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WORK DRAFT

7-LS0325G

Luckhaupt

2/7/91

SENATE BILL NO. 59 ()

THE LEGISLATURE OF THE STATE OF ALASKA

SEVENTEENTH LEGISLATURE - FIRST SESSION

BY

Offered:

Referred:

Sponsor(s): SENATOR FAHRENKAMP

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 16 members appointed by the legislative council as follows:

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

19 (A) mental health;

20 (B) alcoholism and drug abuse; and

21 (C) public assistance;

22 (2) one member from the Department of Community and Regional Affairs who is the
23 director or program administrator for rural development or the designee of the member;

24 (3) 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 (4) one member from the Department of Administration who is the director or program
27 administrator of the office of public advocacy or the designee of the member;

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

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

31 (7) one member from the United States Department of Housing and Urban Development;

- 1 (8) one member from the Alaska Council on Domestic Violence and Sexual Assault;
2 (9) one member from the Alaska Job Service;
3 (10) one member from the United States Department of the Interior, Bureau of Indian
4 Affairs;
5 (11) two members from the Alaska Coalition for the Homeless; and
6 (12) two members, one each from two communities that have an identified homeless
7 population.

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

10 * Sec. 3. DUTIES OF TASK FORCE. The Alaska Interagency Task Force on the Homeless shall

- 11 (1) collect and disseminate information relating to the homeless;
12 (2) study and report on the best means to establish a field network of professional and
13 technical expertise to assist federal agencies, state agencies, local governments, and private and nonprofit
14 agencies serving the homeless;
15 (3) recommend changes in statutes, regulations, procedures, and policy to reduce
16 duplication of effort among federal, state, and local agencies; and
17 (4) review, monitor, evaluate, and recommend improvements in federal, state, and local
18 programs to assist the homeless.

19 * Sec. 4. POWERS OF TASK FORCE. The Alaska Interagency Task Force on the Homeless may
20 request the cooperation, provision of technical assistance, and may utilize the services of executive
21 branch departments, federal agencies, local governments, consultants whose advice is considered
22 necessary to assist the task force in obtaining information, or any other person or entity to assist the task
23 force in fulfilling its duties under this Act.

24 * Sec. 5. REPORT AND RECOMMENDATIONS. (a) The Alaska Interagency Task Force on the
25 Homeless shall submit to the legislature by the third day of the Second Session of the Seventeenth
26 Alaska State Legislature a preliminary report of

- 27 (1) its proceedings for the previous year and its fulfillment of its duties under sec. 3 of
28 this Act;
29 (2) its assessment of the nature and extent of the problems of the homeless in the state;
30 (3) the levels of state and local assistance necessary to meet their needs; and
31 (4) recommendations for legislative and administrative action to alleviate the problems

1 of the homeless.

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

3 * Sec. 6. This Act takes effect July 1, 1991.

4 * Sec. 7. This Act is repealed June 30, 1992.

CS FOR SENATE BILL NO. 59 ()
IN THE LEGISLATURE OF THE STATE OF ALASKA
SEVENTEENTH LEGISLATURE - FIRST SESSION

BY

Offered:
Referred:

Sponsor(s): SENATOR FAHRENKAMP

A BILL

FOR AN ACT ENTITLED

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

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

4 * Section 1. AS 44.19 is amended by adding new sections to read:

5 ARTICLE 18. ALASKA INTERAGENCY COUNCIL ON THE HOMELESS.

6 Sec. 44.19.601. ALASKA INTERAGENCY COUNCIL ON THE HOMELESS
7 ESTABLISHED. The Alaska Interagency Council on the Homeless is established in the Office
8 of the Governor.

9 Sec. 44.19.606. COMPOSITION. (a) The council consists of 16 members appointed by
10 the governor as follows:

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

13 (A) mental health;

14 (B) alcoholism and drug abuse; and

- 1 (C) public assistance;
- 2 (2) one member from the Department of Community and Regional Affairs who
- 3 is the director or program administrator for rural development or the designee of the member;
- 4 (3) one member from the Department of Education who is the director or program
- 5 administrator for adult education or the designee of the member;
- 6 (4) one member from the Department of Administration who is the director or
- 7 program administrator of the office of public advocacy or the designee of the member;
- 8 (5) one member from the Department of Military and Veterans Affairs;
- 9 (6) one member who is the executive director of the Alaska State Housing
- 10 Authority or the designee of the member;
- 11 (7) one member from the United States Department of Housing and Urban
- 12 Development;
- 13 (8) one member from the Alaska Council on Domestic Violence and Sexual
- 14 Assault;
- 15 (9) one member from the Alaska Job Service;
- 16 (10) one member from the United States Bureau of Indian Affairs;
- 17 (11) two members from the Alaska Coalition for the Homeless; and
- 18 (12) two members, one each from two communities that have an identified
- 19 homeless population.

20 (b) The council by majority vote shall elect a chair and other officers it considers

21 necessary from among its membership.

22 (c) The term of office of a member appointed under (a)(9) - (11) of this section is three

23 years. A vacancy shall be filled for the balance of the unexpired term in the same manner as

24 original appointments.

25 (d) Each member serves at the pleasure of the governor.

26 Sec. 44.19.611. COMPENSATION. Members of the council serve without compensation,

27 but are entitled to per diem and travel expenses authorized for boards and commissions under

28 AS 39.20.180.

29 Sec. 44.19.616. MEETINGS. A majority of the members constitutes a quorum for

30 conducting business and exercising the powers of the council. The commission shall meet at the

31 call of the chair, at the request of the majority of the members, or at a regularly scheduled time

1 determined by a majority of the members.

2 Sec. 44.19.621. DUTIES OF COUNCIL. The council shall

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

4 (2) provide professional and technical assistance to state agencies, local
5 governments, and private or nonprofit organizations serving the homeless;

6 (3) establish a field network to provide professional and technical assistance to
7 state agencies, local governments, and private agencies to alleviate the problems of the homeless;

8 (4) recommend changes in statutes, regulations, procedures, and policy to reduce
9 duplication of effort among federal, state, and local agencies; and

10 (5) review, monitor, evaluate, and recommend improvements in federal, state, and
11 local programs to assist the homeless.

12 Sec. 44.19.626. POWERS. To accomplish its purposes the council may

13 (1) hire a program coordinator and utilize support staff to be provided by the
14 Office of the Governor;

15 (2) select and retain the services of consultants whose advice is considered
16 necessary to assist the council in obtaining information, subject to legislative appropriation for
17 the purpose; and

18 (3) request the cooperation of executive branch departments and the provision of
19 technical assistance in fulfilling its purposes.

20 Sec. 44.19.631. ANNUAL REPORT AND RECOMMENDATIONS. The council shall
21 submit to the governor and legislature by the third day of each regular legislative session a report
22 of

23 (1) its proceedings for the previous year;

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

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

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

29 * Sec. 2. AS 44.66.010(a) is amended by adding a new paragraph to read:

30 (20) Alaska Interagency Council on the Homeless (AS 44.19.601) - June 30, 1995.

31 * Sec. 3. This Act takes effect July 1, 1991.

FISCAL NOTE

STATE OF ALASKA
1991 LEGISLATIVE SESSION

BILL NO. SB 59

Revision Date: 2/6/91

Department Affected: Office of the Governor

Title: "An Act establishing the Alaska

BRU: Commissions and Special Offices

Interagency Council on the Homeless,..."

Component: Alaska Interagency Council on the

Sponsor: Senator Fahrenkamp

Homeless

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	52.9	54.7	56.5	58.3	60.2	62.1
TRAVEL	10.6	10.6	10.6	10.6	10.6	10.6
CONTRACTUAL	35.3	35.3	35.3	35.3	35.3	35.3
SUPPLIES	1.7	1.7	1.7	1.7	1.7	1.7
EQUIPMENT	8.7	.5	.5	.5	.5	.5
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	109.2	102.8	104.6	106.4	108.3	110.2

CAPITAL						
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REVENUE						
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FUNDING: (Thousands of Dollars)

GENERAL FUND	109.2	102.8	104.6	106.4	108.3	110.2
FEDERAL FUNDS						
OTHER						
TOTAL	109.2	102.8	104.6	106.4	108.3	110.2

POSITIONS:

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

Estimate of current year impact: none

ANALYSIS: (Attach a separate page if necessary.)

See attached analysis

Prepared By: Michael A. Nizich, Director Phone: 465-3616

Division: Division of Administrative Services Date: 2/6/91

Approved by Commissioner: D. Max Hodel, Chief of Staff

Agency: Office of the Governor Date: 2/6/91

Distributor: / preparer): Legislative Finance, Legislative Sponsor, Requestor, OMB, & Impacted Agency(ies).

PERSONAL SERVICES 52.9

Fiscal note assumes Juneau location of Council's program coordinator with needed clerical support provided by Executive Branch departments involved in Council. Request for New Position form is attached. Salary shown is step A for FY 91 and includes a one-step merit increase for subsequent years.

TRAVEL 10.6

Travel assumes one face-to-face meeting annually in Juneau - additional meetings will be conducted through teleconference.

Per diem calculation based on 9 state employee and seven non-state employee members.

Annual face-to-face meeting

Airfare	5,482
Per Diem	2,144

Teleconference meetings

Per diem for non-state employee members	2,940
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Total Travel:	10,566
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CONTRACTUAL 35.3

Communication:

Telephone (toll costs, base/local fixed costs, centrex network costs) 400/mo x 12 months	4,800	
Telecopier charges -- 50/mo x 12 months	600	
Teleconference charges -- 4 @ 1400	5,600	
Postage -- 300/mo x 12	3,600	14,600

Transportation:

Freight and express charges -- 50/mo x 12	600
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Advertising, Printing & Binding:

Subscriptions	75	
Advertising -- 5 meetings x 750	3,750	
Printing -- 5 newsletters x 800 each	4,000	
Annual report	7,500	
Forms, misc.	750	16,075

Minor Repair, Maintenance		1,200
Rental for Space:		
150 sq. ft. x \$1.55/sf		2,790
Total Contractual:		35,265

SUPPLIES AND MATERIALS 1.7

Office and library supplies, 100/mo x 12 =	1,200	
Data processing supplies =	500	1,700

EQUIPMENT 8.7

Communication Equipment:

Phone		500
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Data Processing Equipment:

1 PC/printer/software		6,600
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Furniture/Office Equipment:

Desk, chair, etc.	=	900	
2 file cabinets	=	400	
Bookcase	=	200	
Calculator	=	75	1,575

Total Equipment:		8,675
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Position Title Project Coordinator		No. of Positions 1	Range / Step 17/A	Barg. Unit X
Time Status PFT	Staff Months 12	Location Juneau		Election District
TYPE OF EXPENDITURE		Amount		
Salary		37,875.60		
Benefits		14,991.01		
Premium Pay				
Other				
Total Personal Services		52,866.61		
Travel				
Contractual				
Commodities				
Equipment		1,575.00		
Other				
Total Cost		54,441.61		
FUNDING SOURCE FOR TOTAL COST				
Federal Receipts	1002			
G.F. Match	1003			
General Fund	1004	54,441.61		
I-A Receipts	1007			
CIP Receipts	1061			
Other				
Justification Staff to Council on Homeless - provides support to Council and serves as central information source for federal, state and private agencies for services to the homeless.				

**Request For
New Position**

AGENCY Office of the Governor
 BRU Commissions and Special Offices
 COMPONENT Alaska Council on the Homeless

FY 92

Page 1 of 1
 Revised Date: _____

FISCAL NOTE

STATE OF ALASKA
1991 LEGISLATIVE SESSION

BILL NO. SB 59

Revision Date: _____ Department Affected: Office of the Governor
 Title: "An Act establishing the Alaska Council on the Homeless, ..." BRU: Commissions and Special Offices
 Component: Alaska Council on the Homeless
 Sponsor: Senator Fahrenkamp
 Requestor: Senator Fahrenkamp 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	52.9	54.7	56.5	58.3	60.2	62.1
TRAVEL	6.5	6.5	6.5	6.5	6.5	6.5
CONTRACTUAL	35.3	35.3	35.3	35.3	35.3	35.3
SUPPLIES	1.7	1.7	1.7	1.7	1.7	1.7
EQUIPMENT	8.7	.5	.5	.5	.5	.5
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	105.1	98.7	100.5	102.3	104.2	106.1

CAPITAL						
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REVENUE						
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FUNDING: (Thousands of Dollars)

GENERAL FUND	105.1	98.7	100.5	102.3	104.2	106.1
FEDERAL FUNDS						
OTHER						
TOTAL	105.1	98.7	100.5	102.3	104.2	106.1

POSITIONS:

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

Estimate of current year impact: none

ANALYSIS: (Attach a separate page if necessary.)
See attached analysis

Prepared By: Michael Nizich, Director *Michael Nizich* Phone: 465-3616
 Division: Division of Administrative Services Date: 2/4/91

Approved by Commissioner: D. Max Hodel, Chief of Staff
 Agency: Office of the Governor Date: _____

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

PERSONAL SERVICES 52.9

Fiscal note assumes Juneau location of Council's program coordinator with needed clerical support provided by Executive Branch departments involved in Council. Request for New Position form is attached. Salary shown is step A for FY 91 and includes a one-step merit increase for subsequent years.

TRAVEL 6.5

Travel assumes one face-to-face meeting annually in either Anchorage or Juneau - additional meetings will be conducted through teleconference.

Per diem calculation based on three non-state employee members only.

Annual face-to-face meeting

Airfare	3,824
Per Diem	1,380

Teleconference meetings

Per diem for non-state employee members	1,260
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Total Travel:	6,464
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CONTRACTUAL 35.3

Communication:

Telephone (toll costs, base/local fixed costs, centrex network costs) 400/mo x 12 months	4,800	
Telecopier charges -- 50/mo x 12 months	600	
Teleconference charges -- 4 @ 1400	5,600	
Postage -- 300/mo x 12	3,600	14,600

Transportation:

Freight and express charges -- 50/mo x 12	600
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Advertising, Printing & Binding:

Subscriptions	75	
Advertising -- 5 meetings x 750	3,750	
Printing -- 5 newsletters x 800 each	4,000	
Annual report	7,500	
Forms, misc.	750	16,075

Minor Repair, Maintenance		1,200
Rental for Space:		
150 sq. ft. x \$1.55/sf		2,790
Total Contractual:		35,265

SUPPLIES AND MATERIALS 1.7

Office and library supplies, 100/mo x 12 =	1,200	
Data processing supplies =	500	1,700

EQUIPMENT 8.7

Communication Equipment:

Phone		500
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Data Processing Equipment:

1 PC/printer/software		6,600
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Furniture/Office Equipment:

Desk, chair, etc.	=	900	
2 file cabinets	=	400	
Bookcase	=	200	
Calculator	=	75	1,575

Total Equipment:		8,675
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Position Title Project Coordinator		No. of Positions 1	Range / Step 17/A	Barg. Unit X
Time Status PFT	Staff Months 12	Location Juneau		Election District
TYPE OF EXPENDITURE		Amount		
Salary		37,875.60		
Benefits		14,991.01		
Premium Pay				
Other				
Total Personal Services		52,866.61		
Travel				
Contractual				
Commodities				
Equipment		1,575.00		
Other				
Total Cost		54,441.61		
FUNDING SOURCE FOR TOTAL COST				
Federal Receipts	1002			
G.F. Match	1003			
General Fund	1004	54,441.61		
IA Receipts	1007			
CIP Receipts	1061			
Other				
Justification Staff to Council on Homeless - provides support to Council and serves as central information source for federal, state and private agencies for services to the homeless.				

**Request For
New Position**

AGENCY Office of the Governor
 BRU Commissions and Special Offices
 COMPONENT Alaska Council on the Homeless

FY 92

Page 1 of 1
 Revised Date: _____

BILL SB 59 DATE RECEIVED 1-31-91

TITLE ALASKA COUNCIL ON THE HOMELESS

CONTACT JOANNIE OFFICE/DEPT FAHRENK. PHONE 3834

SPONSOR FAHRENKAMP

2-6-91 CS offered; rev. FN

2-8 - DRAFT #2 OF CS offered;

COMMITTEE ACTION

DATE ACTION TAKEN

2-4-91 FIRST CONSIDERATION

2-6-91 DISCUSSION, CONTINUED

2-8-91 DISCUSSION, PASSED OUT



Official Business

Alaska State Legislature

SENATE

P.O. Box V
State Capitol
Juneau, Alaska 99811

Date: Friday, February 8, 1991
1:30 p.m. - Beltz Room

Senate State Affairs Committee

AGENDA

Bills previously heard

- SB-59 An Act establishing the Alaska Interagency Council on the Homeless (Sen. Fahrenkamp has 2nd CS (2/7/91) to offer).
- HJR-8 Persian Gulf conflict support for Allied forces, President, Alaskans serving, and asking LAA to send message of support to all Alaskans serving in Gulf conflict. (5 day rule waived) St. Affairs CS to offer, 2/8/91.

New Agenda Items

- SB-44 (Kerttula) Establishment and operation of state veterans' home
- SB-45 (Kerttula) DOA appropriation to establish state veterans' home
- SJR-9 (Kerttula) Urging federal government to approve state's application for funds to establish/maintain state veterans' home.

Next Meeting:

Monday, February 11, 1991 - 1:30 p.m. Beltz Room

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."

FISCAL NOTE

STATE OF ALASKA
1991 LEGISLATIVE SESSION

BILL NO: CSSB 59(S A)

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
TOTAL OPERATING	66.1	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	66.1	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	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.

Prepared By: Pamela A. Stoops, Director
Division: Administrative Services

Phone: 465-3850
Date: 2/8/91

Approved By: Warren W. Endicott, Executive Director
Agency: Legislative Affairs Agency

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

STATE OF ALASKA
1991 LEGISLATIVE SESSION

BILL NO. CS SB 59 ()

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						
---------	--	--	--	--	--	--

REVENUE						
---------	--	--	--	--	--	--

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, Legislative Sponsor, Requestor, OMB, & Impacted Agency(ies).

STATE OF ALASKA
1991 LEGISLATIVE SESSION

BILL NO. SB59

Revision Date: _____ Department Affected: Health & Social Services

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.

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).

SENATE BILL No. 59

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

DISCUSSION

Senate Bill No. 59 establishes a commission, composed largely of state officials, to study, advance recommendations, and provide information and technical assistance for the purpose of alleviating the problems of the homeless in Alaska.

The Department recognizes the severity of the problems of the homeless, and certainly supports the concept of a coordinated approach to addressing these problems. We are, however, not convinced that the most effective approach to this problem is through the creation of yet another statewide council in a state which already has an overabundance of boards and commissions.

Though there are some common threads which run through all of the homeless populations in Alaska's communities, each community has unique problems and unique resources available to deal with those problems. Local organizations are in a far better position to identify and address the needs of the homeless. Of course, state government already provides a number of services to homeless people. The Department stands ready to work with local governments and organizations to coordinate services at the local level. We believe, however, that initiatives to study the problems of homelessness and to develop approaches to solving those problems are best undertaken by the communities where the problems exist.

RECOMMENDATION

We recommend against passage of this legislation.

Recommended by: Jan L. Hansen
Jan L. Hansen, Director
Division of Public Assistance

Date: 2/4/91

Approved by: Theodore A. Mala
Theodore A. Mala, MD, MPH
Commissioner
Department of Health &
Social Services

Date: 2/4/91

SENATOR BETTYE FAHRENKAMP
 CHAIRMAN, RESOURCES COMMITTEE
 119 N. CUSHMAN STREET, SUITE 201
 FAIRBANKS, ALASKA 99701
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Senate

WHILE IN JUNEAU
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MEMORANDUM

TO: Senator Pat Rodey, Chair
 Senate State Affairs Committee

FROM: Senator Bettye Fahrenkamp

DATE: February 8, 1991

SUBJECT: Senate Bill 59

In response to concerns about creating anything that might end up permanent, we have now redrafted SB 59 (most current workdraft is numbered 7-LS0325(G)) to create an interagency *task force* on the homeless under the jurisdiction of the Legislative Council.

Because this necessarily changed the scope of what the body could do (for example, a legislative task force can't offer to assist or give advice or guidance to an executive agency because of the constitutional separation of powers), you will now see a legislative findings section, which establishes that:

- * homelessness is a problem (Section 1, subsections 1-4);
- * task forces or councils have been an effective way to better use limited resources to combat homelessness (subsection 5);
- * and that development of a field network among the various agencies and organizations that serve the homeless would be beneficial (subsection 6; this was one of those areas that would have caused a constitutional problem if we had left it as a duty of the task force).

The composition of the task force remains unchanged from the proposed CS that was presented to you on Wednesday. With the exception of that portion moved to the findings, the duties and powers of the task force are unchanged.

The task force would last for one year, beginning on July 1, 1991, and end on June 30, 1992. The task force is directed to give a preliminary report to the legislature by the third day of session in 1992, and a final report by June 30, 1992.

Alaska State Legislature

SENATOR BETTYE FAHRENKAMP
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MEMORANDUM

TO: Senator Pat Rodey, Chair
Senate State Affairs Committee

FROM: Senator Bettye Fahrenkamp

DATE: February 6, 1991

SUBJECT: Senate Bill 59 Revisions

Attached you will find a proposed committee substitute for SB 59. After meeting with Jewel Jones from the Municipality of Anchorage and John Egan, the chair of the Alaska Coalition for the Homeless, we arrived at a proposed committee substitute that addresses everybody's concerns. The new version also contains changes requested by the Governor's office. The bill is now supported by both the Coalition and MOA.

The changes are as follows:

- 1) The title of the council is changed to the Alaska *Interagency* Council for the Homeless; this change is reflected in the title of the bill. This makes it clear that the Council is comprised of agencies that serve the homeless.
- 2) The council is increased from 15 to 16 members, and the composition of the council is changed:
 - a) We deleted the director of medical assistance, the program administrator of the "New Start" program, and the executive director of the Older Alaskans Commission;
 - b) We added an additional member from the Alaska Coalition for the Homeless, and two new members, one each from two communities that have an identified homeless population.
 - c) We added one member from the Bureau of Indian Affairs.
- 3) For those council members who are designated as directors or program administrators, we added a clause allowing them to designate another person in the agency to sit on the council.

CSSB 59 DRAFT #1

Proposed CS to SB 59
Senate State Affairs Committee
February 6, 1991
Page two

- 4) We renumbered the duties of the council, so that the actual chain of events is more accurately reflected in the numbers of the various duties; e.g., the first thing the council would want to do is gather information, then begin providing assistance to those serving the homeless; then establish a field network; then begin making recommendations for changes in statutes, etc.
- 5) We inserted the phrase, "Each member serves at the pleasure of the governor."
- 6) The title of the staff person is changed from "executive secretary" to "program coordinator", to more accurately reflect the staffer's duties.
- 7) A clause is added to sunset the council in four years.

Alaska State Legislature

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MEMORANDUM

TO: Senator Pat Rodey, Chair
Senate State Affairs Committee

FROM: Senator Bettye Fahrenkamp

DATE: February 1, 1991

SUBJECT: Senate Bill 59
"An Act to establish the Alaska Council on the Homeless; efd."

BILL SUMMARY:

- * Establishes a 15-member Council on the Homeless in the Governor's office, comprised of directors and program administrators from a variety of state and federal agencies that serve the homeless, as well as the Alaska Coalition for the Homeless.
- * Charges the Council with evaluating and making recommendations for improvements in programs to assist the homeless; becoming a focal office to collect and disseminate information relating to the homeless; and providing technical and professional assistance to agencies and organizations serving the homeless.
- * The Council is directed to make an annual report to the governor and the legislature.

Senate State Affairs Committee
February 1, 1991
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Homelessness is a complicated issue. It is not just about being without shelter. To quote a recent report done 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. It is modeled after a federal Interagency Council on the Homeless. It is designed to give agencies, organizations and individuals who serve the homeless a forum to share information so that duplication of services can be avoided, and so that all those who work to help eliminate homelessness can make the best use of those services that are already available. The Council will also be of immense help to policymakers as it carries out its mission of evaluating and making recommendations about the effectiveness of Alaska's attempts to end homelessness.

You will find in your packets excerpts from some of the reports I have used as source documents as I drafted this legislation, and I would be happy to provide you with more information, if you care to delve deeper into the problems of the homeless and those who seek to prevent and end homelessness.

I strongly urge your support for this measure.

to undertake and complete a Moderate Rehabilitation program for the homeless. Funds are awarded on the basis of a nationwide competition, and no single city or urban county may receive more than 10 percent of the funds available.

7. Identification and Use of Surplus Federal Buildings for Facilities to Assist the Homeless

Purpose: To identify and determine the utility of unutilized and underutilized federal buildings and other federal real property for facilities to assist the homeless.

Federal buildings or property may be made available only through leases for at least one year; ownership of the properties may not be transferred from the federal government. Information on properties determined to be suitable for use for the homeless will be made available to the public through the General Services Administration (GSA).

8. Administrative and Staff Support for the Interagency Council on the Homeless

Purpose: The Council was established by the Act to review, monitor, evaluate and recommend improvements in federal programs to assist the homeless; to collect and disseminate information relating to the homeless; to reduce duplication of effort among federal agencies; to provide professional and technical assistance to states, local governments and private or non-profit organizations serving the homeless.

The Council is composed of the heads of 10 Cabinet Departments, (Agriculture, Commerce, Defense, Education, Energy, Health and Human Services, Housing and Urban Development, Interior, Labor and Transportation) and five independent agencies (ACTION, Federal Emergency Management Agency (FEMA), General Services Administration (GSA), Veterans Administration (VA), and the Postmaster General. The Interagency Low Income Opportunity Advisory Board is also represented on the Council.

The Council must report annually to the President and Congress on its assessment of the nature and extent of the problems of the homeless and the levels of federal assistance necessary to meet their needs. The Council is required to establish a field network to provide professional and technical assistance to states, localities and private agencies.

Other HUD Programs to Assist the Homeless

1. Property Disposition Program

Purpose: To provide transitional shelter for the homeless using HUD-owned single family prop-

erties, in cooperation with Public Housing Agencies and units of local government.

HUD's Property Disposition Branch will make single family properties from its inventory available for purchase by interested applicants for use as transitional housing for the homeless. To obtain these properties, potential applicants may obtain a list of those available from HUD Field Offices, Property Disposition Branch.

2. Community Development Block Grant Program (CDBG)

Purpose: To provide funds on a formula basis to central cities of metropolitan areas, all other cities with populations of 50,000 or more, urban counties, and states to address a wide range of community development needs.

Eligible costs related to projects which benefit the homeless include acquisition and rehabilitation of shelters, shelter operations, food services and social services.

Additional Programs Authorized in the McKinney Act and McKinney Amendments Under Federal Departments and Agencies other than HUD

1. Health Services for the Homeless (HHS)

Discretionary grants to local public and non-profit health providers for primary health care services, outreach and substance-abuse services, mental health services and case management.

2. Community Mental Health Services Block Grants (HHS)

Formula-based block grants to states to support outreach services, community mental health services, referrals to health services, substance-abuse treatment and other services.

3. Community Mental Health Services Demonstration Projects for the Chronically Mentally Ill (HHS)

Discretionary grants for nine comprehensive, community-based demonstration projects and three grants for innovative demonstration projects serving severely emotionally disturbed homeless children and adolescents. Eligibility for these local demonstration projects is restricted to state mental health authorities.

4. Community Demonstration Projects for Alcohol and Drug Abuse Treatment (HHS)

Nine demonstration projects in urban areas with large homeless populations. A minimum of 25 percent of the funds of each grantee's budget has been set aside for program evaluation.

SB 59 was modeled on this federal interagency council.

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-

ism and drug addiction could bring about homelessness; conversely, having no permanent home might lead to alcohol and drug abuse. Despite these perplexities, there appears to be some agreement on the composition of the homeless population across the states.

In 1988, when CSG asked state officials for their perceptions of the causes and characteristics of homelessness, they responded similarly. In 45 states, health and social service agency respondents said that mental illness was a primary characteristic of the homeless. The same number also identified substance abuse, either drug or alcohol. These officials, who represent state agencies that provide direct services to the homeless or that work with other service providers, also named several other reasons for homelessness in their states, including: unemployment (93 percent); spouse abuse or domestic violence (89 percent); underemployment (76 percent); runaway or abandoned youth (74 percent); and economic crises, housing shortages, federal program cuts, poverty, eviction and chosen lifestyle [see Table 17]. It also is significant to note that close to 60 percent of the agency respondents said that parolees and veterans are noticeable components of their individual states' homeless population.

Responses from legislative service and research agencies and legislative committee chairmen generally concurred with health and social service agency respondents regarding the causes and characteristics of homelessness [see Table 30]. All three identified the same primary causes of homelessness — unemployment or underemployment, usually brought about by economic crises or the lack of education and job skills; deinstitutionalization and noninstitutionalization of the mentally ill; unavailability of affordable housing; substance and alcohol abuse; and domestic violence, in the form of spouse or child abuse, resulting in runaways or throwaway children.

A factor that is key to understanding the similarity of their responses is the source of information from which they have developed their perceptions of homelessness. It is important to know, for instance, if those perceptions are based on information from direct service providers; from testimony by the homeless or persons representing the homeless before legislative committees; or from reports by state advisory groups on homelessness. More often than not, their information is taken from a national study and applied locally. Data of that nature are unlikely to render an accurate picture of an individual state's homeless population.

Although the most accurate data would be gathered extensively and from a broad base within a state, information taken from national

studies does provide useful context and points of reference for considering each state's homelessness problem. Studies and reports from national non-profit organizations and the federal government, for example, have presented some significant information and have elevated the discussion of homelessness to that of national crisis.

Factors contributing to the homelessness problem: the findings of national studies

The U.S. Conference of Mayors, for example, reported that the combination of unemployment and underemployment is a major factor contributing to homelessness in cities, and pointed to the shortage of unskilled jobs as the most frequent cause.¹ According to that organization, even though the overall unemployment rate has declined or stayed constant in many cities, other trends continue to contribute to the homeless population: increases in the number of marginally employable; formerly unemployed persons taking part-time jobs at less than prevailing wages; and an increase in the number of unemployed who had dropped out of the job market.

However, many studies have estimated that the mentally ill — those who need extensive care but have not been institutionalized, or those who have been discharged from mental institutions, yet have not been successfully reintegrated into the community — comprise at least 30 percent of the homeless population. According to the National Institute of Mental Health, in the mid-1960s state mental hospitals began to reduce their patient population with the intention of placing these individuals in more supportive community settings. One result was that the state mental hospital population dropped from its peak of 559,000 in 1955 to approximately 115,000 in 1985.²

In another report, the Congressional Research Service more fully described this process, which became known as the deinstitutionalization movement and evolved into the policy of noninstitutionalization.³ During the 1960s, advances in the development of tranquilizers that could be used to stabilize more serious cases of mental illness, coupled with landmark legal decisions guaranteeing the right to treatment in the least restrictive setting, resulted in the release of many mental patients directly into the surrounding communities.

Since then, more restrictive admission requirements for institutions and mental hospitals, combined with personnel and funding cutbacks in state hospitals, have made it unlikely that the deinstitutionalized will be reinstitutionalized. Moreover, restrictive admission policies have contributed to a growing number of

younger, chronically mentally ill persons who are living on the streets and have never received treatment in an institution — the noninstitutionalized.

Deinstitutional and noninstitutional policies count on the establishment of community support systems to offer out-patient treatment to the mentally ill.³ But many of these support systems never materialized because of insufficient financial support or community opposition. As a result, many mentally ill persons, who have few resources and are unable to care for themselves, have become homeless.

On the other hand, a study in the *Columbia Journal of Law and Social Problems* articulated what many national groups dealing with homelessness maintain — that the scarcity of low-cost housing is a major cause in the increase in homelessness.³ According to that study, today's housing market no longer offers sufficiently affordable housing for low-income persons. In many urban areas, high occupancy rates and escalating rents have decreased the number of available apartments within the means of many needy persons. Moreover, the process of gentrification underway in many cities has vastly reduced the housing stock usually populated by the needy.

Federal assistance programs for low-income housing have been drastically reduced during the 1980s. Many public housing authorities have long waiting lists and operate under severe budget constraints. The resulting scarcity of affordable housing in inner cities inevitably has led to the displacement of many needy persons, who consequently have less access to agencies that may be able to offer them assistance. Without the agency services, those needy persons are more vulnerable to homelessness.

Similarly, the Congressional Research Service reported that for years the inner cities and downtowns of large metropolitan areas have been havens for the potentially homeless, who stayed at church missions, shelters, and inexpensive residential hotels referred to as single-room occupancy hotels (SROs).⁶ However, urban renewal programs that razed flophouses and cheap hotels, coupled with a shortage of subsidized housing and the conversion of inner city dwellings into expensive single family homes and condominiums, have contributed to the number of homeless.

The U.S. General Accounting Office (GAO) reported further that several other reasons explain the decline in low-income housing, including: high interest rates; greater profits for other types of construction; rent control; neighborhood opposition to public housing; declining federal subsidies for both developers and tenants; neighborhood crime (including arson);

and income tax provisions and high property taxes that encourage owner abandonment of housing.⁷

Additionally, since 1980, the federal government has been shifting its low-income housing aid away from subsidies for constructing and operating public housing in favor of providing vouchers for persons to find existing rental housing on the private market. These changes have been made, according to the U.S. Department of Housing and Urban Development (HUD), because of the expense and difficulty of adequately maintaining public housing units. However, these federal housing aid cuts have limited the number of program participants and forced tenants to pay out a larger share of their income for housing, thereby making their housing less affordable.

However, the U.S. Advisory Commission on Intergovernmental Relations (ACIR) is one of several groups advising that although the needs of some of the homeless can be met by providing low-income housing, for many, housing alone is not sufficient; for still others, maintaining their own household is not practical. 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.⁸

For example, The National Institute of Mental Health prepared a summary of surveys showing that 10 to 15 percent of the homeless abuse drugs and 40 to 45 percent abuse alcohol. Regardless of whether or not affordable housing is available, the substance abuser is likely to have trouble finding and keeping a job, staying healthy and saving income for food and shelter.⁹

Furthermore, according to the National League of Cities, the number of families and children who are homeless has risen dramatically.¹⁰ These children have been given a variety of labels, including "runaways," "throwaways," "delinquents" and "children in child welfare placement without homes to return to." According to the U.S. Department of Health and Human Services, in 1986 more than 75,000 runaway children were served by youth shelters. In addition, more than 60,000 children left foster care or public institutions — most without the skills to live independently.¹¹ For these homeless persons, affordable housing alone will not be the solution; it may even worsen their predicament by making them less visible.

Advocates for the homeless argue that the massive cuts in public assistance programs during the early 1980s also have contributed significantly to the increase in homeless Americans. At that time, various pieces of legislation were enacted to reduce the percentage of the

federal budget earmarked for domestic programs. Most noticeably through the Omnibus Budget Reconciliation Act of 1981, eligibility standards were tightened and the growth rates of some programs were reduced. For those "at risk" of becoming homeless, reductions in assistance payments placed further burden on their ability to obtain and keep affordable housing. In addition, many social service agencies and charitable organizations have since been forced by budget cutbacks to curtail activities that could ease the financial strain for those on the verge of homelessness. Overall reductions in federal expenditures for social service programs, homeless advocates maintain, have exacerbated the problems of the poor and increased the number of homeless people.

*Another image of homelessness —
the rural homeless*

The growing realization that homelessness is actually a series of related crises, rather than the singular problem of being without a home, has in turn generated a new awareness of the wide range of America's homelessness problem. For example, although homelessness has been viewed primarily as an urban crisis, some organizations have begun to present a picture of rural homelessness — one that is equally dismal. The National Coalition for the Homeless, the Housing Assistance Council and The Institute of Medicine have published reports on rural homelessness, focusing on the causes and characteristics that make it both different from and similar to urban homelessness.

The National Coalition for the Homeless has warned that rural homelessness is a major and growing problem in America — one that can be witnessed in the form of severely substandard housing without heat, water or adequate protection from the elements, and in the doubling-up and tripling of families in housing designed to hold far fewer occupants. According to the Coalition, barriers such as a lack of land, lack of financing and, most of all, lack of jobs, have prevented countless persons from obtaining decent affordable housing, and have placed a vast segment of the rural population on the brink of homelessness.¹²

The Coalition reported that the lighter population density in rural areas is one factor that makes examples of dangerous rural housing seem more isolated and less of a general problem. A second factor is that migration from rural areas to the cities has been much greater than the reverse, and has helped to transfer the evidence of rural homelessness to urban areas. Moreover, housing grossly overcrowded with several generations of one family often is perceived as "traditional," in spite of the fact that

it might be the forced result of long-term poverty rather than a cultural norm.

The biggest factor, however, is that individuals in rural areas respond differently to their lack of housing. While the homeless in both urban and rural areas are forced to live in untenable housing and double up with friends and relatives, the rural homeless have fewer of the support services and shelters that would otherwise help bring their situation to public attention. Rather than turn to a shelter or other forms of help, rural residents are forced to live with more extreme housing deficiencies. The lack of adequate housing that leads to homelessness in the cities is often no less severe in rural America, but the response to it is less formal, less supportive and certainly less visible.¹³

The Coalition has argued that among the various factors contributing to rural homelessness, government programs are part of the problem. For example, the Farmers Home Administration (FmHA) funds have been reduced by 56 percent since 1980, and often fail to reach those people with the greatest housing needs. Federal programs to aid the homeless are heavily weighted to assist the urban homeless over those of rural areas. And most importantly, according to the Coalition, the federal government has largely abdicated its traditional role of providing the low-income housing that could help people pull themselves out of poverty.

The Housing Assistance Council has taken a similar position, but also has maintained that rural homelessness is essentially an economic problem. Moreover, the failure of policymakers to appreciate the extent of the rural economic crisis, and the degree to which a majority of rural counties are especially vulnerable, has contributed to a tendency to perceive homelessness exclusively as an urban problem.¹⁴

The nature of rural communities further obscures their homelessness problem. Unlike larger, more urbanized cities, rural communities seldom have a formal social service network in place that permits the transient homeless to gather or be counted. In fact, the willingness of neighbors to "take care of their own," shuttling the economically distressed family from neighbor to neighbor, has been a major factor in underestimates of the rural homeless population.

The Institute of Medicine's Committee on Health Care for Homeless People has concurred, calling attention to the series of setbacks the rural economy experienced during the 1980s that directly contributed to homelessness.¹⁵ Farm foreclosures, for example, have taken place at a staggering rate — 650,000 foreclosures since 1981. Low-wage, labor-intensive rural manufacturing has lost over half a million

jobs since 1981 as a result of foreign competition. And timber, mining, petroleum and other energy industries experienced severe downturns as energy prices declined. These factors, according to the Institute, have caused the rural unemployment rate to exceed the urban unemployment rate, and have increased the rural poverty rate to the highest level in two decades — conditions directly contributing to rural homelessness.

Currently, there is a growing consensus regarding the causes of homelessness and characteristics of the homeless. Most government agencies and non-profit organizations agree there is a wide diversity of homeless Americans, and that homelessness may be caused by any number of personal crises as well as economic conditions and national housing policy. Responses to CSG's survey of the states support these perceptions. However, while a general understanding has evolved as to who the homeless are and how they became so, there is equal disagreement regarding the scope of the problem — how many are homeless?

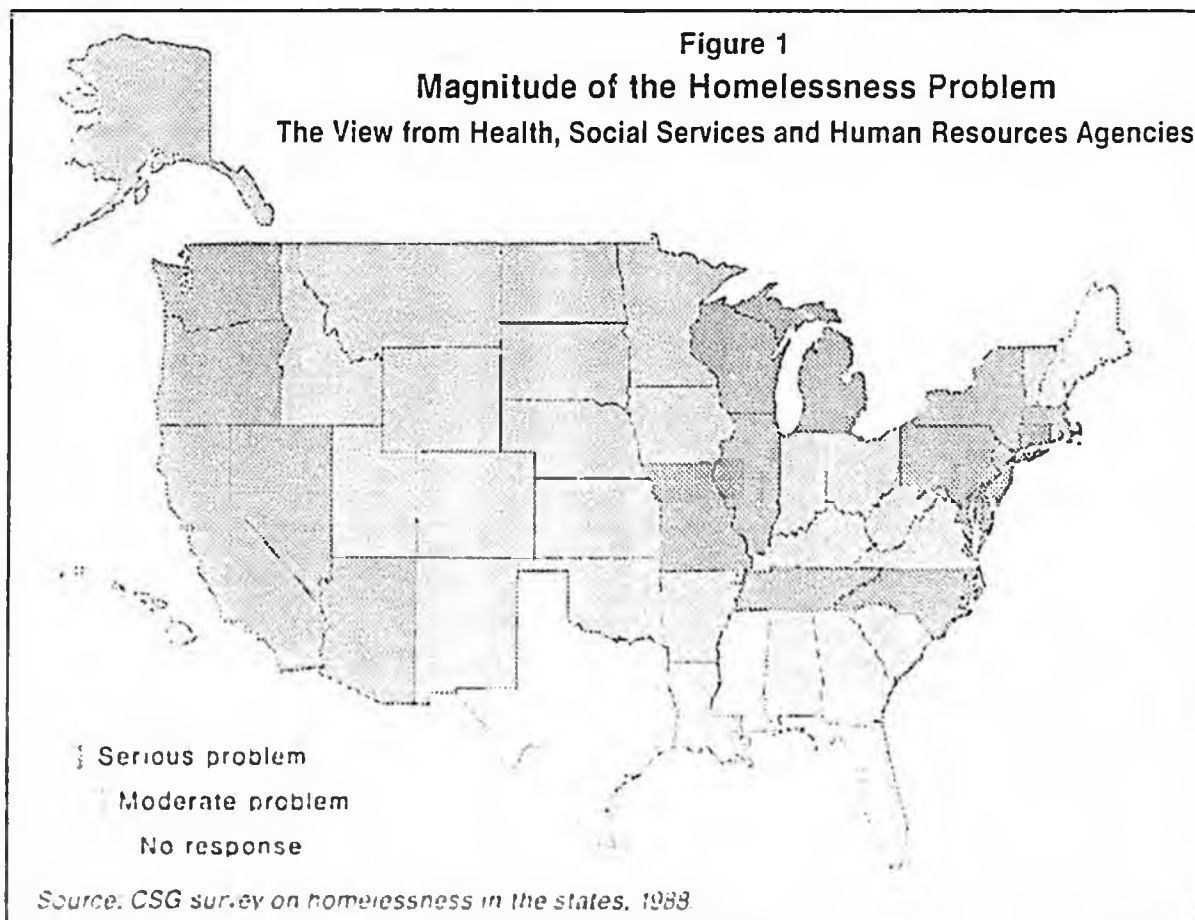
The Scope of the Problem — How Many?

Just as there is an increasingly common view regarding the multiplicity of interrelated

causes and characteristics of homelessness, there also has evolved a general acknowledgment that homelessness is a significant problem in America. According to the results of the CSG survey, for example, the governors' offices in 38 states regarded homelessness as a problem, and 34 percent of those states characterized it as a serious one [see Table 1]. Similarly, all of the health and social service agency respondents said homelessness is a problem in their state, and 38 percent of them said it is a serious one [see Table 16, Figure 1]. Moreover, 85 percent of those agency respondents reported that homelessness is increasing in their individual states [see Table 18, Figure 2].

Although these state officials indicated that homelessness in their states is a significant and growing problem, it is a problem that is exceedingly difficult to measure at the state level and almost impossible to measure at the national level. Significantly, the CSG survey respondents reported that many states do not have methods for counting the homeless, and most states that do could be using unreliable methods.

Specifically, responses from health and social service agencies revealed that in 33 states (69 percent of the respondents), the methods used to count the homeless in their states are not even reasonably accurate [see Table 19, Figure 3]. Moreover, many of the remaining respon-



dents who stated that their methods are accurate (15 states), qualified their positions in subsequent comments [see Table 20]. It also is significant that the survey of legislative service and research agencies revealed that in 1988 the legislatures of at least 13 states had no method for determining the number of homeless in those states [see Table 26]. Ironically, eight of those states were among the 15 identified by health and social service agencies as *having* accurate methods. Clearly, if such methods do exist in these states, they are not being widely communicated and utilized. Even so, 34 legislative service and research agencies provided estimates — many as numerical ranges — of the number of homeless in their states [see Table 27].

Most states rely on shelter counts or some variation to determine their homeless population [see Tables 21, 26]. However, there are fundamental problems in using shelter counts to estimate the number of homeless. For example, many homeless persons stay in places other than shelters — in abandoned buildings; underground passages; under bridges; in alleys; in public buildings; in caves; abandoned mines; and vehicles, either junked or mobile. As a result, shelter counts miss a significant portion of the homeless population. Furthermore, shelter counts are essentially urban-oriented and, for the most part, do not include the increasingly significant rural homeless population. Currently, state officials are grappling with the problem of how to measure the scope of their

homelessness problem, just as national non-profit organizations and federal agencies are pondering and arguing over the estimated range of the number of homeless Americans. The current range is from 250,000 to 3 or 4 million, depending on the source of information and the political agenda to be served.

Problems associated with measuring the number of homeless, particularly at the national level, have been discussed in reports by the U.S. General Accounting Office (GAO).¹⁶ As early as 1985, GAO called attention to the difficulties in counting the homeless by traditional survey methods, since most stay in unconventional places not easily located. Moreover, the problem of providing sufficient security for surveyors, so that they would be willing to seek out these diverse locations, may leave some of the homeless uncounted.

By 1988, GAO had analyzed the problem of quantifying homelessness sufficiently to report its findings on the soundness of current estimates of the homeless. GAO found that there were no sound national estimates of the homeless population, that national studies were weak technically and that local studies could not be generalized to the nation as a whole.¹⁷

The following section (pages 8-10) highlights GAO's study, the most thorough analysis of the methods used to count the homeless. It should provide useful discussion and points of reference for officials who wish to reassess their approaches to quantifying the homelessness problem in their 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 600 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.