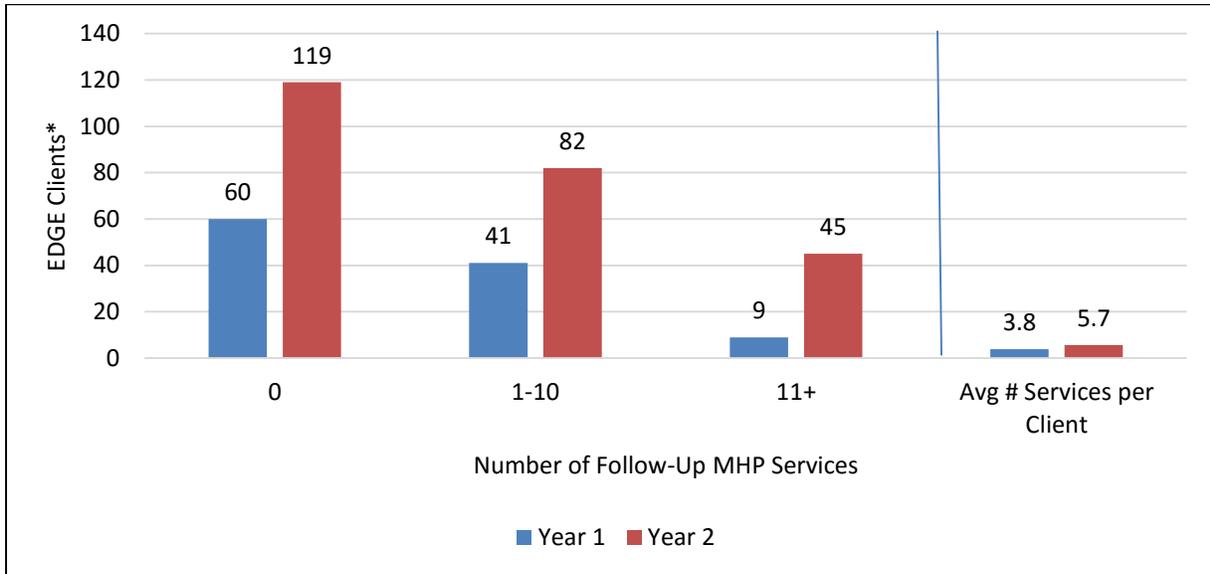
*Safe Spaces, Reducing Justice System Impact*

The unhoused population, like all people, should be held accountable when they violate the law. However, enforcement is not a solution to homelessness and studies have demonstrated that the criminal justice “revolving door” for high-need populations can be reduced with connection to housing and appropriate services. The city and its partners have created programs and services to reduce negative interactions with justice systems and offer pathways to stability.

**Early Diversion Get Engaged (EDGE)**

In 2014, the Boulder Police Department (BPD) implemented the EDGE program in partnership with MHP. Mental health clinicians work out of the police department and respond to calls to provide direct intervention services to community members, housed and unhoused, in need. Ninety-nine percent of EDGE clients are diverted from arrest and many seek follow-up mental health services after field contact, as outlined in **Figure 12**.

**Figure 12: EDGE Clients Accessing MHP Services After Field Contact**



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

**High Utilizer Project**

Human Services, Municipal Court, and BPD launched the “High Utilizer Project” in 2015. Project partners include Boulder Shelter for the Homeless (BSH), Bridge House and MHP. The purpose of the project was to identify homeless defendants who frequently appear in court and ensure they are fully integrated into services and housing programs to stop the cycle of criminal justice recidivism and emergency services utilization and stabilize their living situations.

The High Utilizer Project group developed a priority list of 52 people with the highest number of municipal court violations since 2009. Project partners work together to locate people, conduct vulnerability assessments and help people access housing. Nearly all 52 have now been assessed and 11 are housed, in treatment or participating in Ready to Work.

**BPD Homeless Outreach Team (HOT Team)**

The HOT Team was formalized in May 2016. HOT’s primary focus is helping people connect with the appropriate services to meet their needs and move off the streets. HOT has had success working with community partners in helping people access services including housing and substance use treatment programs.

**Municipal Court Navigator**

During summer 2016, the Municipal Court hired a “Navigator” to help homeless defendants navigate services, including health and dental care, mental health services, job readiness and employment services, housing, substance abuse services, public benefit programs and

identification needs. In the first year of the program, the Navigator has helped 17 people enter residential substance use treatment and placed 10 others in housing.

*System Improvements, Connecting People with Services*

Collaboration between the Boulder Homeless Services Collaborative (adult homeless service providers), the city and the county has led to progress on understanding emergency services system utilization, which was foundational to the work and recommendations of the Homelessness Working Group as described above.

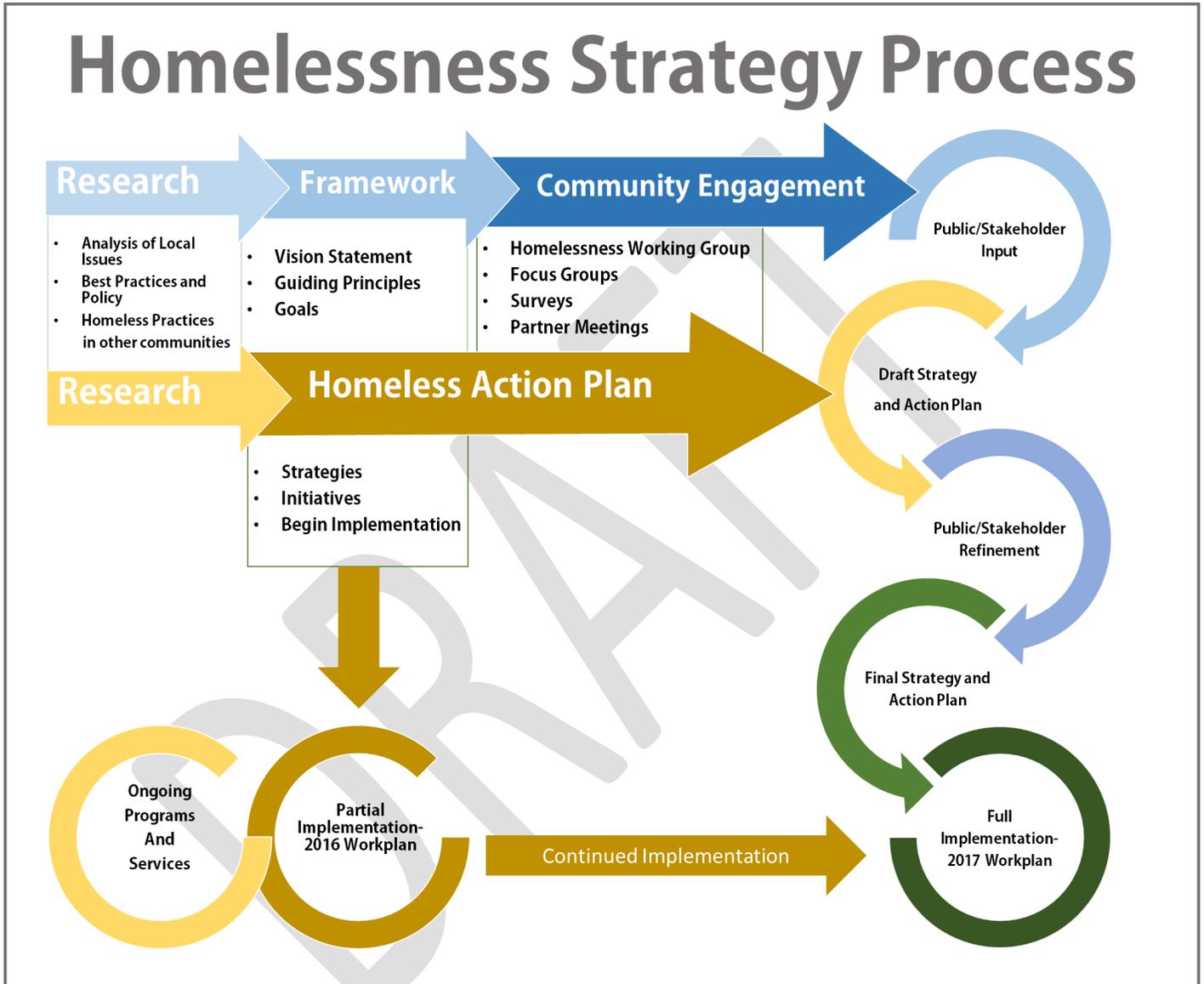
Multiple providers in the city now use the Vulnerability Index and Service Prioritization Decision Assistance Tool ([VI-SPDAT](#)) common assessment as part of the regional coordinated entry system (OneHome).

## Homelessness Strategy Process

The process for creating the Homelessness Strategy included research and analysis of national trends and local issues, collection of general and targeted community feedback, input from city departments, and regular check-ins with local homeless service providers.

A Homelessness Strategy Framework (Framework) was created after the initial research phase. The Framework included initial drafts of the Homelessness Strategy Vision Statement; Guiding Principles; Goals; and the Homeless Action Plan (HAP), which identified specific strategies for implementation of Homelessness Strategy goals. Draft ideas in the Framework were used to inform the community engagement process, which in turn informed development of the draft strategy document. Comments from City Council and the community were used to refine the draft strategy document into the final Homelessness Strategy document submitted to City Council for approval. For further details refer to Appendix C: Homelessness Strategy Process, Appendix L: Stakeholder Engagement Results, Appendix M: BBC Report Community Engagement Results and Appendix N: Homelessness Strategy Process Timeline.

Figure 13: Homelessness Strategy Process



## Homelessness Strategy Vision

All Boulder residents have opportunities to achieve or maintain a safe, stable home in the community.

## Guiding Principles

Four principles guide Boulder’s Homelessness Strategy. Guiding principles are informed by national best practices, local community needs, and other local and regional policy documents.

- **DEVELOP SOLUTIONS TO HOMELESSNESS IN A REGIONAL CONTEXT** – Many people experiencing homelessness are highly mobile, seeking employment, housing, and services to regain stability. Policies, resource allocations and actions in one city, county or metro area impact homelessness among neighboring jurisdictions. Planning and resources should be leveraged countywide and across the Denver Metro region to minimize duplication and maximize impact.
- **EFFECTIVELY USE RESOURCES WITHIN A COORDINATED AND INTEGRATED SYSTEM** - Best practices demonstrate that coordinated services and systems yield better outcomes for people and more cost-effective solutions for communities. To maximize the resources available, the city must have an integrated homeless services system, rather than a group of individual programs doing good work.
- **CONSIDER THE DIVERSITY OF PEOPLE EXPERIENCING HOMELESSNESS AND THEIR UNIQUE NEEDS IN COMMUNITY PLANNING** - A wide variety of people experience homelessness for many different reasons. Solutions should consider diverse homeless individual and family circumstances and needs.

## Alignment with the Ten-Year Plan

The Homelessness Strategy Guiding Principles align with [2010 Boulder County Ten-Year Plan to Address Homelessness](#) (TYP) values, as well as TYP goals listed below:

- Prevent individuals and families from becoming homeless;
- Provide temporary shelter, alternative housing and supportive services for those who are temporarily homeless;
- Provide permanent housing with supportive services to meet the long-term needs of chronic homeless individuals;
- Develop and improve systems to support efficient and effective plan implementation;
- Promote public awareness and advocacy; and
- Implement an effective governance and staffing structure.

- **SUPPORT THE ADVANCEMENT OF RESILIENCE, SELF-SUFFICIENCY AND INDEPENDENCE** - Individuals and families are resilient to shocks and have resources to avoid homelessness. People experiencing homelessness have support to achieve the maximum degree of long-term self-sufficiency and independence possible.

## Goals and Strategies

Informed by the Vision, Guiding Principles and planning process, the Homelessness Strategy is organized around six goals. Each goal includes one or more strategies to achieve the goal. More detailed initiatives and implementation actions for each strategy are included in the Homeless Action Plan attached to this document.

### GOAL 1: PATHWAYS TO PERMANENT HOUSING AND RETENTION

- Provide access to housing options and support, including permanent supportive housing and Housing First for chronically homeless individuals and families, and rapid re-housing and transitional housing for people with fewer support needs.
- Support people in retaining housing. Housing resources should be allocated to maximize number of people served.
- Help people in voucher or rental assistance programs access existing housing.

Studies have shown that families can stabilize after receiving just four to six months of rapid re-housing financial assistance. About five families can be served through rapid rehousing for every one family served through a traditional transitional housing program.

National Alliance to End Homelessness, *Rapid Re-Housing: A History and Core Components*

### Strategies for Permanent Housing and Retention

#### 1. Facilitate/Support Creation of Housing to Address Homelessness

While the city cannot “build its way out” of homelessness, additional housing units and facilities are part of the solution and can make a real difference for homeless and at-risk residents.

The City does not develop housing, but it does fund housing and develop regulations related to housing. Two recent examples of new housing supported by the city with significant positive impact on homelessness include [1175 Lee Hill](#) and [Ready To Work House](#). This strategy is focused on initiatives through which the city can further facilitate and support the development of housing to address homelessness, including targets developed through the Homelessness Working Group Process: 25 new housing resources in the city of Boulder each year for three years.

#### 2. Maximize Housing Opportunities Through Regional Partnerships

Regional initiatives present opportunities for Boulder residents to access housing, and for local organizations to obtain funding and leverage support for placing residents in homes.

Some funding and infrastructure, such as federal funds through MDHI, are designed to operate on a regional level.

This strategy calls for the city to continue to actively participate, and take leadership in, regional partnerships to maximize housing opportunities.

### 3. Maximize Access to Existing Housing in the City of Boulder

Through this strategy, the city can support greater access to existing units and housing programs for people experiencing homelessness or those at risk. Examples include support for people holding housing vouchers and landlords who rent to them.

#### GOAL 2: ACCESS TO PROGRAMS AND SERVICES TO REDUCE OR PREVENT HOMELESSNESS

Support programs which prevent individuals and families from the traumatic and costly slide into homelessness.

##### Strategies for Prevention

1. Invest in evidence-based services and programs that focus on long-term poverty reduction and prevention.

People considered “newly homeless” represent 20-24% of those experiencing homelessness in Boulder.

Point In Time Surveys, 2013-2015

34% of Boulder children are below, at or near the **federal poverty level**, in families that may be at risk for homelessness.

U.S. Census Bureau, 2015 American Community Survey

Economic mobility and resiliency are issues that reach broadly into the community with impacts that go beyond homelessness. This strategy will link with the Human Services Strategy to implement new initiatives that stabilize individuals and families to prevent homelessness and improve long-term outcomes.

#### GOAL 3: COMMUNITY MEMBERS BENEFIT FROM AN EFFICIENT AND EFFECTIVE HOMELESS SERVICES SYSTEM BASED ON EVIDENCE

Support and implement evidence-based practices in addressing homelessness that result in a system of services that is coordinated, integrated, easy to navigate and provides data-driven outcomes that support community goals.

##### Strategies for Efficient and Effective Services

1. Prioritize Support for Services to Target Populations  
Opportunities for system impact involve focusing limited resources on coordinated efforts to stabilize prioritized populations. Priority populations identified by research,

community engagement and the Homeless Working Group process include those with the highest need.

**2. Drive Implementation of Best Practice System Tools**

Proven practices in homelessness and human services, including coordinated entry, **Human Centered Design, Collective Impact, Social Determinants of Health, Navigation (Diversions)** and real-time data/data-driven outcomes are tools that can help Boulder improve services and better understand system strengths, weaknesses and opportunities for improvement.

**3. Maximize Regional Systems Resources**

Regional and county partners are sources of systems tools, such as data and housing placement mechanisms, that can improve homeless systems and information in Boulder. This strategy supports ongoing regional partnership to fully utilize systems already in development to leverage resources and avoid “reinventing the wheel.”

**GOAL 4: ACCESS TO A CONTINUUM OF SERVICES AS A PATHWAY TO SELF-SUFFICIENCY AND STABILITY**

Maintain a stable safety net of crisis response services, such as shelter, food, access to medical care, transportation and other basic services with a pathway to permanent housing.

3383 people were provided emergency or transitional shelter in Boulder by five organizations in 2015.

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2015 Human Services Fund Reports

**Strategies for Supporting a Continuum of Services**

**1. Emergency Response System Re-Design**

Support transformation of adult emergency response programs to a stable, integrated system designed to prevent or move people out of homelessness as quickly as possible. Implement coordinated entry and prioritize resources for the highest-need people, with a focus on helping them into housing as quickly as possible. Implement navigation programs to eliminate or reduce time needed in shelter for people not best served by entering the system.

**2. Improve Access to Substance Abuse Treatment and Mental Health Services**

Substance abuse treatment and mental health are identified as key needs for a broad range of people in the community, including those experiencing homelessness. This strategy will be integrated with initiatives implemented as part of the Human Services Strategy.

**3. Advance Affordable Transportation**

Transportation was identified as a significant barrier for those experiencing homelessness, as well as for other community members. This strategy supports active engagement in countywide efforts to improve access to transportation for low-income and at-risk populations.

Although Boulder homeless services agencies spend a combined total of approximately \$80,000 on bus tickets annually, transportation needs for clients often go unmet.

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Agency and client focus groups

**GOAL 5: ACCESS TO ROBUST INFORMATION ABOUT HOMELESSNESS AND COMMUNITY SOLUTIONS**

Provide and promote accessible information about homelessness in Boulder, people experiencing homelessness, homeless services and criteria, to build understanding and support for homelessness solutions.

**Strategies for Public Information**

**1. Homelessness Communications Plan**

This strategy places more resources and emphasis on implementing a multi-pronged Homelessness Communications Plan, including leveraging regional homelessness messaging efforts and partnering with diverse segments of the community, such as the business, faith and nonprofit communities.

**GOAL 6: PUBLIC SPACES ARE WELCOMING AND SAFE FOR RESIDENTS AND VISITORS**

Community members and visitors feel welcomed and safe throughout Boulder. Decrease the number of homeless residents living on the streets and at risk of health and safety; provide opportunities to access services and housing to reduce frequent, cyclical interaction in the justice system.

## Strategies for Keeping Public Spaces Welcoming and Safe

### 1. Justice System Partnerships

Strengthen partnerships with Municipal Court, Boulder Police Department and homeless service providers to expand service connection and improve community and individual outcomes.

## Prioritizing Homelessness Strategy Goals

Each goal in the Homelessness Strategy was selected because of its importance when reviewing results of research, community engagement, Homelessness Working Group recommendations and the successes and challenges in homelessness locally. Therefore, each goal is considered important in effectively addressing homelessness in Boulder. However, for the purpose of evaluating funding and staffing priorities, Homelessness Strategy goals have been ranked in priority tiers.

One consideration in prioritizing goals was the Homelessness Strategy role within the larger [Human Services Strategy](#). The priority goal of the Human Services Strategy is improving economic mobility and resilience for Boulder residents, which is key to addressing poverty as a “root cause” issue in many social issues including homelessness. Core principles of the Strategy include:

- Upstream investment – outcome-based programs and policies designed to address problems before they become more critical and expensive to address.
- Data-driven - Meaningful indicators measure outcomes rather than simply the number of services provided.
- System integration - A seamless social safety net that is more efficient and effective for both service delivery agencies and clients.

Within this context, goals for the Homelessness Strategy have been prioritized as follows.

### Tier 1 – Strategies Critical to Integrated, Results-Driven Solutions

The four strategies included in this top tier are all essential elements of the system envisioned by the Homelessness Working Group to effectively address homelessness.

- Pathways to permanent housing and retention.
- Access to programs and services to reduce or prevent homelessness.
- Community members benefit from an efficient and effective homeless services system based on evidence.
- Access to a continuum of services as part of a pathway to self-sufficiency and stability.

### Tier 2 – Strategies to Build on the System

The strategies below are also very important to address homelessness in Boulder, but must build on an effective system created through Tier 1 strategies.

- Access to robust information about homelessness and community solutions.
- Public spaces are welcoming and safe for residents and visitors.

## Implementing the Homelessness Strategy

Specific initiatives and timelines for implementing plan strategies are included in the Homelessness Action Plan.

### Homelessness Action Plan

The Homelessness Action Plan (HAP) identifies implementation initiatives to achieve the goals and strategies of the Homelessness Strategy. HAP is intended as a nimble, flexible plan with initiatives that can be added or changed as opportunities arise to address strategy goals. Each strategy below is organized by Homelessness Strategy goal area and includes proposed or ongoing initiatives.

Some initiatives are “Emerging Initiatives,” with information that continues to evolve based on the outcomes of other planned or current activities, or the need for focused community planning in a specific area. These initiatives require more information and collaborative work with community partners to form specific work plans, action items and budgets. In some cases, Emerging Initiatives involve community issues that go beyond homelessness to impact the broader low-income and at-risk community and these items will be developed in conjunction with the [Human Services Strategy](#).

Estimated funding requirements for initiatives are categorized by:

\$ - Within existing resources

\$\$ - Requires additional resources and includes estimated amount

Emerging – resources still being determined

#### TIMELINE

Goals, strategies and initiatives are grouped within work plans for Year 1 (2017) and Year 2 (2018). Work plans and initiatives for 2019 and beyond will be developed as new opportunities emerge and lessons are learned from launch year efforts.

Initiatives were matched with launch years based on several factors:

- Initiatives or complementary efforts already in progress
- Need for further information or evaluation of current efforts before launching some initiatives
- Priorities communicated by City Council or the community
- Anticipated level of resources required, compared to resources available

#### METRICS

Development of metrics to measure success of plan strategies is a work plan item for quarters three and four of 2017, and quarters one and two of 2018, and will require input and expertise from community partners and consultants. The city has Partnered with What Works Cities /Harvard Kennedy School to assist with performance based contracting and establishing metrics.

The metrics development process will align with metrics development for the Human Services Strategy. This action plan includes potential success metrics, which will be refined during 2017/2018 for a dashboard on the Homelessness Strategy.

## Year 1: 2017 Work Plan

Homelessness Strategy Metrics Development – 2017		
Initiative	Partners	Funding
<b>Plan Metrics Development</b> – Develop metrics to measure success of plan strategies and initiatives	<ul style="list-style-type: none"> <li>• What Works Cities Partner - Harvard Kennedy School Performance Lab</li> <li>• Consultant/Technical Assistance</li> </ul>	\$\$ - Up to \$25K for consulting

Goal 1: Pathways to Permanent Housing and Retention – 2017		
Initiative	Partners	Funding
1. Facilitate/Support Creation of Housing to Address Homelessness		
<b>City Housing Targets</b> – Implement homeless housing targets for City Affordable Housing including associated policy changes to achieve goals: <ul style="list-style-type: none"> <li>• 5 units PSH in 2017</li> <li>• 20 units/rental assistance RRH in 2017</li> </ul>	<ul style="list-style-type: none"> <li>• Planning, Housing &amp; Sustainability</li> <li>• Housing authority</li> </ul>	\$\$ - Additional resources - Emerging
<b>Land Use</b> – Participate in planning processes such as the Boulder Valley Comprehensive Plan to inform policy and develop recommendations related to removing land use/zoning barriers to homeless housing.	<ul style="list-style-type: none"> <li>• Planning, Housing &amp; Sustainability</li> <li>• Countywide partners</li> </ul>	\$ - Existing Resources
2. Maximize Housing Opportunities Through Regional Partnerships		
<b>Countywide Boards and Partners</b> – Build on partnerships including the Countywide Homeless Systems Management Board, the Boulder County Consortium of Cities and the Boulder County Affordable Housing Strategy to implement policies and programs which create pipelines for permanent housing.	<ul style="list-style-type: none"> <li>• Consortium of Cities</li> <li>• Boulder County Regional Homeless Governing Body</li> <li>• Planning, Housing &amp; Sustainability</li> </ul>	\$ - Existing Resources
<b>Metro Denver Homeless Initiative (MDHI)</b> – Support and participate in the OneHome regional coordinated entry system matching chronically homeless people and veterans with regional housing	<ul style="list-style-type: none"> <li>• MDHI</li> <li>• Homeless service providers</li> </ul>	\$ - Existing Resources

resources through a centralized housing list. Support integration of youth and families into OneHome.		
Potential Success Metrics – Pathways to Permanent Housing and Retention		
<ul style="list-style-type: none"> <li>• <i>Specific city homeless housing goals established, units created</i></li> <li>• <i>People at-risk/experiencing homelessness obtain housing</i></li> <li>• <i>Homeless housing opportunities created through regional partnerships</i></li> <li>• <i>Countywide PSH plan and targets implemented</i></li> </ul>		

Goal 2: Prevent Homelessness - 2017		
Initiative	Partners	Funding
1. Invest in evidence-based services and programs that focus on long-term poverty reduction and prevention		
<b>Support services focused on poverty reduction and self-sufficiency</b> – Support programs focused on economic mobility and resilience consistent with the 2017-2022 Human Services Strategy	<ul style="list-style-type: none"> <li>• Local government</li> <li>• Other funders</li> <li>• Nonprofit partners</li> </ul>	\$\$- Additional Economic Mobility and Resilience funding for Human Services Strategy requested in 2018 budget process
Potential Success Metrics – Prevent Homelessness		
<ul style="list-style-type: none"> <li>• <i>Families/individuals increase income</i></li> <li>• <i>Families/individuals at risk for eviction retain housing</i></li> <li>• <i>Families increase protective/resilience factors such as medical/dental check ups, enrollment in relevant public benefits, school attendance, savings</i></li> </ul>		

Goal 3: Efficient and Effective Services System – 2017		
Initiative	Partners	Funding
1. Prioritize Support for Services to Targeted Populations		
<b>Priority Populations</b> – Prioritize community resources to help those with the highest needs obtain and retain housing.	<ul style="list-style-type: none"> <li>• Local government/ Other Funders</li> <li>• Homeless services providers</li> </ul>	\$ - Existing resources
2. Drive Implementation of Best Practice System Tools		
<b>Coordinated Entry and Common Assessment</b> – Implement coordinated entry and common assessment for all services.	<ul style="list-style-type: none"> <li>• Local government/ Other Funders</li> <li>• Homeless services providers</li> </ul>	\$\$ - Summer 2017 implementation planning
<b>Navigation Programs</b> – Develop navigation programming to eliminate/reduce time in homeless services for lower need people.	<ul style="list-style-type: none"> <li>• Local government/ Other Funders</li> <li>• Homeless services providers</li> </ul>	\$\$ Emerging – higher investment up front, with declining

	<ul style="list-style-type: none"> <li>• Consultants/ Technical Assistance</li> </ul>	emergency services demands over time.
<b>Integrated Data</b> – Implement real-time, integrated cross-system data to inform continuous quality improvement and system adjustments.	<ul style="list-style-type: none"> <li>• Boulder County</li> <li>• Homeless services providers</li> </ul>	\$ - TBD
3. Maximize Regional Systems Resources		
<b>Regional Partnerships</b> – Continue regional partnerships to fully utilize system tools including the VI-SPDAT and OneHome system and Boulder County data platform and tools.	<ul style="list-style-type: none"> <li>• MDHI</li> <li>• Homeless service providers</li> <li>• Boulder County</li> <li>• Other countywide and Metro Denver partners</li> </ul>	\$ - Existing resources
Potential Success Metrics – Efficient and Effective Services System		
<ul style="list-style-type: none"> <li>• <i>Coordinated entry system established</i></li> <li>• <i>Real-time integrated data system and baseline data established for analysis</i></li> <li>• <i>Tracking of outcomes and systems issues</i></li> <li>• <i>Boulder residents access assistance and gain housing through regional systems</i></li> </ul>		

## Goal 4: Continuum of Services as a Path to Stability – 2017

Initiative	Partners	Funding
1. Emergency Response System Re-Design		
<b>Implement Recommendations</b> for new emergency sheltering and services model in Boulder that focuses on coordinated entry, prioritizing resources and a housing path for higher-need people.	<ul style="list-style-type: none"> <li>• Local government/ Other funders</li> <li>• Homeless services providers</li> <li>• City departments</li> <li>• Faith community</li> </ul>	\$\$ - Emerging – Summer 2017 Implementation Planning
2. Improve Access to Substance Abuse Treatment and Mental Health Services		
<b>Build on current community efforts</b> in mental health and substance use services.	<ul style="list-style-type: none"> <li>• Community health organizations</li> <li>• Local governments/ other funders</li> <li>• Homeless services providers</li> </ul>	\$\$ -Emerging Access to services expanded
3. Advance Affordable Transportation		
<b>Support local and countywide efforts</b> to increase transportation access such as Mobility for All and expansion of EcoPass.	<ul style="list-style-type: none"> <li>• Transportation partners</li> <li>• Local governments/ other funders</li> </ul>	\$ - TBD

	<ul style="list-style-type: none"> <li>• Homeless services providers and other nonprofit organizations</li> </ul>	
<p>Potential Success Metrics – Support a Continuum of Services as a Path to Stability</p>		
<ul style="list-style-type: none"> <li>• <i>Critical components of emergency system re-design plan implemented Oct. 1, 2017.</i></li> <li>• <i>Increased access to substance use and mental health services</i></li> <li>• <i>Increased access to transportation</i></li> </ul>		

## Goal 5: Access to Robust Information – 2017

Initiative	Partners	Funding
<p>1. Homelessness Communication Plan</p>		
<p><b>Work with community partnerships</b> – Develop common messages related to available services, programs and criteria, city ordinances, good neighbor policies and community expectations; making information widely available through traditional public information channels, community partner organizations and a variety of social media and public engagement mechanisms.</p>	<ul style="list-style-type: none"> <li>• Other city departments</li> <li>• Boulder County Regional Homeless Governing Body</li> <li>• Homeless services providers</li> <li>• Business Community</li> </ul>	<p>\$ - Existing resources</p>
<p>Potential Success Metrics – Access to Robust Information about Homelessness and Community Solutions</p>		
<ul style="list-style-type: none"> <li>• <i>Communications plan elements implemented</i></li> <li>• <i>Residents access, respond to plan vehicles</i></li> </ul>		

## Goal 6: Welcoming and Safe Public Spaces– 2017

Initiative	Partners	Funding
<p>1. Justice System Partnerships</p>		
<p><b>Strengthen System Partnerships</b> to offer people experiencing homelessness pathways into services, and prevent/reduce time in the justice system.</p>	<ul style="list-style-type: none"> <li>• Boulder Police Department</li> <li>• Municipal Court</li> <li>• Homeless Service Providers</li> </ul>	<p>\$ - Existing Resources</p>
<p>Potential Success Metrics – Public spaces are welcoming and safe for residents and visitors</p>		
<ul style="list-style-type: none"> <li>• <i>Reduce justice system recidivism</i></li> <li>• <i>Service engagement and diversion rates</i></li> <li>• <i>Placement of individuals with high justice system service utilization in housing and other programs</i></li> </ul>		

## Year 2: 2018 Work Plan

Homelessness Strategy Metrics Development – 2018		
Initiative	Partners	Funding
<b>Plan Metrics/Dashboard Development –</b> Complete development of metrics to measure success of plan strategies and initiatives and create dashboard to track metrics.	<ul style="list-style-type: none"> <li>• Community partners w/homelessness expertise</li> <li>• Consultant/ Technical Assistance</li> </ul>	\$ - Existing resources

Goal 1: Pathways to Permanent Housing and Retention – 2018		
Initiative	Partners	Funding
1. Facilitate/Support Creation of Housing to Address Homelessness		
<b>City Housing Targets</b> –Implement homeless housing targets for City Affordable Housing including associated policy changes to achieve goals: <ul style="list-style-type: none"> <li>• 5 units PSH in 2018</li> <li>• 20 units/rental assistance RRH in 2018</li> </ul>	<ul style="list-style-type: none"> <li>• Planning, Housing &amp; Sustainability</li> <li>• Housing authority</li> </ul>	\$\$ - Additional resources - Emerging
<b>Land Use</b> – Participate in planning processes such as the Boulder Valley Comprehensive Plan to inform policy and develop recommendations related to removing land use/zoning barriers to homeless housing.	<ul style="list-style-type: none"> <li>• Planning, Housing &amp; Sustainability</li> <li>• Countywide partners</li> </ul>	\$ - Existing Resources
2. Maximize Housing Opportunities Through Regional Partnerships		
<b>Countywide Boards and Partners</b> – Build on partnerships including the Countywide Homeless Systems Management Board, the Boulder County Consortium of Cities and the Boulder County Affordable Housing Strategy to implement policies and programs which create pipelines for permanent housing.	<ul style="list-style-type: none"> <li>• Consortium of Cities</li> <li>• Boulder County Regional Homeless Governing Body</li> <li>• Planning, Housing &amp; Sustainability</li> </ul>	\$ - Existing Resources
<b>Metro Denver Homeless Initiative (MDHI)</b> – Support and participate in the OneHome regional coordinated entry system matching chronically homeless people and veterans with regional	<ul style="list-style-type: none"> <li>• MDHI</li> <li>• Homeless service providers</li> </ul>	\$ - Existing Resources

housing resources through a centralized housing list. Support integration of youth and families into OneHome.		
<b>3. Maximize Existing Housing in the City of Boulder</b>		
Landlord Engagement Program – Build on landlord recruitment and retention programs with local and regional partners	<ul style="list-style-type: none"> <li>• MDHI</li> <li>• Homeless service providers</li> <li>• Boulder County Regional Homeless Governing Body</li> <li>• Housing authority</li> </ul>	\$\$ -Funds requested to expand landlord/ tenant mediation services for homeless individuals and families
Potential Success Metrics – Pathways to Long-Term Housing and Retention		
<ul style="list-style-type: none"> <li>• <i>Housing targets reached</i></li> <li>• <i>Landlords recruited and retained</i></li> <li>• <i>People at-risk/experiencing homelessness obtain housing</i></li> <li>• <i>Homeless housing opportunities created through regional partnerships</i></li> </ul>		

## Goal 2: Prevent Homelessness - 2018

Initiative	Partners	Funding
1. Invest in evidence-based services and programs that focus on long-term poverty reduction and prevention		
<b>Support services focused on poverty reduction and self-sufficiency</b> – Support programs focused on economic mobility and resilience consistent with the 2017-2022 Human Services Strategy	<ul style="list-style-type: none"> <li>• Local government</li> <li>• Other funders</li> <li>• Nonprofit partners</li> </ul>	\$\$- Additional economic mobility and resilience funding for Human Services Strategy requested in 2018 budget process
Potential Success Metrics – Prevent Homelessness		
<ul style="list-style-type: none"> <li>• <i>Families/individuals increase income</i></li> <li>• <i>Families/individuals at risk for eviction retain housing</i></li> <li>• <i>Families increase protective/resilience factors such as medical/dental check ups, enrollment in relevant public benefits, school attendance, savings</i></li> <li>• <i>Families/individuals can avoid entering homelessness and the homeless services system</i></li> </ul>		

Goal 3: Efficient and Effective Services System – 2018		
Initiative	Partners	Funding
1. Prioritize Support for Services to Targeted Populations		
<b>Priority Populations</b> – Prioritize community resources to help those with the highest needs obtain and retain housing.	<ul style="list-style-type: none"> <li>• Local government/ Other Funders</li> <li>• Homeless services providers</li> </ul>	\$ - Existing resources
2. Support Implementation of Best Practice System Tools		
<b>Coordinated Entry and Common Assessment</b> – Refine coordinated entry and common assessment for all services.	<ul style="list-style-type: none"> <li>• Local government/ Other Funders</li> <li>• Homeless services providers</li> </ul>	\$\$ - Determined through summer 2017 implementation process
<b>Navigation Programs</b> – Refine navigation programming to eliminate/reduce time in homeless services for lower-need people.	<ul style="list-style-type: none"> <li>• Local government/ Other Funders</li> <li>• Homeless services providers</li> </ul>	Emerging – higher investment up front, with declining emergency services demands over time.
<b>Integrated Data</b> – Use real-time, integrated cross-system data to inform continuous quality improvement and system adjustments.	<ul style="list-style-type: none"> <li>• Boulder County</li> <li>• Homeless services providers</li> </ul>	\$ - Existing resources
3. Maximize Regional Systems Resources		
<b>Regional Partnerships</b> – Continue regional partnerships to fully utilize system tools including the VI-SPDAT and OneHome system and Boulder County data platform and tools.	<ul style="list-style-type: none"> <li>• MDHI</li> <li>• Homeless service providers</li> <li>• Boulder County</li> <li>• Other countywide and Metro Denver partners</li> </ul>	\$ - Existing resources
Potential Success Metrics – Efficient and Effective Services System		
<ul style="list-style-type: none"> <li>• <i>Coordinated entry system fully implemented</i></li> <li>• <i>Full-year data available from integrated data system, begin year 2 comparisons</i></li> <li>• <i>Improve outcomes and reduce time experiencing homelessness</i></li> <li>• <i>Boulder residents access assistance and gain housing through regional systems</i></li> </ul>		

Goal 4: Continuum of Services as a Path to Stability – 2018		
Initiative	Partners	Funding
1. Emergency Response System Re-Design		
<b>Ongoing implementation and refinement</b> of new emergency sheltering and services model in Boulder that focuses on coordinated entry, prioritizing resources and a housing path for higher need people.	<ul style="list-style-type: none"> <li>• Local government/ Other funders</li> <li>• Homeless services providers</li> <li>• City departments</li> <li>• Faith community</li> </ul>	\$\$ - Emerging – Summer 2017 Implementation Planning
2. Improve Access to Substance Abuse Treatment and Mental Health Services		
<b>Build on current community efforts</b> in mental health and substance use services.	<ul style="list-style-type: none"> <li>• Community health organizations</li> <li>• Local governments/other funders</li> <li>• Homeless services providers</li> </ul>	Emerging
3. Advance Affordable Transportation		
<b>Support local and countywide efforts</b> to increase transportation access such as Mobility for All and expansion of EcoPass.	<ul style="list-style-type: none"> <li>• Transportation partners</li> <li>• Local governments/ other funders</li> <li>• Homeless services providers and other nonprofit organizations</li> </ul>	\$ - Existing resources
Potential Success Metrics – Access to a Continuum of Services as Part of a Pathway to Stability		
<ul style="list-style-type: none"> <li>• <i>Reduce demand for emergency services</i></li> <li>• <i>Frequent users of emergency services are housed</i></li> <li>• <i>Increased access to substance use and mental health services</i></li> <li>• <i>Increased access to transportation</i></li> </ul>		

Goal 5: Access to Robust Information – 2018		
Initiative	Partners	Funding
1. Homelessness Communication Plan		
<b>Communications Plan</b> – Evaluate and implement year two elements, building on year one implementation and lessons learned.	<ul style="list-style-type: none"> <li>• Other city departments</li> <li>• Boulder County Regional Homeless Governing Body</li> <li>• Homeless services providers</li> <li>• Business Community</li> </ul>	\$\$ - Approx. \$15K additional resources for materials/events
Potential Success Metrics – Access to Robust Information about Homelessness and Community Solutions		
<ul style="list-style-type: none"> <li>• <i>Communications plan elements implemented</i></li> <li>• <i>Residents access, respond to plan vehicles</i></li> <li>• <i>Dashboard established, maintained, accessed</i></li> <li>• <i>Residents mention elements of key messaging in follow up surveys</i></li> </ul>		

Goal 6: Safe and Welcoming Public Spaces– 2018		
Initiative	Partners	Funding
1. Justice System Partnerships		
<b>Strengthen System Partnerships</b> to offer people experiencing homelessness pathways into services, and prevent/reduce time in the justice system.	<ul style="list-style-type: none"> <li>• Boulder Police Department</li> <li>• Municipal Court</li> <li>• Homeless Service Providers</li> </ul>	\$ - Existing Resources
Potential Success Metrics – Public spaces are welcoming and safe for residents and visitors		
<ul style="list-style-type: none"> <li>• <i>Reduce justice system recidivism</i></li> <li>• <i>Service engagement and diversion rates</i></li> <li>• <i>Placement of individuals with high justice system service utilization in housing and other programs</i></li> </ul>		

## Next Steps: HAP as a Dynamic Community Plan

The initiatives presented in HAP represent current ideas and efforts that are planned or in progress. As a living document, HAP initiatives will be added, changed and removed as efforts are evaluated and new ideas, needs and opportunities arise.

HAP is a partnership with local and regional organizations and community overall, with a vision of transparency and continuous quality improvement through joint assessment of outcomes and community needs.

## APPENDICES

- Appendix A - Glossary of Terms
- Appendix B – New Housing Opportunities Countywide
- Appendix C – Homelessness Strategy Process
- Appendix D – Homeless Populations
- Appendix E – Best Practices
- Appendix F – Successful Initiatives in Other Communities
- Appendix G – Citywide Homelessness Investments
- Appendix H – City Homelessness Capital Investments
- Appendix I – CSH - Homelessness Working Group Report
- Appendix J – Regional Partnerships
- Appendix K – Vouchers and Rental Assistance in Homelessness
- Appendix L – Stakeholder Engagement Results
- Appendix M – BBC Report Community Engagement Results
- Appendix N – Homelessness Strategy Process Timeline

## Appendix L – City Ordinances

### Overview

**Ordinance Enforcement:** Boulder’s Human Services Department helps enforce two city ordinances, the Human Rights Ordinance and the Failure to Pay Wages Ordinance.

- The **Failure to Pay Wages Ordinance** protects workers from non-payment of wages. Formal complaints may be addressed through neutral investigation to determine duty to pay, mediation and/or prosecution by the City Attorney’s Office.
- The **Human Rights Ordinance** protects against illegal discrimination in the areas of housing, employment and public accommodation. The city investigates formal complaints filed with the office. Complaints may be addressed through mediation or through a quasi-judicial hearing in front of the Human Relations Commission.

### Failure to Pay Wages Ordinance

#### **TITLE 5 - GENERAL OFFENSES, Chapter 3 - Offenses Against the Person**

**5-3-13. - Failure to Pay Wages Due.** (a) No employer or agent of an employer who is under a duty to pay wages or compensation shall fail to pay those wages or that compensation or falsely deny the amount of the claim for the payment of wages or compensation.

(b) It shall be an affirmative defense to a charged violation of this section that:

- (1) The employer or the employer's agent was unable to pay the wages or compensation;
- (2) At the time of initially employing the employee, the employer or employer's agent had a good faith and reasonable belief that payment would be made in a timely manner when due;
- (3) The employee was informed as soon as the employer or employer's agent was aware, or through the exercise of reasonable diligence should have been aware, of conditions that would make it impossible to pay an employee;
- (4) The employer or employer's agent provided to each employee who did not receive full and timely payment a written acknowledgement of debt that accurately reflected the full amount owed to that employee; and
- (5) After becoming aware of the inability to pay an employee, the employer or employer's agent did not employ any new or additional employees before satisfying the existing wage and compensation obligations.

(c) For purposes of this section, *wages* or *compensation* means all amounts for labor or service performed by employees, whether the amount is fixed or determined by the standard of time, task, piece, commission basis, or other method of calculation or whether the labor or service is performed under contract, subcontract, partnership, or other agreement for the performance of labor or service. However, wages or compensation only includes payment for service performed personally by the person demanding payment. No amount is considered to be wages or compensation until such amount is earned, vested, and determinable.

(d) For purposes of this section, failure to pay wages or compensation for each 30-day period of employment, or any part thereof, shall be considered a separate violation.

Ordinance No. 7557 (2007)

**5-2-4. - General Penalties.** (a) The penalty for violation of any provision of this code or any ordinance is a fine of not more than \$1,000.00 per violation, or incarceration for not more than ninety days in jail or by both such fine and incarceration, except as follows:

- (1) Where any different provision is made elsewhere in this code or any ordinance;
- (2) Where the defendant's criminal culpability is vicarious, jail may not be imposed as a penalty;
- (3) Where a non-traffic violation is involved, in order to impose a jail sentence, the court must be satisfied from the evidence and other material available to it for sentencing that the defendant acted intentionally, knowingly or recklessly with respect to the material elements of the violation. Where traffic offenses are concerned, ordinary negligence is sufficient to permit the imposition of jail;
- (4) Where a defendant is a child under the age of ten years, in which case the child may not be held accountable in municipal court for any violation; or
- (5) Where the defendant is a child of ten years through and including seventeen years of age, the child may not be sentenced to jail except upon conviction of a moving traffic violation for which penalty points are assessed against the driving privilege under the laws of this state.

(b) Nothing in Subsection (a) of this section is intended to:

- (1) Remove or limit the discretion or authority of any public official to charge a child in a court other than the municipal court; or
- (2) Limit the power of the municipal court to incarcerate a defendant for nonpayment of a fine or for contempt.

(c) The penalty for violation of any rule or regulations promulgated under authority delegated by the charter, this code, or any ordinance of the city is a fine of not more than \$1,000 per violation, except as provided in Paragraph (a)(4) of this section and in [Section 5-5-20](#), "Unlawful Conduct on Public Property," B.R.C. 1981.

(d) The maximum penalty for violation of Sections [5-3-1](#), "Assault in the Third Degree," 5-3-2, "Brawling," 5-3-3, "Physical Harassment," 5-3-4, "Threatening Bodily Injury," 5-3-6, "Use of Fighting Words," and [5-4-1](#), "Damaging Property of Another," B.R.C. 1981, when the offense is found to be a bias motivated crime, shall be a fine of not more than \$2,000 per violation, or incarceration for not more than ninety days in jail, or both such fine and incarceration. The court shall not be required to make the findings required by Paragraph (a)(3) of this section in order to impose a sentence including incarceration. This ordinance shall not be applied in a manner that suppresses abstract thought or protected speech.

Ordinance Nos. 4969 (1986); 5639 (1994); 7496 (2007); 7966 (2014)

## Human Rights Ordinance

### **TITLE 12 - HUMAN RIGHTS, Chapter 1 - Prohibition of Discrimination in Housing, Employment, and Public Accommodations**

#### **12-1-1. - Definitions.**

The following terms used in this chapter have the following meanings unless the context clearly requires otherwise:

*Age* means age forty years and older.

*Employer* means any person employing any person in any capacity.

*Employment agency* means any person undertaking, with or without compensation, to procure employees or opportunities to work for any person or holding itself out as equipped to do so.

*Gender identity* means a person's various individual attributes, actual or perceived, that may be in accord with, or sometimes opposed to, one's physical anatomy, chromosomal sex, genitalia, or sex assigned at birth.

*Gender variance* means a persistent sense that a person's gender identity is incongruent with the person's biological sex, excluding the element of persistence for persons under age twenty-one and including, without limitation, transitioned transsexuals.

*Genetic characteristics* means all characteristics of an individual that can be transmitted through the person's chromosomes.

*Genital reassignment surgery* means surgery to alter a person's genitals, in order to complete a program of sex reassignment treatment.

*Housing* means any building, structure, vacant land, or part thereof during the period it is advertised, listed, or offered for sale, lease, rent, or transfer of ownership, but does not include transfer of property by will or gift.

*Labor organization* means any organization, or committee or part thereof, that exists for the purpose in whole or in part of collective bargaining, dealing with employers concerning grievances, terms or conditions of employment, or other mutual aid or protection in connection with employment.

*Marital status* means both the individual status of being single, divorced, separated, or widowed and the relational status of cohabitating and being married or unmarried.

*Minor child* means a person under eighteen years of age.

*Person or individual* means any individual, group, association, cooperation, joint apprenticeship committee, joint stock company, labor union, legal representative, mutual company, partnership, receiver, trustee, and unincorporated organization and other legal, commercial, or governmental entity.

*Physical or mental disability* means a physical or mental impairment that substantially limits one or more major life activities, a record of such impairment, or being regarded as having such impairment. The term excludes current use of alcohol or drugs or other disabilities that prevent a person from acquiring, renting, or maintaining property, that would constitute a direct threat to the property or safety of others, or that would prevent performance of job responsibilities.

*Place of accommodation* means any place of business engaged in any sales to the general public and any place that offers services, facilities, privileges, or advantages to the general public or that receives financial support through solicitation of the general public or through governmental subsidy of any kind.

*Sex* means biological sex, the sum of a person's physical characteristics.

*Sex reassignment treatment* means treatment to change a person's sex, based on medically recognized treatment protocols such as that published by the Harry Benjamin International Gender Dysphoria Association.

*Sexual orientation* means the choice of sexual partners, i.e., bisexual, homosexual, or heterosexual.

*Transitioning transsexual* means a person experiencing gender variance who is undergoing sex reassignment treatment.

*Transitioned transsexual* means a person who has completed genital reassignment surgery.

**12-1-2. - Discrimination in Housing Prohibited.**

(a) It is an unfair housing practice, and no person:

(1) Who has the right of ownership or possession or the right of transfer, sale, rental, or lease of any housing or any agent of such person shall:

(A) Refuse to show, sell, transfer, rent, or lease, or refuse to receive and transmit any bona fide offer to buy, sell, rent, or lease, or otherwise to deny to or withhold from any individual such housing because of the race, creed, color, sex, sexual orientation, gender variance, genetic characteristics, marital status, religion, national origin, ancestry, pregnancy, parenthood, custody of a minor child, or mental or physical disability of that individual or such individual's friends or associates;

(B) Discriminate against any individual because of the race, creed, color, sex, sexual orientation, gender variance, genetic characteristics, marital status, religion, national origin, ancestry, pregnancy, parenthood, custody of a minor child, or mental or physical disability of the individual or such individual's friends or associates in the terms, conditions, or privileges pertaining to any facilities or services in connection with a transfer, sale, rental, or lease of housing; or

(C) Cause to be made any written or oral inquiry or record concerning the race, creed, color, sex, sexual orientation, gender variance, genetic characteristics, marital status, religion, national origin, ancestry, pregnancy, parenthood, custody of a minor child, or mental or physical disability of an individual seeking to purchase, rent, or lease any housing or of such individual's friends or associates, but nothing in this section prohibits using a form or making a record or inquiry for the purpose of required government reporting or for a program to provide opportunities for persons who have been traditional targets of discrimination on the bases here prohibited;

- (2) To whom application is made for financial assistance for the acquisition, construction, rehabilitation, repair, or maintenance of any housing shall:
- (A) Make or cause to be made any written or oral inquiry concerning the race, creed, color, sex, sexual orientation, gender variance, genetic characteristics, marital status, religion, national origin, ancestry, pregnancy, parenthood, custody of a minor child, or mental or physical disability of an individual seeking such financial assistance, such individual's friends or associates, or prospective occupants or tenants of such housing, or
  - (B) Discriminate against any individual because of the race, creed, color, sex, sexual orientation, gender variance, genetic characteristics, marital status, religion, national origin, ancestry, pregnancy, parenthood, custody of a minor child, or mental or physical disability of such individual, such individual's friends or associates, or prospective occupants or tenants in the term, conditions or privileges relating to obtaining or use of any such financial assistance;
- (3) Shall include in any transfer, sale, rental or lease of housing any restrictive covenant limiting the use of housing on the basis of race, creed, color, sex, sexual orientation, gender variance, genetic characteristics, marital status, religion, national origin, ancestry, pregnancy, parenthood, custody of a minor child, or mental or physical disability or shall honor or exercise or attempt to honor or exercise any such restrictive covenant pertaining to housing;
- (4) Shall print or cause to be printed or published any notice or advertising relating to the transfer, sale, rental or lease of any housing that indicates any preference, limitation, specification or discrimination based on race, creed, color, sex, sexual orientation, gender variance, genetic characteristics, marital status, religion, national origin, ancestry, pregnancy, parenthood, custody of a minor child, or mental or physical disability;
- (5) Shall aid, abet, incite, compel or coerce the doing of any act prohibited by this section or obstruct or prevent any person from complying with the provisions of this section or attempt either directly or indirectly to commit any act prohibited by this section;
- (6) For the purpose of promoting housing sales, rentals or leases in a geographic area, shall initiate, instigate or participate in any representation, advertisement or contract, directly or indirectly, within such geographic area that changes have occurred, will occur or may occur in the composition of the geographic area with respect to race, creed, color, sex, sexual orientation, gender variance, genetic characteristics, marital status, religion, national origin, ancestry, pregnancy, parenthood, custody of a minor child, or mental or physical disability of the owners or occupants or that such changes will or may result in lowering property values, in increased criminal or antisocial behavior, or in declining quality of schools in the geographic area;
- (7) Shall discharge, demote or discriminate in matters of compensation against any employee or agent because of said employee's or agent's obedience to the provisions of this section;
- (8) Shall:
- (A) Offer, solicit, accept, use or retain a listing of housing with the understanding that an individual may be discriminated against in the purchase, lease or rental

thereof on the basis of race, creed, color, sex, sexual orientation, gender variance, genetic characteristics, marital status, religion, national origin, ancestry, pregnancy, parenthood, custody of a minor child, or mental or physical disability of such individual or such individual's friends or associates;

(B) Deny any individual access to or participation in any multiple-listing service, real estate brokers' organization or other service, organization or facility relating to the business of selling or renting housing; or

(C) Discriminate against such individual on the basis of race, creed, color, sex, sexual orientation, gender variance, genetic characteristics, marital status, religion, national origin, ancestry, pregnancy, parenthood, custody of a minor child, or mental or physical disability of such individual or such individual's friends or associates;

(9) Shall establish unreasonable rules or conditions of occupancy that have the effect of excluding pregnant women, parents or households with minor children.

(b) The provisions of subsection (a) of this section do not apply to prohibit:

(1) Any religious or denominational institution or organization that is operated, supervised or controlled by a religious or denominational organization from limiting admission or giving preference to persons of the same religion or denomination or from making such selection of buyers, lessees or tenants as will promote a bona fide religious or denominational purpose.

(2) Owner.

(A) An owner or lessee from limiting occupancy of a single dwelling unit occupied by such owner or lessee as his or her residence.

(B) An owner from limiting occupancy of rooms or dwelling units in buildings occupied by no more than two families living independently of each other if the owner actually maintains and occupies one of such rooms or dwelling units as his or her residence.

(C) An owner or lessor of a housing facility devoted entirely to housing individuals of one sex from limiting lessees or tenants to persons of that sex.

(3) The transfer, sale, rental, lease or development of housing designed or intended for the use of the physically or mentally disabled, but this exclusion does not permit discrimination on the basis of race, creed, color, sexual orientation, gender variance, genetic characteristics, marital status, religion, ancestry or national origin.

(4) Compliance with any provisions of [section 9-8-5](#), "Occupancy of Dwelling Units," or chapter 10-2, "Property Maintenance Code," B.R.C. 1981, concerning permitted occupancy of dwelling units.

(5) Discrimination on the basis of pregnancy, parenthood or custody of a minor child in:

(A) Any owner-occupied lot containing four or fewer dwelling units;

(B) Any residential building in which the owner or lessor publicly establishes and implements a policy of renting or selling exclusively to persons fifty-five years of age or older, but only as long as such policy remains in effect;

(C) Any residential institution, as defined in [section 9-16-1](#), "General Definitions," B.R.C. 1981;

(D) Any dwelling unit rented, leased or subleased for no more than eighteen months while the owner or lessee is temporarily absent, when the owner or lessee leaves a substantial amount of personal possessions on the premises;

(E) Any residential building located on real estate whose title was, as of November 17, 1981, encumbered by a restrictive covenant limiting or prohibiting the residence of minor children on such property, but only so long as such covenant remains in effect; and

(F) Up to one-third of the buildings in a housing complex consisting of three or more buildings; for purposes of this subparagraph, *housing complex* means a group of buildings each containing five or more units on a contiguous parcel of land owned by the same person or persons.

(c) The provisions of subsection (a) of this section shall not be construed to require an owner or lessor of property to make any improvement to a housing facility beyond minimal building code standards applicable to the housing facility in question and approved by a state or local agency with responsibility to approve building plans and designs.

Ordinance Nos. 4803 (1984); 5061 (1987); 5117 (1988); 7040 (2000); 7724 (2010)

**12-1-3. - Discrimination in Employment Practices Prohibited.**

(a) It is a discriminatory or unfair employment practice, and no person:

(1) Shall fail or refuse to hire, shall discharge, shall promote or demote, or shall discriminate in matters of compensation, terms, conditions or privileges of employment against any individual otherwise qualified or to limit, segregate or classify employees or applicants for employment in any way that would deprive or tend to deprive any individual of employment opportunities or otherwise adversely affect such individual's status as an employee because of the race, creed, color, sex, sexual orientation, gender variance, genetic characteristics, marital status, religion, national origin, ancestry, age or mental or physical disability of such individual or such individual's friends or associates; but with regard to mental or physical disability, it is not a discriminatory or unfair employment practice for a person to act as provided in this paragraph if there is no reasonable accommodation that such person can make with regard to the disability, the disability actually disqualifies the individual from the job, and the disability has a significant impact on the job;

(2) Shall refuse to list and properly classify for employment or refer an individual for employment in a known available job for which such individual is otherwise qualified because of the race, creed, color, sex, sexual orientation, gender variance, genetic characteristics, marital status, religion, national origin, ancestry, age or mental or physical disability of such individual or such individual's friends or associates or to comply with a request from an employer for referral of applicants for employment if the request indicates either directly or indirectly that the employer discriminates in employment on the basis of race, creed, color, sex, sexual orientation, gender variance, genetic characteristics, marital status, religion, national origin, ancestry, age or mental or physical disability; but with regard to mental or physical disability, it is not a discriminatory or unfair employment practice for an employment agency to refuse to list and properly classify for employment or refuse to refer an individual for employment in a known available job for which such individual is otherwise qualified if there is no reasonable accommodation that the employer can make with regard to the

disability, the disability actually disqualifies the individual from the job, and the disability has a significant impact on the job;

(3) Shall exclude or expel any individual otherwise qualified from full membership rights in a labor organization, otherwise discriminate against any members of such labor organization in the full enjoyment of work opportunity, or limit, segregate or classify its membership or applicants for membership, or classify or fail or refuse to refer for employment such individual in any way that deprives such individual of employment opportunities, limits employment opportunities or otherwise adversely affects such individual's status as an employee or applicant for employment because of the race, creed, color, sex, sexual orientation, gender variance, genetic characteristics, marital status, religion, national origin, ancestry, age or mental or physical disability of such individual or such individual's friends or associates;

(4) Shall print or circulate or cause to be printed or circulated any statement, advertisement or publication, or to use any form of application for employment or membership, or to make any inquiry in connection with prospective employment or membership that expresses, either directly or indirectly, any limitation, specification or discrimination on the basis of race, creed, color, sex, sexual orientation, gender variance, genetic characteristics, marital status, religion, national origin, ancestry, age or mental or physical disability or intent to make any such limitation, specification or discrimination, unless based upon a bona fide occupational qualification;

(5) Shall establish, announce or follow a policy of denying or limiting, through a quota system or otherwise, opportunities for employment or membership in a group on the basis of race, creed, color, sex, sexual orientation, gender variance, genetic characteristics, marital status, religion, national origin, ancestry, age or mental or physical disability;

(6) Shall aid, abet, incite, compel or coerce the doing of any act defined in this section to be a discriminatory or unfair employment practice, obstruct or prevent any person from complying with the provisions of this section, or attempt, either directly or indirectly, to commit any act defined in this section to be a discriminatory or unfair employment practice;

(7) That is an employer, labor organization or joint labor-management committee controlling apprenticeship or other training or retraining, including on-the-job training programs shall discriminate against any individual on the basis of the race, creed, color, sex, sexual orientation, gender variance, genetic characteristics, marital status, religion, national origin, ancestry, age or mental or physical disability of such individual or such individual's friends or associates in admission to or employment in any program established to provide apprenticeship or other training; but with regard to mental or physical disability, it is not a discriminatory or unfair employment practice to withhold the right to be admitted to or to participate in any such program if there is no reasonable accommodation that can be made with regard to the disability, the disability actually disqualifies the individual from the program, and the disability has a significant impact on participation in the program;

(8) Shall use in the recruitment or hiring of individuals any employment agency, placement service, training school or center, labor organization or any other employee referral source known by such person to discriminate on the basis of race, creed, color,

sex, sexual orientation, gender variance, genetic characteristics, marital status, religion, national origin, ancestry, age or mental or physical disability;

(9) Shall use in recruitment, hiring, upgrading or promoting any test that such person knows or has reason to know tends to discriminate on the basis of race, creed, color, sex, sexual orientation, gender variance, genetic characteristics, marital status, religion, national origin, ancestry, age or mental or physical disability; but it is not a discriminatory or unfair employment practice to provide employment opportunities for classes of individuals that have been the traditional targets of discrimination or to use a form or make a record or inquiry for the purpose of required government reporting, and with regard to mental or physical disability, it is not a discriminatory or unfair employment practice for a person to act as prohibited in this subsection if there is no reasonable accommodation that the employer can make with regard to the disability, the disability actually disqualifies the individual from the job, and the disability has a significant impact on the job; and

(10) Seeking employment, shall publish or cause to be published an advertisement with a specification or limitation based upon race, creed, color, sex, sexual orientation, gender variance, genetic characteristics, marital status, religion, national origin, ancestry, age or mental or physical disability, unless based upon a bona fide occupational qualification.

(b) The provisions of subsection (a) of this section do not apply to prohibit a religious organization or institution from restricting employment opportunities to persons of the religious denomination or persons of other defined characteristics and advertising such restriction if a bona fide religious purpose exists for the restriction.

(c) The provisions of subsection (a) of this section concerning discrimination based on marital status do not apply to the provision of employee health or disability insurance.

(d) Notwithstanding any other provision of this chapter, a workplace supervisor may require that a worker not change gender presentation in the workplace more than three times in any eighteen-month period.

Ordinance Nos. 5061 (1987); 5468 (1992); 7040 (2000)

#### **12-1-4. - Discrimination in Public Accommodations Prohibited.**

(a) It is a discriminatory practice, and no person shall:

(1) Refuse, withhold from or deny to any individual because of the race, creed, color, sex, sexual orientation, gender variance, genetic characteristics, marital status, religion, national origin, ancestry or mental or physical disability of such individual or such individual's friends or associates, the full and equal enjoyment of the goods, services, facilities, privileges, advantages or accommodations of a place of public accommodation; or

(2) Publish, circulate, issue, display, post or mail any written or printed communication, notice or advertisement that indicates that the full and equal enjoyment of the goods, services, facilities, privileges, advantages or accommodations of a place of public accommodation will be refused, withheld from or denied an individual or that such individual's patronage or presence at a place of public accommodation is unwelcome, objectionable, unacceptable or undesirable because of the race, creed, color, sex, sexual orientation, gender variance, genetic characteristics, marital status, religion, national

origin, ancestry or mental or physical disability of such individual or such individual's friends or associates.

(b) The provisions of subsection (a) of this section do not apply to prohibit:

(1) Persons from restricting admission to a place of public accommodation to individuals of one sex if such restriction bears a bona fide relationship to the goods, services, facilities, privileges, advantages or accommodations of such place of public accommodation; or

(2) Any religious or denominational institution that is operated, supervised or controlled by a religious or denominational organization from limiting admission to persons of the same religion or denomination as will promote a bona fide religious or denominational purpose.

(c) Notwithstanding any other provision of this chapter, transitioned transsexuals may use the locker rooms and shower facilities of their new sex and shall be protected by [section 12-1-4](#), "Discrimination in Public Accommodations Prohibited," B.R.C. 1981, from any discrimination in their use of such locker rooms and shower rooms.

(d) Notwithstanding any other provision of this chapter, transitioning transsexuals shall be granted reasonable accommodation in access to locker rooms and shower facilities.

Ordinance Nos. 5061 (1987); 7040 (2000)

**12-1-5. - Prohibition on Retaliation for and Obstruction of Compliance With Chapter.**

(a) No person shall use a threat, communicated by physical, oral or written means, of harm or injury to another person, such other person's reputation or such person's property, or discriminate against any person because such person has entered into a conciliation agreement under this chapter, because the final or any other ruling in any proceeding brought under this chapter has been in such other person's favor, because such other person has opposed a discriminatory practice, or because such other person has made a charge, filed a complaint, testified, assisted or participated in an investigation, proceeding or hearing before a person charged with the duty to investigate or hear complaints relating to problems of discrimination, but this section does not apply when the threat involves knowingly placing or attempting to place a person in fear of imminent bodily injury by use of a deadly weapon;

(b) No person shall willfully obstruct, hinder or interfere with the performance or the proper exercise of a duty, obligation, right or power of the city manager, the municipal court or other official or body charged with a duty, obligation, right or power under this chapter.

**12-1-6. - Provisions of This Chapter Supplement Other Code Sections.**

Anything to the contrary notwithstanding, the substantive terms of this chapter and the remedies herein provided supplement those terms and remedies contained in this code and other ordinances of the city.

**12-1-7. - City Manager May Appoint Person to Assist in Enforcement.**

The city manager may appoint a person to carry out any or all of the duties, obligations, rights or powers under the provisions of this chapter, who may have such job title as the manager designates.

**12-1-8. - Administration and Enforcement of Chapter.**

(a) Any person claiming to be aggrieved by a violation of this chapter may file a written complaint under oath with the city manager:

(1) Within one year of any alleged violation of [section 12-1-2](#), "Discrimination in Housing Prohibited," B.R.C. 1981; within one hundred eighty days of any alleged violation of [section 12-1-3](#), "Discrimination in Employment Practices Prohibited," B.R.C. 1981; or within sixty days of any alleged violation of [section 12-1-4](#), "Discrimination in Public Accommodations Prohibited," B.R.C. 1981; and

(2) The complaint shall state:

(A) The name of the alleged violator, or facts sufficient to identify such person;

(B) An outline of the material facts upon which the complaint is based;

(C) The date of the alleged violation;

(D) That any conduct of the complainant was for the purpose of obtaining the housing, employment or public accommodation in question and not for the purpose of harassment or entrapment of the person against whom the complaint is made; and

(E) That a complaint concerning this same matter has not been filed with another agency or that any complaint concerning this matter filed with another agency has been dismissed by such agency without a final judgment on the merits.

(b) The city manager shall furnish a copy of the complaint to the person against whom the complaint is made.

(c) Before conducting a full investigation of the complaint, the city manager may attempt to negotiate a settlement of the dispute between the parties, if the manager deems that such an attempt is practicable.

(d) If the city manager does not deem it practicable to attempt a preinvestigation settlement or if such settlement attempt is unsuccessful, the manager shall conduct an investigation to determine whether there is probable cause to believe the allegations of the complaint.

(1) If the city manager determines there is no probable cause, the manager shall dismiss the complaint and take no further action thereon other than that of informing the concerned persons that the complaint has been dismissed.

(2) If the city manager determines that there is a sufficient basis in fact to support the complaint, the manager shall endeavor to eliminate the alleged violation by a conciliation agreement, signed by all parties and the manager, whereunder the alleged violation is eliminated and the complainant is made whole to the greatest extent practicable.

(3) The city manager shall furnish a copy of such signed conciliation agreement to the complainant and the person charged. The terms of a conciliation agreement may be made public, but no other information relating to any complaint, its investigation or its disposition may be disclosed without the consent of the complainant and the person charged.

(4) A conciliation agreement need not contain a declaration or finding that a violation has in fact occurred.

(5) A conciliation agreement may provide for dismissal of the complaint without prejudice.

(e) If a person who has filed a complaint with the city manager is dissatisfied with a decision by the manager to dismiss the complaint under paragraph (d)(1) of this section or if conciliation attempts as provided in paragraph (d)(2) of this section are unsuccessful to resolve the complaint, the aggrieved party may request a hearing before the City of Boulder Human Relations Commission, which shall hold a hearing on the appeal. If the commission finds violations of this chapter, it may issue such orders as it deems appropriate to remedy the violations, including, without limitation, orders:

- (1) Requiring the person found to have violated this chapter to cease and desist from the discriminatory practice;
- (2) Providing for the sale, exchange, lease, rental, assignment or sublease of housing to a particular person;
- (3) Requiring an employer to: reinstate an employee; pay backpay for discriminatory termination of employment, layoff or denial of promotion opportunity; make an offer of employment in case of discriminatory refusal of employment; make an offer of promotion in the case of discriminatory denial of promotion opportunity; or take other appropriate equitably remedial action;
- (4) Requiring that a person make available a facility of public accommodation in the case of discriminatory denial of the use of such facility;
- (5) Requiring that a person found to have violated this chapter report compliance with the order or orders issued pursuant to this section; and
- (6) Requiring that a person found to have violated any provisions of this chapter make, keep and make available to the commission such reasonable records as are relevant to determine whether such person is complying with the commission's orders.

(f) No person shall fail to comply with an order of the human relations commission.

(g) The city manager may initiate and file a complaint pursuant to this section based on the information and belief that a violation of this chapter has occurred. The manager may file such a complaint pursuant to the following standards:

- (1) The manager has supervised any investigative testing used;
- (2) Any investigative testing is not designed to induce a person to behave in other than such person's usual manner; and
- (3) The case is not brought for the purpose of harassment.

(h) No complaint shall be accepted against the City or a city-appointed agency unless there is no state or federal protection for the human rights violation set forth in the complaint.

Ordinance Nos. 4879 (1985); 7040 (2000)

### **12-1-9. - Judicial Enforcement of Chapter.**

(a) The city manager may file a criminal complaint in municipal court seeking the imposition of the criminal penalties provided in [section 5-2-4](#), "General Penalties," B.R.C. 1981, for violations of this chapter.

(b) The city manager may seek judicial enforcement of any orders of the human relations commission.

(c) Any party aggrieved by any final action of the human relations commission may seek judicial review thereof in the District Court in and for the County of Boulder by filing a complaint pursuant to the Colorado Rules of Civil Procedure [106\(a\)\(4\)](#).

Ord. No. 7838 (2012)

**12-1-10. - City Contractors Shall Not Discriminate.**

The city manager shall require that all contractors providing goods or services to the City certify their compliance with the provisions of this chapter.

**12-1-11. - Authority to Adopt Rules.**

The city manager and the human relations commission are authorized to adopt rules to implement the provisions of this chapter.

**12-1-12. - Gender Variance Exemptions.**

Competitive sports and sports-related records and sex-segregated housing for persons under age twenty-five shall be exempt from the gender variance discrimination provisions of this chapter.

Ordinance No. 7040 (2000)

**12-1-13. - Elements of Proof.**

Proof of the characteristics of the victim, while admissible to prove intent, and to determine reasonable accommodation for disabilities and for transitioning transsexuals, shall not otherwise be required as an element of proof in and of itself. The essential elements of proof shall be of discriminatory intent and of a nexus between such intent and an action or refusal or failure to act identified in this chapter.

Ordinance No. 7040 (2000)