

Facilitated Collaborative Process  
between Administration and Legislative Drafting Group  
for Mass Care and Long-Term Navigation Decisions

**Implementation Status Update 052622**

The workgroup is continuing to meet to maintain alignment and progress through implementation of the client / community focused approach for exit from mass care that was unanimously approved by the Mayor and Assembly in AR2021-350. The next meeting is **June 1, 2022**. Status updates since last report are in **bold**.

**HIGHLIGHTS:**

Mass care operations, including care at Sullivan Arena and the one remaining non-congregate shelter in an area hotel, are *targeted* for closure by June 30. ***Support to secure alternative housing or temporary shelter prior to the closure of Sullivan Arena will be offered to all residents. The Administration is evaluating the need to continue some level of operations at the non-congregate hotel site beyond June 30.***

***AHD is to provide updated transition information to revise the Sullivan Arena occupancy summary below.***

<b>Sullivan Arena occupancy as of May 14:</b>	<b>354*</b>
• Housed (as of May 14)	-2
• Guest House master lease (May 1 – sale closure)	-140
• Sockeye Inn (June 6 – 30)	-40
• Existing HPRS locations	-59
• Unknown	-2
<b>People remaining at Sullivan on June 30:</b> (if no other housing placements identified)	<b>144</b>

\* There are approximately 199 additional people currently in non-congregate mass care at an area hotel.

***Single Adult Navigation Center – A second Conditional Use Permit public meeting has been scheduled for June 22, 5:30 – 7:30 pm at the Wilda Marston Theatre. Virtual meetings are also being scheduled with the Campbell Creek and Basher Community Council in June.***

***The facilitation group is scheduled to receive an update on the status of design and construction of the navigation center / shelter at the June 1 meeting. Documents showing the current cost estimate and schedule were provided at the May 26 meeting, but the schedule has not been updated to reflect the most recent information.***

***The Administration has now joined the Navigation Center and the Low Barrier Shelter Communities of Practice. A documented plan for operation of the facility has been requested by the facilitation group.***

The Administration is in the process of identifying a dedicated Project Manager / Subject Matter Expert for the Navigation Center / Low Barrier Shelter as agreed in AR-2022-146.

**Permanent Supportive (PSH) / Workforce Housing (WFH)** – *Due diligence for the purchase of the Guest House Inn is underway by First Presbyterian LLC and is anticipated to be completed by early August. Approximately 120 - 150 people will be moved into transitional housing at the Guest House Inn prior to the June 30 Sullivan Arena closure.*

*The Invitation to Bid (ITB 2022B033) for \$900K (AR-2022-155) to support rapid rehousing as part of the mass care exit is expected was issued May 23. Bids will be opened June 6. The tentative timeline for having the contract in place is mid to late June.*

**Sockeye Inn Complex Care** – The facility will open for complex care on June 6. With the MOA Planning Department use determination provided to the owner, SCCA, the Sockeye is currently zoned for complex care and a conditional use permit is not required. Approximately 75 people needing complex care will be moved to the Sockeye from mass care facilities and other shelters. Additional clients will be able to move out of mass care into some of the traditional providers' shelter beds vacated by moves to complex care.

**Substance Abuse Treatment and Housing** – AR-2022-111s (as amended) approved May 10, appropriating funds for construction of the Navigation Center / Shelter included a provision that “the Mayor’s Administration make a firm written commitment to make a good faith effort to operate the property at 1000 E. 36th Avenue (formerly Golden Lion Hotel) as a substance misuse treatment center”. On May 18 the facilitation workgroup agreed to the decision framing process to be used to confirm current needs for substance misuse level of treatment and number of treatment beds and evaluate options to address the problem. ***All options will be considered, including the Golden Lion property.***

Salvation Army expects secure full funding from the State of Alaska by May 18 to repair the 68-bed treatment facility that was damaged in the 2018 earthquake.

**Special Populations Housing** – Funding for potential master leasing or to acquire hotels is being explored to serve this population.

## IMPLEMENTATION STATUS SUMMARY

**System Overview:** The mass care exit strategy aligns with and closes gaps in the Anchorage Homeless Prevention and Response System. The planned improvements will apply best practices for coordinated entry, navigation centers, emergency shelters, behavioral and substance abuse treatment, and permanent supportive housing to most effectively support people experiencing homelessness, provide the most cost-effective homelessness prevention and response system and minimize adverse community impacts. The resulting enhanced system will provide compassionate and more effective care for Anchorage's vulnerable people experiencing homelessness by providing wrap around support based on what each individual needs. Parallel activities are underway outside of the facilitated process to accelerate moving people into housing to reduce the need for temporary shelter beds. Collaborative funding will be obtained from a variety of sources including public-private partnerships.

**Timeline:** The Administration intends to close mass care by June 30, 2022. An updated timeline is needed based on the updated schedule for construction of the navigation center.

**Funding Plan** – It is inherent in the funding plan for the exit strategy that site selection, operational plans and transition plans support the most cost efficient and effective homelessness prevention and response system.

To date, \$18,450,000 has been committed for the multiple projects in the facilitated plan to exit mass care. Funders to date are the Municipality of Anchorage, Rasmuson Foundation, Weidner Apartment Homes, Chugach Alaska Corporation, Calista Corporation, Providence Health Services Alaska, and Premera Blue Cross. Funds are held in a special project fund account at the Alaska Community Foundation to be expended as projects come online. Other philanthropic donors are contributing to operations, such as Doyon Corporation and the Alaska Mental Health Trust. Discussions are underway with other potential funders. Potential funders' decisions are highly dependent on their confidence in the ongoing support of both the Mayor and Assembly for the funding and implementation of the strategy.

The Assembly / MOA appropriated \$6M in December 2021 for capital investments into 3 planks of the exit strategy:

- Complex Needs Shelter (Sockeye Inn)
- Permanent Supportive / Workforce Housing (PSH/WFH)
- Single Adult Navigation Center / Shelter.

The Assembly approved Resolution AR-2022-111(s) on May 10 appropriating an additional \$6.2M for construction of the Tudor Elmore Navigation Center/Shelter.

In addition, MOA has requested \$15M from the State of Alaska in the 2022 Legislative Request to be used for the following 3 areas. Initial discussions between the Mayor and the Governor / Legislature have been positive.

- Permanent Supportive / Workforce Housing (PSH/WFH)
- Single Adult Navigation Center / Shelter
- Special Populations Housing.

Funding for sustainable operations is being developed and is necessary to attract owners and operators willing to operate and sustain these sites once they are brought on-line. Operating fund sources include HUD (ESG, CDBG, Home), state, MOA, and philanthropy. Sources are tied to specific client needs and program requirements and require continued collaborative

investigation to secure the needed funding. The workgroup is developing an overall operating finance plan to detail the anticipated operating costs and potentially available funds for both shelter and supported housing components of the strategy. The operational costs for housing / shelters will be leveraged with available state and federal funding for housing stability.

The working group will continue to consult with MOA Legal, Planning and Procurement to confirm requirements for purchase and operation for sites that include funding from the MOA.

The HUD Technical Assistance resource team 3 is actively engaged in support of the mass care exit strategy. The HUD team is bringing experience working with other cities in similar efforts to maximize access to federal programs for housing stability and increase access to affordable units for housing. A goal has been set to secure housing for 10 people every day between April 1 and June 30 to support the mass care exit strategy.

**Sockeye Inn Complex Care Shelter:** The facilitated plan to exit mass care is to move people as quickly as possible out of mass care to more suitable shelters and ultimately to housing. The complex care shelter will address a long-standing gap within the current continuum of care system by providing shelter and care for persons experiencing homelessness with medical concerns and/or disabilities for whom a congregate shelter exacerbates risk. Over 150 people with medical needs have been identified within the current homeless prevention response system.

The Sockeye Inn was purchased by Ship Creek Community Assets II (SCCA II) on March 29, 2022 and will be operated by Catholic Social Services (CSS). The Sockeye Inn will provide 61 units serving up to 120 people.

The selection of the facility operator was the responsibility of the owner SCCA and was not a MOA decision therefore was not required to follow MOA procurement processes. The MOA Planning Department use determination provided to the owner, SCCA, shows the Sockeye is currently zoned for complex care and a conditional use permit is not required.

The facility is temporarily closed while CSS prepares for complex care operations. Alternative housing was secured for all residents during the temporary closure through the efforts of ACEH staff. CSS will begin complex care operations on or about June 6, 2022. Approximately 75 people needing complex care will be moved from mass care facilities and other shelters. Additional clients will be able to move out of mass care into traditional providers' shelter beds vacated by moves to complex care.

Funds for this purchase are a combination of private and public funding. The MOA contributed \$2M, and non-governmental funders paid the balance to cover the purchase price and closing costs. In addition, Doyon provided beds, linens, storage units, and an automatic door access system for the facility.

The estimated annual operating cost is \$3M - \$4M. AHD is drafting a proposed amendment to the city's HUD Consolidated Plan to secure \$1.2M in CDBG-cv funds. This is a HUD process that will be coordinated with the ACEH which is the HUD designated Continuum of Care (CoC) for Anchorage's shelter and homeless response system. The Assembly approved a \$1.0675M appropriation from the Alcohol Tax to support complex care operations on March 15.

**Permanent Supportive Housing (PSH) / Workforce Housing (WFH):** Clients served by PSH include people experiencing homelessness who can live independently with suitable support services. Clients served by WFH include employed individuals who are experiencing homelessness because they cannot afford available market housing. Several hundred units are required to meet the needs of existing mass care clients.

ACEH, as the community coordinator for analyzing and managing gaps in the homeless prevention and response system, is working with philanthropic partners to explore suitable sites and financing options for acquiring properties.

**Due diligence review is currently underway with anticipated sale in early August.** This hotel conversion will provide 130 housing units serving approximately 120 to 150 individuals. The estimated capital cost per room is significantly less than the cost for new construction and is less than the national average for hotel conversions.

The Guest House is leased for transitional housing while the site due diligence is underway before the sale is completed. This will move people from the Sullivan Arena into transitional housing and then help them move on to permanent housing.

The Assembly passed a resolution on April 26 to use federal funds that the MOA had specifically set aside to move people from mass care to housing. The Assembly approved resolution AR-2022-148 on April 26 to suspend Title 7 procurement rules and appropriated \$1.9M for interim operations by homeless service provider 99 Plus 1 (currently providing services at the mass care congregate and non-congregate locations) at the Guest House for 90-120 days.

The Assembly passed resolution AR-2022-155 on April 28 to suspend Title 7 procurement rules so that MOA could contract with homeless service provider 99 Plus 1 to rapidly move additional people out of Sullivan Arena mass care into available housing other than the Guest House interim operations. This resolution was subsequently vetoed by the Mayor requiring that the contract follow normal procurement processes. ***The Invitation to Bid (ITB 2022B033) for \$900K (AR-2022-155) to support rapid rehousing as part of the mass care exit is expected was issued on or about May 23. Bids will be opened June 6. The tentative timeline for having the contract in place is mid to late June.***

Operating budgets and identification of sustainable funding sources (such as AHFC rental subsidies and housing stabilization funds) are under development with housing providers including RuralCap and NeighborWorks Alaska. ***A RFI for operations will be issued in June.***

The Barratt Inn was previously identified by the facilitation group for potential conversion to approximately 90 workforce and supportive housing units. Negotiations with the owner have been halted because of the need for additional information from the owner to substantiate the level of renovation and cost required to make the facility safely operational. The timeline and cost for renovation need to be clearly determined and more fully assessed before proceeding any further.

Efforts continue to identify additional units to fill anticipated capacity needs for the mass care exit strategy. There are other PSH projects underway in the community that may expand the availability of units that can support mass care exit.

**Single Adult Navigation Center / Shelter:** The Single Adult Navigation Center / Shelter will provide navigation support services and temporary low barrier shelter for persons experiencing homelessness that are over the age of 25 and do not meet the criteria and/or capacity limits for other shelter or housing locations. Most of the clients served at this location are typically single adult men. The navigation center will be a low-barrier, service-enriched shelter focused on moving persons experiencing homelessness into permanent housing and will provide temporary living facilities while case managers connect individuals experiencing homelessness to jobs, public benefits, health services, shelter, and housing.

The Assembly approved an appropriation of \$800K on March 15 for preliminary design at the (AR2022-72). A \$50,000 contract was awarded to Roger Hickel Contracting through the competitive process for construction management ([RFP 2022P007](#)). Roger Hickel Contracting solicited competitive bids for the manufacture of the structure and Sprung Structures was the successful bidder. The tensioned membrane structure will take 6-8 weeks to manufacture. The \$2M previously appropriated (AO2021-116S December 7, 2021) for the facility is being released from the Alaska Community Foundation to initiate the manufacturing process for the structure. The manufacture of the structure is planned to occur on a parallel path with final design in order to fast track the project for startup.

Resolution AR-2022-146 was approved April 28 setting policy as a condition of the navigation center / shelter appropriation that the MOA commits to striving to achieve “functional zero” in reducing homelessness in a 2-year period after the navigation center is operational and shutting down the shelter portion of the navigation center once “functional zero” has been achieved. The capacity for the center was reduced from 200 beds with 130 surge capacity to 150 beds with emergency surge capacity of 50 by this resolution.

The Assembly approved Resolution AR-2022-111(s) on May 10 appropriating an additional \$6.2M for construction of the Tudor Elmore Navigation Center / Shelter. This appropriation is in addition to \$2.8M previously appropriated (AO2021-116S) and is contingent on the policies established in AR-2022-146 adopted by the Mayor and Assembly on April 28. AR-2022-111(s) also included a condition requiring that “the Mayor’s Administration make a firm written commitment to make a good faith effort to operate the property at 1000 E. 36th Avenue (formerly Golden Lion Hotel) as a substance misuse treatment center”.

The capital estimate provided on April 28 for construction of the shelter was \$13.4M including \$11.9M construction costs and \$1.5M for internal furnishings. This estimate was based on the design of a 29,000 sq ft tensioned membrane structure to be fabricated by Sprung Structures and installed at the Tudor Elmore site between the APD offices and the evidence lot.

The estimate for annual operating costs provided by the Administration at the April 28 Assembly meeting was \$5M.

The schedule provided by the MOA project manager for the April 28 Assembly meeting indicates that the navigation center / shelter will not be available prior to June 30 mass care closure so the Administration has drafted an interim plan for providing shelter to individuals from June 30 until the navigation center / shelter opens in fall. There has been subsequent discussion of the potential to accelerate construction plans and/or to provide for temporary occupancy while construction is completed.

The following information was provided by the MOA Project Manager at the May 18 facilitated meeting: The 35% design review was completed on May 18 and 65% design is expected by mid-

June (vs May 3 as reported at the April 28 Assembly meeting). The project is on track to approve a purchase order with Sprung Structures by May 20. The current construction estimate is \$11.1M with continued efforts to find opportunities to reduce cost to the \$10M budget. As a result of reducing the planned capacity of the facility the restroom and shower facilities will be relocated from outside to the interior of the structure. The schedule has slipped by 2 weeks with anticipated temporary occupancy on or about September 15.

The facilitated workgroup is continuing to request documentation of the project plan including design, critical path schedule and cost estimate breakdown for review.

***The MOA has joined the Communities of Practice for both Navigation Centers and Low Barrier Shelters to support the design of the facility program and operations plans.*** AHD and ACEH will collaborate to draft navigation center operating best practices leveraging work that is already underway for the 3<sup>rd</sup> Avenue Navigation Center. This work will support decisions regarding the programs and practices that will be provided at the Navigation Center to inform the detailed design of the physical facility and the future operating costs. The project team is planning a collaborative effort with navigation center operations and design subject matter experts to help define the programs and services to be provided in the navigation center. This collaboration will help inform the final design of the navigation center / shelter. The facilitators recommended that the project team consider embedding an individual representing the subject matter experts on navigation center and low barrier shelter operations into the project planning team to improve real time coordination and collaboration so that program and operational considerations can be readily available as construction decisions are made.

The facilitation workgroup requested a documented Program / Operations Plan that describes the vision for the functioning of the facility.

**Special Populations Housing:** (Elderly, Women, LGBTQ+): A site location has not yet been identified; however, the workgroup is continuing to monitor other system enhancements planned and/or underway by other program providers that will be / may be serving this population (e.g., the Choosing Our Roots grant mentioned below). Funding for potential master leasing and/or hotel acquisitions for rooms to serve this population is also being explored by the facilitated workgroup.

**Substance Abuse and Housing:** Assembly AR-2022-111s (as amended) appropriating funds for construction of the Navigation Center / Shelter included a provision that “the Mayor’s Administration make a firm written commitment to make a good faith effort to operate the property at 1000 E. 36th Avenue (formerly Golden Lion Hotel) as a substance misuse treatment center”. On May 18 the facilitation workgroup agreed to the decision framing process to be used to confirm the current needs for level of treatment and number of treatment beds and evaluate the options to address the problem. ***All options will be considered, including the Golden Lion property. Subject matter experts from the Alaska Division of Behavioral Health have been contacted to provide current information on needs and service gaps.***

Efforts are underway with the Salvation Army to return the 48<sup>th</sup> Avenue facility to service for providing 68 substance abuse treatment beds. The Boutet Company has completed the 100% engineering package for renovating the existing location to repair 2018 earthquake damage and allow safe occupancy using State of Alaska funds. The Salvation Army is continuing to work to

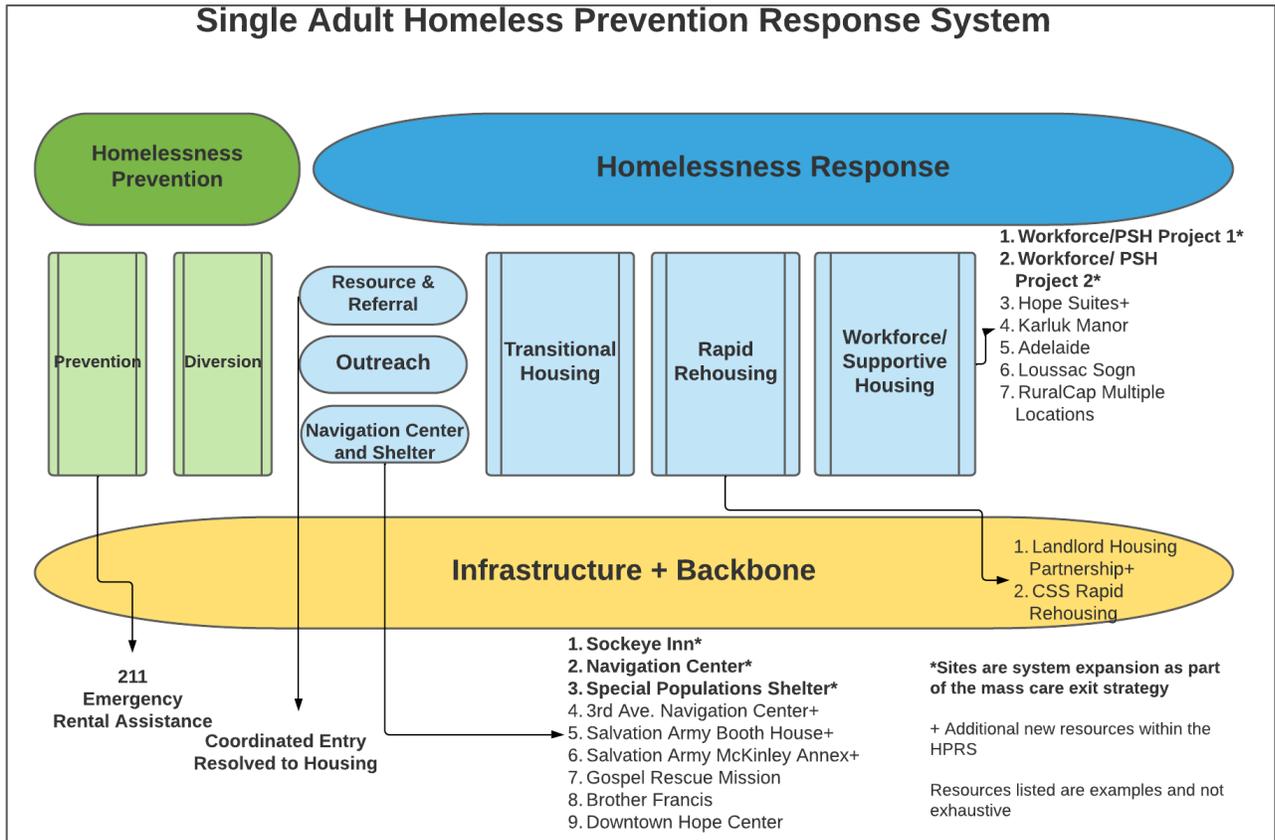
secure State of Alaska 2018 earthquake response funds to allow renovation work to begin. Funds are expected to be available on or about May 18. Other potential Salvation Army locations are also being discussed for return to service.

**Other System Enhancements:** In addition to implementation of the 5 planks of the exit strategy there is work ongoing by other partners in the homelessness prevention response system that create potential space for moving clients out of mass care. These include reopening and/or optimization of existing shelters to increase bed capacity (Salvation Army, Downtown Hope Center, and Brother Francis), improving the system for utilization of rental assistance and housing stability funds, and the United Way Landlord Housing Partnership incentives. Choosing Our Roots (COR) has a \$500K ARPA grant from AHD for 10 units of LBGTQ+ (age restricted) safe shelter/housing.

As previously communicated:

- Facilitated Process Clarification: The Assembly members who are part of the facilitated process committed to collaborate with the Administration members to develop the recommended strategy and guide implementation of the mass care exit strategy. The Assembly members maintain frequent communications with the rest of the Assembly to share status updates and opportunities to provide input. The Assembly members neither represents nor guarantee the votes of other Assembly members on the recommendations that result from the facilitated process.
- We continue working together with commitment to collaborative process.
- We share goals to end homelessness and belief that navigation is only one part of the continuum of care; housing always a goal; shelter will be a part of navigation plans.
- Not politically focused – it's about getting it right for the benefit of the community.
- Have agreed to a decision process that supports reaching agreement on quality decisions that are best for our community.
- Have agreed to a decision frame that includes problem statements, timeline, outcome goals, ranking criteria, alternatives to be considered and analysis to support decisions.
- Will socialize / communicate / vet progress with rest of Assembly and other key stakeholders and community partners to include Community Councils as discussions move forward.
- The mass care exit strategy aligns with and closes gaps in the existing Homeless Prevention Response System.

# Single Adult Homeless Prevention Response System



**Envisioned System# After Mass Care Closure = Total Capacity 1172**

- 452 to housing
- 623 to shelter/navigation
- 97 to residential treatment

<b><u>Sockeye Inn Complex Care Shelter - 85 beds</u></b>	Brother Francis Shelter - 75 beds*	Gospel Rescue Mission - 43 beds	Salvation Army McKinley Annex - 15 women*
Salvation Army Booth House - 30 veterans*	<b><u>Special Populations Shelter - 120 beds**</u></b>	<b><u>Navigation Center - 200 beds~</u></b>	Downtown Hope Center - 55 beds for women
<b><u>Midtown Substance Misuse Treatment - 68 beds</u></b>	Clitheroe Substance Misuse Treatment - 29 additional beds for men	<b><u>PSH/Workforce Housing Project 1 - 115 units</u></b>	Hope Suites Housing - capacity for 72 women
<b><u>PSH/Workforce Housing Project 2 - 115 units***</u></b>	Landlord Housing Partnership - 100 units*	Coordinated Entry Resolved to Housing - 50 clients	

# As of 2/22/2022  
 \*estimated numbers  
 % March 1st planned opening  
 \*\*No identified location  
 ~RFP issued 1/28/2022  
**Bold underlined text indicates specific projects identified by the facilitation group as part of the mass care exit strategy**

***This exhibit to be updated with current information reducing the navigation center / shelter to 150 beds and the planned acquisition of the Guest House for 120 units of PSH.***