# GREELEY, CO

# HOMELESS AND HOUSING SERVICES
## ASSESSMENT AND RECOMMENDATIONS



**URBANITY** *Advisors*

June 02, 2022

# Homeless and Housing Services in Greeley, CO

*Assessment and Recommendations*

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# A. INTRODUCTION

In 2020, a small group of stakeholders, including City representatives and local nonprofits, began meeting to discuss addressing homelessness and affordable housing issues facing the community. Through their conversations, they began to envision a long-term community solution to housing our community's most vulnerable through developing a service-based campus within the cities of Greeley and Evans. The group toured the area's current Housing Navigation Center and Cold Weather Shelter located in Evans (managed through United Way of Weld County), brainstormed potential housing models, and toured the Arroyo Village campus in Denver. As a result, the City of Greeley created a scope of services to solicit a 3rd party consultant to gather and evaluate housing data, examine demand drivers, determine market and financial viability and feasibility, and estimate capital and operating costs for possible sheltering and housing alternatives.

In August 2021, the City released a Request for Proposals (RFP) to consider possible sheltering and housing alternatives. The RFP includes a detailed index of supplemental resources, including a resource partners list, comparative campus models, additional shelter/services/projects in the Northern Colorado Region, and other documents.

In November 2021, the City finalized a contract with Urbanity Advisors to complete this work. The City of Greeley projected the anticipated timeline for scoping and assessing possible sheltering and housing alternatives to be approximately six months, with consultant work beginning in December 2021. The contract stated the following tasks for Urbanity Advisors:

- Evaluating existing sources of information;
- Analyzing what might be driving demand locally and regionally;
- Evaluating best practices, project size, and possible locations;
- Providing opportunities for engagement and public involvement;
- Estimating development and ongoing operating costs;
- Outline financial feasibility, funding options, and critical next steps.

**URBANITY ADVISORS TEAM**

**Team who contributed to this report:**

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# B. EXISTING CONDITIONS

**STAKEHOLDER INTERVIEWS**

Urbanity Advisors conducted a series of interviews in January and February with representatives from organizations that have consistently engaged in the work of addressing homelessness and housing in Weld County. Each interview was approximately one hour long. Participants were asked about various pertinent topics, such as their opinion of current challenges, potential barriers, gaps in services, and the evaluation of coordination. Respondents each represent entities engaged in homelessness and various services, with most having been in the field for a decade or more.

The interviews revealed several desires for addressing the issues and bringing solutions, with the most common formulating in what a campus-style real estate solution could present. There is a clear recognition that to solve homelessness, Greeley must think beyond housing and understand how the needs of behavioral health, services, drug treatment, and other areas need to elevate simultaneously. Interviewees also expressed dissatisfaction with the current state of collaboration and shared responsibility.

While interviewees did not expressly mention the social determinants of health (SODH), each of the interviews identified themes that can be found in the concept (U.S. Department of Health & Human Services, Office of Disease Prevention and Health Promotion, 2022). The general idea of SODH is that the conditions in the environments where people are born, live, learn, work, play, worship, and age affect a wide range of health, functioning, and quality-of-life outcomes and risks. The framework would suggest that solving one area of homelessness, such as housing, would not eliminate other problem areas and would likely be a temporary solution. Instead, Greeley and its homelessness and housing partners must interact to create long-lasting solutions to elevate all sectors impacting homelessness.

To conclude the stakeholder interviews, Urbanity Advisors analyzed the findings' strengths, weaknesses, opportunities, and threats (SWOT Analysis). A SWOT Analysis helps organizations develop strategies to address situations, accentuating the connections and contradictions for moving progress forward. The analysis highlights the possibilities and should be seen as an overall opportunity to move forward in solving problems in the spirit of collaboration and inclusion. 'Strengths' point out what's already going well, while 'weaknesses' define what could be improved. Concurrently, 'opportunities' reveal openings to cease, while 'threats' include anything that could stand in the way of growth.

It's important to point out that the 'threats' identified could stand out differently from some perspectives. The intention here is to hypothesize what could prevent progress and strategize how to minimize perils. The

| Stakeholder SWOT Analysis | |
|---|---|
| **Strengths** | **Weaknesses** |
| • Strong skills and expertise<br>• Northern Colorado Continuum of Care<br>• Great ideas in Motion<br>  » High Plains Housing Development Corp.<br>  » 665 Units in Pipeline | • Siloed conditions<br>• Poor coordination<br>• Gaps & Duplication in services<br>• Lack of quality engagement of those experiencing homelessness |
| **Opportunities** | **Threats** |
| • Passion for change<br>• Desire to coordinate<br>• Desire to engage community<br>• City-County Partnership<br>• United Way of Weld County<br>  » System-Level Coordination (Collective Impact Leadership) | • Lack of County-wide approach<br>• Territorial behavior<br>• Passive-aggressive behavior<br>• NIMBY-ism |

analysis is not to alienate or predict adverse outcomes. Growth and the discovery of solutions will require inclusivity and stakeholders to collaborate with those they disagree with and may even not like or trust. The most important highlight of the SWOT is the 'opportunities' presented. Greeley is in a solid position to take advantage of the desire for change in the community and the substantial existing leadership working in the area.

## NORTHERN COLORADO CONTINUUM OF CARE

The Continuum of Care (CoC) Program, administered by the U.S. Department of Housing & Urban Development (HUD), promotes community-wide commitment to ending homelessness in Weld and Larimer Counties. The program also provides Federal pass-through funding for efforts by nonprofit providers and State and local governments to quickly rehouse homeless individuals and families while minimizing the trauma and dislocation. Additionally, it promotes access to and affects the utilization of mainstream programs by homeless individuals and families; and optimizes self-sufficiency among individuals and families experiencing homelessness.

In January 2020, HUD named Larimer and Weld Counties the fourth CoC in Colorado, referred to as the Northern Colorado Continuum of Care (NOCOCoC). This designation has granted Larimer and Weld County communities more local control, better data collection and outcomes, and the ability to draw additional housing resources into their communities. Led by United Way of Weld County, the effort commits to stabilizing individuals and families in a housing crisis as quickly as possible.



Currently, the NOCOCoC is being fiscally sponsored and incubated by United Way of Weld County. Recently, the CoC hired Kelli Pryor as the Director. The CoC has its governing board and a goal of becoming its own 501c3 nonprofit with the following organizational members:

- Catholic Charities
- City of Fort Collins
- City of Greeley
- City of Loveland
- Crossroads Safehouse
- Family Housing Network of Fort Collins
- Greeley Family House
- Homeward Alliance
- Homeward 2020
- Housing Catalyst
- Loveland Housing Authority
- United Way of Larimer County
- United Way of Weld County
- Volunteers of America - Colorado Branch

### 2020 Point in Time Count

The Homeless Point in Time Count (PIT Count) is a federally mandated count of individuals (and families) experiencing homelessness in shelters on any given night in a community. This count takes

place every year in the last ten days of January, with the data reported to the U.S. Department of Housing & Urban Development (HUD). Additionally, a more difficult count of unsheltered homeless individuals is completed biennially. In 2020, the NOCOCoC completed a PIT Count for Larimer and Weld County in Fort Collins, Loveland, and Greeley.

For Weld County, the 2020 PIT counted 240 people in Greeley in emergency shelters (176) and transitional housing (64). NOCOCoC counted 56% as male and 44% as female. A more troubling count showed that 37% of the homeless population are youth, with 30% under 17 and 7% between 18 and 24 years old. Additionally, homelessness in Greeley is predominately Latinx, with 55% of the count. The non-Latinx white population was not expressly identified but is likely around 27% concerning the Latinx count. These two groups represent most of the homelessness counted by the PIT, with around 18% falling into categories that represented African American (5%), Native American (3%), Native Hawaiian or Other Pacific Islander (3%), Asian (1%), and two or more races (6%). Statistics show that the homeless community has 17% suffering from severe mental illness, 18% with chronic physical illness/disability, 14% with PTSD, and 11% with developmental disabilities. This count tremendously helped frame the current conditions of homelessness in Greeley.

**High Plains Development - 160 Unit Permanent Supportive Housing Campus**

High Plains Hosing Development Corporation has site control, is in early development, and seeks to fulfill the philanthropic desire of Dennis Hoshiko to redevelop the North Weld Produce Company site to provide a permanent housing solution for the homeless in Greeley. The 6.5-acre industrial property is located at 123 N. 9th Avenue in Greeley and provides a tremendous opportunity to create a mixed-use, mixed-income, multi-building development providing job opportunities; attainable housing for essential workers; and a safe, supportive community for formerly homeless individuals and families. High Plains could adapt the site's existing brick structures into housing, light manufacturing, retail, commercial and community-based space.



**123 North 9th Avenue**

- Multi-Phase, Currently in Early Development
- 150 Housing Units
    - » 60 Units Permanent Supportive Housing
    - » 90 Units of Mixed Low Income Affordable Units
- 6.5 Acres
- 15,000 sqft Housing Navigation Center
- A Woman's Place Domestic Violence Shelter



HIGH PLAINS HOUSING DEVELOPMENT CORPORATION
123 N. 9TH AVE, GREELEY COLORADO – CAMPUS SITE PLAN

**Other affordable housing units are in various stages of development:**

The table below lists upcoming affordable restricted units planned in various stages of development within Greeley.

| Project | Developer | Type of Housing | Units | Current Development Status |
|---------|-----------|-----------------|-------|----------------------------|
| Immaculata Plaza II (merging with Immaculata Plaza I) | Archdiocese Housing | Low Income Senior Apartments | 29 | Pre-Development; Entitlement |
| Copper Platte (Greeley Mall Project) | Inland Group, Washington State | 60% AMI | 224 | Under Construction |
| Hope Springs | Habitat/Richmark/ Commonwealth | Habitat single family Mixed Income | 181 | Pre-Development; Entitlement |
| 123 Property | High Plains & Co-Developer | Supportive Housing/ Multi-family Housing | 150 | Pre-Development |
| Brigit's Village Frederick | Blueline Development | Seniors (25%) & family housing (30%-50% AMI) | 40 | Pre-development; 2021 tax credit application not funded |
| Vincent Village Apartments Fort Lupton | Michael's Development | 30%-80% family housing | 72 | Awarded tax credits in Round 1-2021 |
| | | **Total** | **686** | |

# C. COMMUNITY VOICE

**COMMUNITY MEETINGS**

Three community engagement meeting sessions were held in Greeley in February, April, and May 2022 to understand residents' experiences, opinions, and suggestions for addressing issues surrounding homelessness and housing in Greeley, Evans, and Garden City. The first set of meetings focused on learning perceptions, sentiments, and visions for the future to accompany the current conditions data. The second set of community conversations asked community members to help identify methods for addressing the problems identified. Finally, the third set presented recommendations from this report, asking for attendees to help prioritize the potential solutions.

The format of the meetings utilized a small group breakout format to encourage conversation, empathy and increased opportunity to share. Facilitated by the Urbanity Advisors team members, the discussion groups were purposely kept small, with less than 12 community members in each group. The format led to thoughtful discussions between community members that included, but was not limited to, those with lived experience of homelessness, home and business owners concerned with the impact on their property, and nonprofit workers dedicated to finding solutions.

The meetings were held on two different nights to provide multiple participating options and times. Each session was held online via Zoom and in-person at the Greeley Recreation Center.

**Online Survey as an Additional Engagement Method**

To accompany the community meetings with more options for the community to provide input to the process, Urbanity Advisors worked with the City of Greeley to develop a survey for each meeting session. As a result, 104 community members, in addition to the community discussions, responded, providing their thoughts throughout a series of questions structured to obtain input similar to the meetings. The responses to the survey built upon the qualitative data found during the community meetings, bolstering the reach to the community.

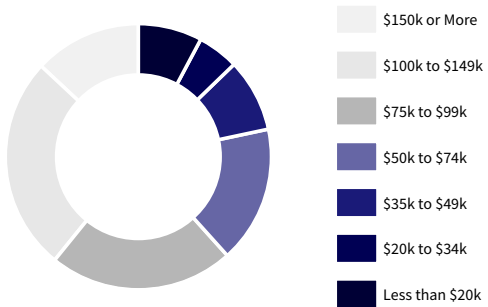| Meetings | | |
|---|---|---|
| **Date & Time** | **Location** | **Participants** |
| **Session 1** | | |
| February 16 | Zoom | 68 (110 registered) |
| February 17 | Greeley Recreation Center | 39 (65 registered) |
| Survey 1 | Online | 72 |
| **Session 2** | | |
| April 13 | Zoom | 43 (74 registered) |
| April 14 | Greeley Recreation Center | 36 (55 registered) |
| Survey 2 | Online | 32 |
| **Session 3** | | |
| May 18 | Greeley Recreation Center | 22 (32 registered) |
| May 19 | Zoom | 16 (29 registered) |
| Survey 3 | Online | 97 |

## Engagement Demographics

To track the demographics of community members engaged, we asked participants to identify the places where they live, learn, work, or play. We also asked respondents to reveal whether or not they have ever experienced housing insecurity. Lastly, survey respondents specify their race and ethnicity. Each of the demographic questions was optional and not answered by every participant.
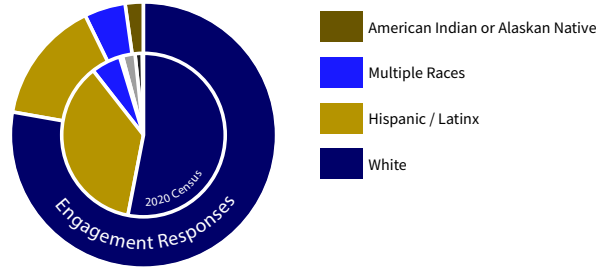


Garden City
Evans
Greeley
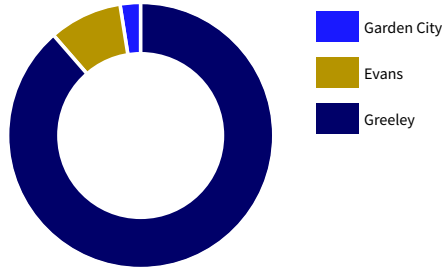
Respondent: Location - Live, Learn, Work, Play, or Worship



No
Yes

Respondent: Ever Experienced Housing Insecurity?



$150k or More
$100k to $149k
$75k to $99k
$50k to $74k
$35k to $49k
$20k to $34k
Less than $20k

Respondent: What is your Household Income



American Indian or Alaskan Native
Multiple Races
Hispanic / Latinx
White

Respondent: Race/Ethnicity (outer pie chart) VS Actual 2020 Census Demographics (inner pie chart)

## Qualitative Data Analysis

Each discussion group and survey were processed and analyzed through a qualitative data analysis software called ATLAS.ti. The findings demonstrate themes commonly shared by many community members, measured by the frequency of the topics discussed.
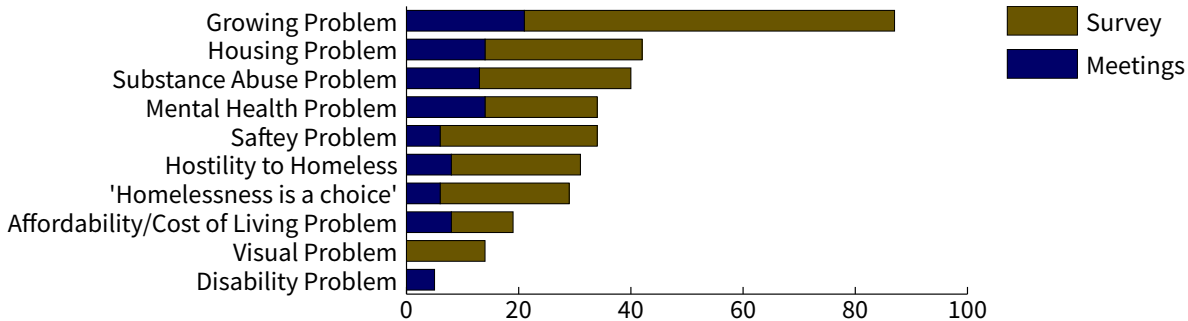
## SESSION 1 - COMMUNITY PERCEPTIONS, IMPACT, AND VISIONS

Framing Questions:

* What is your perception of homelessness and housing insecurity in your community?
* How do the issues impact your life?
* Describe your ideal vision of your community (5 or 10 years from now)?
* What will it take to achieve your vision?



### Perceptions of the Community



For this analysis, perceptions are recognized as the way of regarding, understanding, or interpreting something. The questions that framed up the small group discussions asked participants to express their knowledge of housing and homelessness in Greeley. Above is a graph that shows the frequency of the shared perceptions of participants and survey respondents. The most common perception was that many participants perceived homelessness and housing as a growing problem in their community. Other common expressions defined the problem more specifically, with housing, mental health, and drug addiction named contributors to the increasing problem.

Other expressions that reflected perception shaped the image of homelessness in the community. Some community members commented on hostility towards the homeless as a problem, expressing perceptions of a desire to include, understand, and treat the homeless community with more respect and empathy. Other community members commented on their belief that many homeless people refuse services and housing, choosing homelessness, and that some of the population is untreatable.

According to many of the participants, these perceptions reveal that something needs to be done. However, for anyone who would spend their free time discussing homelessness and housing, it is safe to assume that the participating community members came to learn and brainstorm solutions.

*"Jail isn't always the right place for the homeless… Addressing the core of the problem means addressing mental health and addiction."*

*"I'd like to see an increase in funding for behavioral health so that they are the ones making more direct contact with homeless people instead of having a police-first approach. These people need that kind of help more than they need to be confronted by a police officer."*

*"Homelessness has increased incrementally over the past ten years - it has become normalized, and there is little compassion for the difficulties in navigating support systems."*

*"How can we communicate better with the homeless… many seem like they don't want help."*

## Impacts on the Community
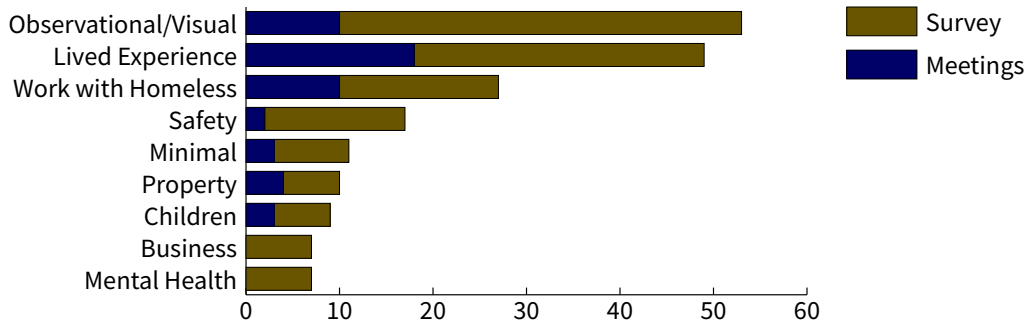


Impacts were statements that expressed personal effects on participants and people close to them. Participants that expressed impacts were asked to relate personally to the problems described from their perceptions. For data integrity, statements that distanced themselves from the question, such as third-hand experience, were not counted as impacts.

Most community members remarked on the observational and visual impact, expressing sadness, dissatisfaction, and seeing homelessness increase in Greeley. These remarks also revealed that the community has not been accustomed to seeing homelessness as a problem for Greeley. The comments were often paired with comparisons to larger cities, such as Denver, with a sentiment of rejection of more significant city problems and politics.

The format of the small group discussions was designed to reveal experiences through empathy found during the conversations. The second most common impact was through lived experiences with homelessness and housing security. We defined housing insecurity through research published by the USC Dornsife Center for Economic and Social Research. The study included measures of housing instability, affordability, safety, and quality and included neighborhood safety and quality measures. Participants shared personal stories of trouble with homelessness, affordable housing, mental health, and even drug addiction. These community members added a particularly unique perspective. They were able to open the minds and hearts of other participants, who reflected empathy for the vulnerability of those with lived experience. This dynamic is essential to replicate and find more significant opportunities for future community engagement.

There were also many participants that are practitioners of finding solutions to homelessness and housing affordability issues. This included community members that work for and with nonprofit organizations, shelters, government agencies and officials, affordable housing developers, police officers, mental health professionals, and other direct service-related jobs. This viewpoint brought a significant amount of knowledge to each conversation and opened other participants' minds to understand the issues from an informed perspective.

Overall, the Impact analysis told a story of how the issues show up in the daily lives of community members. In the future, it will be essential to find greater connections with people experiencing housing insecurity and utilize stories to evoke empathy and understanding within the community. Personal impact proved to be the most uniting theme for community members.

*"I have seen a number of new camps for the unhoused and it seem that the number of people asking for money on corners has increased"*

*"To be honest, I am sad when I see homelessness anywhere. I feel shame when I can't help them all, and feel angered by those who look down upon them. I want to help. Which is why I am doing this survey. I believe I cannot change the world, but together, we can change the spaces closest to us. Our city is beautiful, and should be full of opportunities and public spaces for all. We need each other to keep the city going, right? So I am doing what ever I can to help. I think that is what being a neighbor means, and to be a citizen of this city."*

*"Homelessness is viewed as only addicts and mentally ill. This is not the only individuals that are homeless. I'm a Cancer patient that lost my employment and now [I'm] on disability, lost my housing because I couldn't find housing that was affordable and in a safe location/environment."*

*"We had a guy in our program and unfortunately, we continually had trouble with him having other people in his apartment. There was probably a lot of drug use going on. His condition rapidly deteriorated. Before we could get him in a nursing home, he passed away. His family said they had no idea it had been getting that bad."*

*"As a teacher in the community I frequently interact with students and families who are experiencing homelessness or housing insecurity."*

**Visions for the Future**
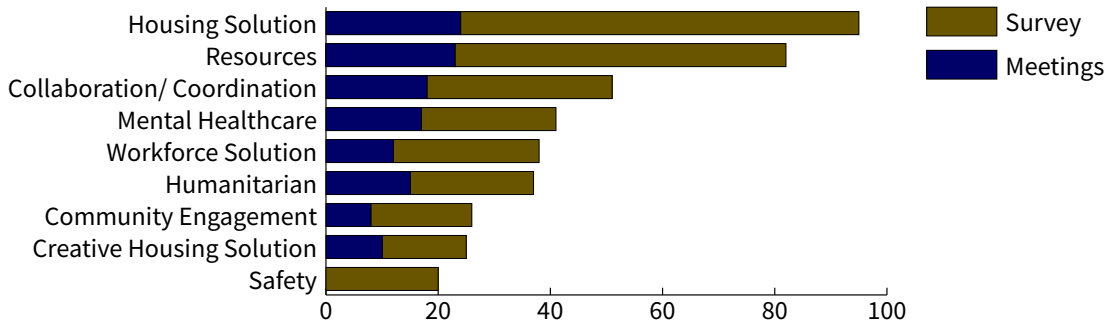


Community members were also asked to expound upon ideas and the action required to accomplish them, sharing their visions for the future and concepts for solutions. These remarks ranged in solutions that included housing, resources, coordination, and greater mental health care. The most frequent expression was to create solutions to affordable housing, which included increasing the inventory of housing in Greeley and Evans, permanent supportive housing, and specific availability for the disabled, seniors, and families. Many community members expressed humanitarian viewpoints, seeking to promote compassion for the homeless.

This portion of the discussion also brought practical solutions and introduced some unique ideas that are worth exploring that don't rank high in the frequency of the discussion. For example, many quotations represent creative housing solutions that have not been widely adopted but have shown promise in some markets—accessory dwelling units, tiny homes, and a campus concept that would include housing and supportive services.

The qualitative data revealed another compelling and frequent idea through a desire for better coordination and collaboration between nonprofits, government agencies, affordable housing developers, and others. While this was a consistent desire expressed, some took it further to mention how the Collective Impact framework could be a solution as a nonprofit framework designed to bring organizations together in a structured way to achieve social change. We will explore how Collective Impact can contribute to leading change around a common agenda, shared measurement, mutually reinforcing activities, and continuous communication amongst the community's passionately led organizations.

*"Create a community with opportunity to provide jobs and training for the homeless population who so desire. Have the community to aid in temporary low cost housing to help working homeless transition to a more stable housing solution."*

*"[We should be] finding and funding transitional housing and removing the stigma around getting help for mental health."*

*"[We need] a campus for homeless [people] that don't want to be housed."*

*"[We need] clubhouse type spaces connecting employers with folks experiencing homelessness; utilizing staff who have lived experience with homelessness and with willing employers to share their experience and help train new folks."*

*"[We need] community, government and business involvement [and] a recognition that it is financially more viable to effectively transition folks from homelessness than to pay for the associated problems caused by homelessness."*

*"It is essential to engage [Weld] County. They run Health and Human Services, [which is a] very important resource."*

## SESSION 2 - HOW WE MOVE FORWARD

Framing Questions:

- How can we promote better collaboration in Greeley?
- Could a real estate/facility solution address the issue?
- If so, what services do you want to see in a potential future building?
- How could proposed solutions interact with the surrounding community?
- Where should these solutions be located?
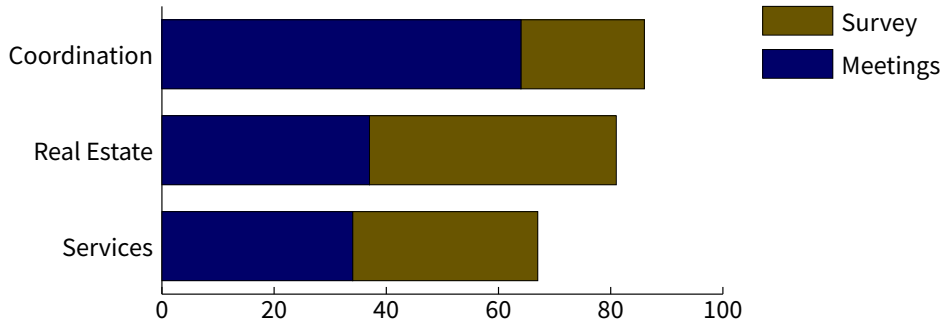


In the second series of community conversations, participants were asked to imagine how the City could move forward in addressing issues related to homelessness. Community members identified solutions and ideas that fit into three main categories: coordination, real estate, and service. Coordination was the most frequent expression of the community, which connected deeply with other discoveries within this report. Real estate and service solutions were also frequent expressions but were often coupled with the desire to move forward with a greater sense of collaboration in the work.

### Coordination
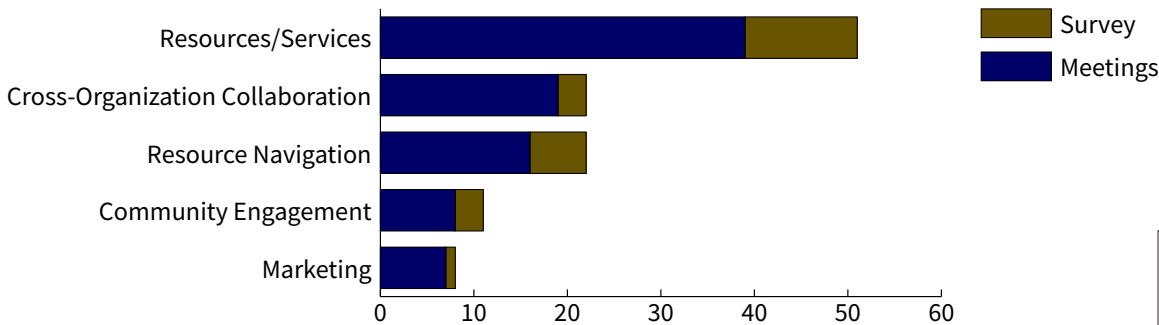


The frequently expressed theme of coordination called for better collaboration around resources and services, cross-organizational communication, and resource navigation for those experiencing housing insecurity. With these expressions, participants remarked on the resources being scattered and difficult to navigate while proposing methods of collaboration to solve the issues. Some community members also expressed the impression of seeing duplicative services and competition for financial resources as contributing problems.

Other expressions revealed a desire for more opportunities for community engagement and marketing to dispel myths and stereotypes of the homeless community. Conversations and survey respondents often paired this with humanitarian values that sought to encourage empathy for mental illness, substance abuse, and the overall needs of those experiencing homelessness.

*"Resources are so scattered we need to be able bring them together to communicate better."*

*"Communication is lacking. It would help knowing what people have to offer and getting more boots on the ground to spread the word of encouragement/ resources."*

## Real Estate
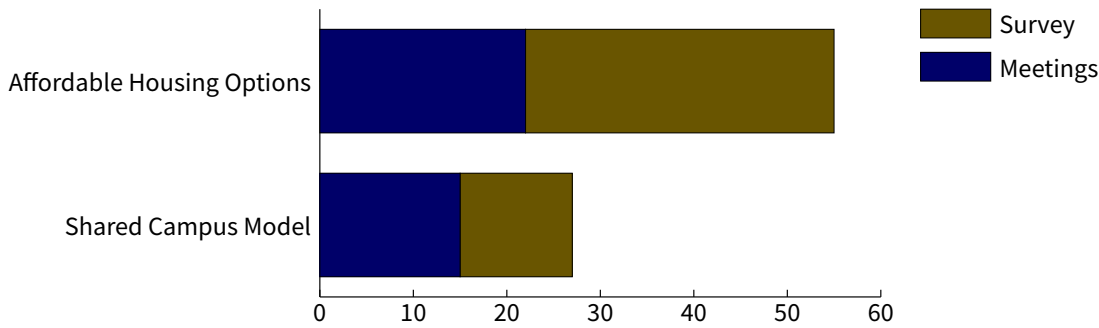


Expressions categorized as the desire for real estate solutions included whenever a community member mentioned addressing issues with a facility and specific locations. Many of these statements included a desire to provide more options and affordability to the housing stock of Greeley, reaching beyond addressing homelessness and into what many believe to be a rising housing crisis for the City. More complex economic understandings were paired with these expressions, remarking the need for many different tiers of affordability in addressing housing insecurity.

Community members were also asked to comment on 'shared campus' and 'scattered site' model real estate-based solutions. A shared campus model refers to a particular location and facility that can address many homeless community needs with sheltering, housing, and services, similar to the Arroyo Village development in Denver. Participants showed strong support for exploring solutions of a shared campus model.

*"We should explore different tiers of affordable housing"*

*"We need a place with all resources needed in one location - mental health services, food, rehabilitation, education, housing…"*

## Services
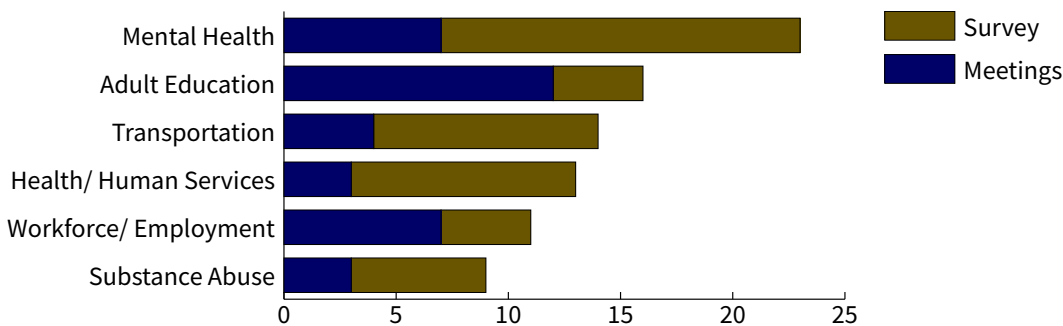


Service-related solutions were the third most common expression of the community's voice as a general category. Overwhelmingly, the community spoke of mental health support and services for the homeless community, seeking ways to help their unhoused neighbors find permanent life-changing solutions. Other themes included adult education, health, and human services, transportation, workforce solutions, and substance abuse treatment. With many direct-service practitioners in attendance, existing resources were often identified in response to ideas in this area, bolstering the viewpoints that expressed the need for better coordination and resource navigation.

*"We need solid mental health treatment and drug addiction programs."* `

*"There's lots of trauma with folks on the street. We need education across the board for community members and agencies."*

## SESSION 3 - WHAT WE DO TO MOVE FORWARD

Framing Questions:

- What do you think of the recommendations?
- Which recommendations should be the highest priority?
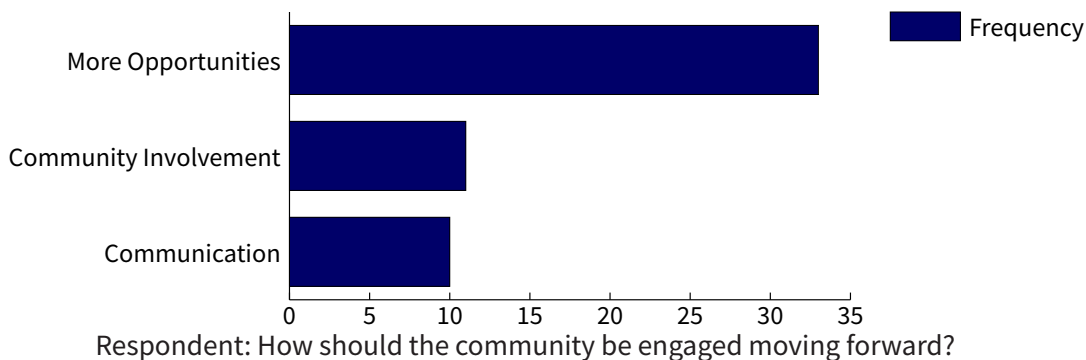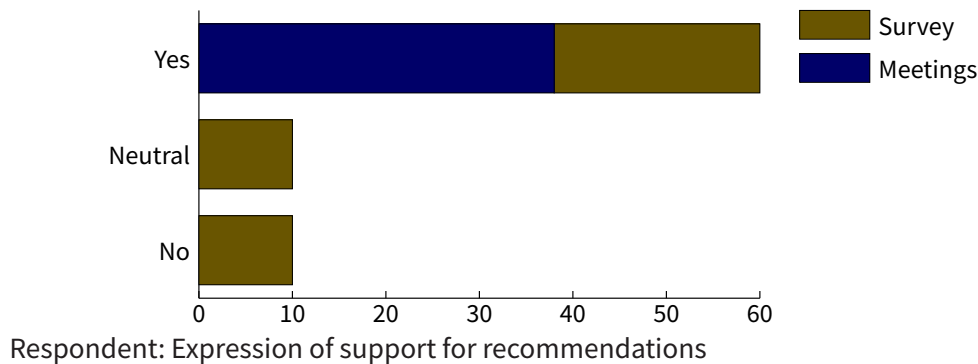- How should the community be engaged moving forward?

In the third series of meetings, participants were asked to provide their opinions on the preliminary recommendations of this report. There was a significant difference between the meetings and the online survey for these results. The meetings included a presentation and dialogue about each of the recommendations, while the online survey required participants to review the presentation materials and recording of the meeting.

From comments made on the survey, it was apparent that some (not many) survey takers may not have had a complete picture of what the presentation entailed. For example, one respondent said, *"creating housing or camping options will only encourage living in the same circle of drug use, ignoring mental health issues and lack of accountability. We should focus on helping lift people out of their situations"* as a response to the question *"what do you think of the recommendations proposed?"* This response reveals that the participant didn't review the materials, as the recommendations address what the person expressed. Overall, ten survey responses seemed to ignore the presentation and chose to reflect negative sentiment.

However, the overwhelming majority expressed positive reception to the recommendations, often paired with hopefulness or a desire for immediate action. Many participants who expressed support also said that this report marks the beginning of the necessary activity to emerge from research and practice without hesitation. Future action would best respect this sentiment if organizations across Greeley can find ways to communicate more effectively while deploying ideas.

> *"I'm impressed at the research behind it and the multi-step approach. I also like that, at its core, the approach emphasizes efficient collaboration among multiple agencies. I would love to see Weld and Larimer communities band together to tackle the issue."*

> *"Education of our neighbors is an important aspect of this situation, so that we are not 'pushing the problem' (meaning, people) to the side. We all should be on board to help one another."*



Respondent: Expression of support for recommendations



Respondent: How should the community be engaged moving forward?

# D. RECOMMENDATIONS

1. Utilize the Collective Impact Framework to coordinate cross-organizational collaboration.
2. Conduct a housing needs assessment.
3. Pursue pre-development research for a service-based campus model approach.
4. Establish a clear understanding of the risk & protective factors of homelessness (with collective impact).
5. Establish a user-friendly resource guide for organizations, housed, and un-housed community members (with collective impact).
6. Explore creative temporary solutions.

## RECOMMENDATION 1: COLLECTIVE IMPACT - AN ANSWER TO CALLS FOR BETTER COORDINATION

Stakeholder interviews, community engagement, and dialogue with city staff revealed a desire for better coordination amongst government and nonprofit practitioners of homelessness services. A general feeling of disorganized, siloed efforts and seemingly different goals across organizations emerged, showing a lack of cohesive collaboration, which is no fault to Greeley's existing government departments, nonprofits, and service providers. Organizations worldwide find it hard to make actual cross-sector collaboration work, often engaging in what can be called 'isolated impact.' However, a significant opportunity exists in what has been expressed: the desire to coordinate better.

Complex problems, like the growing nationwide problem of homelessness, require creative thinking and cross-sector engagement. No government department or nonprofit has the authority or the realistic capability to solve such a problem independently. This realization should go even further to understand that 'business as usual' is doubtful to be effective, requiring many stakeholders of the work to think deeply about organizational behavior change.

An answer to this dynamic is the Collective Impact Framework. Initially identified by the Stanford Social Innovation Review in the winter of 2011, this framework is a strategy constructed to solve what Greeley stakeholders and community members have been asking for as a structured way to achieve social change. Collective impact is a network of community members, organizations, and institutions who advance equity by learning together, aligning, and integrating their actions to achieve population and systems-level change. The framework helps define success with five conditions (Collective Impact Forum, 2022).

**Sub-recommendation: Build upon existing leadership and align with a backbone entity.**

For Collective Impact to be successful, stakeholders can appoint an existing team or form a new one to ensure intentional coordination and collaboration. Fortunately, Collective Impact around homelessness is already occurring in Greeley through the United Way of Weld County and the Northern Colorado Continuum of Care (NOCOCoC). It

### THE FIVE CONDITIONS OF COLLECTIVE IMPACT

1. **It starts with a common agenda.**
   » Multiple organizations come together to collectively define the problem and create a vision to solve it.

2. **It establishes shared measurement.**
   » The partner organizations track progress in the same way - allowing for continuous learning, accountability, and improvement.

3. **It fosters mutually reinforcing activities.**
   » The organizations take collaboration even further by integrating activities to maximize results.

4. **It encourages continuous communication.**
   » The organizations build trust and strengthen relationships with consistency.

5. **It has a strong backbone.**
   » The backbone is the team dedicated to aligning and coordinating the work of the partner organizations.

would be best for the City to fully align its efforts with the NOCOCoC as the backbone organization and encourage the County to do the same.

However, at this time, after recent communication with NOCOCoC and United Way of Weld County, issues of capacity have been raised. For that reason and to act immediately concerning the urgency of the problems, the City of Greeley should begin steps of forming a Collective Impact initiative with Greeley as the backbone. The initiative's success will require the dedication of a position focused on carrying out the five conditions of Collective Impact. Later, it may be appropriate to reapproach United Way and the NOCOCoC to serve in a greater capacity of leadership and fiscal agency for the efforts.

*The following steps would be instrumental in utilizing the framework to its potential:*

1. Form a Greeley Housing & Homelessness Collective Impact Initiative/Council
2. Hire a Director of Collective Impact in Housing & Homelessness
3. Establish a list of partners that the City should engage in the initiative/council that should include executive leadership in:
   » Multiple City Departments (Greeley, Evans, Garden City)
      ◦ Police, Fire, Public Transit, School District, Economic Health & Housing, Urban Renewal Authority, Planning & Zoning, Neighborhood Resources, Parks, Communication & Engagement, Housing Authority, Street Outreach, Emergency Management
   » Service providers & Nonprofits
      ◦ Shelters, Transitional Housing, Mental Health, Substance Abuse
   » Affordable Housing Developers
   » Philanthropic Foundations
   » For-Profit Businesses (that desire to help)

**Examples of Collective Impact Addressing Homelessness in Action:**

| City/Area | Program Name | Launch | Result Highlights |
|---|---|---|---|
| Omaha, NE | Metro Area Continuum of Care for the Homeless | 2006 | • 8,000+ Households Receive rental assistance |
| Coatesville, PA | Homelessness and Unemployment in Coatesville Collective | 2021 | • Received $225k Grant for exploring Collective Impact |
| Los Angeles, CA | Home for Good | 2010 | • 2 successful ballot initiatives<br>• Encampment to Home Program<br>  » 93% remain housed |

**Collective Impact Resources:**

What is Collective Impact?
Readiness Assessment
Committing to Collective Impact
Backbone Starter Guide

**RECOMMENDATION 2: CONDUCT A HOUSING NEEDS ASSESSMENT**

As the City and county grapple with housing insecurity and affordability issues, it is vital to quantify the number of housing units needed in the local market regarding economics, demographics, and current supply. The City may need an affordable housing inventory of multiple income points to address broader problems. A balanced housing stock can address issues within Greeley's housing continuum while providing relief to the community members experiencing housing insecurity.

A needs assessment will allow the City to get strategic for defining:

*   Income and Poverty
*   Market Trends
*   Rental Affordability
*   Homeownership Affordability
*   Special Interest Population Needs (senior and disability)

**RECOMMENDATION 3: PURSUE PRE-DEVELOPMENT RESEARCH FOR A SERVICE-BASED CAMPUS MODEL APPROACH.**

Stakeholders and community members expressed a desire to have the City explore the development of a service-based campus model that can offer several homeless services and permanent supportive housing. These campuses have gained increased momentum and attention in other cities and states. It is recommended that the City coordinate a multi-organizational (City, County, Housing Authority, Nonprofit, etc) campus to address homelessness and provide access to critical services such as:

*   Housing & shelter
*   Healthcare (mental, dental & physical)
*   Employment
*   Substance abuse treatment
*   Food
*   Clothing
*   Court proceeding assistance

As a sub recommendation, the City should consider what Collective Impact could contribute to the long-term overall success of this type of effort. A shared-service campus could be an essential 'one-stop-shop' in changing people's lives with the proper communication and collaboration.

Below is an example of the preliminary development costs for a 50-unit campus.

**Preliminary Development Costs for a 50 unit Campus:**

| Users | | Sources | |
|---|---|---|---|
| Acquisition | $1.3M | Conventional Loan | $5.2M |
| Site Improvements | $4.5M | 9% LIHTC | $11.7M |
| Hard Costs @ $250 PSF | $10.7M | DOH Grants | $3.8M |
| Professional Fees | $500k | | |
| Construction Finance | $1M | | |
| Soft Cost | $4.3M | | |
| Developer Fee | $2.5M | | |
| **Total** | **$25.1M** | **Total** | **$20.6M** |
| **Remaining Gap** | | | **$4.4M** |

**Annual Operating Costs for a 50 unit Campus:**

| | |
|---|---|
| Annual Rental Income (inc. Vouchers) | $650k |
| Vac Rate 7% | $45k |
| EGI | $600k |
| Operating Expenses | $210k |
| **NOI** | **$390k** |

**Annual Services Costs for a 50 unit Campus:**

| | |
|---|---|
| Staffing Costs | $200k |
| Program Costs | $40k |
| **Total Costs** | **$240k** |

Examples of service-based campus models:

| City/Area | Project Name Developer | Highlights |
|---|---|---|
| Denver, CO | Arroyo Village<br>• The Deloris Project<br>• Rocky Mountain Communities | • Mixed-use<br>• Trauma-informed<br>• 35 units - Permanent Supportive Housing<br>• 95 units - Affordable Housing |
| Richmond, CA | Bridge of Hope Center<br>• Bay Area Rescue Mission | • Trauma-informed<br>• Long-term housing<br>  » 26 units<br>• Emergency shelter<br>  » 114 shelter beds |

| City/Area | Project Name Developer | Highlights |
|---|---|---|
| Santa Rosa, CA | Housing First Strategy | • Emergency Shelter<br>• Day Services<br>• Safe Parking Pilot Program<br>• Rental Assistance<br>• Community Homeless Assistance Program (CHAP)<br>• Homeless Encampment Assistance Program (HEAP)<br>• Warming Center |

**Sub-recommendation: Support, include, and plan around the upcoming High Plains Development Corporation campus and other affordable housing developments.**

The City should support High Plains Development Corporation's development plans at 123 9th Avenue. This development presents the fastest opportunity for the delivery of a service-based campus. Additionally, the organization's leadership is ready to collaborate and partner with the City.

In addition to the inclusion of High Plains, Greeley should also continuously be aware of upcoming and proposed affordable housing products from other developers, seeking to include them into the fold of the potential collective impact initiative.

**RECOMMENDATION 4: ESTABLISH A CLEAR UNDERSTANDING OF THE RISK & PROTECTIVE FACTORS OF HOMELESSNESS (PREFERABLY WITH COLLECTIVE IMPACT).**

There is a palpable desire to end homelessness in Greeley amongst stakeholders and community members, with many organizations providing services for those experiencing homelessness and interventions out of it. However, there doesn't seem to be a shared understanding of what causes homelessness or why their unhoused neighbors are in Greeley. This disconnect reveals a couple of fundamental missing pieces. To solve the problem of homelessness, we can't just focus on reactive interventions. We must also think proactively. We must also think proactively. To get proactive, we need to understand 'the why,' which can be explained by understanding homelessness's risk and protective factors. We also need to deeply engage the unhoused community by talking and learning from them to understand their individual stories and the common threads between them. With the proper context, the City, the stakeholders, and the community can move forward with a shared understanding of where to intervene before homelessness becomes an option.

The City can strengthen the exploration of these risk and protective factors further by utilizing the Collective Impact Framework and even the University of Northern Colorado as a research partner. Homelessness risk factors have been studied many times over the years. Some recent nationally representative data recognize adversity in childhood, socioeconomic struggle, mental health problems, and addiction problems as potential predictors of homelessness. However, a deep qualitative study and engagement of the homeless in Weld County would likely reveal extremely pertinent information to plan around.

**RECOMMENDATION 5: ESTABLISH A USER-FRIENDLY RESOURCE GUIDE FOR ORGANIZATIONS, HOUSED, AND UN-HOUSED COMMUNITY MEMBERS (PREFERABLY WITH COLLECTIVE IMPACT).**

In looking at current resource lists in Greeley, the Urbanity Advisors team found it challenging to get a grasp on homelessness services currently being offered. Much of the marketing material available from stakeholders and the City were too extensive, which could be overwhelming to community members, both housed and unhoused. It was also apparent that printed and online materials are inconsistent, outdated, and hard to find.

We recommend intentional efforts to establish a user-friendly resource navigation guide with the community in mind. It should be easy to find online (with responsive mobile design) and printable on one sheet of paper (front and back). A simple, well-designed guide would allow housed community members to identify resources to help their unhoused neighbors quickly and help the homeless community know where and how to get help.

Fort Collins has a guide that embodies many of the elements mentioned above, called the Homeless Resource Guide, run and managed by Outreach Fort Collins. It includes a list of shelters, services, and other resources, hosted on a website and a printable flyer with a map. This guide could be a model for Greeley to adapt and take even further, especially if organized by Collective Impact.

**RECOMMENDATION 6: EXPLORE CREATIVE TEMPORARY SOLUTIONS.**

The City should explore temporary options that the collective of homeless service providers can execute quickly while long-term solutions are in the works. The development of real estate solutions, including finding funding sources, pre-development, and eventual construction, can take years to establish. In the meantime, problems of homelessness will likely grow in need. Creative temporary solutions have been explored in other cities and are worth pursuing in Greeley, including safe places for the homeless community to camp, park, and establish more stable situations as they seek solutions in their own lives. These safe places include helpful services that can point the community in the right direction.

To accomplish the following temporary solutions, support from the multiple City departments is vital. Zoning code revisions and creative permitting solutions may be necessary to allow for the uses to be legal. This course of action can lead to great debates and contention within the community and will require deep engagement, education, and consistent talking points from City leadership to be accomplished. It's important to stress the temporary nature of these solutions and highlight them as an alternative to the existing unorganized and unsafe conditions of illegal camping.

**Safe Outdoor Spaces**

'Safe outdoor spaces' are healthy, secure, staffed, resource and service-rich environments that provide an outdoor, individualized sheltering option for people experiencing unsheltered homelessness. The services include shelter in the form of ice fishing tents, portable toilets, power, and wi-fi as an immediate chance to alleviate street homelessness. This temporary solution offers the community-at-large relief from seeing camping in unorganized places such as parks, sidewalks, or the areas by the Poudre River (where much of Greeley's camping occurs).

*Safe Open Spaces Cost Estimates:*

| 45 SOS Tents and Site Set Up | Price Per Unit | Total Cost |
|---|---:|---:|
| Tents (45) | $300 | $13,500 |
| Tent Supplies, Heating & Cooling (45) | $150 | $6,750 |
| Management, Storage and Services Tent | $30,000 | $30,000 |
| Site Prep Overall per SOS (fencing, signage, banners, security camera etc.) | $25,000 | $25,000 |
| Electric | $50,000 | $50,000 |
| Wooden platforms | $12,000 | $12,000 |
| Site Design & Permitting | $10,000 | $10,000 |
| Community Engagement Specialist | $15,000 | $15,000 |
| Misc. | $15,000 | $15,000 |
| **Total Tents and Site Set up** | | **$177,250** |

## Safe Parking

Similar to the concept of Safe Outdoor Space, Safe Parking provides options for homeless individuals that are living out of their cars. This type of initiative gives individuals and families legal and safe places to shelter in their vehicles overnight and should provide portable toilets, power, and wi-fi.

## Tiny Home Villages



As a more permanent than tents and vehicles, but still temporary solution, tiny homes provide the opportunity for homeless sheltering, allowing the homeless community to transition into stable housing. Tiny homes offer more privacy and the amenities of toilets, power, and wi-fi.

## Operators, Manufacturers, and Existing Initiatives

## Colorado Village Collaborative

The Colorado Village Collaborative (CVC) is a nonprofit service provider currently working out of the Denver Metro area, offering safe outdoor spaces and tiny home villages. CVC has been operating since 2018 and has served nearly 300 people in 2021.

*CVC Construction Cost Estimates:*

- Tiny Homes: $15,000 / unit

## Colorado Safe Parking Initiative

Colorado Safe Parking Initiative (CSPI) is a nonprofit operating statewide and is currently expanding its services, having hired its first paid staff and Executive Director. It launched its first safe parking pilot in 2020 and is now operating five lots in Arvada, Aurora, Broomfield, Golden, and South Denver.

*Safe Parking Cost Estimates:*

- Roughly $150k annually

**Pallet**



Pallet is a manufacturer of tiny home/ temporary cabin-style shelters that boast the ability to be buildable in one day or folded and stored flat when not in use. Their cost-effective approach utilizes fiberglass, reinforced plastic, foam insulations, and aluminum framing. Pallet is strictly a manufacturer and does not provide services outside of helping to support municipalities and nonprofits in delivering and constructing a shelter village. They have over 60 shelter villages around the country of over 1,700 cabins, reaching over 4,000 people. There are two shelter villages currently operating in Colorado in Aurora (run by the Salvation Army) and Grand Valley (operated by Homeward Bound of the Grand Valley).

*Construction Cost Estimates:*

| Product | Starting Price |
|---|---|
| Shelter 64 (2-bed cabin) | $6,995 |
| Shelter 100 (4-bed cabin) | $9,495 |
| Bathroom (shared bathroom unit for village) | $34,995 |
| Services Office | $8,995 |
| Community Room (for meals and services) | $36,995 |