

SUBMITTED MARCH 20, 2019

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# I. INTRODUCTION

## OVERVIEW OF MTW GOALS AND OBJECTIVES

This 2018 Annual Report highlights the activities of Boulder Housing Partners (BHP) in our seventh year as a participant in the Moving to Work (MTW) demonstration program. We implemented one activity in 2018, which was a consolidation of all our previously approved project-based waivers, in addition to three new elements. We also worked to fully implement Activity 2016-3 Landing Landlords.

Over the years under MTW, BHP has:

- implemented rent reform for households who are elderly and/or persons with a disability
- simplified the recertification tools for all households
- eliminated the 40% cap of income towards rent for Housing Choice voucher holders
- simplified the utility allowance schedule for Housing Choice voucher households
- eliminated the utility reimbursement payments
- tied the Housing Quality Standards (HQS) inspection to the recertification cycle (triennially for all elderly and disabled families, biennially for all work-able families)
- strengthened our partnership with the Safehouse Progressive Alliance for Non-Violence (SPAN) to offer housing and services to victims of domestic violence
- used Replacement Housing Factor Funds (RHFF) to create 1175 Lee Hill, a 31-unit community to house the chronically homeless
- increased efficient use of federal dollars by allowing project-based voucher rents to be set internally using three external factors
- increased success of the Family Self Sufficiency program by changing mobility options
- implemented a flat tiered rent structure and biennial recertifications for our Housing Choice Work-able Families
- eliminated the need for all Housing Choice families to report income increases prior to their next regularly scheduled recertification
- ensured that all public housing families are paying rent according to their income by eliminating the option to choose the flat rent
- created a Development and Acquisition Fund which to date has allowed us to purchase 20 additional units of affordable housing and 5.25 acres of land for future development

- converted 279 units of public housing through Section 18 Disposition and the Rental Assistance Demonstration Program, while creating 3 new community centers and renovating all units to like-new conditions
- created a new program, Bringing School Home, where we focus on families with children under the age of 6 and offer services so these children are school-ready by kindergarten

#### OVERVIEW OF BHP'S LONG-TERM VISION FOR THE MTW PROGRAM

As described in full detail in the 2018 MTW Annual Plan, Boulder Housing Partners will be focusing on three main areas in the coming years:

Bringing School Home

Transforming Bureaucracy

Increasing Housing Choice

#### Bringing School Home: Disrupting the Cycle of Poverty

The next ten years of Boulder's MTW program will center on a very big idea. We believe that poverty continues to be a bar to learning and that quality affordable housing can change that. Focusing on the success we have shared with the I Have a Dream Foundation, BHP is taking that program to a new level by expanding services to include children at an even younger age (0 to 5). We believe that we can break the cycle of poverty in two generations by focusing on families with young children and providing services to the entire family.

#### Transforming Bureaucracy: People, Not Paper

We believe housing programs should be focused on the people they serve, not the paperwork required. By creating efficiencies and streamlining the processes involved in admitting qualified households to the programs, BHP strives to free up staff time to focus on the people and their needs to be self-sufficient throughout every stage of life.

#### Increase Housing Choice

BHP's strategic plan calls for contributing 2,000 units to the city of Boulder's affordable housing stock over 10 years. We will use every tool available to us to make this happen which includes our MTW funding flexibility.

## II. GENERAL HOUSING AUTHORITY OPERATING INFORMATION

### A. HOUSING STOCK INFORMATION

#### i. Actual New Project Based Vouchers

Tenant-based vouchers that the MTW PHA project-based for the first time during the Plan Year. These include only those in which at least an Agreement to enter into a Housing Assistance Payment (AHAP) was in place by the end of the Plan Year. Indicate whether the unit is included in the Rental Assistance Demonstration (RAD).

PROPERTY NAME	NUMBER OF VOUCHERS NEWLY PROJECT-BASED		STATUS AT END OF PLAN YEAR**	RAD?	DESCRIPTION OF PROJECT
	Planned*	Actual			
N/A	0	0	N/A	N/A	N/A
	0	0			

Planned/Actual Total Vouchers Newly Project-Based

\* Figures in the "Planned" column should match the corresponding Annual MTW Plan.

\*\* Select "Status at the End of Plan Year" from: Committed, Leased/Issued

Please describe differences between the Planned and Actual Number of Vouchers Newly Project-Based:

N/A

**ii. Actual Existing Project Based Vouchers**

Tenant-based vouchers that the MTW PHA is currently project-basing in the Plan Year. These include only those in which at least an AHAP was in place by the beginning of the Plan Year. Indicate whether the unit is included in RAD.

PROPERTY NAME	NUMBER OF PROJECT-BASED VOUCHERS		STATUS AT END OF PLAN YEAR**	RAD?	DESCRIPTION OF PROJECT
	Planned*	Actual			
1175 Lee Hill	31	31	Leased/Issued	No	Permanently supportive housing for the chronically homeless
Broadway East	44	44	Leased/Issued	No	Public housing units converted in 2006
Diagonal Court	30	30	Leased/Issued	Yes	Public housing units converted in 2015
Holiday McKinney	10	10	Leased/Issued	No	Permanently supportive housing for the chronically homeless
Iris Hawthorn	14	14	Leased/Issued	Yes	Public housing units converted in 2015
Kalmia	49	49	Leased/Issued	No	Public housing units converted in 2015
Manhattan	41	41	Leased/Issued	Yes	Public housing units converted in 2015
Northport	50	50	Leased/Issued	Yes	Public housing units converted in 2015
Walnut Place	95	95	Leased/Issued	No	Public housing units converted in 2015
Woodlands	35	35	Leased/Issued	No	Family Self Sufficiency Program with a partner agency

399	399
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Planned/Actual Total Existing Project-Based Vouchers

\* Figures and text in the “Planned” column should match the corresponding Annual MTW Plan.

\*\* Select “Status at the End of Plan Year” from: Committed, Leased/Issued

Please describe differences between the Planned and Actual Existing Number of Vouchers Project-Based:

N/A

**iii. Actual Other Changes to MTW Housing Stock in the Plan Year**

Examples of the types of other changes can include (but are not limited to): units held off-line due to relocation or substantial rehabilitation, local, non-traditional units to be acquired/developed, etc.

**ACTUAL OTHER CHANGES TO MTW HOUSING STOCK IN THE PLAN YEAR**

**BHP acquired 10 units of local, non-traditional units in 2018. BHP submitted a Public Housing Disposition Application to the SAC in early 2018 for 34 units of Public Housing at our Madison property. As of the end of the year, the application was still under review.**

**iv. General Description of All Actual Capital Expenditures During the Plan Year**

Narrative general description of all actual capital expenditures of MTW funds during the Plan Year.

**GENERAL DESCRIPTION OF ALL ACTUAL CAPITAL EXPENDITURES DURING THE PLAN YEAR**

**BHP spent \$3,179,884.25 on Capital Expenditures in 2018: \$535,913 was used to finance the purchase of 1.6 units at the Boulders (renamed as Cedar/Casey); \$2,614,275 was used to finance the purchase of 9 units at 2037 Walnut; \$29,696.25 was used to repair decks at Arapahoe Court (a public housing property).**

**B. LEASING INFORMATION**

**i. Actual Number of Households Served**

Snapshot and unit month information on the number of households the MTW PHA actually served at the end of the Plan Year.

NUMBER OF HOUSEHOLDS SERVED THROUGH:	NUMBER OF UNIT MONTHS OCCUPIED/LEASED*		NUMBER OF HOUSEHOLDS SERVED**	
	Planned^^	Actual	Planned^^	Actual
MTW Public Housing Units Leased	564	553	47	46
MTW Housing Choice Vouchers (HCV) Utilized	10,692	10,286	891	857
Local, Non-Traditional: Tenant-Based	0	0	0	0
Local, Non-Traditional: Property-Based	72	149	6	12
Local, Non-Traditional: Homeownership	0	0	0	0

11,328	10,988
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944	915
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Planned/Actual Totals

\* "Planned Number of Unit Months Occupied/Leased" is the total number of months the MTW PHA planned to have leased/occupied in each category throughout the full Plan Year (as shown in the Annual MTW Plan).

\*\* "Planned Number of Households to be Served" is calculated by dividing the "Planned Number of Unit Months Occupied/Leased" by the number of months in the Plan Year (as shown in the Annual MTW Plan).

^^ Figures and text in the "Planned" column should match the corresponding Annual MTW Plan.

**Please describe any differences between the planned and actual households served:**

**Housing Choice Voucher utilization was at 97% for the entire year. Turnover was higher than anticipated. Additional local, non-traditional units were acquired that had not been anticipated.**

LOCAL, NON-TRADITIONAL CATEGORY	MTW ACTIVITY NAME/NUMBER	NUMBER OF UNIT MONTHS OCCUPIED/LEASED*		NUMBER OF HOUSEHOLDS TO BE SERVED*	
		Planned^^	Actual	Planned^^	Actual
Tenant-Based	N/A	0	0	0	0
Property-Based	2015-1 Affordable housing acquisition and development fund	72	149	6	12
Homeownership	N/A	0	0	0	0

72	149	6	12
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Planned/Actual Totals

\* The sum of the figures provided should match the totals provided for each Local, Non-Traditional category in the previous table. Figures should be given by individual activity. Multiple entries may be made for each category if applicable.

^^ Figures and text in the "Planned" column should match the corresponding Annual MTW Plan.

HOUSEHOLDS RECEIVING LOCAL, NON-TRADITIONAL SERVICES ONLY	AVERAGE NUMBER OF HOUSEHOLDS PER MONTH	TOTAL NUMBER OF HOUSEHOLDS IN THE PLAN YEAR
N/A	N/A	N/A

**ii. Discussion of Any Actual Issues/Solutions Related to Leasing**

Discussion of any actual issues and solutions utilized in the MTW housing programs listed.

HOUSING PROGRAM	DESCRIPTION OF ACTUAL LEASING ISSUES AND SOLUTIONS
MTW Public Housing	Households served represents an occupancy rate of 98%.
MTW Housing Choice Voucher	Households served shows an annual occupancy rate of 97%. There has been a higher than normal attrition rate in 2018. A focus for 2019 will be leasing up to 100%.
Local, Non-Traditional	Due to the housing market in Boulder, BHP cannot predict how many units will be acquired each year.

**C. WAITING LIST INFORMATION**

**i. Actual Waiting List Information**

Snapshot information on the actual status of MTW waiting lists at the end of the Plan Year. The “Description” column should detail the structure of the waiting list and the population(s) served.

WAITING LIST NAME	DESCRIPTION	NUMBER OF HOUSEHOLDS ON WAITING LIST	WAITING LIST OPEN, PARTIALLY OPEN OR CLOSED	WAS THE WAITING LIST OPENED DURING THE PLAN YEAR
Arapahoe Court	PH site-based list	616	Closed	No
Madison	PH site-based list	654	Closed	No
HCV Lottery	Lottery for HCV	275	Closed	Yes

Please describe any duplication of applicants across waiting lists:

There are 447 applicants that are on the 1 bedroom wait list for both Arapahoe Court and Madison.

**ii. Actual Changes to Waiting List in the Plan Year**

Please describe any actual changes to the organizational structure or policies of the waiting list(s), including any opening or closing of a waiting list, during the Plan Year.

WAITING LIST NAME	DESCRIPTION OF ACTUAL CHANGES TO WAITING LIST
Arapahoe Court/Madison	Both lists were closed during all of 2018.
HCV Lottery	Lottery was open for three days in September 2018.

**D. INFORMATION ON STATUTORY OBJECTIVES AND REQUIREMENTS**

**i. 75% of Families Assisted Are Very Low Income**

HUD will verify compliance with the statutory requirement that at least 75% of the households assisted by the MTW PHA are very low income for MTW public housing units and MTW HCVs through HUD systems. The MTW PHA should provide data for the actual families housed upon admission during the PHA’s Plan Year reported in the “Local, Non-Traditional: Tenant-Based”; “Local, Non-Traditional: Property-Based”; and “Local, Non-Traditional: Homeownership” categories. Do not include households reported in the “Local, Non-Traditional Services Only” category.

INCOME LEVEL	NUMBER OF LOCAL, NON-TRADITIONAL HOUSEHOLDS ADMITTED IN THE PLAN YEAR
80%-50% Area Median Income	2
49%-30% Area Median Income	0
Below 30% Area Median Income	6

8
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**Total Local, Non-Traditional Households Admitted**

**ii. Maintain Comparable Mix**

HUD will verify compliance with the statutory requirement that MTW PHAs continue to serve a comparable mix of families by family size by first assessing a baseline mix of family sizes served by the MTW PHA prior to entry into the MTW demonstration (or the closest date with available data) and compare that to the current mix of family sizes served during the Plan Year.

BASELINE MIX OF FAMILY SIZES SERVED (upon entry to MTW)					
FAMILY SIZE	OCCUPIED PUBLIC HOUSING UNITS	UTILIZED HCVs	NON-MTW ADJUSTMENTS*	BASELINE MIX NUMBER	BASELINE MIX PERCENTAGE
1 Person	188	268	0	456	49.03%
2 Person	17	145	0	162	17.42%
3 Person	23	61	0	84	9.03%
4 Person	46	66	0	112	12.04%
5 Person	46	42	0	88	9.46%
6+ Person	10	18	0	28	3.01%
<b>TOTAL</b>	<b>330</b>	<b>600</b>	<b>0</b>	<b>930</b>	<b>100.00%</b>

\* “Non-MTW Adjustments” are defined as factors that are outside the control of the MTW PHA. An example of an acceptable “Non-MTW Adjustment” would include demographic changes in the community’s overall population. If the MTW PHA includes “Non-MTW Adjustments,” a thorough justification, including information substantiating the numbers given, should be included below.

Please describe the justification for any “Non-MTW Adjustments” given above:

No adjustments have been made to the baseline. In 2015, BHP converted 283 units of public housing to housing choice vouchers. These households are now included under the Housing Choice voucher program.

MIX OF FAMILY SIZES SERVED (in Plan Year)				
FAMILY SIZE	BASELINE MIX PERCENTAGE**	NUMBER OF HOUSEHOLDS SERVED IN PLAN YEAR^	PERCENTAGE OF HOUSEHOLDS SERVED IN PLAN YEAR^^	PERCENTAGE CHANGE FROM BASELINE YEAR TO CURRENT PLAN YEAR
1 Person	49%	462	50%	1%
2 Person	17%	167	18%	3%
3 Person	9%	94	10%	12%
4 Person	12%	96	10%	-14%
5 Person	9%	61	7%	-31%
6+ Person	3%	35	4%	25%
TOTAL	100%	915	97%	-2%

\*\* The “Baseline Mix Percentage” figures given in the “Mix of Family Sizes Served (in Plan Year)” table should match those in the column of the same name in the “Baseline Mix of Family Sizes Served (upon entry to MTW)” table.

^ The “Total” in the “Number of Households Served in Plan Year” column should match the “Actual Total” box in the “Actual Number of Households Served in the Plan Year” table in Section II.B.i of this Annual MTW Report.

^^ The percentages in this column should be calculated by dividing the number in the prior column for each family size by the “Total” number of households served in the Plan Year. These percentages will reflect adjustment to the mix of families served that are due to the decisions of the MTW PHA. Justification of percentages in the current Plan Year that vary by more than 5% from the Baseline Year must be provided below.

Please describe the justification for any variances of more than 5% between the Plan Year and Baseline Year:

BHP has made no decisions to directly affect the changes to the mix of families served. New households are admitted to the Housing Choice Voucher program based on a lottery system.

**iii. Number of Households Transitioned to Self-Sufficiency in the Plan Year**

Number of households, across MTW activities, that were transitioned to the MTW PHA’s local definition of self-sufficiency during the Plan Year.

MTW ACTIVITY NAME/NUMBER	NUMBER OF HOUSEHOLDS TRANSITIONED TO SELF SUFFICIENCY*	MTW PHA LOCAL DEFINITION OF SELF SUFFICIENCY
2013-3 Partnership with SPAN	0	Moving to market rate or homeownership
2016-1 Flat tier rent for work able families	0	Moving to market rate or homeownership
2016-2 Rent reform for elderly and persons with disabilities households	0	Moving to market rate or homeownership
2016-4 Bringing School Home Referral Process	0	Moving to market rate or homeownership
	0	<i>(Households Duplicated Across MTW Activities)</i>

**Total Households Transitioned to Self Sufficiency**

**0**

\* Figures should match the outcome reported where metric SS#8 is used in Section IV of this Annual MTW Report.

### III. PROPOSED MTW ACTIVITIES

All proposed activities that have been granted approval by HUD are reported on in Section IV as 'Approved Activities'.

### IV. APPROVED MTW ACTIVITIES

#### IMPLEMENTED ACTIVITIES

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##### ACTIVITY 2012–4

##### a. PLAN YEAR APPROVED, IMPLEMENTED, AMENDED

Activity 2012–4, Rent Simplifications for all Households, was approved and implemented in 2012. The activity has not been amended.

##### b. DESCRIPTION/IMPACT/UPDATE

The goal of this activity was to implement a series of changes to simplify the income and asset verification process for all families. This activity:

- allows households to provide asset and income documentation;
- excludes income from assets and allows for self–certification of assets that total \$50,000 or less; and
- limits total household assets to \$50,000 or less upon admission to the public housing and Housing Choice programs.

This was not a rent reform activity and no hardship created. However, an exception policy was created in relation to the asset limit upon admission. If households qualify for the exception based on five criteria, they are allowed admission to the program. The five criteria include: household is classified as elderly or a persons with a disability; they do not own any real estate; the assets only include money in a bank account (savings, money market, etc.); they plan to use the asset for assisted living in the future; and they are currently living on no income or a fixed income. In 2018, one household was denied admission for having total assets valuing more than \$50,000 and did not qualify for the exception. There were 106 new admissions to the programs (8 to the public housing program and 98 to the Housing Choice Voucher Program).

Metric	Baseline	Benchmark	Outcome	Benchmark achieved?
CE #1 – Total cost of task in dollars (decrease) asset income calculation	\$1,677 (64.5 hours x \$26 average per hour)	\$671 (Reduction of 60%)	2018 - \$364.50	Yes, reduction of \$1,312.50 or 79%
CE #2 – Total time to complete the task in staff hours (decrease) asset income calculation	64.5 staff hours (86 households x 45 minutes on average)	25.8 hours (Reduction of 60%)	2018 – 13.5 hours (18 households)	Yes, reduction of 51 hours or 79%
CE #3 – Average error rate in completing a task as a percentage (decrease)	5% Potential for error	3% reduction in potential for error	2% (18 households have assets over \$50,000) Reduction of 79% potential for errors	Potential for error reduced to 2%

**c. ACTUAL NON-SIGNIFICANT CHANGES**

There have been no changes made to the activity since it was approved and implemented.

**d. ACTUAL CHANGES TO METRICS/DATA COLLECTION**

There have been no changes to the metrics or data collection methodology.

**e. ACTUAL SIGNIFICANT CHANGES**

There have been no changes made to the activity since it was approved and implemented.

**f. CHALLENGES IN ACHIEVING BENCHMARKS AND POSSIBLE STRATEGIES**

There have not been any challenges in achieving the benchmarks that were laid out.

**ACTIVITY 2012–5**

**a. PLAN YEAR APPROVED, IMPLEMENTED, AMENDED**

Activity 2012–5, Elimination of the 40% of Income Cap in the voucher program, was approved and implemented in 2012. This activity has not been amended.

**b. DESCRIPTION/IMPACT/UPDATE**

The goal of this activity is to provide more rental choices to Housing Choice voucher holders by eliminating the 40% of income towards rent cap when they initially lease up. In 2018, 17 families rented a unit where their portion of the rent was more than 40%. The average

rent burden for these 17 families is 60%. Two households are paying 100% of their income towards rent of their income (one household has no income but is required to pay the minimum rent of \$50, the other household's only source of income is assets).

Since implementation of this activity in 2012, we have had a total of 85 households lease up with their rent burden being more than 40% of their income towards rent. When households choose to do this, they sign an agreement that confirms their understanding that they will lose their housing assistance if they are evicted for non-payment of rent. Not one household has lost their assistance since this choice has been offered.

This was not a rent reform activity and no hardship created.

Metric	Baseline	Benchmark	Outcome	Benchmark achieved?
HC #5 – Number of households able to move to a better unit as a result of the activity (increase)	Zero	2% or 17 households per year	2018 – 17 households	Yes

**c. ACTUAL NON-SIGNIFICANT CHANGES**

There have been no changes made to the activity since it was approved and implemented.

**d. ACTUAL CHANGES TO METRICS/DATA COLLECTION**

There have been no changes to the metrics or data collection methodology.

**e. ACTUAL SIGNIFICANT CHANGES**

There have been no changes made to the activity since it was approved and implemented.

**f. CHALLENGES IN ACHIEVING BENCHMARKS AND POSSIBLE STRATEGIES**

In 2018, the benchmark was achieved. We have not always achieved our benchmark, as the number of voucher holders who exercise this option is dependent on many factors, including whether voucher holders decide to move to another unit, where they choose to lease up, how much they are willing to pay, etc.

**ACTIVITY 2012–6**

**a. PLAN YEAR APPROVED, IMPLEMENTED, AMENDED**

Activity 2012–6, Implement a Flat Utility Allowance for the voucher program, was approved and implemented in 2012. No amendments have been made to this activity.

**b. DESCRIPTION/IMPACT/UPDATE**

This activity was designed to increase voucher holders’ ease of understanding of the rent calculation and how utilities affect the maximum contract rent allowed. Implementation of this activity continues to allow for less time spent during the initial briefing to explain the utility allowance. This activity did not involve rent reform and no hardship created.

Metric	Baseline	Benchmark	Outcome	Benchmark achieved?
CE #1 – Total cost of task in dollars (decrease) explanation of utility allowance in briefings	\$20/briefing (45 minutes x \$26 hour)	\$15 (25% reduction)	\$10/briefing (22 minutes x \$26 hour)	Yes
CE #2 – Total time to complete the task in staff hours (decrease)	Average of 45 minutes per briefing	34 minutes (25% reduction)	Average of 22 minutes per briefing	Yes
CE #3 – Average error rate in completing a task as a percentage (decrease)	5% potential for error	0% reduce to zero	0%	Yes
CE #5 – Tenant Rent Share in dollars (increase)	Average utility allowance in 2011 was \$70	Reduction of \$6 for the average utility allowance	Average utility allowance was \$63, reduction of \$7 or 10%	This outcome was achieved in 2012

**c. ACTUAL NON-SIGNIFICANT CHANGES**

There have been no changes made to the activity since it was approved and implemented.

**d. ACTUAL CHANGES TO METRICS/DATA COLLECTION**

There have been no changes to the metrics or data collection methodology.

**e. ACTUAL SIGNIFICANT CHANGES**

There have been no changes made to the activity since it was approved and implemented.

**f. CHALLENGES IN ACHIEVING BENCHMARKS AND POSSIBLE STRATEGIES**

The benchmarks have been achieved and will continue to allow less time spent explaining the utility allowance.

**ACTIVITY 2013–1**

**a. PLAN YEAR APPROVED, IMPLEMENTED, AMENDED**

Activity 2013–1, Housing Quality Standards Inspection Schedule, was written to replace Activity 2012–7 and was approved and implemented in 2013. No other amendments have been made to this activity.

**b. DESCRIPTION/IMPACT/UPDATE**

This activity aligns the HQS inspection with the recertification schedule. Beginning in 2013, for all households who are elderly or a person with disabilities, the inspection schedule now follows the recertification schedule which is conducted every three years. Beginning in 2014, when Activity 2014–1 was implemented, inspections for the work-able family households were lined up with the biennial recertification schedule. This was not a rent reform activity; no hardship was created.

Metric	Baseline	Benchmark	Outcome	Benchmark achieved?
CE #1 – Total cost of task in dollars (decrease) inspections following the recertification schedule	2012: \$26,425 (755 inspections x \$35 per inspection)	\$8,720 (Reduction of 66%)	2018 – \$12,810 (366 inspections) 52% reduction;	No
CE #2 – Total time to complete the task in staff hours (decrease)	Inspections are conducted by an outside contractor	N/A	N/A	N/A – savings relate to cost of outside contractor, not staff

CE #3 – Average error rate in completing a task as a percentage (decrease)	Activity not designed to reduce errors	N/A	N/A	N/A – savings relate to cost of outside contractor, not staff
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**c. ACTUAL NON-SIGNIFICANT CHANGES**

There have been no changes made to the activity since it was approved and implemented.

**d. ACTUAL CHANGES TO METRICS/DATA COLLECTION**

There have been no changes to the metrics or data collection methodology.

**e. ACTUAL SIGNIFICANT CHANGES**

There have been no changes made to the activity since it was approved and implemented.

**f. CHALLENGES IN ACHIEVING BENCHMARKS AND POSSIBLE STRATEGIES**

The benchmark was not achieved this year based on our recertification schedule. Work-able families are recertified every two years, which causes an increase in the even years in which these recertifications and the corresponding inspection are conducted. In odd years, the benchmark is achieved, due to less recertifications being done for work-able families.

**ACTIVITY 2013–2**

**a. PLAN YEAR APPROVED, IMPLEMENTED, AMENDED**

Activity 2013–2, Eliminate Utility Reimbursement Payments, was approved and implemented in 2013. No amendments have been made to this activity.

**b. DESCRIPTION/IMPACT/UPDATE**

The focus of this activity was to ensure that all public housing residents and Housing Choice participants are contributing towards their rental payment (or at a minimum to ensure that residents and participants are not receiving payments to live on housing assistance). Households who were receiving a utility reimbursement payment (URP) in April 2013 continued to receive one through March 2014, unless there was a change in their circumstances that resulted in no URP. No new instances of URP were allowed after April 1, 2013. Households met with their Voucher Specialist within the first three months of implementation. Reminders with information on utility use and grants were sent in October 2013 and January 2014. There were 12 households who were still receiving URP as of March 31, 2014, and it was eliminated as of as of April 1, 2014, when the hardship ended.

Metric	Baseline	Benchmark	Outcome	Benchmark achieved?
CE #1 – Total cost of task in dollars (decrease) elimination of utility reimbursement payments	\$12,396 (cost of 42 URP as of 4/1/2013) \$247 (cost to mail 42 URPs each month)	Zero	Zero	Yes, outcome achieved in 2014
CE #2 – Total time to complete the task in staff hours (decrease)	84 staff hours (42 checks x 10 minutes per check to print, stuff and mail)	Zero	Zero as of 4/1/14	Yes, outcome achieved in 2014
CE #3 – Average error rate in completing a task as a percentage (decrease)	This activity was not designed to eliminate errors	N/A	N/A	N/A
CE #5 – Tenant Rent Share in dollars (increase)	Participants receiving a utility reimbursement had a tenant rent share of zero	No change anticipated	Tenant rent share remains at zero; however, they no longer receive the utility reimbursement payment to pay for their utilities	Yes, outcome achieved in 2014

**c. ACTUAL NON-SIGNIFICANT CHANGES**

There have been no changes made to the activity since it was approved and implemented.

**d. ACTUAL CHANGES TO METRICS/DATA COLLECTION**

There have been no changes to the metrics or data collection methodology.

e. ACTUAL SIGNIFICANT CHANGES

There have been no changes made to the activity since it was approved and implemented.

f. CHALLENGES IN ACHIEVING BENCHMARKS AND POSSIBLE STRATEGIES

The benchmarks for this activity were achieved in 2014 when elimination of all utility reimbursement payments occurred.

ACTIVITY 2013–3

a. PLAN YEAR APPROVED, IMPLEMENTED, AMENDED

Activity 2013–2, Local Voucher Program in Partnership with Safehouse Progressive Alliance for Nonviolence (SPAN), was approved and implemented in 2013. No amendments have been made to this activity.

b. DESCRIPTION/IMPACT/UPDATE

This activity focuses on continuing BHP’s partnership with SPAN, which provides eight families who are victims of domestic violence with housing assistance through BHP and case management services through SPAN. This activity allows BHP to use vouchers for transitional housing.

On January 1, 2018, we had seven families participating in this program. We had two participants successfully leave the program in 2018 and transition to the Housing Choice Voucher Program. We added three new participants and on December 31, 2018 had eight families participating in the program: one who entered the program in 2014 and is not yet eligible for graduation, three who entered the program in 2016 and were eligible for graduation in 2018 (but have not yet graduated), one who entered the program in 2017 and will be eligible for graduation in 2019, and the three who entered this year and will eligible for graduation in 2020.

This was not a rent reform activity and no hardship created.

Metric	Baseline	Benchmark	Outcome	Benchmark achieved?
CE #4 – Amount of funds leveraged in dollars (increase)	Zero, prior to this activity, no households were receiving services	\$16,000 (\$2,000 per household x 8 households)	2018 - \$18,000	Yes

SS #5 – Number of households receiving services aimed to increase self-sufficiency (increase)	Zero	8	8	Yes
SS #8 – Number of households transitioned to self-sufficiency (increase). Self-sufficiency defined as exiting program and moving into market rental or home ownership	Zero	2 in 2018	2018 – 2	Yes
HC #3 – Average applicant time on wait list in months (decrease)	12 months	6 months (Reduce by 50% based on this being a two-year transitional program)	2018 – decrease of 46% (7.5 months)	No
HC #5 – Number of households able to move to a better unit and/or neighborhood of opportunity as a result of the activity (increase)	Zero	8	8	Yes, these families are victims of domestic violence, therefore all have moved to better situations and units

**c. ACTUAL NON-SIGNIFICANT CHANGES**

There have been no changes made to the activity since it was approved and implemented.

**d. ACTUAL CHANGES TO METRICS/DATA COLLECTION**

There have been no changes to the metric or data collection methodology.

e. **ACTUAL SIGNIFICANT CHANGES**

There have been no changes made to the activity since it was approved and implemented.

f. **CHALLENGES IN ACHIEVING BENCHMARKS AND POSSIBLE STRATEGIES**

The benchmark for reduction in time on the waiting list was not met in 2018. This can be a moving target based on the availability of vouchers and units to accept vouchers and finding applicants who are ready for this program.

**ACTIVITY 2013–4**

a. **PLAN YEAR APPROVED, IMPLEMENTED, AMENDED**

Activity 2013–4, Use of Replacement Housing Factor Funds for Other Housing, was approved and implemented in 2013. No amendments have been made to this activity.

b. **DESCRIPTION/IMPACT/UPDATE**

This activity allows BHP to use Replacement Housing Factor (RHF) Funds to build other affordable housing units. In 2013, BHP used RHF Funds at 1175 Lee Hill, a 31–unit community for chronically homeless using the Housing First model. Construction began in 2013, with full completion and full occupancy in November 2014.

With the disposition of 148 public housing units in 2015, BHP anticipates receiving Demolition or Disposition Transitional Funding in 2016 and will use those funds for other local affordable housing opportunities. In 2018, \$11,200 of Replacement Housing Factor Funds were added to Capital Funds to acquire 1.6 units of local non-traditional housing (total amount used was \$535,913).

This was not a rent reform activity and no hardship was created.

Metric	Baseline	Benchmark	Outcome	Benchmark achieved?
CE #4 – Amount of funds leveraged in dollars (increase)	Zero	For all other years, benchmark is zero, activity is opportunity driven and no benchmark can accurately be set beyond the initial year. 2013 – \$7,433,805	2018 - \$524,713; 2017 – \$0; 2016 – \$0; 2015 – \$0; 2014 – \$0; 2013 – \$7,433,805 for 1175 Lee Hill	Yes

HC #1 – Number of new housing units made available for households at or below 80% AMI as a result of the activity (increase)	Zero	2013 – 31	2018 – 0; 2017 – 0; 2016 – 0; 2015 – 0; 2014 – 31 new units for chronically homeless at 1175 Lee Hill	Yes
HC #2 – Number of housing units preserved for households at or below 80% AMI that would otherwise not be available (increase)	Zero	Zero	2018 – 1.6 units; 2017 – 0; 2016 – 0; 2015 – 0; 2014 – 0	Yes
HC #5 – Number of households able to move to a better unit and/or neighborhood of opportunity as a result of the activity (increase)	2014 – 31 households	2014 – 31	2018 – 0; 2017 – 0; 2016 – 0; 2015 – 0; 2014 – 31 formerly homeless households housed at 1175 Lee Hill	Yes

**c. ACTUAL NON-SIGNIFICANT CHANGES**

There have been no changes made to the activity since it was approved and implemented.

**d. ACTUAL CHANGES TO METRICS/DATA COLLECTION**

There have been no changes to the metric or data collection methodology.

**e. ACTUAL SIGNIFICANT CHANGES**

There have been no changes made to the activity since it was approved and implemented.

**f. CHALLENGES IN ACHIEVING BENCHMARKS AND POSSIBLE STRATEGIES**

Due to the timing of receipt of the funds and the nature of this being a market-driven opportunity, units will be added as the opportunity arises. In 2018, BHP was able to leverage RHFF and Capital Funds to purchase 1.6 units of local nontraditional housing.

#### ACTIVITY 2014–4

##### a. PLAN YEAR APPROVED, IMPLEMENTED, AMENDED

Activity 2014-4 Removed the Flat Rent Option for all Public Housing Households. This activity was approved and implemented in 2014. No amendments have been made to this activity.

##### b. DESCRIPTION/IMPACT/UPDATE

This activity was implemented for families in 2014 and removed the option for families to choose to pay the flat rent when the rent portion based on income was higher than the flat rent. When implemented, families were given six-months' notice of the rent amount they would pay under this activity. No further hardships have been granted.

Metric	Baseline	Benchmark	Outcome	Benchmark achieved?
CE #5 – PHA rental revenue in dollars (increase)	\$5,544	\$8,292	0	No

##### c. ACTUAL NON-SIGNIFICANT CHANGES

There have been no changes made to the activity since it was approved and implemented.

##### d. ACTUAL CHANGES TO METRICS/DATA COLLECTION

In 2015, 288 of the total 337 public housing units were converted to project-based vouchers. Benchmarks for this activity were reset in 2016 for the remaining 49 public housing units.

##### e. ACTUAL SIGNIFICANT CHANGES

There have been no changes made to the activity since it was approved and implemented.

##### f. CHALLENGES IN ACHIEVING BENCHMARKS AND POSSIBLE STRATEGIES

In 2015, 288 of the total 337 public housing units were converted to project-based vouchers. Benchmarks for this activity were reset in 2016 for the remaining 49 public housing units. The FY2014 Appropriations Act required PHAs to establish flat rents at no less than 80% of the applicable Fair Market Rent. This increased the flat rents that had been set by BHP and in 2018 there were no families whose

income set their rent at higher than the flat rent. We believe this trend will continue; however, we wish to continue to have the activity in place for situations where income does establish a rent higher than the flat rent. Once disposition of the remaining 49 units of public housing is granted, this activity will no longer be applicable.

**ACTIVITY 2014–5**

**a. PLAN YEAR APPROVED, IMPLEMENTED, AMENDED**

Activity 2014-5 Changes the Mobility Options for Families who live at Woodlands, a project-based voucher community, and participate in the Family Self-Sufficiency (FSS) Program. This activity was approved and implemented in 2014. No amendments have been made to this activity.

**b. DESCRIPTION/IMPACT/UPDATE**

To request the next available voucher and move out of Woodlands, families must stay a minimum of three years (except in extenuating circumstances). Upon successful graduation from FSS, they must leave Woodlands, and may go with a voucher if the family continues to need housing assistance. In 2018, we had seven households move out of Woodlands, four of which were successful graduations (one household was terminated from the program and two left the program without graduating). Of the four successful graduations, two of them earned escrow while participating, with payouts of \$4,987 and \$15,137. Three of the four did not need the voucher upon graduation (one purchased a home), and one left with a voucher. Households may request an exemption from the three-year rule for extenuating circumstances. In 2018, there were no requests.

Metric	Baseline	Benchmark	Outcome	Benchmark achieved?
CE #1 – Total cost of task in dollars (decrease) applicant processing	\$780 (30 hours x \$26 per hour average)	\$390 (15 hours x \$26 per hour average)	\$1,300 (50 hours x \$26 per hours on average)	No
CE #2 – Total time to complete the task in staff hours (decrease)	30 total hours (5 hours on average x 6 families)	15 total hours (5 hours on average x 3 successful graduations)	50 total hours (5 hours on average x 10 move ins)	No
HC #3 – Average time on FSS wait list in months (decrease)	10.3 months	Decrease of one month	2018 – decrease of 2.9 months (7.4 months)	Yes

c. ACTUAL NON-SIGNIFICANT CHANGES

There have been no changes made to the activity since it was approved and implemented.

d. ACTUAL CHANGES TO METRICS/DATA COLLECTION

There have been no changes to the metrics or data collection methodology.

e. ACTUAL SIGNIFICANT CHANGES

There have been no changes made to the activity since it was approved and implemented.

f. CHALLENGES IN ACHIEVING BENCHMARKS AND POSSIBLE STRATEGIES

The first two benchmarks are dependent on the number of graduations that occur each year, which is outside our control.

ACTIVITY 2015–1

a. PLAN YEAR APPROVED, IMPLEMENTED, AMENDED

Activity 2015-1 allows BHP to create an Affordable Housing Acquisition and Development Fund. This activity was approved and implemented in 2015. No amendments have been made to this activity.

b. DESCRIPTION/IMPACT/UPDATE

This activity allows BHP to use MTW funds to pursue opportunities in the city of Boulder to build new rental units as well as acquire existing land and/or units to increase the number of affordable housing units.

This activity is very dependent on available market opportunities. In 2018, BHP spent \$3,150,188 of MTW funds to finance the acquisition of 10.6 units (1.6 units in 2018 at Cedar/Casey which brings the total local nontraditional units at this property to 5, and 9 units at Twenty37). Both these properties are part of BHP's Affordable Housing Program and targets households earning less than 60% AMI.

This was is not a rent reform activity and no hardship was created.

Metric	Baseline	Benchmark	Outcome	Benchmark achieved?
HC #1 – Number of new housing units made available for households at or below 80% AMI as a result of the activity (increase).	Zero	Zero	2018 – 10.6 units; 2017 – 4.4 units; 2016 – 6 apartments, and 5.25 acres of land; 2015 – 0	Yes
HC #2 – Number of housing units preserved for households at or below 80% AMI that would otherwise not be available (increase).	Zero	Zero	2018 – 0; 2017 – 0; 2016 – 0; 2015 – 0	Yes
HC #5 – Number of households able to move to a better unit and/or neighborhood of opportunity as a result of the activity (increase)	Zero	Zero	2018 – 0; 2017 – 0; 2016 – 0; 2015 – 0	Yes
CE #4 – Amount of funds leveraged in dollars (increase)	Zero	Zero	2018 - \$5,030,545; 2017 – \$4,565,559; 2016 – \$781,469; 2015 – 0	Yes

**c. ACTUAL NON-SIGNIFICANT CHANGES**

There have been no changes made to the activity since it was approved and implemented.

**d. ACTUAL CHANGES TO METRICS/DATA COLLECTION**

There have been no changes to the metrics or data collection methodology.

e. ACTUAL SIGNIFICANT CHANGES

There have been no changes made to the activity since it was approved and implemented.

f. CHALLENGES IN ACHIEVING BENCHMARKS AND POSSIBLE STRATEGIES

The success of this activity is dependent on timing and availability of funds and market-driven opportunities. Benchmarks are all set at zero, as it is impossible to predict in any given year the number of units we may be able to acquire or develop.

ACTIVITY 2016–1

a. PLAN YEAR APPROVED, IMPLEMENTED, AMENDED

Activity 2016-1 replaced and amended Activity 2014–1: Rent Reform for Housing Choice Work-able Families. The activity was approved and implemented in 2016. No other amendments have been made to this activity since 2016.

b. DESCRIPTION/IMPACT/UPDATE

This activity is aimed specifically at Work-able Families in the Housing Choice Voucher Program. The elements included in this rent reform are:

- *Flat tiered rent system:* total tenant payment is calculated using a two–step system. The family size and gross income placed the family into an income tier. The income tier and the size of the unit determine the total tenant payment for the family. From this amount, if applicable, the utility allowance is subtracted, a flat fee per ineligible family member is added, and any amount the gross rent exceeds the payment standard is added.
- *Minimum rent:* the minimum rent is based on bedroom size and ranges from \$120 for a zero bedroom to \$180 for a four bedroom.
- *Biennial recertification:* households are recertified every two years.
- *No interim recertification:* all interim recertifications were eliminated except for family composition or status changes, or if the family moves. If the household is claiming income that places them in the lowest income tier, all increases in income must be reported until the family’s income places them into income tier two.
- *Flat fee per ineligible family member:* for those household members who are not legally eligible to receive housing assistance, a flat fee of \$125 per member per month is added to their total tenant payment.

- *Annual income:* The manner in which income is calculated was also changed under this activity and is now considered as either (1) current, stable income or (2) past two–year history of income. If a family reports zero income at the time of recertification, and there is a history of income, an average of the past two years is calculated.

For the work-able families that were recertified in 2018, there was an average increase in income of 47.3% for this group, which resulted in an 89.7% increase in average tenant rent. Average rent burden for these families is 33%. For the core group of families that were transitioned to this rent structure in 2014 and were recertified in 2018, there was an average income increase of 84% from 2014 to 2018 (from \$23,737 to \$43,762). In 2018, we had 34 households who graduated from the program, 10 voluntarily gave up the voucher, and 24 had increases in income which allowed them to cover the entire rent amount. One success story we had this year: a single-parent household with two children gave up her voucher. She had been living on child support over the past several years while putting herself through nursing school. She voluntarily gave up the voucher as she knew she would no longer income qualify.

There were two different hardship cases for this activity.

- *Maximum rent increases:* In 2016, all hardships for this group of work-able families were discontinued due to experiencing a change in family composition, income, contract rent increases, moving from one unit to another, or leaving the program. No further hardships were granted for this group.
- *No interim recertification:* In 2018, we received 43 requests for an interim recertification due to loss of income. Of these 43 requests, 19 were approved for an interim to be processed and their rent portion was adjusted accordingly. Of the 24 that were denied, one family was referred to the Safety Net Program and did not contact our partner agency. Three requests required further documentation which was not submitted.

There are two sets of metrics for this activity, each set relates to a different group. When the activity was originally implemented in 2014, it included the tenant-based voucher work-able families along with our Broadway East (project-based voucher) family site. The baselines for this group were set in 2014 and outcomes will be reported every even year, in which the recertification takes place. The second set of metrics applies to the converted public housing work-able families. This group was originally transitioned to the flat tier rent system in October 2015. Baselines reflect the data as of 12/31/2015 for this group.

Metrics for tenant-based voucher work-able families who were recertified effective June 1, 2018. Baseline reflect the data as of 12/31/2014.

Metric	Baseline	Benchmark	Outcome	Benchmark achieved?
CE #1 – Total cost of task (decrease)	\$21,684 (834 staff hours x \$26 per hour)	\$13,010 (40% reduction over the two-year recertification period)	2018 result - \$15,912	No
CE #2 – Total time to complete the task in staff hours (decrease)	834 total staff hours (3 staff hours per recertification X 278 recertifications)	500 hours (40% reduction over the two-year recertification period)	2018 result – 612	No
CE #5 – Tenant Rent Share in dollars (increase)	\$341 (this number is prior to any rent reform being implemented)	\$365 (Increase of no more than 7%)	2018 result – \$674, increase of 90%	No
SS #1 – Increase in household income	\$16,073 (as of 12/31/2015)	\$16,395 (Increase of 2% for total of \$20,904)	2018 result – \$23,670, increase of 47%	Yes, increased by \$7,597
SS #3 – Increase in positive outcomes in employment status: <ul style="list-style-type: none"> <li>- Full Time</li> <li>- Part Time</li> <li>- Educational Program</li> <li>- Job Training</li> <li>- Unemployed</li> <li>- Other</li> </ul>	Employed full time – 102; Employed part time – 106; Unemployed – 44; Other – 26	Full time: 104 (increase of 2%) Part time: 108 (increase of 2%) Educational Program: no change Job Trainee: no change Unemployed: 43 (decrease of 2%)	Employed full time – 102 (0% increase); Employed part time – 42 (152% decrease); Educational program – 0; Job training – 0; Unemployed – 12 (267% decrease); Other – 6 (333% decrease)	Yes
SS #4 – Number of households receiving TANF (decrease)	15 household	No decrease	11 households	Changes in circumstances and households entering the program make this metric difficult to control
SS #5 – Number of households receiving services aimed to increase self-sufficiency	Zero	No increase	Zero	No, activity not aimed at increasing services

SS #8 – Number of families moved to self-sufficiency. Self-sufficiency defined as exiting program and moving into market rental or home ownership	Zero	1 (one)	34	34 (10 families voluntarily gave up voucher, 24 families' income increased to the point where they no longer qualify to receive HAP)
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Metrics for project-based voucher work-able families who were transitioned to the flat tier rent structure effective October 1, 2015 and were recertified in 2017. This group recertifies every odd year. There are no updates to these metrics in this 2018 report.

Metric	Baseline	Benchmark	Outcome	Benchmark achieved?
CE #1 – Total cost of task (decrease)	\$12,717 (471 staff hours x \$26 per hour)	\$7,358 (40% reduction over the two-year recertification period)	\$9,072	No, as 2017 was the year in which this group was recertified
CE #2 – Total time to complete the task in staff hours (decrease)	471 total staff hours (3 staff hours per recertification X 157 recertifications)	283 hours (40% reduction over the two-year recertification period)	336	No, as 2017 was the year in which this group was recertified
CE #5 – Tenant Rent Share in dollars (increase)	\$484 (this number is prior to any rent reform being implemented)	\$518 (Increase of no more than 7%)	2017 result – \$785, increase of 62%	No, rent is based on many factors, including income increases, increase in tier rents, contract rents, etc.
SS #1 – Increase in household income	\$20,494 (as of 12/31/2015)	\$410 (Increase of 2%) for total of \$20,904	2017 result – \$29,219 increase of 42%	Yes, increased by \$8,725

SS #3 – Increase in positive outcomes in employment status: <ul style="list-style-type: none"> <li>- Full Time</li> <li>- Part Time</li> <li>- Educational Program</li> <li>- Job Training</li> <li>- Unemployed</li> <li>- Other</li> </ul>	Employed full time – 94; Employed part time – 24; Unemployed – 4; Other – 7	Full time: 96 (increase of 2%) Part time: 24 (increase of 2%) Educational Program: no change Job Trainee: no change Unemployed: 3 (decrease of 2%)	Employed full time – 95 (1% increase); Employed part time – 9 (167% decrease); Educational program – 0; Job training – 0; Unemployed – 8 (50% decrease); Other – 0 (100% decrease)	Between full time and part time employment, there are 12% decrease; the number of unemployed families decreased by 50%
SS #4 – Number of households receiving TANF (decrease)	1 household	No decrease	5 households	Changes in circumstances and households entering the program make this metric difficult to control
SS #5 – Number of households receiving services aimed to increase self-sufficiency	Zero	No increase	Zero	No, activity not aimed at increasing services
SS #8 – Number of families moved to self-sufficiency. Self-sufficiency defined as exiting program and moving into market rental or home ownership	Zero	1 (one)	Zero	No

**c. ACTUAL NON-SIGNIFICANT CHANGES**

Revisions were made to the original activity (2014-1) which were included in this activity (2016-1). No other changes have been made to this activity.

**d. ACTUAL CHANGES TO METRICS/DATA COLLECTION**

With the 2015 conversion of 288 public housing units to the project-based voucher program, the work-able families have been divided into two groups. The original Housing Choice work-able families will recertify every even year, with recertification effective on June 1. The converted public housing work-able families will recertify every odd year, with recertification effective October 1.

e. ACTUAL SIGNIFICANT CHANGES

Significant changes were made to the original activity (2014-1) and was re-proposed and approved in 2016 as Activity 2016-1.

f. CHALLENGES IN ACHIEVING BENCHMARKS AND POSSIBLE STRATEGIES

There are a few challenges that relate to the benchmarks for this activity. Households are entering and leaving the program every year which affects the original benchmark. Increases in income are determined by several different variables (economy, job market, households participating, etc.), which in turn effect the amount of rent that households pay. Households also have the ability to choose to pay a higher amount of rent if they wish to rent a unit larger than their voucher size, or unit that is more expensive than what the voucher covers.

ACTIVITY 2016–2

a. PLAN YEAR APPROVED, IMPLEMENTED, AMENDED

Activity 2012–2, Rent Simplifications for Households who are Elderly and/or Persons with Disabilities, was approved and implemented in 2012. This activity was amended under Activity 2014–3. Both these activities were replaced with Activity 2016–2, which was approved and implemented in 2016. No further amendments have been made to this activity.

b. DESCRIPTION/IMPACT/UPDATE

This activity is a simplified rent structure for households who are elderly and/or persons with disabilities: 1) rent based on 26.5% of gross income; 2) triennial recertification; 3) income disregard; 4) a limit on interim decreases; and 5) flat fee of \$125 per ineligible family member per month.

The hardship capped their rent increase at 7% provided all other variables (such as income, contract rent, utility allowance, etc.) remained the same. Below are the dates and number of households who continue to receive a hardship:

- December 31, 2013 – 57 households
- December 31, 2014 – 41 households
- December 31, 2015 – 25 households
- December 31, 2016 – 19 households
- December 31, 2017 – 16 households
- December 31, 2018 – 9 households

In 2018, for 7 households the hardship was discontinued:

- 2 (29%) left the program
- 4 (58%) experienced a subsequent increase in their portion of the rent that was less than 7%
- 1 (15%) added a household member with income

Metric	Baseline	Benchmark	Outcome	Benchmark achieved?
CE #1 – Total cost of task in dollars (decrease) triennial recertification schedule	2012: cost of \$46,332 (1,782 staff hours x \$26 per hour with an average of 3 hours per recertification)	\$15,290 (Reduce total number of recertifications to 198 or less than 606 hours)	2018 – \$18,954 (792 hours) 41% reduction	No
CE #2 – Total time to complete the task in staff hours (decrease) triennial recertification schedule	2012 total staff time of 1,782 (3 hours average per recertification x 594 annuals processed)	588 hours (Reduction of hours in staff time of less than 66%)	2018 – 792 hours (243 annuals) 41% reduction	No
CE #2 – Total time to complete the task in staff hours (decrease) elimination of medical deductions	In 2011, 232 households had medical deductions, average was 1 hour per recertification to calculate these deductions	Zero hours	2012: Reduction in staff time of 232 hours, equals staff savings of \$6,032 = 232 x \$26 per hour)	This outcome was achieved in 2012, and BHP continues to realize savings due to elimination of medical deductions from the calculation

CE #3 – Average error rate in completing a task as a percentage (decrease)	50% potential for errors calculating medical deductions	Decrease to zero potential	Zero (all deductions have been eliminated)	Yes
CE #5 – Tenant Rent Share in dollars (increase)	Average Public Housing: \$235 Average Housing Choice: \$274	Zero increase	2018 results Public Housing: increase of \$9 (total \$244) Housing Choice: increase of \$22 (total \$296)	No
SS #1 – Increase in household income	\$11,616 Average household income at 12/31/13	\$11,848 (Increase of 2%)	2018 - \$14,233 (increase of 23%)	Yes
SS #3 – Report the following separately for each category:  (1) Employed Full-Time (2) Employed Part-Time (3) Enrolled in Educational Program (4) Enrolled in Job Training Program (5) Unemployed (6) Other	65 total households employed (when this metric was written in 2012, it was not separated by category)	66 (Increase of 1% increase (when this metric was written in 2012, it was not separated by category))	2018 results:  Employed full time – 7; Employed part time – 32; Educational program – 0; Job training program – 0; Unemployed – 28; Others – 190 (main source of income is SS or SSDI based on population type)	No, there was a 40% decrease in number of households that were employed, which makes sense based on the population being elderly and/or disabled households

SS #8 – Number of households transitioned to self-sufficiency (increase). Self-sufficiency defined as exiting program, moving into market rental or home ownership	Zero	Zero	Zero	This activity applies to households who are elderly and/or disabled and are not expected to obtain self-sufficiency
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**c. ACTUAL NON-SIGNIFICANT CHANGES**

There have not been any non-significant changes to this activity.

**d. ACTUAL CHANGES TO METRICS/DATA COLLECTION**

There have been no changes to the metrics or data collection methodology.

**e. ACTUAL SIGNIFICANT CHANGES**

Significant changes were made to the original activity 2012-2 under activities 2014-3 and 2016-2, which incorporated all the elements of activities 2012-2 and 2014-3 into this current Activity 2016-2.

**f. CHALLENGES IN ACHIEVING BENCHMARKS AND POSSIBLE STRATEGIES**

There are several variables that go into the benchmarks. The benchmark for income was set in 2012 and does not account for inflation. With the triennial recertification cycle, we are not capturing any Cost of Living Adjustment that is given to those receiving Social Security benefits on an annual basis. This delayed increase in the rent may cause a higher than normal increase in the rent portion paid by the families. The number of households who are elderly and/or persons with disabilities can fluctuate from year to year based on who enters the program through the lottery system. This activity was not designed to increase employment outcomes as the focus is on households with elderly and/or persons with disabilities and any employment income that can be earned is arbitrary.

**ACTIVITY 2016-3**

**a. PLAN YEAR APPROVED, IMPLEMENTED, AMENDED**

Activity 2016-3 – Landing Landlords, was approved in 2016, one element (Moving Compliance) was implemented in 2016 and the other three elements were implemented in 2018. No amendments have been made to this activity.

**b. DESCRIPTION/IMPACT/UPDATE**

The goal of this activity was to increase participation by private landlord in the Housing Choice Voucher program. There are four elements to this activity:

- Landlord Incentive Payment/Signing Bonus
- Damage Claim Fund
- Security Deposit Revolving Loan Fund
- Moving with Continued Assistance

The Housing Choice Voucher Program was over leased beginning in January 2016 and no new vouchers had been issued since early 2016. The first three elements of this activity were implemented in August 2018 when vouchers were issued.

For the Landlord Incentive Payment, four new landlords agreed to participate in the program in 2018, for a total of \$800 that was paid. The Damage Claim Fund was also implemented in August. Due to how this fund works, the first possibility of receiving any claims will be August 2019. We had three requests for the Security Deposit Loan fund and assisted all three households (two requested the full amount of \$1,000 and one requested \$667). All three are currently under a payment agreement and monthly payments are being made.

The fourth element, Moving with Continued Assistance, was implemented in 2016. During 2018, eight households were asked to come into compliance with their current landlord, prior to being able to move with continued assistance. Six of the eight households did come into compliance and were able to move, the other two were terminated from the program for non-compliance issues.

This is not a rent reform activity and no hardship was created.

Metric	Baseline	Benchmark	Outcome	Benchmark achieved?
HC #5 – Number of households able to move to better unit and/or neighborhood of opportunity as a result of the activity	Zero	Zero	Zero	Yes

c. ACTUAL NON-SIGNIFICANT CHANGES

There have been no changes made to the activity since it was approved and implemented.

d. ACTUAL CHANGES TO METRICS/DATA COLLECTION

There have been no changes to the metrics or data collection methodology.

e. ACTUAL SIGNIFICANT CHANGES

There have been no changes made to the activity since it was approved and implemented.

f. CHALLENGES IN ACHIEVING BENCHMARKS AND POSSIBLE STRATEGIES

The standard metric for this type of activity does not apply to Boulder, as all of Boulder's neighborhoods are neighborhoods of opportunity.

ACTIVITY 2016-4

a. PLAN YEAR APPROVED, IMPLEMENTED, AMENDED

Activity 2016-4, Bringing School Home Referral Process, was approved and implemented in 2016. There have been no amendments to this activity.

b. DESCRIPTION/IMPACT/UPDATE

This Activity 2016-4, Bringing School Home Referral Process, is the first step in our bigger program, Bringing School Home, which is designed to positively disrupt factors working against the success of children. This activity allows us to bring families with children age 0 to 5 into five of our sites where services are offered through the Bringing Home School Program. In 2018, 19 families entered the program. The families agree to accept services through this program where the goal is for children to be kindergarten ready and succeed in school and eventually be self-sufficient.

The average time an applicant is on the waitlist has decreased from 2 years to 134 days (4.47 months). This is a new process for BHP and the benchmark for average time on the wait list may need to be adjusted.

This is not a rent reform activity and no hardship was created.

Metric	Baseline	Benchmark	Outcome	Benchmark achieved?
SS #5 – Number of households receiving services aimed to increase self-sufficiency (increase)	Zero	100% of all new admissions based on vacant units	2018 – 19 families (100% of new admissions)	Yes
SS# 8 – Number of households transitioned to self-sufficiency (increase)	Zero	Zero	Zero	Yes
HC #3 – Average applicant time on wait list in months (decrease)	24 months	2 months	4.47 months (134 days average)	No
HC #4 – Number of households at or below 80% AMI that would lose assistance or need to move (decrease). This activity targets families with children	Zero	Zero	Zero	Yes
HC #5 – Number of households able to move to a better unit and/or neighborhood of opportunity as a result of the activity (increase)	Zero	Zero	Zero	Yes

HC #7 – Number of households receiving services aimed to increase housing choice (increase)	Zero	Zero	Zero	Yes
CE #4 – Amount of funds leveraged in dollars (increase)	Zero	\$9,408	\$12,768	Yes

**c. ACTUAL NON-SIGNIFICANT CHANGES**

There have been no changes made to the activity since it was approved and implemented.

**d. ACTUAL CHANGES TO METRICS/DATA COLLECTION**

There have been no changes to the metrics or data collection methodology.

**e. ACTUAL SIGNIFICANT CHANGES**

There have been no changes made to the activity since it was approved and implemented.

**f. CHALLENGES IN ACHIEVING BENCHMARKS AND POSSIBLE STRATEGIES**

The benchmark of 2 months wait time is an estimate that was created without historical data on our new process. In 2017 the average number of days on the wait list was 122. The 2018 average number of days on the waitlist is 134 days. We will adjust our benchmark in 2019 after monitoring the process for an additional year.

**ACTIVITY 2018-1**

**a. PLAN YEAR APPROVED, IMPLEMENTED, AMENDED**

Activity 2018-1 Project Based Waivers was a consolidation of all the previous project-base voucher waivers from activities 2012-1, 2014-6 and 2015-2 into one, and introduced three new elements. This activity was approved and implemented in 2018. No amendments have been made since adding all the waivers into one activity.

## b. DESCRIPTION/IMPACT/UPDATE

Since becoming a participating Moving to Work agency, Boulder Housing Partners has implemented several activities related to the Project-Based Voucher rules. This activity includes the following elements:

- *Waive the 20% cap on project-based vouchers* – allows BHP to project base more than 20% of our voucher authority.
- *Definition of excepted units* – allows BHP to project base vouchers at 100% of the units in advance of offering services.
- *Waive the competitive bidding process* – this requirement is waived when BHP is placing vouchers in a project owned by BHP.
- *Rent limits and rent reasonableness* – allows BHP to establish appropriate rent limits and conduct our own rent reasonableness tests for our project-based voucher contracts, using data gathered from market studies, Fair Market Rents, current market comparisons and average rents.
- *Allow owner/service partner to hold wait list* – allows the owner or the service partner at all project-based voucher sites to hold the wait list and refer participants to BHP’s Housing Choice Voucher Department.
- *Allow BHP staff to conduct Housing Quality Standards inspections at our PBV units* – allows in-house staff that has been certified in Housing Quality Standards to conduct inspections at BHP-owned properties.
- *Allow participants who are no longer receiving housing assistance payments to remain on the voucher* – allows families to stay on the voucher program even when their portion of rent is higher than the contract rent, which also allows them to be eligible for the next available voucher if assistance would be received living in the private market.
- *Allow participant families to continue to pay rent according to their income* – allows families to stay in place at a project-based voucher community and pay rent according to their income when it exceeds the contract rent that has been set under the contract.

This is not a rent reform activity and no hardship was created.

In 2018, BHP did not project base any vouchers and therefore most of these waivers were not used. During recertification of the workable families at Broadway East, seven households would have been graduated from the program and asked to move without rental

assistance due to increases in income that allowed them to pay the entire contact rent. However, using this waiver, these seven households have been allowed to stay in place, continue to be eligible for the next available voucher and are paying rent according to their income.

Metric	Baseline	Benchmark	Outcome	Benchmark achieved?
CE #1 – Total cost of task (decrease) elimination of competitive process	\$1,680	Reduce to \$0	Zero	Yes
CE #2 – Total time to complete the task in staff hours (decrease) elimination of competitive process	40 hours	Zero	Zero	Yes
CE #1 – Total cost of task (decrease) average cost of an independent consultant to determine reasonable rent	\$6,000	Reduce to \$130	Zero	Yes
CE #2 – Total time to complete the task in staff hours (decrease) independent consultant to determine reasonable rent	5 hours	Zero	Zero	Yes

CE #1 – Total cost of task (decrease) time to maintain wait list	\$2,340 (90 hours x \$26 per hour)	Zero	Zero	Yes
CE #2 – Total time to complete the task in staff hours (decrease) to maintain wait list	90 hours	15 hours	36 (36 move ins x 1 hour to process application)	No
HC #1 – Number of new housing units made available for households at or below 80% AMI (increase)	Zero	Zero	2018 – 0; 2017 - 0; 2016 – 0; 2015 – 0; 2014 – 31 (Lee Hill)	Yes
HC #2 – Number of housing units preserved for households at or below 80% AMI that would otherwise not be available (increase)	34 in 2018	34 in 2018	2018 – 0; 2017 - 0; 2016 – 0; 2015 – 148 (Kalmia and Walnut Place); 2014 – 0	No
HC #3 – Average applicant time on wait list in months (decrease)	31.5 months	2 months	8.6 months	No
HC #4 – Number of households at or below 80% AMI that would lose assistance or need to move (decrease).	Zero	Zero	Zero	Yes

c. ACTUAL NON-SIGNIFICANT CHANGES

There have not been any non-significant changes to this activity.

d. ACTUAL CHANGES TO METRICS/DATA COLLECTION

The number of project-based vouchers has increased from 2012 to today when BHP entered the demonstration program and first implemented a waiver. In 2012, BHP had 89 project-based voucher units. We added 31 units in 2014 and 279 units in 2015 with the conversion of the public housing units under RAD/Section 18. We now have a total of 399 project-based voucher units. Metrics regarding wait time and applicant processing will be re-calculated in 2019.

e. ACTUAL SIGNIFICANT CHANGE

This activity consolidated three previous approved activities into one, while adding three new elements to the activity in 2018.

f. CHALLENGES IN ACHIEVING BENCHMARKS AND POSSIBLE STRATEGIES

Due to the timing of the disposition of our final 49 units of public housing, the benchmark was not met for number of units to be preserved this year. The goal is to dispose of 34 units of public housing and convert to project-based vouchers. BHP did not project-based any new vouchers this year so some of the waivers were not utilized.

## **ACTIVITIES NOT YET IMPLEMENTED**

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BHP does not have any activities that have not been implemented.

## **ACTIVITIES ON HOLD**

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BHP does not have any activities that have been placed on hold.

## **CLOSED OUT ACTIVITIES**

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### **ACTIVITY 2012–1**

MTW Activity 2012 – 1, Allow BHP to Commit Project-Based Vouchers to cover 100% of the units at converted public housing developments was incorporated into MTW Activity 2018 – 1. The metrics have been included with MTW Activity 2018 – 1. This activity was approved in 2012 and implemented in 2015 with the conversion of public housing units to Housing Choice Vouchers. Metrics were reported in the Annual Reports for 2012 through 2017. This activity was closed out in 2018. Metrics for 2018 and future years are reported under Activity 2018 – 1.

### **ACTIVITY 2012–2**

MTW Activity 2012 – 2, Rent Simplification for Elderly and Disabled Households was approved and implemented in 2012. It was amended under Activity 2014–3. Further changes were made to the rent reform in 2016 and all aspects of this activity were incorporated into Activity 2016–2, closing it out in 2016. Metrics were reported in the Annual Reports for 2012 and 2013. Metrics for 2014 and 2015 were reported under Activity 2014 – 3. Metrics from 2016 forward are included in Activity 2016-2.

### **ACTIVITY 2012–3**

Activity 2012–3, Rent Simplification for Family Households, was approved and implemented in 2012, closed out in 2016. All elements of this activity were incorporated into Activity 2016–1. Metrics for this activity were reported in the Annual Reports for 2012 through 2015. Metrics from 2016 forward are included in Activity 2016 – 1.

### **ACTIVITY 2012–7**

MTW Activity 2012 – 7, Implement a Landlord Self–Certification System for HQS Inspections in the Voucher Program, was approved in 2012 but never implemented. The original activity would have placed a greater, undue burden on landlords. Therefore, the activity was re–written and approved in the 2013 MTW Annual Plan under Activity 2013 – 1 and allows the inspection cycle to follow the recertification schedule.

### **ACTIVITY 2014–1**

MTW Activity 2014 – 1, Rent Reform for Housing Choice Work-able Families was implemented in 2014, and amended under Activity 2016–1. All aspects of the original activity were included in the 2016 Activity. This activity was approved and implemented in 2014 and closed out in 2016. Metrics were reported in the Annual Reports for 2014 and 2015. Metrics from 2016 forward are included under Activity 2016 – 1.

### **ACTIVITY 2014–2**

MTW Activity 2014–2: Rent Reform for Public Housing Work-able Families was never implemented. With the conversion of six of the eight public housing sites (85% of the units) under Section 18 disposition and RAD in 2015, the households were transitioned to the voucher program. This activity was approved in 2014 and never implemented due the decrease in the number of work-able families in the public housing units, and the goal BHP has of converting the final 49 public housing units to the Housing Choice Voucher program.

### **ACTIVITY 2014–3**

MTW Activity 2012 – 2, Rent Reform for Elderly and Disabled Households was added to under Activity 2014–3 Limit of One Interim Decrease Recertification per year for elderly households and persons with disabilities. Further changes were made to the rent reform in 2016 and all aspects of this activity were incorporated into Activity 2016–2. This activity was approved and implemented in 2014 and closed out in 2016. Metrics have been reported in Annual Reports for 2014 and 2015. Since 2016, metrics have been included in Activity 2016 – 2.

### **ACTIVITY 2014–6**

MTW Activity 2014 – 6, Rent Limits and Rent Reasonableness for Project-Based Vouchers was incorporated into MTW Activity 2018 – 1. This activity was approved and implemented in 2014 and closed out in 2018. Metrics were provided for this activity in Annual Reports for 2014, 2015, 2016 and 2017. Current metrics have been included with MTW Activity 2018 – 1.

### **ACTIVITY 2015-2**

MTW Activity 2015 – 2, Project-Based Voucher Applicant Process was incorporated into MTW Activity 2018 – 1. This activity was approved in 2015, implemented in 2015 and closed out in 2018. Metrics were provided for this activity in the Annual Reports for 2015, 2016 and 2017. Current year metrics are included with Activity 2018 – 1.

# V. SOURCES AND USES OF FUNDS

## A. ACTUAL SOURCES AND USES OF MTW FUNDS

- i. **Actual Sources of MTW Funds in the Plan Year**  
Boulder Housing Partners will submit unaudited and audited information in the prescribed Financial Data Schedule (FDS) format through the Financial Assessment System – PHA (FASPHA), or its successor system.
- ii. **Actual Uses of MTW Funds in the Plan Year**  
Boulder Housing Partners will submit unaudited and audited information in the prescribed FDS format through the FASPHA, or its successor system.
- iii. **Describe Actual Use of MTW Single Fund Flexibility**

ACTUAL USE OF MTW SINGLE FUND FLEXIBILITY
Activity 2013-4 allows for the use of Replacement Housing Factor Funds for other affordable housing. Activity 2015-1 allows for MTW funds to be used on other local, non-traditional affordable housing.

## B. LOCAL ASSET MANGEMENT PLAN

- i. Did the MTW PHA allocate costs within statute in the Plan Year?
- ii. Did the MTW PHA implement a local asset management plan (LAMP) in the Plan Year?
- iii. Did the MTW PHA provide a LAMP in the appendix?
- iv. If the MTW PHA has provided a LAMP in the appendix, please provide a brief update on implementation of the LAMP. Please provide any actual changes (which must be detailed in an approved Annual MTW Plan/Plan amendment) or state that the MTW PHA did not make any changes in the Plan Year.

## VI. ADMINISTRATIVE

### A. REVIEWS, AUDITS AND INSPECTIONS

There were no reviews, audits or physical inspections during 2018.

### B. EVALUATION RESULTS

BHP worked in partnership with the University of Colorado (CU) to develop the rent-controlled study to evaluate the effects of the flat tier rent reform structure that was implemented in 2014. The baseline survey was administered at the time of mass recertification for the Housing Choice Voucher Program work-able households, and in the early summer for the Public Housing work-able households. The 2014 Baseline Survey of Work-able Households in the Public Housing and Housing Choice Voucher Programs was included in the 2014 Annual Report. The survey was given to all Public Housing households in the summer of 2015 to coincide with the conversion of 85% of the public housing units. The results of this report were shared in the 2015 MTW Annual Report. The report that begins on the next page details the results of the 2018 MTW Survey that was administered at the time of recertification for the original group of work-able households that transitioned to the flat tier rent reform structure in 2014.

### C. MTW STATUTORY REQUIREMENT CERTIFICATION

Boulder Housing Partners hereby certifies that the three statutory requirements below have been met:

- assuring that at least 75 percent of the families assisted by the Agency are very low-income families;
- continuing to assist substantially the same total number of eligible low-income families as would have been served had the amounts not been combined; and
- maintaining a comparable mix of families (by family size) are served, as would have been provided had the amounts not been used under the demonstration

### D. MTW ENERGY PERFORMANCE CONTRACT (EPC) FLEXIBILITY DATA

Boulder Housing Partners does not possess flexibility with regard to Energy Performance Contracts.

**REPORT ON THE 2018 SURVEY OF WORK-ABLE HOUSING CHOICE HOUSEHOLDS**

**IN**

**BOULDER HOUSING PARTNERS' MOVING TO WORK PROGRAM**

Prepared for Boulder Housing Partners by:

Willem van Vliet—

Center for Community Engagement, Design and Research

University of Colorado, Boulder

with assistance by Anirban Pal



February 27, 2019

# **REPORT ON THE 2018 SURVEY OF WORK-ABLE HOUSING CHOICE FAMILIES IN BOULDER HOUSING PARTNERS' MOVING TO WORK PROGRAM**

- 1. Background: 2014 baseline survey of work-able Housing Choice households**
- 2. Evaluation of BHP's MTW-Program: Year Three**
- 3. The Housing Choice Core Group in 2014, 2016 and 2018**
- 4. Comparison of household characteristics: 2014, 2016, and 2018**
- 5. Survey Results<sup>1</sup>: Comparison of 2014, 2016, and 2018 Housing Choice Populations**
- 6. Barriers to Greater Self-Sufficiency of Current Housing Choice Families**
- 7. Newcomers**
- 8. Predicting Who Will Move Out**
- 9. Summary of Key Findings**
- 10. Conclusion**

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<sup>1</sup> The percentages shown in graphs and tables in this report were calculated in each case as a proportion of the number of household heads answering a particular question (N). The number of survey participants not responding to particular questions ranges widely, with sensitive questions about legal matters having the highest non-response rates.

**REPORT ON THE 2018 SURVEY OF WORK-ABLE HOUSING CHOICE FAMILIES IN  
BOULDER HOUSING PARTNERS' MOVING TO WORK PROGRAM**

This is the third report in a longitudinal evaluation of the Moving to Work (MTW) program being implemented by Boulder Housing Partners (BHP) with funding from the U.S. Department of Housing and Urban Development. The goal of the MTW program is to improve the self-sufficiency of BHP work-able families in housing and other areas of basic needs such as child care, education, transportation and health care, among others. This report focuses on Housing Choice (HC) households, as distinct from work-able families residing in BHP's site-based housing.<sup>2</sup> It is based on survey data collected in 2018 as well as household data from BHP administrative files. Earlier HC reports were based on the 2014 and 2016 surveys. Where appropriate and possible, this report will compare 2018 findings with those from the earlier surveys. These comparisons will include a look at changes over time for the continuing Core Group present throughout the 2014-2018 period. They will also examine differences between the continuing Core Group, out-movers, and in-movers.

The several sections that follow restate earlier material as background and context for the 2018 results presented next.

**1. Background: 2014 baseline survey of work-able HC households<sup>3</sup>**

As part of its evaluation of its Moving to Work (MTW) program, Boulder Housing Partners (BHP) is collaborating with the Center for Community Engagement at the University of Colorado. The Center, which has extensive experience in evaluation and assessment, advised BHP on the research design in which eligible households will be compared with themselves through data collected at regular intervals over an extended period. In spring and summer of 2014, BHP gathered baseline data that serve as reference points for future years.

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<sup>2</sup> As shown in earlier reports and partly re-stated in this report, the demographic and socioeconomic profiles for these two groups are very different. Reports for site-based families were prepared separately.

<sup>3</sup> An identical survey was conducted among work-able site-based public housing households. The results for this baseline survey, and follow-up surveys carried out in 2015 and 2017, were previously presented in separate reports.

The baseline data were collected through a self-administered survey. Development of the survey questionnaire involved extensive input from BHP staff, focus groups with residents (conducted separately in English and Spanish), and a pilot that resulted in final revision of the instrument.

The baseline survey was distributed in April 2014 to all work-able Housing Choice (HC) households, in English as well as Spanish, as part of the recertification process. After two follow-up requests, the final response rate was 96%.

The questionnaire was completed by the head of household, taking 20-30 minutes. The questions aimed to establish how respondents place themselves or their households on a self-sufficiency scale in ten domains: housing, employment, income, food, transportation, child care, support networks, legal matters, health, and education.

Other questions asked about barriers that hinder households' progress in each self-sufficiency domain related to, for example, income, skills, child care, and transportation. In addition, respondents were asked to provide some household background information (e.g., primary language, health insurance coverage).

In the 2014 baseline survey, 47% identified with Hispanic/Latino. Relatedly, English was the primary language spoken at home for 68%.

Additional data from BHP files also showed that 25% of the HC households had at least one member of the family who was not legally able to receive housing assistance. These percentages changed little since then.

**Clarification of terms:**

- Core Group = Continuing households who participated in *all* surveys (2014, 2016, 2018).
- In-Movers = Households that completed the third survey, but moved in *after* the second survey, unless specified otherwise.
- Out-Movers = Households who completed the *second* survey, but moved out before *third* the second survey, unless specified otherwise.

## **2. Evaluation of BHP's MTW-Program: Year Three**

The limited number of work-able BHP-households in both HC and public housing (PH) prevent a research design in which one would compare households in a “control group” with households in a “treatment group,” targeted by interventions intended to increase their self-sufficiency. Therefore, the BHP evaluation compares households with themselves over time in order to ascertain whether changes take place, and if so, which ones and how any observed changes may be linked to interventions that have happened in the interim. To this end, BHP conducts biennial data collection on all its work-able households. This periodic gathering of household information makes it possible to monitor resident experiences and make programmatic adjustments to promote resident self-sufficiency and support vulnerable residents in particular.

As in 2014 and 2016, for reasons of administrative efficiency and to maximize the response rate, the 2018 survey was also integrated with the recertification process. This linkage again proved to be very effective: although the response rate dropped from the exceptional 97% in 2016 to 83% in 2018, it remained at a very high level (response rates for studies of public housing residents across the country typically fall in the 15-50% range). The number of HC families in the BHP files decreased from 263 in 2016 to 224 in 2018, of whom 185 participated in the survey (Table 1). Of them, 149 participated in both the 2016 and the 2018 surveys, while 110 families participated in all 3 surveys (2014, 2016, and 2018). Accounting for the families that moved out after 2014, these 110 families give an excellent response rate of 62% of the original 258 families who participated in all three surveys.

**Table 1 – Participation by Work-able HC Households in the 2014, 2016 and 2018 Surveys**

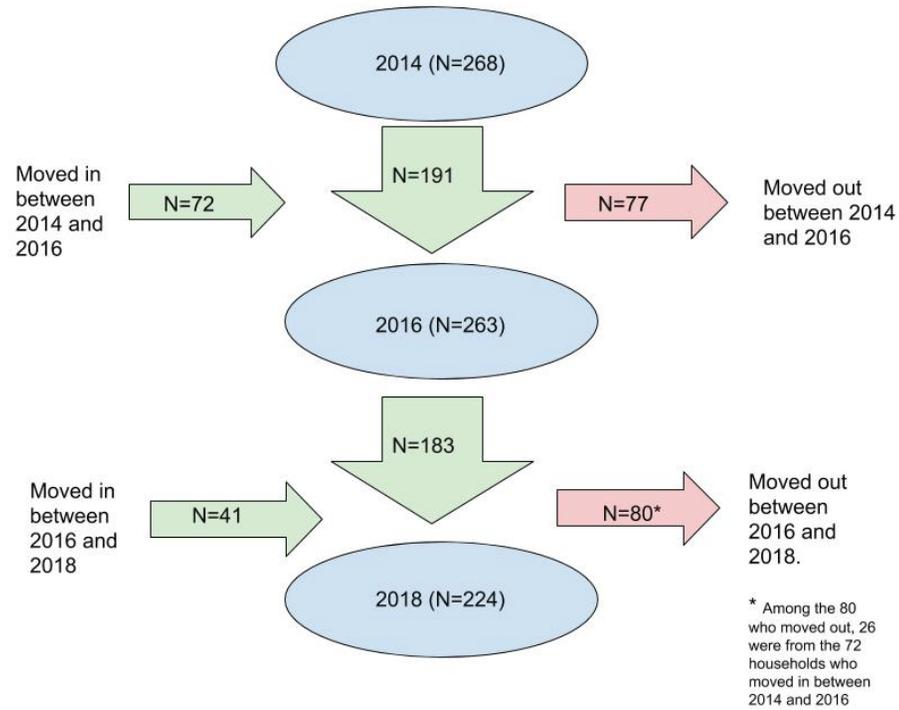
	<b>2014</b>	<b>2016</b>	<b>2018</b>
<b>HC households in BHP administrative data set (N)</b>	278	263	224
<b>HC households participating in survey (N)</b>	258	255	185
<b>Survey response rate</b>	96%	97%	83%
<b>HC households participating in 2014, 2016 and 2018 survey (N)</b>	110		
<b>HC households that moved <u>out</u> after 2014 survey (attrition) (N)</b>		77	80
<b>HC households that moved <u>in</u> after 2014 survey (N)</b>		72	41

Figure 1, below, visualizes the distinct HC groups for whom data are now available. This report will not present data for all of these groups but will focus primarily on the current total HC population, the 2014-2018 Core Group, families that moved in after 2016, and families that moved out after 2016, and comparisons between them. Analyses, not reported here, examined additional groups.<sup>4</sup> These more detailed analyses produced results consistent with those presented here and did not add noteworthy findings.

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<sup>4</sup> For example, the 80 households that moved out between 2016 and 2018 included “long-time” Core Group households as well as households that had moved in more recently (after 2016). Comparisons of these two subgroups of out-movers, not reported here, did not find significant differences between them.

**Figure 1 – Dynamics of HC populations in 2014, 2016 and 2018**



The following section presents results for the Core Group of continuing households that completed the survey in all three years (2014, 2016 and 2018).<sup>5</sup> It enables comparisons that track changes in the self-sufficiency of *the same group of families* over this four-year period.

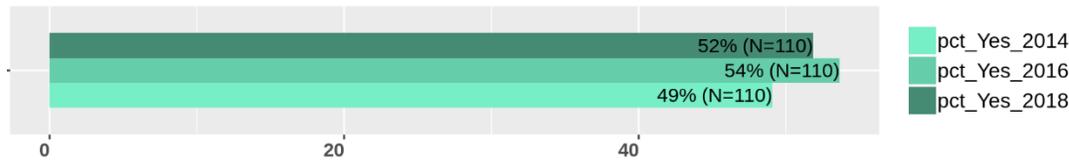
<sup>5</sup> The number of responses to the questions varies because not every household answered every question in each of the three years.

### 3. The HC Core Group in 2014, 2016 and 2018

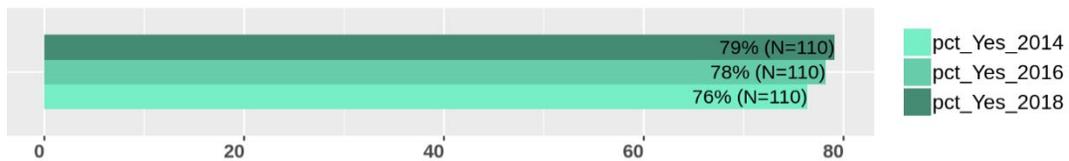
The BHP administrative files and survey data collected in 2014, 2016 and 2018 make it possible to examine changes in the continuing Core Group of residents.

Just as with the aggregate work-able HC population, described later, the data show that since 2014 not much has changed for the continuing Core Group either. The proportions are virtually identical for families living in units with 3 or more bedrooms, headed by women, and having ineligible non-citizen members (Figures 2-4 below). Household heads are obviously a few years older.

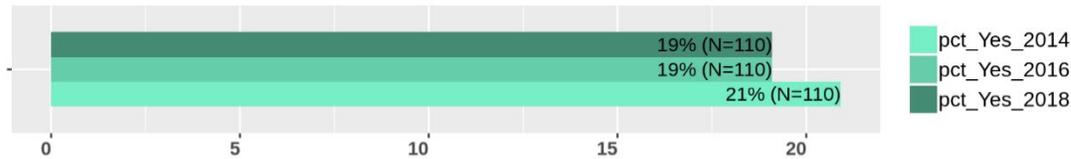
**Figure 2 – Proportion living in units with 3 or more bedrooms: 2014, 2016 and 2018**



**Figure 3 – Proportion of households headed by a woman: 2014, 2016 and 2018**

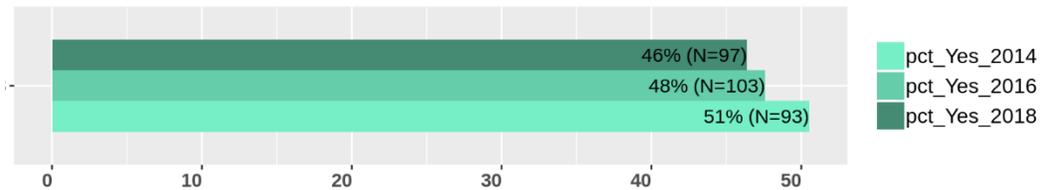


**Figure 4 – Proportion with non-eligible citizens: 2014, 2016 and 2018**

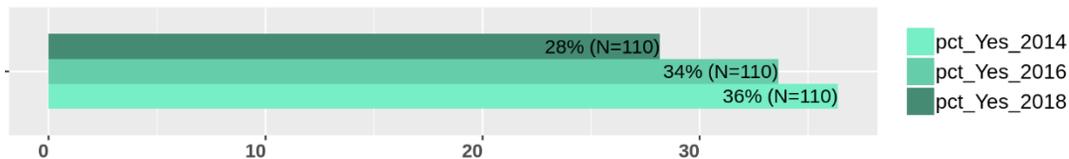


In 2018, slightly more households self-identified as Hispanic/Latino (52% v. 47% in 2016), and slightly fewer of them had 5 or more members (28% v. 34% in 2016). See Figures 5 and 6, below. Other changes are largely consistent with the changes reported later for the aggregate HC population

**Figure 5 – Proportion identifying as Hispanic/Latino: 2014, 2016 and 2018**



**Figure 6 – Proportion with 5 or more household members: 2014, 2016 and 2018**



However, *there is a very significant change in median income*, which jumped from \$17,079 in 2014 to \$21,664 in 2016 to \$27,063 in 2018. Median rent increased commensurately, resulting in a rent burden that changed minimally from 30.6% in 2016 to 30.9% in 2018, but leaving more dollars as disposable income.

**Table 2 - Changes in median income, median rent, and median rent burden; Core Group 2014-2018**

<b>Year</b>	<b>Median Income</b>	<b>Median Rent</b>	<b>Median Rent Burden</b>
<b>2014</b>	\$17,079	\$335	27.3%
<b>2016</b>	\$21,664	\$545	30.6%
<b>2018</b>	\$27,063	\$780	30.9%

The rise in income is reflected in the smaller proportion of households who say that not having a job is a barrier to housing self-sufficiency (down from 44% to 31%) and fewer of them finding it hard to pay for health insurance (down from 15% to 6%). We also see a decrease in the proportion of households assessing their immigration status as vulnerable or urgent (down from 46% to 38%).

Table 3 summarizes related changes between 2014 and 2018 for the 110 families that make up the continuing Core Group. Almost all of these changes are positive, showing progress between 2014 and 2016 continuing into 2018.

Families less often reported barriers to employment, likely enabling these higher earnings, which are, in turn, reflected in greater ability to save money and make debt payments. Bad credit was also less often seen as a barrier to housing self-sufficiency. In addition, there was less reliance on food sources other than income, including food stamps and on support from SNAP and LEAP. The drop in the number of families expecting to need 3 years or more of housing assistance further indicates optimism by these families about their future. On the flip side, perhaps as a result of greater job responsibilities, more families reported not having enough time as a barrier to food self-sufficiency and poor health as a barrier in transportation (see Table 3).

**Table 3 – Comparison of Core Group of HC Households in 2014, 2016 and 2018: Selected Findings**

	HC Core Group in 2014	HC Core Group in 2016	HC Core Group in 2018
Expects 3+ years of housing assistance	83%	77%	60%
Bad credit is barrier to housing SS	63%	56%	51%
Barriers to employment SS:			
• Child care responsibilities	60%	55%	50%
• Tight job market, bad economy	58%	48%	41%
• Lack of education or skills	51%	49%	41%
• Being a student	33%	28%	9%
Very hard to pay for <sup>6</sup> :			
• Saving money	91%		83%
• Making debt payments	72%		56%
Food sources other than income	75%	66%	52%
Food stamps	84%	70%	52%
Lack of time to get to stores is barrier to food SS	3%	15%	25%

<sup>6</sup> Insufficient data for 2016 when this question was inadvertently left out of the survey for most respondents.

Personal of family member's health is barrier to transportation SS	28%	37%	48%
Children <13	78%	70%	59%
Child care sufficient	46%	45%	36%
Support:			
• SNAP	73%	54%	38%
• LEAP	44%	42%	25%
Hispanic/Latino	51%	48%	46%
Median annual income	\$17,079	\$21,664	\$27,063

#### 4. Comparison of household characteristics: 2014, 2016, and 2018

The preceding section focused on the continuing Core Group, examining changes among the same residents between 2014 and 2018. It is useful to complement these comparisons over time with a closer look at the *total current population* of HC families. After all, this population is BHP's current clientele. Using BHP administrative data on work-able HC families, it is possible to compare the aggregate profile of these families in 2014, 2016 and 2018. Overall, with two notable exceptions, the changes over this period are negligible.

The two factors that do show significant change are *income* and *rent level*. From 2014 to 2018, median annual income rose from \$17,125 to \$26,468, an increase of 55%. During this same period, median monthly rent rose from \$280 to \$710. According to these figures, the rent burden rose from 25.7% in 2014 to 31% in 2018, staying nearly stable over the last two years (see Table 4).

**Table 4 - Changes in median income, median rent and median rent burden: HC Population in 2014, 2016, and 2018**

Year	Median Income	Median Rent	Rent Burden
2014	\$17,125	\$280	25.7%
2016	\$24,570	\$630	30.1%
2018	\$26,468	\$710	31%

**5. Survey Results<sup>7</sup>: Comparison of 2014, 2016, and 2018 HC Populations<sup>8</sup>**

The HC population surveyed in 2014 included households that subsequently moved out *before* the 2016 survey (attrition), while the HC population surveyed in 2016 includes work-able HC households who either moved in after the 2014 survey or who lived in BHP housing in 2014, but did not then participate in the survey.

Likewise, the HC population surveyed in 2016 included households that subsequently moved out *before* the 2018 survey, while the HC population surveyed in 2018 includes work-able HC households who either moved in after the 2016 survey or who lived in BHP housing in 2016, but did not then participate in the survey (cf. Fig. 1). Hence for these three groups no data exist for all three surveys that would allow comparison over time.

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<sup>7</sup> The percentages shown in graphs and tables in this report were calculated in each case as a proportion of the number of household heads answering a particular question (N). The number of survey participants not responding to particular questions ranges widely, with sensitive questions about legal matters having the highest non-response rates.

<sup>8</sup> This section summarizes and highlights survey findings selected for being noteworthy. Appendix B presents full frequency distributions for every variable.

In other words, the 2014, 2016, and 2018 populations for this aggregate comparison are not completely identical. However, the comparison is still valuable because it offers a picture of how the total work-able HC household population in each year was doing in each of the ten self-sufficiency domains and which barriers were most problematic.

*The survey data give the impression that overall there is slight improvement in household self-sufficiency levels from 2014 to 2016, accompanied across the board by modest reductions in barriers to greater self-sufficiency. By and large, this trend held between 2016 and 2018. Changes of note are summarized below.*

The survey findings show a consistent pattern of small improvements in self-sufficiency related to affordability and income. For example,

- Fewer 2018 households expect to live in BHP housing for 3 years or longer
- Fewer were unemployed or seeking work
- Fewer found saving money “very difficult” or “somewhat difficult”
- Fewer said a bad credit history is a barrier to housing self-sufficiency
- Fewer relied on food sources other than income
- Fewer received SNAP support
- Fewer received LEAP support

These results make sense in light of the increase in median household income. The fact that more households in 2018 indicated that bus fares and gas costs were a barrier to transportation self-sufficiency, similar to the 2014 results, may reflect a prioritization of needs. For example, families may consider food a higher order need and allocate additional income to it, rather than to transportation.

Other noteworthy changes between 2016 and 2018 concern sufficiency, quality, accessibility, and affordability of child care, all of which declined since 2016:

- Fewer said that child care is sufficient (down to 36%)

- Fewer said “very good” or “good” about quality (44%), accessibility (36%), and affordability (16%) of child care
- Fewer said “definitely not” or “probably not” in response to questions about accessibility, quality, and affordability of child care as a barrier to child care self-sufficiency
- Fewer also assessed their self-sufficiency regarding legal matters as “stable” or “thriving”; and
- Fewer assessed their self-sufficiency regarding their immigration status as “stable” or “thriving”

While the generally positive changes seen in the overall population of HC families, it is useful to also give attention to factors that these families see as hindering further progress. Accordingly, the next section zeroes in on the most important barriers that families reported in 2018 as barriers to greater self-sufficiency in each of 10 areas.

## **6. Barriers to Greater Self-Sufficiency of Current HC Families**

Table 5 shows in each area the barrier that families mention most frequently, plus up to two additional barriers if they were mentioned by at least 40% of the families.

Of the 18 barriers included by these criteria, 12 relate to affordability (as a function of the relationship between income and cost). This number rises to 13 when assuming the lack of health insurance is also because of financial reasons. Affordability is a barrier in each of the self-sufficiency domains, except employment. However, employment depends on factors such as child care and transportation, which are affected by affordability. Thus, by extension, lack of income indirectly also negatively impacts the employment situation of families.

When eliminating affordability related barriers, while using otherwise the same inclusion criteria, three factors stand out. Table 6 shows, first, that *child care responsibilities* are a frequent barrier to greater self-sufficiency in housing, income, and education. Second, *lack of skills or education* often comes up in relation to housing, employment, and legal issues. Third, *lack of time or energy* is frequently mentioned regarding food shopping, support networks, and education.

**Table 5 - Barriers to Self-Sufficiency for 2018 HC Households<sup>9</sup>**

<b>Barriers to Self-Sufficiency</b>	<b>% of Respondents</b>
<b>Housing</b>	
• High cost of housing	93%
• Low or no income	91%
• High basic expenses	84%
<b>Education</b>	
• Cost	86%
• Responsibility for children	73%
• Lack of time or energy	56%
<b>Income</b>	
• Saving money	79%
• Making debt payments	55%
• Paying utilities	44%
<b>Food</b>	
• Lack of income	75%
<b>Child care</b>	
• Affordability	65%
• Accessibility	41%
<b>Transportation</b>	
• Gas costs	60%
• Personal or family member's health	41%
<b>Employment</b>	
• Child care responsibilities	61%
<b>Legal issues</b>	
• Cannot afford legal assistance	57%
<b>Support networks</b>	

<sup>9</sup> Not all households answered all questions, so the N varies across questions. The barriers included here are the ones mentioned most frequently in each area plus up to two additional ones in each area if mentioned by at least 40% of the households. The figure of 40% was chosen in consideration of the overall distribution of response frequencies.

• Cannot afford	53%
• Don't have enough time	53%
<b>Health</b>	
• No insurance for one or more household members	33%

**Table 6 - Barriers to Self-Sufficiency for 2018 HC Households Other Than Affordability<sup>10</sup>**

<b>Barriers to Self-Sufficiency</b>	<b>% of Respondents</b>
<b>Housing</b>	
• Being a single parent	77%
• Not having the skills	46%
<b>Employment</b>	
• Lack of skills or education	36%
<b>Income</b>	
• Child care	22%
<b>Food</b>	
• Lack of time to get to stores	75%
<b>Transportation</b>	
• Personal or family member's health	41%
<b>Child care</b>	
• Accessibility	41%
<b>Support networks</b>	
• Don't have enough time	53%
<b>Legal issues</b>	
• Don't know how to access legal assistance	23%
<b>Health</b>	
• No insurance for one or more household members	33%

<sup>10</sup> Not all households answered all questions, so the N varies across questions. The barriers included here are the ones mentioned most frequently in each area plus up to two additional ones in each area if mentioned by at least 40% of the households. The figure of 40% was chosen in consideration of the overall distribution of response frequencies.

Education	
• Responsibility for children	73%
• Lack of time or energy	56%

Many of these factors are obviously interrelated. Notably, child care responsibilities take time and energy, they require transportation and cost money. All these factors impact the ability of parents to be employed, pursue education, shop for food, be involved in social networks, and maintain good health. Of course, some of these relationships work both ways. For example, being well integrated in a strong social network can alleviate child care burdens, facilitate access to food, sustain physical and mental health, and support education.

### 7. Newcomers

Recent HC families (post-2016) have a very different profile from the rest of the current HC population. In just about every measure, the newcomers are worse off. Table 7 highlights these dissimilarities.

Child-related differences stand out first and foremost. Recent HC families are considerably younger and more of them have children under 13 (87% v. 67%); a staggering 80% (v. 58%) indicate that child care is insufficient and no less than 50% (v. 17%) say that their child care situation is urgent or vulnerable. For 85% of them (v. 35%) it is a barrier to employment. Affordability is a barrier to child care for 65% (v. 46%) and quality is a barrier for 35% (v. 14%).

Aside from child care aspects, lack of affordability sets newcomers apart from continuing families. Their median income is less, they more often receive free or reduced lunch, use food sources other than income, cut on or skipped a meal in the last 3 months, and more often rely on food stamps, SNAP and Medicaid. In addition, they more often assess their support network as vulnerable or urgent, and they more often say that they do not know which type of education will lead to a better paying job (see Table 7).

**Table 7 - Comparison of Families That Moved in After 2016 and All Others (2018)**

	<b>Moved in after the 2016 survey</b>	<b>HC Core Group in 2018</b>
Median age head of household	34	43
Proportion Hispanic/Latino	65%	49%
Median income	\$25,082	\$26,861
Children <13	87%	67%
Child care insufficient	80%	58%
Assesses family situation regarding child care as urgent or vulnerable	50%	17%
Child care responsibilities is barrier to employment	85%	35%
Not having reliable child care is barrier to income	62%	34%
Child care costs is barrier to housing SS	69%	41%
Child care responsibility is barrier to furthering education	81%	71%
Affordability is a barrier to child care	65%	46%
Quality is a barrier to child care	35%	14%
Lack of time or energy is barrier to furthering education	65%	54%
Assesses family situation regarding support networks as urgent or vulnerable	46%	19%
Free/reduced lunch	71%	60%
Food sources other than income	68%	54%
Cut/skip meal in last 3 months	58%	49%
SNAP	63%	37%
Food stamps	70%	52%
Medicaid	90%	74%
Hard to get to appointment/work in last 2 weeks	37%	24%
Don't know which type of education will lead to better paying job	52%	31%

## 8. Predicting Who Will Move Out

The MTW program aims to increase the self-sufficiency of work-able families. Moving into private market housing without assistance is an indicator of greater self-sufficiency. Data from the BHP administrative files and the three survey rounds make it possible to compare families that move out with those that stay. It enables us to look for factors that help predict whether families will move out in the near future or are more likely to stay long-term.

One possible predictor is families' expectations regarding how far into the future they will need housing assistance. Table 8 sheds some light on this point. It shows that among families that had moved out by 2016, 39% expected in 2014 to need housing assistance for 2 more years or less (v. 24% among all the other families that stayed on). Consistent with this finding, 31% of the out-movers expected to need assistance for 3-5 years (v. 39% among the rest of the HC families) and 30% of them expected 5 or more years (v. 37% among those that did not move out). The pattern is similar for those who moved out after 2016 (see Table 8). Bottom line: *families expecting to need assistance for 2 years or less are more likely to move out, whereas families expecting to need more long-term assistance are more likely to stay.* In other words, *expectations are indicative of subsequent actual behavior.*

In this connection, it seems encouraging that the time horizon for expected housing assistance has shortened among families in the continuing Core Group: in 2014, 20% expected it would be 2 years or less; by 2018, this had increased to 39%. Similarly, those expecting 3-5 more years of assistance dropped from 41% in 2014 to 26% in 2018. This trend may reflect greater optimism among these families that they will realistically be able to move out in the foreseeable future. It is in line with the improvements in self-sufficiency among Core Group families as described earlier in this report.

**Table 8 - How long do you expect to receive housing assistance?**

	<b>2 years or less</b>	<b>3-5 years</b>	<b>More than 5 years</b>
<b>Out-movers 2014-16</b>	39%	31%	30%
<b>All others in 2014</b>	24%	39%	37%
<b>2016</b>			
<b>Out-movers 2016-18</b>	32%	41%	27%
<b>All others in 2016</b>	23%	39%	39%
<b>2018</b>			
<b>Core Group 2014</b>	20%	41%	39%
<b>Core Group 2016</b>	24%	39%	37%
<b>Core Group 2018</b>	39%	26%	35%

Expectations about future housing assistance are a subjective matter, reflecting an assessment of their situation by the families themselves. Income data, available from BHP administrative files, are more objective. Table 9 compares the median income for families that moved out with the median income of all other families, in 2014 and again in 2016. In both years, the out-movers had higher incomes, very significantly so in 2016. This finding is evidence confirming the obvious assumption that higher incomes better enable families to obtain housing in the private market.

Table 9 also shows the median income among the continuing Core Group of 110 families, which indicates encouraging increases, but in each year continues to remain below that of families that moved out.

**Table 9 - Median Income for Families that Moved Out and All Others (2014, 2016), and Core Group 2015-18**

	Median Income
<b>Out-movers 2014-16</b>	\$17,705
<b>All others in 2014</b>	\$17,094
<b>2016</b>	
<b>Out-movers 2016-18</b>	\$31,960
<b>All others in 2016</b>	\$22,264
<b>Core Group</b>	
<b>Core Group 2014</b>	\$17,063
<b>Core Group 2016</b>	\$22,187
<b>Core Group 2018</b>	\$27,284

## 9. Summary of Key Findings

The 2018 survey of the work-able HC population and comparisons with findings from the 2014 and 2016 surveys, together with data from BHP administrative files, produce the following main take-aways:

1. *The Continuing Core Group.* We see very little change in the household characteristics for the 110 families that continued from 2014 through 2018. The most important change is the rise in annual median income from \$17,079 in 2014 to \$27,063 in 2018. While rents went up as well, today these families have more disposable income than before. This positive development is reflected in fewer families reporting barriers to greater self-sufficiency, somewhat counterbalanced by more families reporting a lack of energy and time.
2. *The Total HC Population.* As in the Core Group, also for the total HC population, the rise in median income stands out. It is accompanied by a pattern of mostly small but consistent improvements towards greater self-sufficiency. Nonetheless, significant barriers remain, cited by at least 50% of families in all areas except health. The most problematic areas are housing, education, food and child care. Most of these barriers stem from lack of income. Other hindrances: child care responsibilities, lack of education or skills, and lack of time or energy.

3. *The Families that Moved Out.* Families that moved out differ first and foremost by their higher incomes (\$31,960 v. \$22,262 for all others). Median age of the household head is also younger (37 v. 41). Families that moved out expected less often to need long-term housing assistance, suggesting that such expectations indicate the probability of moving out in the near future.
4. *The Families that Moved In.* Families that moved in after 2016 are younger, more often with children under 13 and Hispanic/Latino. Many experience multiple challenges related to child care and problems accessing food. They rely more frequently on formal support programs like SNAP and Medicaid and profess to lack of knowledge about the type of education that will lead to a better paying job.

## **10. Conclusion**

1. From 2014 to 2018, there is a pattern among HC families of small but consistent progress towards greater self-sufficiency in many areas.
2. The progress is most evident in significant increases in median income, leaving more money for expenses other than rent.
3. In spite of the encouraging progress seen over the last 4-5 years, major challenges remain, most of them related to lack of affordability (income relative to costs).
4. Families who moved in after 2016 is very different from that of other families. More have young children and child care responsibilities are a major challenge. They also face difficulties accessing food more often and are more reliant on formal support programs.
5. The positive changes coincide with reform of the rent structure, implemented by BHP between 2014 and 2018 as part of its Moving to Work program. However, there are no data to examine whether the BHP interventions were a cause or a correlation of the positive changes. Perhaps most likely, it was one of a larger number of contributing factors; its more precise significance cannot be assessed without more detailed information.

Considering BHP's limited resources, it would appear that the most promising strategy for increasing the self-sufficiency of HC families should involve (1) further fostering collaboration and coordination with partners whose missions are oriented to meeting family needs that fall outside the purview of BHP; and (2) assessing the cost-effectiveness of the rent reform.