

An Exhaustive Organizational Analysis: All Roads (The Boulder Shelter for the Homeless)

A Deep Dive into the Finances, Programmatic Strategy, and Public Scrutiny of Boulder's Primary Homeless Service Provider

I. Executive Overview: Identity, Mission, and Market Position

Definitive Corporate Identity

The organization publicly known as "All Roads" is the primary provider of homeless services for single adults in Boulder County, Colorado. Its legal name, filed with the IRS and used for all official contracts, is "The Boulder Shelter For The Homeless". It operates as a 501(c)(3) public charity under the Employer Identification Number (EIN) 84-1041149.

In 2024, the organization adopted the trade name "All Roads". This was a deliberate and significant strategic rebranding, not merely a cosmetic change. As reported by the Boulder Reporting Lab, the new name was chosen to de-emphasize "sheltering" and highlight the organization's evolution into a "Housing First" entity that now serves more clients in permanent homes than at its physical shelter facility. The name is a play on the phrase "All Roads Lead Home" and was adopted to combat donor confusion, as leadership felt the "Boulder Shelter" name no longer accurately represented its comprehensive, housing-focused mission.

Stated Mission and Values All Roads defines its mission as: "To create avenues to stable housing for our community's homeless adults, from a foundation of supportive services and safe shelter".

This mission is underpinned by four stated core values :

1. **Treat all with dignity.**
2. **Offer support and opportunity.**
3. **Achieve results through competence and creativity.**
4. **Practice responsible stewardship.**

Leadership and Governance Profile

The organization is governed by a Board of Directors composed of high-profile leaders drawn from Boulder's most critical public and private sectors. This composition represents a significant strategic asset, enabling deep integration with local power structures.

Key board members include :

- **Sarah Meshak (Board Chair):** Vice President and General Counsel, Boulder Community Health.

- **Nicole Collins (Vice Chair):** Managing Attorney, Office of the Public Defender, Boulder.
- **Patrick Mayne (Treasurer):** Assistant Jefferson County Attorney.
- **Jeff Hoffmeyer (Secretary):** VP for Advancement, Denver Institute for Faith and Work.
- **Michael Christy:** Founder, Christy, Keith & Donnell Family Law Group.
- **Lauren Lambert Feldman:** Lobbyist & Community Member.
- **Rachel Klein:** Executive Director, Kaiser Permanente.
- **Bill Rigler:** Principal, Greenlight Strategy.
- **Bob Yates:** Former Boulder City Council member & Retired Senior Executive, Lumen Technologies.

The presence of senior leadership from Boulder's primary hospital (BCH), its largest health insurer (Kaiser), the public defender's office, the county attorney's office, and a former city council member is not accidental. This board structure facilitates the high-level, multi-agency partnerships essential to the organization's "Housing First" and "Coordinated Entry" models, which require buy-in from the medical, legal, and political establishments. This deep integration, however, could also expose the organization to criticism of being an insulated "insider" entity, heavily aligned with and dependent upon incumbent municipal policy and funding.

At-a-Glance: Key Operational & Financial Metrics (FY 2024)

The following metrics, drawn from the fiscal year ending in September 2024, provide a snapshot of the organization's scale :

- **Total Revenue:** \$9,169,687
- **Total Expenses:** \$7,651,582
- **Net Income (Surplus):** \$1,518,105
- **Total Assets:** \$17,071,427
- **Employees:** 120
- **Key Program Outputs:**
 - 59,900 bed nights provided at the overnight shelter.
 - 121,353 meals served to 1,558 distinct adults.
- **Key Program Outcomes:**
 - Supported 190 adults in permanent supportive housing programs.
 - Assisted 120 clients in exiting or avoiding homelessness through other means (e.g., reunification, rental assistance).

II. Organizational History and Strategic Evolution

The organization's four-decade history reflects a profound evolution from a small, oppositional grassroots collective into a large, professionalized, quasi-governmental contractor.

1982-1987: Grassroots Founding

The Boulder Shelter for the Homeless began in 1982, not as a government initiative, but as a "grass-roots volunteer effort" by concerned citizens. Its founding was an act of direct opposition to the official municipal stance. According to the organization's own history, a city official at the time had conducted a "study" which concluded that Boulder had only 24 homeless people, all of whom "chose to live on the street, so no shelter was necessary".

The founders, including Barbara Farhar of the Shelter Task Force and Sister Donna Ryan of St.

Thomas Aquinas, rejected this conclusion. They secured temporary use of an abandoned bus terminal downtown to provide a safe place to sleep during the winter.

1987-2003: Formalization and Initial Facility

In 1987, the group formalized its operations, incorporating as "The Boulder Shelter for the Homeless," a 501(c)(3) nonprofit corporation. The IRS granted its tax-exempt status in 1988. With this new status, the organization moved to a facility at 4646 Broadway to expand its services beyond simple overnight shelter, launching its first programs aimed at helping people find permanent housing.

2003: The North Boulder Campus

The organization's growth and professionalization culminated in 2003 with the opening of its current, purpose-built facility at 4869 N. Broadway in north Boulder. This move, which established the large-scale shelter that exists today, was not without controversy. Public records indicate that similar neighborhood concerns about public safety seen in 2024 were also raised in 2003 when the shelter first moved to the location, establishing a long-running pattern of tension with its immediate neighbors.

2006-2007: The "Housing First" Pivot

This period marks the single most significant ideological shift in the organization's history. In 2006-2007, in partnership with Boulder Housing Partners (BHP), the city's housing authority, All Roads launched its first Permanent Supportive Housing (PSH) program. This new program was based on the "Housing First" model, a national best practice that inverts the traditional shelter model. Instead of requiring clients to achieve sobriety or employment *before* they could "earn" housing, Housing First provides stable, permanent housing *immediately* to the most severely disabled and chronically homeless individuals, and then wraps them with "on-going intensive case management" and supportive services. This pivot shifted the organization's focus from *managing* homelessness on a nightly basis to *ending* it on a permanent, individual basis.

2017-Present: System Manager Role

In 2017, Boulder County and the Cities of Boulder and Longmont launched "Homeless Solutions for Boulder County (HSBC)," a regional, integrated service system. All Roads (then the Boulder Shelter) became a central partner in this new system.

This cemented its evolution from an independent shelter to a key manager of the county-wide public response. Its facility became the primary "front door" for *all* adults seeking homeless services in the City of Boulder, managing the "Coordinated Entry" (CE) process.

2024: The "All Roads" Rebrand

The 2024 name change to "All Roads" is the final capstone on this 20-year evolution. The organization, which now directly owns 24 units of housing and supports hundreds of clients in their own homes, adopted a name that reflects its core mission: housing, not sheltering. The rebranding formalizes its identity as a housing-focused entity that also happens to run an

emergency shelter.

III. Programmatic Deep Dive: The "Housing First" Model in Practice

All Roads' operations are built on three main programmatic pillars that are integrated into the county-wide Homeless Solutions for Boulder County (HSBC) system.

Core Program 1: Housing-Focused Shelter

This program represents the organization's traditional "shelter" function, located at the 4869 N. Broadway campus. It provides basic emergency needs, including overnight shelter, case management, and meals (121,353 in FY 2024).

The shelter's bed capacity is a major and consistent point of public interest and scrutiny. In early 2024, the shelter expanded its capacity to 180 beds as part of an agreement with the City of Boulder. However, this capacity was *cut* just months later. Effective April 21, 2024, the shelter reduced its capacity by 20 beds, down to 160. This reduction was a direct consequence of funding cuts from local government grants, which made it "impossible to maintain the staffing necessary for that level of service". According to spokespeople, the shelter had been turning people away on two out of three nights *even with* the 180-bed capacity.

In partnership with the City of Boulder, All Roads also operates the Day Services Center at the same location, open Monday through Friday from 9 a.m. to 2 p.m.. This center provides critical services for individuals not staying at the shelter, including access to showers, coin-operated laundry, phones, Wi-Fi, device charging, and intake for Coordinated Entry.

Core Program 2: Permanent Supportive Housing (PSH)

This is the organization's flagship program and the practical application of its "Housing First" mission. This program targets the most "severely disabled, chronically homeless individuals"—those who are often the most difficult to house and have the highest service needs.

The model provides clients with long-term rental assistance and pairs it with "on-going intensive case management" and supportive services to ensure "housing permanence". This program is executed through critical partnerships, most notably with Boulder Housing Partners (BHP), the city's housing authority.

In addition to managing vouchers for partner properties, All Roads has become a property owner itself. It owns 24 units of housing "dedicated to those who are often most difficult to house," filling a critical gap for those with criminal histories or other barriers that preclude them from traditional leasing. As of early 2025, the organization anticipates supporting nearly 300 individuals in their own homes every night.

Core Program 3: Coordinated Entry (CE) & System Navigation

All Roads serves as the "front door" to the entire adult homeless service system in Boulder. This is a national best practice mandated by the U.S. Department of Housing (HUD). It is a "required step for anyone seeking homeless-related services" in Boulder County.

The intake process is highly structured:

1. **Initial Contact:** An adult (18+) seeking services must first contact Coordinated Entry. This

can be done by calling 303-579-4404 or walking into the All Roads shelter at 4869 N. Broadway, Monday through Friday, between 9 a.m. and 3 p.m..

2. **Assessment:** The individual meets with staff to complete a standardized assessment (such as the VI-SPDAT). This tool generates a score based on the person's level of vulnerability (disabilities, length of time homeless, medical needs, etc.).
3. **Referral:** Based on this assessment, the individual is referred to the most appropriate service path. This could be "Entry Diversion" (preventing them from entering the system), "Entry Navigation" (short-term support for those with low needs), or the "Housing-Focused Shelter" for those with moderate to high needs.

For individuals seeking shelter *after* CE hours, a critical exception exists. They may go to the All Roads shelter during its nightly intake hours (5:00 p.m. to 7:00 p.m.). They will be granted access to shelter for *one night only*. To receive any additional services, including a bed for a second night, they are required to complete the full Coordinated Entry assessment the following day.

This mandatory, standardized process ensures that resources are triaged to the most vulnerable, but it can also be perceived as a bureaucratic barrier for those seeking immediate, low-threshold help. The system explicitly refers youth (ages 12-24) to a partner agency, TGTHR (formerly Attention Homes), and families with children to the Emergency Family Assistance Association (EFAA).

IV. Financial Analysis: Deconstructing the \$9.1M Revenue Stream

A comprehensive financial analysis reveals an organization that is both financially robust and, simultaneously, highly vulnerable due to its funding structure.

Financial Snapshot (FY Ending Sept. 2024)

The most recent public data from IRS Form 990 filings provides a high-level overview of a healthy, multi-million dollar nonprofit.

Analyst-Designated Table 1: All Roads (Boulder Shelter) FY 2024 Financial Snapshot

Metric	Amount	Source
Total Revenue	\$9,169,687	
Total Expenses	\$7,651,582	
Net Income (Surplus)	\$1,518,105	Calculated from
Total Assets	\$17,071,427	

The organization is highly rated by independent evaluators. Charity Navigator, a prominent nonprofit watchdog, gives All Roads a 94% "Four-Star" rating. This top-tier score is calculated from a 44% weighting for "Accountability & Finance" and a 56% weighting for "Impact & Measurement".

Deconstructing Revenue: The 990 Contradiction

The user's request to "dig for financials" is most critical in this area. A surface-level reading of the organization's Form 990 is highly misleading.

For FY 2024, the 990 filing reports that **91.1% of its total revenue (\$8,355,991)** came from "Contributions, Gifts, and Grants". Only 7.1% (\$647,949) came from "Program Service Revenue". This data gives the strong impression that All Roads is an organization funded almost entirely by private donations and philanthropic grants.

This impression is incorrect. A deeper investigation of public records reveals that the *majority* of its "Contributions" revenue line consists of large, multi-million-dollar government grants.

Known public funding streams include:

- **City of Boulder:** The city's 2024 budget allocates **\$4.3 million** to All Roads.
- **Boulder County:** The county provides a baseline of **\$1.156 million** for case management services through HSBC. In 2024, the County Commissioners approved an *additional \$900,000* in annual operations funding to close a crucial gap. Another county report confirms **\$1,553,554** in direct funding for 2024.
- **State of Colorado:** All Roads was a key recipient of the state's Transformational Homelessness Response (THR) grant program (funded by federal ARPA dollars), receiving an award of **\$772,564**.

Aggregating these *known* public grants (\$4.3M from the city + \$1.156M and \$900k from the county + \$772k from the state) totals over \$7.1 million.

This analysis leads to a critical conclusion: All Roads is, in practice, a **quasi-governmental entity**. It is a 501(c)(3) nonprofit that functions as the contracted operational arm of the City of Boulder and Boulder County, executing their shared public policy (HSBC). Of the \$8.36 million reported as "Contributions" on its 990, a *minimum* of 85% is comprised of public tax dollars. The remaining ~\$1.2 million is from private philanthropy, including foundation grants (e.g., The Denver Foundation , Boulder Community Health Foundation) and individual donations, which are incentivized by the Colorado Homeless Contribution Income Tax Credit.

This funding model provides immense scale and operational leverage but also creates an extreme and defining vulnerability: the organization's core services are subject to the political will and budget priorities of its government partners.

Analyst-Designated Table 2: Reconciliation of FY 2024 Revenue: Form 990 vs. Public Funding

990 Revenue Category (FY 2024)	Reported Amount	Analyst Breakdown of "Contributions, Gifts, & Grants"
Total Revenue	\$9,169,687	
Contributions, Gifts, Grants	\$8,355,991 (91.1%)	Identified Public Grants (Partial List): • City of Boulder (2024 Budget) : \$4,300,000 • Boulder County (HSBC Base) : \$1,156,000 • Boulder County (Additional 2024) : \$900,000 • State of CO (THR Grant) : \$772,564 Identified Private Philanthropy: • Private Donations (incentivized by CO tax credits) • Foundation

990 Revenue Category (FY 2024)	Reported Amount	Analyst Breakdown of "Contributions, Gifts, & Grants"
		Grants (e.g., Denver Foundation ; BCH Foundation)
Program Service Revenue	\$647,949 (7.1%)	(Likely fees for service, etc.)
Investment Income	\$68,373 (0.7%)	

Financial Vulnerability in Practice

This dependency on government funding is not a theoretical risk. It had a direct, public impact in 2024.

As detailed previously, All Roads announced in March 2025 that it was **reducing its overnight bed capacity from 180 to 160**. This decision was not a strategic choice but a financial necessity. It was the direct result of Boulder County *reducing* a grant program by 30%, which translated to a **\$280,000 funding cut** for All Roads. A spokesperson stated that a shortfall of just **\$150,000** was the cause for the 20-bed reduction.

This event is exceptionally revealing. A \$280,000 cut—representing only ~3% of the organization's \$9.1 million total revenue—forced an 11% reduction in its most visible and essential public service (20 beds / 180). This demonstrates that the organization's core shelter operations run with no financial buffer. It also suggests that when funding is cut, the "shelter" component is the organization's lowest financial priority and the first service to be sacrificed, while the "housing" components are protected. This action, while perhaps painful, aligns perfectly with its strategic rebranding and mission focus on permanent housing over temporary shelter.

V. Public Scrutiny and Community Perception

All Roads does not operate in a vacuum. As the public face of Boulder's homeless policy, it is at the center of the community's most intense and divisive public debates.

The Central Debate: "Housing First" vs. "Treatment First"

The core of the public scrutiny facing All Roads is a philosophical battle over its "Housing First" model.

- All Roads' Position (Housing First):** The organization is a firm and vocal advocate for the "Housing First" model. Its leadership, including CEO Mike Block, argues that homelessness is a condition of not having a home, and therefore the work must "focus first on a person becoming stably housed". The model is built on the belief that individuals can more successfully address other challenges (addiction, mental health, employment) once they have a foundation of stability. This belief is supported by data, with All Roads citing that 90% of unsheltered adults surveyed in Boulder *want* to be housed and national studies showing high success rates.

* **The Critical Counter-Argument (Treatment First):** This model is under intense local and national scrutiny, particularly in the context of the fentanyl and methamphetamine epidemic. Critics, including prominent local homeless advocate Jen Livovich, argue that "Housing First alone isn't cutting it". They advocate for a "treatment-first" approach, which would *require* sobriety or active participation in recovery programs as a prerequisite for receiving housing. The core of this criticism is that providing "no-barrier" housing to individuals in active, severe

addiction fails to address the root causes of their condition and may enable self-destructive behavior.

- **National Political Context:** This local debate is a microcosm of a larger national political conflict. Conservative think tanks are actively working to dismantle "Housing First" as a national policy. This policy debate is a key feature of "Project 2025," which challenges the model and seeks to replace it with policies emphasizing "individual responsibility". All Roads is, therefore, on the front lines of a national ideological war.

Public Safety and Neighborhood Relations

Beyond the philosophical debate, All Roads faces constant, tangible scrutiny over public safety at its physical locations.

- **4869 Broadway (The Shelter):** The shelter's North Boulder location is a persistent flashpoint. Community forums include chronicles of police blotters, such as a trespassing incident at 4869 Broadway where an individual was "caught recording in the restroom" and refused to leave. In 2024, a group of neighbors advocated for a new North Boulder police substation, with some members suggesting at a city council meeting that the opening of the All Roads day services center (June 2024) had directly contributed to a rise in reported crimes in the area.
- **The Rebuttal:** The city and All Roads counter this narrative. City data indicated that crime reports in the neighborhood had already begun increasing *months before* the day center opened, suggesting a lack of direct causation. Furthermore, this is a recurring theme: similar concerns about public safety were raised by neighbors when the shelter first moved to the location back in 2003.
- **Permanent Supportive Housing (PSH) Sites:** The "Housing First" properties are also heavily scrutinized. The "Bluebird" development, a 40-unit PSH project opened in late 2023 in partnership with Element Properties, faced a difficult first year. Critics in public forums pointed to a high volume of 911 calls, with one user calculating an average of "8 calls... per-door" per year, far exceeding a standard apartment complex.
- **Contextualizing the Data:** This criticism, while based on real call data, is often presented without context. A detailed analysis from community members and the organization itself provides that context:
 1. PSH programs are *designed* to house the most vulnerable individuals, who are *already* high utilizers of emergency services (police, ER, ambulance).
 2. The high call volume is an expected outcome of concentrating these high-need individuals in one location, rather than a failure of the program. The correct comparison is not "911 calls at Bluebird vs. a normal apartment" but "911 calls at Bluebird vs. the *same* 50 people living on the street or in the shelter".
 3. All Roads CEO Mike Block has publicly acknowledged that high call volumes are *expected* in the early years. He points to "Lee Hill," Boulder's first PSH development (opened 2014), which faced identical struggles. A decade later, Lee Hill's call volume is four calls per unit per year—half of Bluebird's current rate—demonstrating that stability increases over time as residents adjust to being housed.

VI. Measured Impact, Partnerships, and Success Case

Studies

Despite the scrutiny, the organization's "Housing First" model is supported by a significant body of quantitative and qualitative data.

Quantitative Impact

- **Shelter and Basic Needs (FY 2024):** Provided 59,900 bed nights (an increase from 51,453 in FY 2022) and served 121,353 meals to 1,558 distinct adults.
- **Housing Outcomes (2024):** In the calendar year 2024, All Roads helped 413 people gain or maintain their permanent housing.
- **Long-Term Housing Outcomes:** Over the past decade, the organization has helped over 2,700 people exit homelessness.
- **System-Wide Impact:** This programmatic focus has yielded system-wide results. In 2024, an op-ed highlighted that Boulder County was the *only* large Front Range homeless population to see its Point-in-Time (PiT) count *decrease* from the previous year, shrinking by 13%. This success was directly attributed to the new PSH projects, like Bluebird, run by All Roads and its partners.

Key Strategic Partnerships

The organization's impact is not achieved alone. It is contingent on two indispensable partners:

1. **Boulder Housing Partners (BHP):** This is the organization's most critical partner for executing its housing mission. All Roads and BHP jointly run a "locally funded vouchers" program, which has a **95% client retention rate**—a marker of exceptional success. They are the primary partners on the major PSH developments that have defined Boulder's strategy, including Hilltop and Bluebird.
2. **Boulder Community Health (BCH):** This partnership is both financial and operational. The BCH Foundation is a financial donor, and the All Roads Board Chair is BCH's General Counsel. This partnership provides the critical data to *prove* the "Housing First" model's value proposition: that housing individuals saves public money by reducing their use of emergency medical services.

Qualitative Impact: Client Success Case Studies

All Roads leverages two key success stories to humanize its data and demonstrate its impact.

- **The "John" Anecdote (The Financial Case):** This is the organization's primary case study, which it uses to prove the cost-saving power of PSH. "John," a client with years of misfortune, was a high utilizer of emergency services. He visited the Boulder Community Health emergency room **161 times in 24 months**—nearly twice a week. After being placed in the All Roads Permanent Supportive Housing program, his ER visits **dropped to just 14** over the following three years. This represents a **94% reduction** in ER visits, saving the public healthcare system hundreds of thousands of dollars for a single individual.
- **Jude Sandoval's Story (The Human Case):** Profiled by KGNU radio, this story counters public stereotypes of the homeless population. Eusebio Jude Sandoval, who holds a bachelor's degree from CU Boulder and a master's in Fine Arts from Naropa University,

became chronically homeless in 2018 after a family crisis. He was housed through the All Roads PSH program and, with the stability of his own home and support from his caseworker, recently self-published his novel, "Blu". This story humanizes the client base and demonstrates that success is not just about cost-savings but about restoring dignity and potential.

VII. Analyst's Concluding Assessment and Future Outlook

Synthesis

All Roads (The Boulder Shelter for the Homeless) is a highly sophisticated, data-driven, and politically integrated organization. It has successfully navigated a complete strategic transformation over 40 years, evolving from a traditional grassroots shelter into the primary manager and executor of Boulder County's "Housing First" homeless response system. This model is not merely theoretical; it is supported by strong evidence of success, including exceptionally high housing retention rates (95% in its voucher program), measurable and dramatic cost reductions in public emergency services (a 94% ER visit reduction in its "John" case study), and a verifiable, system-wide reduction in the county's homeless population, which shrank 13% in 2024.

Core Vulnerabilities

Despite this success, the organization is defined by two profound vulnerabilities:

1. **Financial Dependence:** The organization's \$9.1 million budget is overwhelmingly dependent on public (city and county) contracts and grants, not private donations. As this analysis has shown, All Roads is a quasi-governmental entity. This makes its operational stability entirely subject to the political and budgetary winds of its government partners.
2. **Operational Brittleness:** The 2024-2025 funding cuts exposed a critical weakness. A relatively small 3% reduction in its overall budget (a \$280,000 grant cut) forced an 11% reduction in its most visible public-facing service: its shelter beds. This demonstrates that its "shelter" function operates with no financial margin and is the first to be cut, creating a significant public perception problem when it is forced to turn more people away.

External Threats and Strategic Outlook

All Roads is on the front lines of a national ideological battle. The "Housing First" model it champions is under direct and coordinated attack from a "Treatment First" counter-movement , which is gaining political traction locally and nationally.

The organization's PSH programs, like Bluebird, will continue to be a flashpoint for public safety complaints. The primary challenge for All Roads in the coming years will be *managing this narrative*. Its survival and growth depend on its ability to use data from its partners (like the BCH ER data) and its own longitudinal program data (like the 10-year improvement at Lee Hill) to prove to a skeptical public and to its political funders that high service utilization *inside* a PSH is a *success* and a significant cost-saver compared to the alternative of high service utilization *on the street*.

Final Assessment

All Roads has been demonstrably successful in executing its strategic "Housing First" mission, achieving measurable results that few other communities can claim. However, its very success has made it the face of a controversial and often misunderstood public policy. Its future viability depends not only on its continued programmatic performance but, perhaps more critically, on its ability to navigate the complex political, financial, and public-relations tightrope that comes with being a publicly-funded-but-privately-operated entity at the absolute center of a divisive social issue.

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