

SB59

**( ) USE COMMITTEE REPORT**

(11)

Date Referred: April 22, 1991

FURTHER REFERRALS:

Date of Committee Action: 5-14-91

The FINANCE Committee considered:

CSSB 59(FIN)

CS FOR SENATE BILL NO. 59 (FINANCE)

GOVERNOR'S COUNCIL ON THE HOMELESS

"An Act to establish the Alaska Interagency Task Force on the Homeless; and providing for an effective date."

**RECOMMENDATIONS:**

be replaced with HCS CSSB 59 (FIN)  the same title  a new title

have attached amendments(s)

do pass

do not pass

no recommendations

individual recommendations

additional referral to the \_\_\_\_\_ Committee

ADOPTS: \_\_\_\_\_ letter of Intent

ATTACHES NEW FISCAL NOTE(S): (Dept)

APPROVES PREVIOUS: (Dept/Date)

fiscal impact \_\_\_\_\_

fiscal note(s) LAA 2-11-91

zero fiscal note \_\_\_\_\_

zero fiscal note(s) Gov / 2-11-91  
HSS / 3-26-91

SIGNING <u>DO</u> PASS	DP	OTHER RECOMMENDATIONS	DNP	NR	AM
<i>Mike Navarre</i> Navarre	✓	<i>Bert Shand</i> Shand			
<i>Manu Boyer</i> Boyer	X	<i>Robert Phillips</i> Phillips			
<i>Tom Brown</i> Brown	✓	<i>Robert Larson</i> Larson			
<i>Harjo Koponen</i> Koponen	✓	<i>George Jacko</i> JACKO			
<i>Barnes Barnes</i> Barnes	X				
<i>F. Ulmer</i> Ulmer	X				

*Mike Navarre* NAVARRE  
CO-CHAIRMAN'S SIGNATURE

STATE OF ALASKA  
1991 LEGISLATIVE SESSION

Bill Version: CSSB 59 (FIN)

Publish Date: 3/26/91

Revision Date: \_\_\_\_\_ Department Affected: \_\_\_\_\_

Title: An act to establish the Alaska BRU: Public Assistance Administration

Council on the Homeless Component: Admin

Sponsor: Fahrencamp

Requestor: \_\_\_\_\_ COMPONENT SERIAL NO. 

	2	3	3
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Expenditures/Revenues: (Thousands of Dollars)

OPERATING	FY 92	FY 93	FY 94	FY 95	FY 96	FY 97
PERSONAL SERVICES	0	0	0	0	0	0
TRAVEL	0	0	0	0	0	0
CONTRACTUAL	0	0	0	0	0	0
SUPPLIES	0	0	0	0	0	0
EQUIPMENT	0	0	0	0	0	0
LAND & STRUCTURES	0	0	0	0	0	0
GRANTS, CLAIMS	0	0	0	0	0	0
MISCELLANEOUS	0	0	0	0	0	0
TOTAL OPERATING	0	0	0	0	0	0

CAPITAL	0	0	0	0	0	0
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REVENUE	0	0	0	0	0	0
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FUNDING: (Thousands of Dollars)

GENERAL FUND	0	0	0	0	0	0
FEDERAL FUNDS	0	0	0	0	0	0
OTHER	0	0	0	0	0	0
TOTAL	0	0	0	0	0	0

POSITIONS:

FULL-TIME	0	0	0	0	0	0
PART-TIME	0	0	0	0	0	0
TEMPORARY	0	0	0	0	0	0

Estimate of current-year impact: No fiscal impact.

ANALYSIS: (Attach a separate page if necessary.)

No fiscal impact.

Changes in CSSB 59 (Fin) have no fiscal impact. This fiscal note is appropriate.

3-26-91  
date

JU  
Compte Aide (initial)

Prepared By: Jan L. Hansen Phone: 465-3347

Division: Division of Public Assistance Date: 2/4/91

Approved by Commissioner: [Signature]

Agency: \_\_\_\_\_ Date: 2/4/91

Distribution (by preparer): Legislative Finance, Legislative Sponsor, Requestor, OMB, & Impacted Agency(ies).

FISCAL NOTE

No. 2

Bill Version: CSSB 59 (SA)

(S) Publish Date: 2-11-91

STATE OF ALASKA  
1991 LEGISLATIVE SESSION

Revision Date: 2/8/91 Department Affected: Office of the Governor  
 Title: "An Act to establish the Alaska Interagency Task Force on the Homeless; ." BRU: Commissions and Special Offices  
 Component: Alaska Interagency Task Force on the Homeless  
 Sponsor: Senator Fahrenkamp  
 Requestor: Senate State Affairs

COMPONENT SERIAL NO.	N	A		
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Expenditures/Revenues: (Thousands of Dollars)

OPERATING	FY 92	FY 93	FY 94	FY 95	FY 96	FY 97
PERSONAL SERVICES	-0-	-0-	-0-	-0-	-0-	-0-
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	-0-	-0-	-0-	-0-	-0-	-0-

CAPITAL						
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REVENUE						
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FUNDING: (Thousands of Dollars)

GENERAL FUND	-0-	-0-	-0-	-0-	-0-	-0-
FEDERAL FUNDS						
OTHER						
TOTAL	-0-	-0-	-0-	-0-	-0-	-0-

POSITIONS:

FULL-TIME	n/a	n/a	n/a	n/a	n/a	n/a
PART-TIME						
TEMPORARY						

Estimate of current year impact: none

ANALYSIS: (Attach a separate page if necessary.)  
 Task Force has been placed under the jurisdiction of the legislative council and therefore has no fiscal impact on the Office of the Governor

Prepared By: Michael A. Nizich, Director Phone: 465-3616  
 Division: Division of Administrative Services Date: 2/8/91  
 Approved by Commissioner: D. Max Hodel, Chief of Staff  
 Agency: Office of the Governor Date: 2/8/91

Distribution (by preparer): Legislative Finance, Legis Changes in CSSB 59 (FIN) Agency(ies).  
 Rev 10/90 have no fiscal impact. This fiscal note is appropriate. Page 1 of 1

FN - A Gov. Office

3-26-91 (11)

FISCAL NOTE

No. 3

Version: CSSB 59(SA)

(S) Publish Date: 2-11-91

STATE OF ALASKA  
1991 LEGISLATIVE SESSION

Revision Date: \_\_\_\_\_  
 Title: \*An Act to establish the Alaska Interagency Task Force on the Homeless;...  
 Sponsor: Senator Fahrenkamp  
 Requestor: Senator Fahrenkamp

Department Affected: Legislative Affairs Agency  
 BRU: Legislative Council  
 Component: Council and Subcommittees

COMPONENT SERIAL NO:

Expenditures/Revenues: (Thousands of Dollars)

OPERATING	FY 92	FY 93	FY 94	FY 95	FY 96	FY 97
PERSONAL SERVICES	50.9	0	0	0	0	0
TRAVEL	7.2	0	0	0	0	0
CONTRACTUAL	8.0	0	0	0	0	0
SUPPLIES		0	0	0	0	0
EQUIPMENT		0	0	0	0	0
LAND & STRUCTURES		0	0	0	0	0
GRANTS, CLAIMS		0	0	0	0	0
MISCELLANEOUS		0	0	0	0	0
<b>TOTAL OPERATING</b>	<b>66.1</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

CAPITAL	0	0	0	0	0	0
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REVENUE	0	0	0	0	0	0
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FUNDING: (Thousands of Dollars)

GENERAL FUND	66.1	0	0	0	0	0
FEDERAL FUNDS	0	0	0	0	0	0
OTHER	0	0	0	0	0	0
<b>TOTAL</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

POSITIONS:

FULL-TIME	1	0	0	0	0	0
PART-TIME	0	0	0	0	0	0
TEMPORARY	0	0	0	0	0	0

Estimate of current year impact: \_\_\_\_\_

ANALYSIS: (Attach a separate page if necessary)

see attached page.

Changes in CSSB 59 (Fin) have no fiscal impact. This fiscal note is appropriate.

3-26-91

date

JKU

Comte Aide (initial)

Prepared By: Pamela A. Stoops, Director

Division: Administrative Services

*Pamela A. Stoops*

Phone: 465-3850

Date: 2/8/91

Approved By: Warren W. Endicott, Executive Director

Agency: Legislative Affairs Agency

*Warren W. Endicott*

Date: 2/8/91

Distribution (by preparer): Legislative Finance, Legislative Sponsor, Requestor, OMB, & Impacted Agency(ies).

It is anticipated the Alaska Interagency Task Force on the Homeless will need staff assistance as follows:

PERSONAL SERVICES

Researcher - Range 17A

\$3,006 x 12 months=	\$36,072
\$36,072 x 41% benefits	<u>\$14,835</u>
	\$50,907

50.9

TRAVEL

It is anticipated there will be 2 meetings of the Alaska Interagency Task Force on the Homeless. Travel for the majority of the sixteen members will be absorbed within their existing travel budgets. Travel is being requested for the following members of the task force: two members from the Alaska Coalition for the Homeless and two members, one each from two communities that have an identified homeless population. Also travel for above mentioned staff.

2 meetings x 4 task force members & 1 staff at 3 days each  
airfare - 2 meetings x 5 individuals = 10 airfares

10 airfares x \$435=	\$4,350
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per diem - 2 meetings x 5 individuals= 10

10 x 3 days per diem= 30
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30 x \$95=	<u>\$2,850</u>
	\$7,200

7.2

CONTRACTUAL

Phones and postage - \$500 a month x 12 months= \$6,000

6.0

Advertising - advertising of public notice of meetings - \$1,000

1.0

Printing - of report - \$1,000

1.0

HOUSE CS FOR CS FOR SENATE BILL NO. 59 (FINANCE)

IN THE LEGISLATURE OF THE STATE OF ALASKA

SEVENTEENTH LEGISLATURE - FIRST SESSION

BY THE HOUSE FINANCE COMMITTEE

Offered:

Referred:

Sponsor(s): SENATORS FAHRENKAMP, Uehling, Pourchot, Rodey, Menard, Collins

A BILL

FOR AN ACT ENTITLED

1 "An Act to establish the Alaska Interagency Task Force on the Homeless; and providing  
2 for an effective date."

3 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

4 \* Section 1. FINDINGS. The legislature finds that

5 (1) homelessness is gradually being recognized as a significant and widespread problem  
6 in both urban and rural parts of the United States, including Alaska;

7 (2) the diverse causes and characteristics of homelessness are endemic to various  
8 combinations of overlapping factors including unemployment, underemployment, deinstitutionalization,  
9 mental illness, the lack of affordable housing, domestic violence, parentless children, and other less  
10 visible personal crises;

11 (3) the diversity of factors contributing to homelessness require combinations of programs  
12 and measures to relieve the causes and characteristics, including temporary shelters, social services,  
13 physical and mental health programs, long-term affordable housing, community development, and  
14 institutionalization;

1 (4) in order for the state to increase its effectiveness in the battle against homelessness,  
2 we must first understand the scope and nature of the problem and examine the responses to the problem  
3 that are currently being utilized by the federal government, our state government, and by the "third  
4 sector", private and nonprofit groups and organizations; and

5 (5) numerous states and the federal government have established councils or task forces  
6 on the homeless as an effective way to collect and exchange information and resources, reduce  
7 duplication of effort, identify ways in which the homeless may be better served and the homeless  
8 problem better addressed, and to develop a coordinated response to combat homelessness and to most  
9 effectively use limited resources;

10 (6) the needs of the homeless would be better served by the development of a field  
11 network to share professional and technical expertise among federal agencies, state agencies, local  
12 governments, and private and nonprofit organizations serving the homeless.

13 \* Sec. 2. ALASKA INTERAGENCY TASK FORCE ON THE HOMELESS ESTABLISHED. (a)  
14 The Alaska Interagency Task Force on the Homeless is established under the jurisdiction of the  
15 legislative council.

16 (b) The task force consists of 18 members appointed as follows:

17 (1) 16 members appointed by the legislative council as follows:

18 (A) three members from the Department of Health and Social Services who are  
19 the directors or program administrators or their designees in the following areas:

- 20 (i) mental health;
- 21 (ii) alcoholism and drug abuse; and
- 22 (iii) public assistance;

23 (B) one member from Alaska Legal Services;

24 (C) one member from the Department of Education who is the director or program  
25 administrator for adult education or the designee of the member;

26 (D) one member from the Department of Revenue who is the director or program  
27 administrator of the Alaska Housing Finance Corporation or the designee of the member;

28 (E) one member from the Department of Military and Veterans Affairs;

29 (F) one member who is the executive director of the Alaska State Housing  
30 Authority or the designee of the member;

31 (G) one member from the United States Department of Housing and Urban

1 Development;

2 (H) one member from the Alaska Council on Domestic Violence and Sexual  
3 Assault;

4 (I) one member from the Alaska Job Service;

5 (J) one member from the United States Department of the Interior, Bureau of  
6 Indian Affairs;

7 (K) two members from the Alaska Coalition for the Homeless; and

8 (L) two members, one each from two communities that have an identified  
9 homeless population; one member shall be from a community with a population of less than  
10 1,000 people;

11 (2) one member of the senate appointed by the president of the senate;

12 (3) one member of the house of representatives appointed by the speaker of the house  
13 of representatives.

14 (c) Members of the task force serve without compensation, but are entitled to per diem and travel  
15 expenses authorized for boards and commissions under AS 39.20.180.

16 \* Sec. 3. MEETINGS. The Alaska Interagency Task Force on the Homeless shall, when possible,  
17 meet by teleconference.

18 \* Sec. 4. DUTIES OF TASK FORCE. The Alaska Interagency Task Force on the Homeless shall

19 (1) collect and disseminate information relating to the homeless;

20 (2) study and report on the best means to establish a field network of professional and  
21 technical expertise to assist federal agencies, state agencies, local governments, and private and nonprofit  
22 agencies serving the homeless;

23 (3) recommend changes in statutes, regulations, procedures, and policy to reduce  
24 duplication of effort among federal, state, and local agencies; and

25 (4) review, monitor, evaluate, and recommend improvements in federal, state, and local  
26 programs to assist the homeless.

27 \* Sec. 5. POWERS OF TASK FORCE. The Alaska Interagency Task Force on the Homeless may  
28 request the cooperation, provision of technical assistance, and may utilize the services of executive  
29 branch departments, federal agencies, local governments, consultants whose advice is considered  
30 necessary to assist the task force in obtaining information, or any other person or entity to assist the task  
31 force in fulfilling its duties under this Act.

1 \* Sec. 6. REPORT AND RECOMMENDATIONS. (a) The Alaska Interagency Task Force on the  
2 Homeless shall submit to the legislature by the third day of the Second Session of the Seventeenth  
3 Alaska State Legislature a preliminary report of

4 (1) its proceedings for the previous year and its fulfillment of its duties under sec. 3 of  
5 this Act;

6 (2) its assessment of the nature and extent of the problems of the homeless in the state;

7 (3) the levels of state and local assistance necessary to meet their needs; and

8 (4) recommendations for legislative and administrative action to alleviate the problems  
9 of the homeless.

10 (b) The task force shall submit a final complete report no later than June 30, 1992.

11 \* Sec. 7. This Act takes effect July 1, 1991.

12 \* Sec. 8. This Act is repealed June 30, 1992.

# Alaska State Legislature

SENATOR BETTYE FAHRENKAMP  
CHAIRMAN, RESOURCES COMMITTEE  
119 N. CUSHMAN STREET, SUITE 201  
FAIRBANKS, ALASKA 99701  
OFFICE (907) 452-4882  
HOME (907) 456-2899



Senate

WHILE IN JUNEAU  
PO BOX V  
JUNEAU, ALASKA 99811  
CAPITOL, ROOM 125  
OFFICE (907) 465-3834  
HOME (907) 780-6027

## MEMORANDUM

TO: Representative Eileen MacLean  
Representative Mike Navarre  
Co-Chairs, House Finance Committee

FROM: Senator Bettye Fahrenkamp

DATE: April 23, 1991

SUBJECT: HCS CS SB 59 (HESS)  
"An Act to establish the Alaska Interagency Task Force on the Homeless; efd"

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### BILL SUMMARY:

- \* Establishes an 18-member task force made up of federal, state, municipal and non-profit providers of services to the homeless.
- \* Charges the task force with collecting and disseminating information relating to the homeless, recommending ways to reduce duplication of services, recommending ways to improve programs to assist the homeless, and studying and reporting on how to best establish a field network of professional and technical expertise to assist those serving the homeless.
- \* Requires a preliminary report to the Legislature at the beginning of session in 1992, and a final report on June 30, 1992 (the date on which the task force is terminated).

\*\*\*\*\*

Homelessness is a complicated issue. It is not just about being without shelter. To quote a recent report by the Council of State Governments, "The diversity of factors contributing to homelessness requires combinations of temporary shelter, social services, physical and mental health programs, long-term housing, community development and institutionalization."

This bill recognizes the difficulty of coordinating services to the homeless. The federal government and numerous states have found a council or task force to be an effective way to better use limited resources to combat homelessness.

Senate Bill 59 has the support of the Alaska Coalition for the Homeless, the Municipality of Anchorage, and the Governor. In your packets you will find excerpts from some of the source documents I used in drafting this bill, and I would be happy to provide you with more information if you wish. I strongly urge your support for SB 59.

April 19, 1991


by the House Health, Education and Social Services Committee

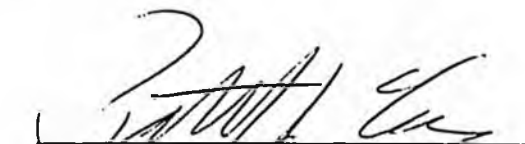
**Letter of Intent  
for  
HCS SCS SB 59 (HES)**

The House Health, Education and Social Services committee believes the problem of homelessness must be addressed statewide and not simply focused on the larger communities.

The Council on State Governments 1989 Report on Homelessness in the States identifies differences in homelessness among rural areas and recommends these needs be addressed along with the urban homeless. The committee feels the best way to insure that is done is to appoint one member who does represent rural Alaska.

It is therefore the intent of the House Health, Education and Social Services Committee that the Speaker of the House and the President of the Senate, in making the legislative appointments to the Interagency Task Force on the Homeless, consult with one another and assure that at least one of the legislators appointed is a member representing Bush Alaska, specifically a district which includes a number of very small rural villages.

  
Representative Georgianna Lincoln  
Co-Chair

  
Representative Pat Carney  
Co-Chair

# STATE OF ALASKA

**OFFICE OF THE GOVERNOR**

OFFICE OF MANAGEMENT AND BUDGET

WALTER J. HICKEL, GOVERNOR

P.O. BOX AM  
JUNEAU, ALASKA 99811-0199  
PHONE: (907) 465-3568

Hickel Administration Position on CSSB 59 "An Act to establish the interagency task force on the homeless."

Governor Hickel recognizes the serious problem of homelessness in Alaska's cities and towns and that state government has a role in any solution. He is also committed to reducing the number of permanent boards, commissions and councils funded by state government. Therefore the administration endorses the approach taken in CSSB 59, which establishes the "Alaska Interagency Task Force on the Homeless" to be funded for one year as opposed to earlier versions which would have established a longer-term "council."

# Alaska Coalition for the Homeless

Approved Resolution No. 91-2

(Supporting the Speedy Passage of Senate Bill 59)

**WHEREAS** the Alaska Coalition for the Homeless recognizes an increasing homelessness problem in Alaska's urban areas; and

**WHEREAS** the factors contributing to our state's homelessness include the lack of affordable housing in both urban and rural areas, as well as unemployment, under-employment, domestic violence, mental illness, alcohol and other substance abuse, and runaway and throwaway children; and

**WHEREAS** the solution to homelessness requires a partnership among government, public and private, non-profit and for-profit agencies, as well as homeless persons; and

**WHEREAS** the services needed to relieve the emergency of homelessness include shelter, food, clothing, physical and mental health care, counseling and social service access assistance; and

**WHEREAS** the elimination of homelessness will require the development of transitional housing with support services as well as an increase in low income, permanent housing; and

**WHEREAS** there is a need to gather additional, specific information and data on homelessness in Alaska and to identify and prioritize a coordinated response aimed at its elimination; therefore,

**BE IT RESOLVED** that the Alaska Coalition for the Homeless supports the creation of an Alaska Interagency Task Force on the Homeless in order to bring together the various entities who serve the homeless; and

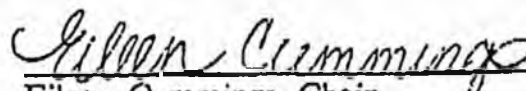
**BE IT FURTHER RESOLVED** that the Alaska Coalition for the Homeless supports the mission of the Task Force, to-wit: to collect and disseminate information relating to the homeless; to recommend ways to reduce duplication of services and ways to improve programs to assist the homeless; to study and report on how best to establish a field network of professional and technical expertise; and to recommend changes to statutes and regulations in order to better meet the needs of the homeless; and

**BE IT FURTHER RESOLVED** that the Alaska Coalition for the Homeless encourages the Alaska Legislature to pass Senate Bill 59 as quickly as possible, so that this important work can begin without delay; and

**BE IT FURTHER RESOLVED** that the Alaska Coalition for the Homeless encourages Governor Hickel to continue to support Senate Bill 59, and thanks Governor Hickel for his strong support of the measure to date.

**COPIES OF THIS RESOLUTION** shall be sent to the Honorable Richard Eliason, President of the Alaska Senate; and to the Honorable Ben Grussendorf, Speaker of the Alaska House of Representatives; and to the Honorable Walter J. Hickel, Governor of Alaska; and to all other members of the Alaska Legislature.

**PASSED AND APPROVED THIS 19th DAY OF MARCH, 1991.**

  
Eileen Cummings, Chair

- States should act immediately to identify and use available resources to meet the emergency needs of the homeless.

*Regardless of policy and procedural complications, and irrespective of personal predicament, each state's homeless population must be provided with food, clothing, shelter and medical care as an initial step toward remedying homelessness. With diminishing federal assistance, states will have to assume increasing responsibility as domestic policy-makers and support service providers. As such, states will have to act as the pivotal point for supporting and collaborating with, local governments, non-profit organizations and the private sector in addressing the immediate needs of their homeless.*

- States must determine the causes of their homelessness problem and the characteristics of their homeless populations.

*It is critical that states recognize homelessness as a complex problem with many causes and diverse characteristics, and understand that each state's homeless population is unique. Many persons are homeless as a result of a series of overlapping personal crises, rather than a single problem, such as mental illness, unemployment or the unavailability of affordable housing. Each state must assess the nature and composition of its homeless constituency before it can decide what must be done to remedy the problem.*

- States must examine the scope of their homelessness problem and determine the size and growth rates of their homeless populations.

*It is critical that states develop reliable methods for gathering primary data at the state and*

*local levels, rather than extrapolating information from national reports or limited local case studies. Given the complex, diverse and changing nature of homelessness as a policy problem, it is unlikely that inferences, generalizations and statistical models will prove useful tools for states as they attempt to remedy and prevent homelessness. Moreover; in most states, the size and diversity of their homeless populations will determine whether the most effective remedies and preventive measures for homelessness are by way of policy-making, procedural adjustments or a combination of these processes.*

- States should identify the fiscal, informational and organizational resources in a variety of areas (employ-

## Policy Recommendations

**ment, housing, mental health care, social services and education) that are being used or could be used to help reduce and prevent homelessness.**

*The resulting inventory of resources should be used to diversify funding sources; gather data from public, private and non-profit sources; and coordinate communication among those groups, organizations and agencies. It is important that states maintain these networks and resource inventories in order to react intelligently to changes in the causes of homelessness, as well as the homeless populations themselves.*

Continued on page 26

from the CSG report, "Homelessness in the States"

(Attached is an excerpt from MOA's  
Task Force report.)

**MUNICIPALITY OF ANCHORAGE**

**TASK FORCE ON EMERGENCY SHELTER  
AND THE HOMELESS**

**FINAL REPORT**

**DECEMBER, 1990**



**TOM FINK, MAYOR**

### CHARACTERISTICS OF THE HOMELESS POPULATION IN ANCHORAGE

Indications are that the homeless population is not one homogeneous group. Rather, it is comprised of many subgroups which may be categorized as single men, single women, single parents with children, unwanted and runaway children, and families. It also includes the elderly, the chronically and seriously mentally ill, alcohol and other drug abusers, and the disabled.

The homeless population in Anchorage includes all racial groups, but is primarily comprised of Caucasians, Alaska Natives and Blacks. However, the percentage of Alaska Natives and Blacks in the homeless population is disproportionately high compared to the percentage of Alaska Natives and Blacks in Anchorage's general population.

Economically, it is estimated that about 30% of the homeless population seen at the Brother Francis Shelter could afford to pay for low-cost housing if it were available. Many of the homeless are marginally employable with no transportation, while others are low skilled chronically unemployed. A growing number of the homeless are transient job seekers new to Anchorage. Some are newly unemployed with limited or severely depleted resources. More and more are recently homeless because of raised rental housing costs.

Educationally, many of the homeless are marginally educated and others are functionally illiterate.

It is estimated that about 70% of those who use the Brother Francis Shelter and 85% of those who use the Anchorage Rescue Mission are substance abusers.

Chronically and seriously mentally ill people also make up a portion of Anchorage's homeless population. The deinstitutionalization movement which began 25 years ago affected commitment laws. Today, many people who need institutionalization the most are often not required to get help. Nor do many of them want help. Their refusal comes in part from the nature or symptoms of their illness: grandiose thinking, delusions of invincibility, paranoid schizophrenia, refusal to comply with treatment or take medication, or an inability to function in or qualify for existing service settings. Locally, as well as nationally, it is estimated that 33% of the homeless population falls into this category.

Medical and health problems are often associated with homelessness. For some, insurmountable medical bills force them into poverty and homelessness. For others, marginal income and lack of medical insurance cause them to not get treatment for medical problems, leading eventually to disability or incapacity and a resultant loss of income and affordable housing. Still others are brought to Anchorage from throughout the State for medical treatment, but lack the resources to return to their homes, so they become part of Anchorage's homeless population for indefinite periods of time. They are temporarily homeless due to circumstance.

Dysfunctional families are a major contributor to the homeless population in Anchorage. Unwanted or runaway children often find themselves on the street without a place to call home. Domestic violence and abuse often cause women and their children to leave permanent residences and seek safe shelter elsewhere.

## FINDINGS OF TESTIMONY PRESENTED

The following "findings" were derived from testimony presented to the Task Force by agency representatives and private individuals. The Task Force has not verified the statistics or representations of "fact" as presented but, for the most part, has no reason to doubt their validity.

### EMERGENCY SHELTERS

- The demand for emergency shelter is far greater than the supply of available beds. More women with children and families need shelter than ever before.
- Shelters are not housing, yet more people are staying longer in shelters than ever before. They have become quasi-housing for many of the homeless.
- 60% of the White males in shelters are veterans; 45% of Alaska Native males in shelters are veterans. Alaska has the highest number of veterans per capita in the U.S..
- The Brother Francis Shelter, operated by Catholic Social Services, can accommodate 200 people in a warehouse setting; additionally, on an emergency basis, up to 50 women will be provided nighttime shelter at Bean's Cafe. The San Francisco House, adjacent to the Brother Francis Shelter, can accommodate 12-15 seniors.
- McKinnell House, operated by the Salvation Army, provides emergency shelter, meals, and some support services to individuals and families. Capacity varies depending on the number and composition of families, although the maximum allowed capacity is 45. There are 4 family rooms, one women's dormitory with 7 beds, and a men's dormitory with 6 beds. An area set aside as a play area for residents and their children can be used as another family room. Applicants for shelter must demonstrate active efforts to help themselves by seeking employment or, if unable to work, by applying for public assistance.
- Clare House, operated by Catholic Social Services, provides emergency shelter and meals for women and their children. Assistance in seeking employment, independent living situations, and other community services is also provided. Clare House has one 32-bed dormitory for women and children, and a separate 4-bed room for families. In September, they turned away 24 women and 47 children; in October, they turned away 12 women and 48 children.
- Abused Women's Aid in Crisis (AWAIC) provides shelter and a safe living environment for women and their children who are in danger of becoming or are victims of domestic violence. Their facility has a 52-bed capacity, but as many as 63 women and children have been housed at one time. Residency is limited to five weeks. They had a 27% increase in shelter services provided in 1990 over 1989.

- Since 1972, the Alaska Youth and Parent Foundation has provided residential and outpatient services to youth and families at risk. A 5-bed shelter facility accommodates runaway and homeless youth, and a 15-bed facility is available for emergency placement. Shelter residents are offered a day program that teaches life skills to youth not enrolled in school. They serve 1,000 youth per year, of which 250 are homeless. 90% are drug users.
- The Anchorage Rescue Mission, a church-supported service for men and women since 1965, provides shelter and three meals a day. They expect to be fully operational in January of 1991 at their new location on Tudor Road. At that time, they will have the capacity to accommodate 100 people in one men's dormitory, one women's dormitory, and 2 family rooms. Chapel attendance is mandatory.
- Covenant House is operated by the national Covenant House program. It provides a 40-bed shelter for runaway and homeless youth. Meals, outreach, counseling, and other services are provided. Over the past two years, they have served 1200 youth, of which 350 were 18 or older. 1/3 of their clients go back to their homes, 1/3 go to semi-independent or independent living situations, and 1/3 go back to the streets.
- A limited program exists through which hotel and motel operators house the homeless on an emergency basis at free or reduced rates for limited periods of time. There is no mechanism to accept private contributions to help finance such a program.
- Catholic Social Services has eleven programs that serve the homeless. In addition to those already mentioned, the St. Francis House provides emergency relief. They also sponsor an Immigration/Refugee Assistance Program; a pregnancy support group; McCauley Manor, a facility for young, "throwaway" girls; a sliding fee special needs day care program; a special needs respite program; and a sliding fee counseling program.

#### TRANSITIONAL HOUSING

- Eagle Crest is a "dry hotel" operated by the Salvation Army. Although primarily a commercial hotel, approximately 15% of their clientele are people in transition from jail or an alcohol treatment facility. Total capacity is 83. There are 18 single rooms, 9 doubles, 9 triples, and 5 four-person rooms. One single is designated for handicapped use but does not serve that function well. The women's wing has a capacity of 25.
- The Alaska Women's Resource Center operates New Dawn, a residential treatment program for chronic alcoholic and public inebriate women and their children. They have a 10-bed shelter and provide extensive support services to the New Dawn clients, as well as others.
- Southcentral Counseling operates an 18-bed facility for the mentally ill homeless. Ten beds are designated for therapy and rehabilitation, the "half-way house" function; eight are used for short-term respite care to prevent hospitalization. Their transitional Living Center provides supervision for approximately 70 clients living in semi-independent apartments.

- Touchstone is a non-profit agency, started by a group of concerned Christians, which operates a 6-bed residential unit for homeless men. The residents are selected from among the general homeless population. Residents are required to have jobs and to help pay for the operating expenses of the facility. The average length of stay is 4-8 months. During that time, residents develop living skills through a supervised program.
- Jack's Place, in existence for five years, currently serves 230 men per month with food, shelter, and sundry essentials in residences self-managed by the clients. 100 men are turned away each month. 60% of the clients come from the jail system and 85% have a substance abuse problem. Based on AA's 12-step model, the residents are expected to participate in regular meetings which encourage the building of self-pride and self-respect.
- The Alaska Youth and Parent Foundation has recently acquired HUD homes and federal funding for transitional living and drug prevention programs for older homeless youth. Their capacity is 10 beds for the new programs.
- Anchorage has a lack of transitional housing, both single-room-occupancy (SRO) units and family units. These are needed to free up shelter space.
- The consequences of homelessness do not allow many long-term homeless to successfully enter into affordable housing because of the characteristics and survival patterns they develop over many years. Their transition may involve many failures along the way and, for many, cannot be achieved without transitional housing opportunities.
- Abbott Loop Christian Center has 10 homes which it is leasing from HUD for \$1/year. Although each home could serve approximately 4-6 people, they currently have only 6 people living in their homes. In their program, one of the clients in each home will act as a "provider," being a friend to one or two other residents in a self-help environment. Their job is to find other poor people to live in the home, love and respect the other clients, and help them with their strategic and emotional needs. This program has, however, encountered neighborhood opposition to housing the homeless.
- Alaskans Care is an organization that has access to housing but is struggling to find a sponsor that will provide their IRS 501(c)(3) status and liability coverage to Alaskans Care. Their stated mission is to provide resources beyond those provided by public assistance to help the homeless become self-sufficient. These resources would include housing, child care and other support needed to do more than engage in a daily struggle for food and warmth. The Alaskans Care program wishes to provide a drug and alcohol-free living environment, achievement of a first stage life goal over the period of a year, establishment of an extended family-like self-help environment, and safe and affordable housing.

#### SUPPORTIVE HOUSING

- For some of the subgroups of the homeless, especially the mentally ill, the reality is that they may need lifelong services in order to survive outside of institutional settings.

- ASHA administers 30 Section 8 Certificates of Family Participation which are dedicated to high-level functioning chronically ill persons. The certificates provide rental assistance which enables them to attain semi-independent living status through supervised occupancy of privately owned units located throughout the Anchorage area. An additional 100 mentally ill are housed in rental units subsidized by Section 8 Certificates or Vouchers which are not dedicated exclusively for use by the mentally ill.

### LOW-COST HOUSING

- The Alaska State Housing Authority (ASHA) is the only public housing authority in Alaska. In Anchorage, they have the capacity to assist with 569 units for conventional low rent, 137 units for Section 8 new construction, and 1,456 units for Section 8 existing fair market rentals. Programs are funded through HUD and, since they have no State funding, they are subject to federal regulations. 1,000 people are on their waiting list for housing assistance in Anchorage. The current housing problems in Anchorage are from diminished stock of public housing due to owners who have abandoned their property, demolition of single room hotels, low cost rentals being taken off line, and recent increases in rental rates.
- Affordable low-cost housing is needed, but there is also a need for good strategies and a coordinating agency to bring it all about.
- ASHA has a surplus of Section 8 Certificates which can help families pay for housing, but there are not enough landlords who will accept them. Also, there is a gap between the maximum amount of rent that ASHA can pay and the actual rental rates now being charged.
- Non-fiscal issues which must be dealt with include zoning, siting, incentives to developers and landlords, neighborhood attitudes, building standards and codes, and coordination of communication among housing and service providers and funding agencies and institutions.
- Eligibility standards for housing assistance, as well as other support services such as Medicaid, are obstacles that restrict client access to resources.

### COMMUNITY RESOURCES/INVOLVEMENT

- Bean's Cafe is a non-profit organization, adjacent to the Brother Francis Shelter, that provides two hot meals and a snack daily, as well as day shelter and limited social services for homeless and impoverished people in Anchorage. They served over 272,485 hot meals and sandwiches in FY90. In 1985, they served an average of 385 meals in a day. In 1990, they served 393 people at one meal recently.
- The Association for Stranded Rural Alaskans in Anchorage (ASRAA) is a non-profit organization established to prevent rural people from becoming stranded and victimized in Anchorage. They help individuals and families who are in Anchorage primarily due to medical emergencies, obtain shelter, local transportation, and return air fare. ASRAA helped 305 people obtain shelter in FY90. Last year, 75% of their clients were referred by hospitals and 15% were receiving out-patient medical care. Some were domestic violence victims fleeing from rural areas for safety. Current referrals are up 25% over last year.

- The Municipality of Anchorage maintains an Emergency Services Office to assist people in crisis to find shelter and other emergency assistance. This office uses Stewart B. McKinney Emergency Shelter Grant Program money to provide emergency services to persons in need of temporary shelter or who need emergency rental and utility assistance. Between May, 1989 and April, 1990, 1,549 people, including 724 children, were served by this program.
- There are many dysfunctional families in Anchorage, and homelessness seems to go from one generation to the next. Many abused and neglected children grow up and become part of the homeless population.
- Homelessness in Anchorage is a statewide and federal problem, not just a local problem.
- Better case management is needed at ASHA to reduce their waiting list and at Public Assistance to reduce the number of evictions.
- Community resources and support services are needed for all of the subgroups identified among the homeless population. To name a few, these subgroups include families with children, single men and women, youth, the elderly, the disabled, the chronically and seriously mentally ill, alcoholics and addicts, dual-diagnosed mentally ill, runaways, throwaways, abused children and women, veterans, the illiterate, the chronically unemployed, stranded, medically indigent. The nature of the support services and the intensity of the application need to fit the subgroup. Some services may be short and intense, while others will be of long duration and low-level intensity.
- There is no integrated approach to the homeless problem in Anchorage, and no broad-based community involvement and support. There are no partnerships which move beyond coalitions and networking to lobby for, provide legal action for, or coordinate service strategies or financing for the homeless.
- Networking resources and services is complex in Anchorage when eligibility criteria do not match, i.e., detox is considered complete at the Clitheroe Center after 90 days, but JTPA requires 6 months of sobriety to qualify for job training.
- As agencies successfully help and treat alcoholics and the homeless, service needs will be created elsewhere within the community's service system. These impacts and demands should be planned for.
- There is inadequate life skills training, training in how to find and keep a job, and training on how to be a good tenant in the schools. There are also inadequate opportunities for adults to receive such training.
- There is no central plan for solving Anchorage's homeless problems, or a clearinghouse for statistics and resources regarding the homeless.
- There is no inventory of the money and facilities already available to help the homeless in Anchorage. There may be some duplication of services and there may be ways to consolidate services to make available funds go further.

- Government approval agencies which deal with programs for the homeless have not met to identify barriers to moving ahead, and to facilitate solutions to the problems of the homeless.
- Programs which offer training and rehabilitation for the homeless are underutilized. Better utilization could lead to job skills so that the homeless might become employed and be able to afford their own housing. Private sector involvement is essential to provide jobs for the homeless.
- The lack of affordable, accessible day care is encountered by many low-income people.
- Existing and expanded literacy programs need to be more accessible to the homeless so that they can become more employable. Many of the homeless are marginally educated and marginally employable. Their skills need to be improved so they can improve their standard of living.

#### CHURCH AND CIVIC INVOLVEMENT

- There are many churches, religious and civic organizations already providing services to the homeless, but there is no available inventory of who is doing what.
- The Interfaith Clearinghouse is a coalition of about 50 religious and other organizations in the community that network with community social service agencies to provide basic human needs not covered by other programs.

#### FINANCIAL ISSUES

- There are intricate and complex mechanisms that must be gone through to access and apply for financial resources to provide transitional and low-cost housing for the homeless. There is a need for the process to be made simpler, and for coordination among funding agencies and institutions.
- The mission of the Alaska Housing Finance Corporation (AHFC) is to develop and implement fiscally responsible policies and programs that innovatively anticipate housing needs and provide financing to meet those needs statewide. They have the means and expertise to help package, leverage and facilitate financing.
- The federal government acknowledged its responsibility to fulfill a role in meeting basic human needs by passing the Stewart B. McKinney Homeless Assistance Act in 1987. This Act established several programs, some of which are administered by HUD. HUD programs include the Emergency Shelter Grants Program, Section 8 Moderate Rehabilitation Assistance Program for SRO dwellings, and three grant programs. 5 homeless providers in Alaska just received \$1.5 million in grants. HUD also initiated their 51-year lease program for qualifying non-profit groups who are homeless providers. 32 properties are under lease statewide now. The lease is renewable at the same rate for up to three years, after which the property may be purchased for 10% under the fair market value or returned to HUD.

- Anchorage Neighborhood Housing Services (ANHS) has been operating since 1982. They forge public/private partnerships to provide affordable housing. They target housing as well as neighborhood revitalization projects through various financing and program strategies. So far, they have leveraged \$39 million into Spenard, Government Hill, and Nunaka Valley. They can assist with financing packaging and with strategies for both short term and longer term housing solutions.
- There is a growing body of literature on all sorts of financial practices and packages for solutions to homelessness. Some require long-term commitments.
- Social Services Block Grant funding is needed to fund services to the homeless. There is no stable funding for agencies which deal with the homeless.
- Current welfare regulations prohibit people from saving money, so they can never get far enough ahead to have two month's rent for an apartment, plus money for utility deposits.
- There are many federal and private sources of funds available to deal with problems associated with the homeless. Local agencies need this information so that they can form coalitions to cooperatively apply for the funds.
- Health care problems can lead to homelessness if people do not have adequate medical insurance coverage.

#### **TRANSPORTATION FOR THE HOMELESS**

- Many people find themselves homeless in Anchorage because they lack the funds to return to their homes elsewhere. Many come here for medical reasons or the lure of a job which does not materialize, but then cannot afford the plane fare to return to their homes.
- Most homeless people cannot afford public transportation.

#### **ALCOHOL AND HOMELESSNESS**

- Existing rehabilitation programs for alcohol and other drug problems are not adequate to meet the need. Alcohol and other drugs are often contributing factors to homelessness.
- There are now insufficient facilities for public inebriates.
- A change in the current involuntary commitment laws for public inebriates could have an impact on the homeless population.
- It is estimated that 70% of the Brother Francis Shelter clients suffer from addictions of one kind or another, mostly alcoholism.
- Over the last 12 months, the 6th Avenue Jail has housed 500 inebriated people brought to them under Section VIII of the Alaska Statutes, which states that a person may be housed in a correctional facility for a period of up to 12 hours as a place of last resort.

- 40%-60% of the people served by the Salvation Army programs are second generation chemically dependent, with third generation children at risk for the same.
- 36% of the adults served by Clare House during FY90 had substance abuse problems.
- There are inadequate secure facilities for substance abusers and detox clients who do not meet the criteria for institutionalization or incarceration.

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# An excerpt from the Council of State Governments report, "Homelessness in the States"

## Introduction

During the early 1980s, the "street people" began to appear in America. They appeared in newspaper human interest stories and on the six o'clock news. The media found them on the sidewalks of the nation's cities — hungry, ragged and homeless. Not just skid-row bums or vagrants, they were a new population of Americans without homes or even places to sleep. During the news coverage they evolved from the cities' "street people" to the nation's "homeless." They became a public concern, their plight was politicized and the issue of their homelessness became a point of argument in the resurrected debate over American domestic policy on economics, housing, health care, social services and education.

From 1983 to 1989, elected officials, government agencies, advocacy groups, non-profit organizations and the media observed the homeless, with the hope of finding the causes and cures for their predicament. But each year, the number of homeless and the complexities of homelessness appeared to be greater than before.

Slowly, many observers have recognized homelessness as a significant and widespread problem in both urban and rural America. The diverse causes and characteristics of homelessness are endemic to various combinations of overlapping factors including unemployment, underemployment, mental illness, the unavailability of affordable housing, domestic violence, parentless children and other less visible personal crises

The national domestic policies of the 1980s have cast the federal government in a relatively limited and passive role, and it is unlikely that role will be significantly altered in the near future. By predicament or by choice, states now are in the position to assume greater responsibility for domestic programs, and subsequently, to take action — individually and collectively — on domestic issues such as homelessness. As states reemerge as the pivotal level of government, they will need to intervene directly, collaborate with other levels of government, coordinate their own efforts, and move the federal government toward a position of increased cooperation and support.

Mindful of that scenario, the Council of State Governments (CSG) conducted a national survey on homelessness in the states during the latter part of 1988 to gather existing data and information from officials in the best position to develop valid and useful perspectives on homelessness in their individual states. Six groups of public officials in each of the 50 states were queried: governors' offices; legislative committee chairmen; community affairs agen-

cies; health, social service and human resource agencies; legislative service and research agencies; and state budget offices. The purpose of the survey was to take a "point-in-time" approach to a problem that is evolving in the states, and evaluate the results within the context of the current literature and findings on homelessness.

The survey information produces a snapshot of homelessness in the states as it existed and was viewed in the latter half of 1988. This report presents that picture as a base of knowledge in a quick-reference format. Individual sections offer an analysis of homelessness across the states; the collective perspectives of state officials; a profile of each state, containing state officials' views and state initiatives, legislation and publications that pertain to homelessness; and a forecast with recommendations. It serves as a starting point — a point of reference — from which states can view their own homelessness problem from different perspectives, understand what other states are doing, escalate policy discussion and act positively based on their knowledge of existing conditions.

For states to do so, however, they must understand the scope of the problem and the re-

## Homelessness in the States

sponses to homelessness thus far from the federal government, the "third sector," comprised of private and non-profit groups and organizations, and the states themselves. More importantly, they must begin by understanding the causes of homelessness and the characteristics of the homeless.

### Causes of Homelessness — Characteristics of the Homeless

The causes of homelessness and characteristics of the homeless are so interrelated that they are virtually inseparable. Unemployment or underemployment may prevent homeless persons from being able to obtain affordable housing, just as not having a place to live may restrict employment opportunities. Similarly, mental illness without institutional or community outpatient health care may lead to homelessness, just as the stress and anxiety created from living without food, shelter and protection can cause psychological dysfunction. Alcohol-