

**ASSEMBLY TASK FORCE ON HOMELESSNESS
THE CITY AND BOROUGH OF JUNEAU, ALASKA**

September 12, 2017 5:00 PM

City Hall Conference Room 224

I. Call to Order

II. Approval of Agenda

III. Approval of Minutes

A. August 28, 2017 minutes

IV. Agenda Topics

A. National & Local Data

B. Campground

C. Juneau Coalition on Housing and Homelessness Proposals

D. CBJ Housing and Homeless Services Coordinator

V. Public Participation on Non-Agenda Items

VI. Staff Reports

A. 09_12_2017 Memo and Recommendations

Included in this report are additional details on national and local data, campground, JCHH proposals (scattered site permanent supportive housing, warming center, and Assertive Community Treatment team), and the CBJ Housing and Homeless Services coordinator.

VII. Adjournment

ADA accommodations available upon request: Please contact the Clerk's office 72 hours prior to any meeting so arrangements can be made to have a sign language interpreter present or an audiotape containing the Assembly's agenda made available. The Clerk's office telephone number is 586-5278, TDD 586-5351, e-mail: city.clerk@juneau.org

THE CITY AND BOROUGH OF JUNEAU, ALASKA

Meeting Minutes - August 28, 2017

I. Call to Order

Chair White called the meeting to order at 5:30 pm.

Members Present: Debbie White, Maria Gladziszewski, Norton Gregory, Kenny Solomon-Gross, and Mariya Lovishchuk.

Members Absent: JPD Chief Ed Mercer and Bruce Van Dusen

Staff Present: Scott Ciambor, Chief Housing Officer

II. Approval of Agenda

Agenda approve without objection.

III. Approval of Minutes

A. Meeting Minutes August 8, 2017

IV. Agenda Topics

A. Case Study

Chair White introduced a visiting group of providers working on homeless issues in Ketchikan, Alaska.

Scott Ciambor discussed a case study of a homeless individual that signified the communities struggle with providing adequate housing and homeless services to a person with complex needs. This individual occupied a lot of staff and community partner time in the previous week including emergency services, housing and service providers. This person ranks high on the vulnerability index list and is a candidate for the type of services outlined in the Juneau Coalition on Housing and Homelessness proposals.

B. Campground Options

Taskforce discussed potential campground options on CBJ property and where this might be placed. Taskforce reviewed table provided by Lands and Resources Department.

Scott Ciambor explained that the list is only CBJ properties and that a previously

discussed downtown campground on AJT Mining was not included because not CBJ controlled. Maria Gladziszewski commented that the sites were not great options. Debbie White guided committee to remove options from the list.

Taskforce discussed the campground list and downtown parking areas in packet. M. Lovishchuk comments that utilizing space in parking garage might help with current safety concerns. Debbie White notes the high cost of parking and that this isn't best use of public facilities. Kenny Solomon-Gross mentions legislative use in winter.

M. Gladziszewski mentions goal for taskforce to provide a couple of options to be on the table. Taskforce agrees that none of them are really good options.

Scott notes that taskforce also needs to consider who they are targeting - these are individuals with severe mental illness who have been in on the streets for some time. Considering these factors it will be hit or miss whether a campground would be utilized if set up.

M. Lovishchuk mentions that Glory Hole is already at capacity and there is an urgency. Debbie White says that although a campground isn't a permanent solution we do need to consider immediate options and how to mitigate impacts to other parts of the community.

M. Gladziszewski asks if an indoor warming center is a better solution. Scott updates that Salvation Army has new interim leadership and that space isn't an option at this time. If to operate something similar to the previous year than it would also require financial support for staffing since their experience with volunteer model was difficult. M. Lovishchuk notes that the warming center is not a dead issue but would have to find another spot and that since there will likely be campers finding a spot for them should be done and beside wouldn't likely take a lot of resources.

C. Alaska Mental Health Trust Authority Update

S. Ciambor reports that the CBJ has submitted a grant for a Housing and Homeless Services Coordinator position from the Alaska Mental Health Trust Authority. The AMHTA will take this request up at their next meeting in September.

D. Support

None

E. Juneau Coalition on Housing and Homelessness Proposal

Scott Ciambor reported that the Juneau Coalition on Housing and Homelessness held a retreat in July and established a set of guiding principles as well as proposals for moving forward.

M. Gladziszewski notes that these are good ideas and becomes a priority of the Assembly to determine how much money to allocate to this -- tobacco tax money, other things.

Taskforce discussed scattered site permanent supportive housing and Assertive Community Treatment team.

Norton Gregory asks about the costs to the community if we don't do anything in the long run. It seems we are spending exorbitant amounts of money in emergency services, we might as well provide housing and service to improve quality of life and benefit the overall community by getting people off the streets. Debbie notes comments made to her about the number of social service jobs and resources in this community being provided for these individuals already. Norton would like additional numbers on costs.

Kenny says that the JCHH proposals are really trying to push the community forward on this issue and really likes the Assertive Community Treatment team and is a good direction.

Norton Gregory introduces the new Veterans Administration Supportive Housing Program who will be utilizing 20 VASH vouchers in the region.

M. Gladziszewski asks if we need more information on JCHH proposals. S. Ciambor said that he could update information from Housing First efforts and previous numbers from CDBG efforts.

F. Garbage/Potties update

S. Ciambor reports that the Alaska Mental Health Trust Authority is paying for dumpster at KTOO. This arrangement is in place until there is a decision on what to do with campers on AMHTA property. Also locating of port o potties adjacent to the property was put on hold because of upcoming land sale. The property is scheduled to be trespassed September 5.

V. Public Participation on Non-Agenda Items

Evelyn Elberle introduces members from Ketchikan and discussed their efforts to develop housing and homeless services and operating sleep off.

Patrick Race lives and works in downtown and likes the communication with other communities. Scattered site housing is interesting that I'd like to re-emphasize because it

brings in money when people are in place by giving them an opportunity to receive their benefits. Invite members in the community that take umbrage with helping the needy; invite them to meetings or to stay at the campground. Alaska Mental Health Trust Authority interests him and he is disappointed they are kicking campers off the land given their missions and encourages City and members of this committee at their next meeting. The sites on CBJ land should be broadened for the campground including AMHTA land and private properties. Also, some empty building on S. Franklin in winter.

Mel Perkins, owner of Best Western. Thanks the committee for the work and as hoteliers recognizing the need. Hoteliers were concerned about the skate park on the campground list and happy it was removed. Trip Advisor is important for them and the other airport spot with visible tents and safety coming to the city. Another idea if needing a campground facility, on the bus lines - but warming center is better idea. Our shuttle vans have worked great and you might think of caravan concept to watch and take people to bus stop or hospital.

Jessica Baker, homeowner with elementary school child and am happy skate park has been removed from the list. Brotherhood Bridge is a great place to walk and it would be difficult if a campground. Used to live in Chico California and churches banded together to provide wet shelter options and the population kept control of one another because they wanted the resource. (M. Lovishchuk clarified that Glory Hole allows patrons to .1 alcohol limit so technically a wet shelter.)

VI. Staff Reports


VII. Adjournment

The meeting adjourned at 8:31pm.

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MEMORANDUM

TO: CBJ Assembly Committee of the Whole
FROM: Scott Ciambor, Chief Housing Officer

DATE: September 11, 2017
SUBJECT: Housing & Homeless Information for Task Force

The following information was requested by the taskforce for the September 12th, 2017 Homeless Task Force Meeting:

1. **National & Local Data:** Additional data on the impacts of the homeless population on the community and costs of services was requested. Or, information that helps look at costs the community will incur if investment into the JCHH proposals are not made.
2. **Campground:** Pared-down list of campground options
3. **Juneau Coalition on Housing and Homelessness Proposals:**
 - o Scattered Site Housing First
 - o Assertive Community Treatment Team
 - o Warming Center
4. **CBJ Housing and Homeless Services Coordinator**

National Data and Resources

Nationally, research and data indicate that it is more expensive for communities to do nothing to improve the housing and healthcare options of chronically homeless individuals than to provide adequate housing and supports.

- Malcolm Gladwell's *New Yorker* essay, [Million-Dollar Murray](#) describes this approach.
- Data and research back up the approach and the Center for Supportive Housing has compiled and summarized [32 supportive housing studies](#) that indicate that supportive housing improves lives, generates significant cost savings to public systems, and benefits communities.

Local Costs/Impacts

To prepare for the 2016 CBJ Community Development Block Grant (CDBG) for the Juneau Housing First Collaborative project, the following data was collected on costs/impact of the chronic homeless population. ***Requests have been made to update this data.***

- **Juneau Police Department/Capital City Fire and Rescue:** Juneau Police Department and Capital City Fire and Rescue report that in less than nine months this year (*January 1 through September 16, 2016*), they've made 537 alcohol incapacitation responses and 83 drug abuse responses with the majority of calls dealing with persons experiencing homelessness; and
- **Bartlett Regional Hospital** had 85 patients that visited the Emergency Room 10 or more times during the first nine months of this year (*January 1 through September 30, 2016*) for a total of 1,507 visits. 33 of those patients were identified as homeless and accounted for 719 of the 1,507 ER visits. Total cost of the ER visits for the homeless patients was \$2,625,290. If you extrapolate this to include the last three months of the year the total would be \$3,412,877 or \$9,350 per day. This works out to an average for the 33 homeless patients of \$103,420 per patient per year.

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These costs are a glimpse of overall cost to public systems (criminal justice, emergency shelter, and other services) as well as impacts on other CBJ departments.

Vulnerability Index Survey – May 2017

In May 2017 partner agencies surveyed all potential future residents of the Juneau Housing First Collaborative project to identify the first set of residents. The aggregate data shows that there were way more than 32 prospective clients and additional supportive housing strategies were needed.

Summary

- **Total number of individuals:** 97 (unsheltered + emergency shelter)
- **Average length of homelessness:** 99.03 months. Median: 60 months
- **Average VI-SPDAT score:** 10.7. Median: 11.

VI-SPDAT scores are on a 0-17 scale.

Any score above 8 is considered a Housing First Candidate.

Evaluation

The JHFC Board has arranged an evaluation of the JHFC project over a three-year period once it opens. The components of the evaluation will be as follows:

1. Frequency of service usage like ER, hospitalizations, police contacts, community mental health services, primary care, substance abuse treatment, etc., pre- and post- admission to housing;
2. Perceived impacts on wellbeing from the resident's perspective;
3. Perceived impacts on the community from those living and working in the downtown area;
4. Objective pre and post changes in well-being based on the Alaska Screening Tool and Client Status Review; and
5. Use of a waitlist control group to compare indicators of well-being among this group to HF residents.

The lead on the evaluation will be Heidi Brocius, MSW. PhD, Clinical Professor, UAF Department of Social Work, who will utilize a student research team to conduct qualitative interviews with residents and community members.

Recommendation: National and local data make it safe to assume that the lack of intervention, especially for chronic homeless persons with complex needs, is at least as expensive or likely more expensive than identifying, housing, and providing supports for these individuals. With the May 2017 Vulnerability Index information, it is clear that the community has this need beyond the 32 spots coming available with the opening of Housing First permanent supportive housing.

CAMPGROUND

After consideration of campground options and the discussion about the target population (unsheltered homeless) that the taskforce is trying to assist, campground options are not the best response.

- Vulnerability Index/Housing First survey data (May 2017) indicate the unsheltered homeless population has complex needs (mental illness/substance abuse, physical/mental disabilities, etc.) and the likelihood of this population utilizing an additional campsite is minimal.

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- This population needs supportive services and no local service agencies would be interested in managing or providing supportive services in this environment. This was attempted when Thane Campground was originally established (CBJ and St. Vincent DePaul partnership) and wasn't a good fit.
- If a campground were established, it would have to be CBJ managed.
- However, if the desire is to provide another low-cost camping environment for the general population, then further consideration of the sites below could be considered. *This would require CBJ funding and staffing.*

CBJ Properties

Other than extending the closing date of Thane Campground, each of the CBJ options left have serious downsides.

- **Thane Campground:** *Extend closing date to November 15, 2017.*
- Lemon Creek Gravel Pit: access, industrial
- Cope Park: access, neighborhood concerns, children's park, damp and dark
- Near Bartlett Regional Hospital: access, steep, ventilation systems of healthcare facilities
- Industrial Boulevard: transportation, access, industrial

AJT Mining Properties (AJ Millsite - Adjacent to downtown Tram)

Included in the packet is a cost estimate for a *winter campground only* discussion that took place last spring that would involve leasing the land from AJT Mining Properties, constructing and removing the site pads between tourist season end in Fall and the start in Spring. **Estimated Charge for materials and construction: \$15,891** (*This does not include labor costs*) This option would require CBJ funding, staffing, and operation. Additionally, there are questions to be considered about police and fire ability to respond, snowplowing, and vehicle access for garbage and port-a-potties.

Recommendation: As a winter campground is unlikely to assist the most in need, CBJ should put resources toward the Juneau Coalition on Housing and Homelessness proposals.

Juneau Coalition on Housing and Homelessness (JCHH) Proposals:

At the last taskforce meeting, the JCHH provided a number of proposals to address the unsheltered homeless situation. In your packet there are templates with additional details on each proposal.

- Scattered Site Housing First
- Warming Center
- Assertive Community Treatment Team – (For information on an ACT team and the standards for implementing a program, [please look at the Alaska DHSS website.](#))

Recommendation: The first two options are actionable and can likely be put into place in the short-term. The Assertive Community Treatment Team is more medium-term and will require more organizational and capacity-building conversations. The taskforce should consider approving funding for both the scattered site housing option and the warming center and pursue organizing details with partners immediately.

CBJ Housing and Homeless Services Coordinator

On September 7, 2017 the Alaska Mental Health Trust Authority approved a \$100,000 FY18 partnership grant request to the City and Borough of Juneau for the Housing and Homelessness Services Coordinator. The grant request is included in the meeting packet and awaits Assembly approval on Sept. 18th.

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The position will be in place to serve a couple of primary functions; 1) provide staff and assembly support in developing oversight and policy in regards to housing and services for the homeless and 2) coordinate with agencies that make up the Juneau Coalition on Housing and Homelessness to further enhance the housing and homelessness service delivery system.

Final Recommendation: The Homeless Task Force can forward recommendations to the Assembly and complete its work. Also, with the Coordinator staff position available, the Assembly will be able to receive updates on these issues going forward.

OBJECTIVE	Scattered Site Permanent Supportive Housing: To provide ten (10) additional permanent supportive housing units in the community using a scattered site Housing First model.	
DESCRIPTION	<p>This model functions much like the HF model Juneau is currently developing. However, the apartments are not congregated and services are provided via a mobile support team rather than by the on-site HF provider.</p> <p>This model relies on:</p> <ul style="list-style-type: none">• tenancy support (rental asst. for period of time, roughly 1 yr);• willing landlords who understand the challenges faced by tenants;• a mobile support team who will respond on the street and in the home; and• a system that can absorb these temporary renters into permanent status via vouchers, low income apartments or other permanent housing options after the 1 year period.	
# TO BE SERVED	10	
TOTAL COST Staffing Operating Services	\$185,000 <ul style="list-style-type: none">• Tenancy Support for one scattered site unit = \$12,000 (\$12,000 x 10 = \$120,000)• Mobile Support Team/Case Management = 1.0 FTE \$65,000	
DURATION OF PROJECT	Once organized, the rental support would cover 1 year. Packet Page 10 of 12	
ANTICIPATED OUTCOMES	<ul style="list-style-type: none">• Funding would allow local agencies to coordinate and arrange scattered site Housing First Permanent supportive housing• Funding would stabilize homeless persons, allow for support services, and provide a bridge to mainstream supports such as Housing Choice vouchers, SSI/SSDI, treatment services.	
POTENTIAL PARTNERS	Juneau Housing First Collaborative Alaska Housing Development Corporation JAMHI Outreach Team (Glory Hole, AWARE, St. Vincent DePaul) Private landlords CBJ	
RISKS AND CHALLENGES	<ul style="list-style-type: none">• Working with chronically homeless persons with complex issues is time intensive and difficult work; there will be a trial and error phase;• Setting up the scattered site model will require organization and collaboration among agencies involved and time to recruit willing landlords to participate; (2-6 months)• Supportive service component is integral and figuring out caseload and continued funding for this purpose in the future will be a challenge;• Long-term sustainability	
POLICY CONSIDERATIONS	CBJ to evaluate long-term funding for this approach and reporting mechanism. (Social Services Advisory Board Funds through Juneau Community Foundation, Juneau Affordable Housing Fund, Tobacco Tax, etc.)	
ACTION STEPS	1. Approve funding 2.Organize scatter site housing program with local agencies, hire support staff 3.Educate the public and recruit participating landlords	
PROPOSAL RESOURCES	City Staff: Scott Ciambor, Chief Housing Officer Housing and Homeless Services Coordinator	Task Force Member(s)

OBJECTIVE	Warming Center	
DESCRIPTION	<p>The JCHH does not advocate establishing new emergency shelter programming, but recognizes the need for live-saving interventions during the winter months when temperatures are below freezing.</p> <p>JCHH recommends working with existing emergency shelter providers (TGH, AWARE and JYS) to utilize their 24-hr staffing resources to avoid creating another system of emergency shelter management. We believe that given CBJ coordination (managed by the proposed Homeless Services Coordinator), donated space (the downtown bus depot is a likely site), and a limited operation schedule, existing providers could expand their current personnel pools to provide on-call staff when the temperatures fall below a determined threshold.</p> <p>Existing shelter providers could invoice the city for those personnel expenses.</p> <p>On nights below freezing between November 15, 2017 and April 15th, 2018, the warming center would be available for 0 - 25 persons(depending on space chosen) during a timeframe established by the partners (e.g.; 11pm-7pm)</p>	
# TO BE SERVED	On nights below freezing between November 15, 2017 and April 15 th , 2018, the warming center would be available for 0 - 25 persons depending on space chosen during a timeframe established by the partners (e.g.; 11pm-7pm).	
TOTAL COST Staffing Operating Services	<p>Preliminary Cost Estimates (assuming ~100 days below freezing/yr):</p> <ol style="list-style-type: none">1. Shelter Worker @ \$20/hr for 10 hr shift = \$220/night (includes two hrs OT)2. \$220/night x 2 workers x 100 nights = \$44,000/yr personnel cost (may be higher depending on staff we use- may include more overtime)3. 8% admin costs to providing agency4. Increased liability insurance = ? city cost5. Janitorial= ? city cost6. Cots/sleeping pads = potentially donated by Red Cross, vinyl/plastic, if purchased- Paco Pads @ ~\$230/each7. If we provide blankets-laundry service @ \$150/night x 100 nights =\$15,000 <p>Start-up costs for personnel and basic materials begins at roughly \$63,000. Also:</p> <ul style="list-style-type: none">• Liability Insurance and janitorial costs need to be determined.• Location costs: Determining cost of use of CBJ property (Downtown Transit Center, Centennial Hall) or renting a private space at another location.	
DURATION OF PROJECT	November 15, 2017 – April 15 th , 2018	
ANTICIPATED OUTCOMES	<ul style="list-style-type: none">• Between November 15, 2017 and April 15th, 2018 there will be an additional emergency shelter option available in the community to keep individuals off the street.	
POTENTIAL PARTNERS	Glory Hole, AWARE, and Juneau Youth Services	
RISKS AND CHALLENGES	<ul style="list-style-type: none">• There is little desire to make this warming center a permanent, ongoing winter offering in the community; however to ensure that this isn’t the case will require development of additional housing services and supports to decrease the level of unsheltered homeless in the community. (This will require collaboration, advocacy and pursuit of additional local, state, and federal resources.)• Choice of location;• Congregate shelter isn’t always the best option for persons with complex needs.	
POLICY CONSIDERATIONS	CBJ to evaluate long-term funding for this approach and reporting mechanism. (Social Services Advisory Board Funds through Juneau Community Foundation, Juneau Affordable Housing Fund, Tobacco Tax, etc.)	
ACTION STEPS	<ul style="list-style-type: none">• Assess location, insurance requirements and liability protections for city facilities• Allocate funding• Organize Warming Center program with partners• Educate the public and partners (JPD, CCRF, Social service agencies, etc.) on how warming center will operate.	
PROPOSAL RESOURCES	City Staff: Scott Ciambor, Chief Housing Officer Housing and Homeless Services Coordinator	Task Force Member(s)

OBJECTIVE	Assertive Community Treatment Team	
DESCRIPTION	<p>An Assertive Community Treatment team consists of a transdisciplinary team of medical, behavioral health, and rehabilitation professionals who work together to meet the intensive needs of recipients with severe and persistent mental illness. A fundamental charge of ACT is to be the first-line (and generally sole provider) of all the services that ACT recipients need. Being the single point of responsibility necessitates a higher frequency and intensity of community based contacts, and a very low recipient-to-staff ratio. Because ACT teams often work with recipients who may passively or actively resist services, ACT teams are expected to thoughtfully carry out planned assertive engagement techniques which largely consist of rapport-building strategies, facilitating meeting basic needs, and motivational interviewing techniques. The ACT team delivers all services according to a recovery based philosophy of care, where the team promotes self-determination, respects the recipient as expert in his or her own right, and engages peers in the process of promoting hope that the recipient can recover from mental illness and regain meaningful roles in the community.</p>	
# TO BE SERVED	Participants would be determined by the level of staffing funding would provide and individuals meeting the ACT admission criteria. (SMI, unable to perform daily activity tasks, keep employment, maintain housing, continuous high-service needs)	
TOTAL COST Staffing Operating Services	<p>Preliminary Cost Estimates/year:</p> <ul style="list-style-type: none">i. .25 FTE Prescribing Clinician=\$42,550.25ii. 1.0 FTE Case Manager=\$82,420.00iii. .25FTE Nurse II= \$25,648.25iv. Peer Support 1FTE=\$60,090.00 <p style="text-align: right;">Packet Page 12 of 12</p> <p>Total preliminary costs = \$210,708</p> <ul style="list-style-type: none">• Additionally, matching funds for staffing from other sources like Alaska Division of Health and Social Services or Alaska Mental Health Trust Authority will likely be necessary to meet ACT fidelity and ensure long-term sustainability.• Also, Medicaid billing for appropriate services to clients will need to be established and maintained.	
DURATION OF PROJECT	Establishing an ACT team would likely be a medium-term option. Initial planning would likely be needed to ensure long-term sustainability as the desire would be to have an ACT team in place for more than a year.	
ANTICIPATED OUTCOMES	<ul style="list-style-type: none">• A focus on homeless individuals with intensive medical, behavioral health, and substance abuse needs by a transdisciplinary team.	
POTENTIAL PARTNERS	JAMHI Bartlett Regional Hospital JHFC & other housing provider (St. Vincent’s, AHDC) Polaris House Other Juneau Coalition on Housing and Homelessness service partners	
RISKS AND CHALLENGES	<ul style="list-style-type: none">• An ACT team has pretty rigorous fidelity requirements to the model and determining activities eligible for Medicaid billing can time consuming;• Long-term sustainability• Ensuring housing component is available for targeted individuals• Organization and capacity-building among partner agencies.	
POLICY CONSIDERATIONS	CBJ to evaluate long-term funding for this approach and reporting mechanism. (Social Services Advisory Board Funds through Juneau Community Foundation, Juneau Affordable Housing Fund, Tobacco Tax, etc.)	
ACTION STEPS	<ul style="list-style-type: none">• Organize meeting of potential ACT team partners and State entities to learn about interest & viability of putting in place a local ACT team.	
PROPOSAL RESOURCES	City Staff: Scott Ciambor, Chief Housing Officer Housing and Homeless Services Coordinator	Task Force Member(s)