Shelter Licensing Policies and Procedures

As of January, 2023

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1.0 INTRODUCTION

On June 22, 2021, the Anchorage Assembly passed <u>Assembly Ordinance 2021-055(S-1)</u>, codified in Anchorage Municipal Code <u>Chapter 16.125 – Homeless and Transient Shelter Licensing</u>. AMC 16.125 outlines the responsibilities and powers given to the Anchorage Health Department Director for implementing Shelter Licensing in order to:

- 1. establish minimum standards of care;
- 2. enable and maintain data collection about people experiencing homelessness;
- 3. maintain appropriate oversight for the sake of shelter clients; and
- 4. mitigate impacts on neighboring residents, businesses, etc.

1.1 Hyperlinks References

Housing and Homeless Services Page

- -Application
- -Waiver for Barrier Crime
- -Waiver
- -Good Neighbor MOU
- -Background Check Information Sheet
- -Public Notice Information Sheet

<u>Assembly Ordinance 2021-055(S-1) — ESTABLISHING A MUNICIPAL LICENSE REQUIREMENT FOR HOMELESS AND TRANSIENT SHELTERS</u>

Chapter 16.125 — Homeless and Transient Shelter Licensing

Anchorage Municipal Code 3.60.080 — Administrative Adjudication

Anchorage Municipal Code 14.60.030 — Fine Schedule

Municipality Emergency Shelter Plan

<u>HUD Exchange — HMIS Data Standards</u>

2.0 PURPOSE

The purpose of this Policies and Procedures Manual is to provide clear and thorough information about the Anchorage Health Department's implementation of Shelter Licensing for both providers and the community at-large. While AHD is given the authority under AMC 16.125 to publish and adopt rules and regulations that are reasonable and necessary, and to

publish and adopt guidance for shelter operations, the Shelter Licensing process is not intended to be overly burdensome on homeless shelter providers. Rather, AHD is committed to ensuring minimum standards for operations at overnight and day shelters.

3.0 ACRYNOMS

Anchorage Health Department (AHD)

Homeless Management Information System (HMIS)

Alaska Homeless Management Information System (AKHMIS)

Institute for Community Alliances (ICA)

Assembly Ordinance (AO)

Anchorage Municipal Code (AMC)

Alaska Administrative Code (AAC)

Alaska Statute (AS)

Anchorage Police Department (APD)

4.0 DEFINITIONS

Overnight homeless and transient shelter—a facility designed to provide minimum necessities of life on a limited, short-term basis for individuals and families during periods of dislocation or emergency pending formulation of longer-term planning. Facility elements may include providing the physical care required, including shelter, food, necessary medical and clothing needs, directly or by referral to appropriate agency; and planning for a more permanent solution to the problem, including contact with community resources for housing and employment. (AMC 16.125.015A.)

Day shelter—a social services facility primarily engaged in providing services or activities to advance the welfare of individuals experiencing homelessness and others in need, such as food or clothing distribution, job or life skills, counseling or training, connections and on-site engagement with appropriate social services and public assistance providers, planning for more permanent housing and employment, and the like. A day shelter may provide for basic medical care to the clients otherwise being served by the facility, such as first aid. (AMC 16.125.025)

Client—an individual who accesses services at either an overnight shelter or a day shelter.

Provider—an organization that offers social services to individuals in an overnight or day shelter.

Homeless – Individual or family who lacks a fixed, regular, and adequate nighttime residence, meaning:

- (i) Has a primary nighttime residence that is a public or private place not meant for human habitation;
- (ii) Is living in a publicly or privately operated shelter designated to provide temporary living arrangements (including congregate shelters, transitional housing, and hotels and motels paid for by charitable organizations or by federal, state and local government programs); or
- (iii) Is exiting an institution where (s)he has resided for 90 days or less and who resided in an emergency shelter or place not meant for human habitation immediately before entering that institution.

5.0 LICENSE INFORMATION

A homeless and transient shelter may not operate within the municipality after January 1, 2023 unless it has obtained the applicable homeless and transient shelter license or provisional license from the municipality for the premises and the license remains in conformity with the provisions of AMC 16.125. (AMC 16.125.010A.)

There are two types of shelters: overnight shelters and day shelters.

5.1 OVERNIGHT SHELTER

According to AMC 16.125.015A., "An overnight homeless and transient shelter means a facility designed to provide minimum necessities of life on a limited, short-term basis for individuals and families during periods of dislocation or emergency pending formulation of longer-term planning."

In order to determine which facilities are licensed as overnight homeless and transient shelters ('overnight shelter'), AHD screens facilities to meet the following criteria:

1. Does the facility house people overnight?

(Possible answers: Yes, No. If 'yes', move on to Question 2. If 'no', facility does not require an overnight shelter license.)

2. Is the purpose of the facility to be a homeless and transient shelter? (Possible answers: Yes, No. If 'yes', move on to Question 3. If 'no', facility does not require an overnight shelter license.)

3. Is the facility operating under <u>AMC 16.120 Emergency Shelter Plan for Homeless</u> Persons?

(Possible answers: Yes, No. If 'no', move on to Question 4. If 'yes', facility does not require an overnight shelter license.)

4. Is the facility licensed as a healthcare facility by the Alaska Department of Health? (Possible answers: Yes, No. If 'no', move on to Question 5. If 'yes', facility does not require an overnight shelter license.)

Licensed facilities can be found at https://health.alaska.gov/Pages/default.aspx.

5. Does the facility charge nightly or monthly fees for individuals to stay the night? (Possible answers: Yes, No. If 'no', facility is an overnight shelter. If 'yes', facility does not require an overnight shelter license.)

Shelters that are determined to meet the criteria of an 'overnight shelter' will be notified, and will be required to apply for a Provisional Shelter License or Shelter License within 30 calendar days of notification.

5.2 DAY SHELTER

According to AMC 16.125.025, "A day shelter is a social services facility primarily engaged in providing services or activities to advance the welfare of individuals experiencing homelessness and others in need, such as food or clothing distribution, job or life skills counseling or training, connections and on-site engagement with appropriate social services and public assistance providers, planning for more permanent housing and employment, and the like."

In order to determine which facilities are licensed as day homeless and transient shelters ('day shelter'), AHD screens facilities to meet the following criteria:

 Is the facility licensed as an assisted living facility, correctional community residential center, or habilitative care facility, as those uses are defined in title 21, section 21.05.030B., that also does not operate a homeless or transient shelter collocated on the property?

(Possible answers: Yes, No. If 'no', move on to Question 2. If 'yes', facility does not require a day shelter license.)

The following facilities are not subject to shelter licensing: "An assisted living facility, correctional community residential center, or habilitative care facility, as those uses are defined in title 21, section 21.05.030B., unless such facility also operates a homeless or transient shelter collocated on the property" (AMC 16.125.010D.1.)

2. Does the facility provide social services?

(Possible answers: Yes, No. If 'yes', move on to Question 3. If 'no', facility does not require a day shelter license.)

Social services "advance the welfare of citizens in need, such as food or clothing distribution, job or life skills counseling or training, and the like. This use does not include retail facilities, medical care, behavioral health counseling, or overnight accommodations." (AMC 21.05.040C.8.a.)

3. Are the facility's services targeted towards individuals experiencing homelessness? (Possible answers: Yes, No. If 'yes', move on to Question 4. If 'no', facility does not require a day shelter license.)

For example, a public library lends books to all Anchorage residents including individuals experiencing homelessness. However, lending books is not a service that is specifically targeted towards the homeless population. Therefore, this service would not be considered a 'service targeted towards individuals experiencing homelessness'.

4. May clients seek shelter throughout the facility's daily operating hours? (Possible answers: Yes, No. If 'yes', facility is a day shelter. If 'no', facility does not require a day shelter license.)

Day shelter clients are allowed to stay as long as they need during daily operating hours (day shelters cannot provide services between 9:00 p.m. and 7:00 a.m. per AMC 16.125.060B.8.). For example, facilities that offer navigation services but expect clients to leave after receiving those services would not be considered day shelters. If a location is considered a "day shelter" and offers services between 9:00 p.m. and 7:00 a.m. then it would get a combination day/overnight shelter license.

5.3 LICENSE TYPES

Each shelter must select one number and one letter on its Shelter License Application. A shelter may operate as a day shelter, overnight shelter, or both.

Overnight Shelter Designation Letters:

- A: Overnight shelter with a capacity of more than 40 clients
- B: Overnight shelter with a capacity of between 9-40 clients
- C: Overnight shelter with a capacity of less than 9 clients
- Z: Shelter does not offer overnight service

Day Shelter Designation Numbers:

- 1: Day shelter with a capacity of more than 40 clients
- 2: Day shelter with a capacity of between 9-40 clients
- 3: Day shelter with a capacity of less than 9 clients
- 0: Shelter does not offer services between 7:00 a.m. and 9:00 p.m.

The license will be marked with one letter and one number:

Example 1 (Overnight only): An overnight shelter with a capacity of more than 40 clients that does not provide day services. "A" would be selected under the Overnight Shelter Designation and "0" would be selected under the Day Shelter Designation. It would receive an "A-0" license.

Example 2 (Day Shelter only): A day shelter with a capacity of less than 9 clients that does not operate an overnight shelter. "Z" would be selected under Overnight Shelter Designation and "3" would be selected under Day Shelter Designation. It would receive a "Z-3" license.

Example 3 (Overnight and Day Shelter): An overnight and day shelter with a capacity of more than 40 clients. "A" would be selected under the Overnight Shelter Designation and "1" would be selected under the Day Shelter Designation. It would receive an "A-1" license.

5.4 EXCLUDED FACILITIES

The following facilities are specifically excluded from Shelter Licensing per AMC 16.125.010D.:

- 1. An emergency shelter operated for purposes of housing eight or fewer persons or an unspecified number within a familial group,
- 2. Assisted Living Facility as defined by AMC 21.05.030B,
- 3. Correctional Community Residential Center as defined by AMC 21.05.030B,
- 4. Habilitative Care Facility as defined by AMC 21.05.030B,
- 5. Shelters only operating when chapter 16.120 (Emergency Shelter) is enacted.
 - If approved for operations under section 16.125.060, the emergency shelter shall also be covered under the remaining portions of this chapter during the time AMC 16.120 is enacted.

5.5 APPLICATION PROCESS

5.5.1 PROVISIONAL LICENSE

Provisional Licenses will be issued to all shelters that require licensing as day or overnight shelters after the application has been accepted by Housing and Homeless Services (typically within 5 working days).

Shelters may choose to submit their application without attaching any required documents, and instead upload them within 30 calendar days of submitting the initial application. All shelters will be issued 'Provisional Licenses' that will be valid for 60 calendar days. Extensions will be granted as needed depending on each shelter's needs.

Once a Shelter License is issued, a shelter's Provisional License will become void.

5.5.2 APPLICATION

The Shelter Licensing Application, Barrier Crime Waiver Application, and General Variance/Waiver Application can be found on AHD's website under the <u>Housing and Homeless</u> <u>Services page</u>.

5.5.3 APPLICATION FEES

The cost of any Shelter License is \$100 for each 3-year license, regardless of shelter capacity or day/overnight shelter designation. This fee is due within 10 working days of AHD accepting an application.

5.5.4 BACKGROUND CHECK PROCESS

- Fingerprints for the applicant, any individual on the application as a licensee, or any
 managing member of the applicant must be submitted to AHD within 10 working days of
 AHD accepting an application.
- The provider must also attach a check made out to "Alaska Department of Public Safety" to cover the cost of \$48.25 per background check.
- The AHD lead program (Housing and Homeless Services (HHS)) will forward the check and fingerprints to the Alaska Department of Public Safety for criminal background checks. Background checks are both local and national in scope.

5.5.5 FINES

If it is determined at any time that the requirements of AMC 16.125 have been violated, the department will notify the licensee of the violations through an inspection report form or other written notice. (AMC 16.125.090C.)

- This written notice will include specific violations and set forth a reasonable time period for correcting the violations.
- Fines are set forth in the 'Fine Schedule' under AMC 14.60.030.
- If no specific penalty is included under AMC 14.60.030, a shelter may be subject to a civil fine not to exceed \$300.00.

If a shelter would like to appeal a fine, it may appeal to the Administrative Hearing Officer.

- AHD may suspend the fines and offer a plan of improvement to the shelter at any time.
- Suspension of fines is conditional to a plan of improvement as determined by AHD.

5.5.6 RECEIPT AND INITIAL APPROVAL OF APPLICATION

When AHD receives an application, the lead program will determine if the application is complete within 30 days. (AMC 16.125.040C.)

Once the full application and all required documents are received, the lead program will give written notice to the applicant by email or receipt of the application and review the application to make sure that there is no disqualifying information. If a license is denied, AHD will inform the applicant in writing by email of the reasons for denial. A license may be denied if:

1. The applicant, any individual on the application as a licensee, or any managing member of the applicant, was convicted of a barrier crime within the barrier time period and the director has not approved a waiver. (AMC 16.125.055C.1.)

A 'barrier crime' or condition is a criminal offense or civil finding that prohibits a provider or an applicant from being approved under <u>7 AAC 10.905</u> (https://www.akleg.gov/basis/aac.asp#7.10.905).

'Barrier time' means the length of time a barrier crime or condition under <u>7 AAC 10.905</u> (https://www.akleg.gov/basis/aac.asp#7.10.905) bars an individual from association with a license or licensee under <u>7 AAC 10.900(b)</u> (https://www.akleg.gov/basis/aac.asp#7.10.900).

- 2. The application does not demonstrate the shelter can protect the safety and wellbeing of clients in its care, or maintain the minimum standards of care, health and safety required under this chapter for the duration of the license term. (AMC 16.125.055C.2.)
- 3. The applicant does not demonstrate the shelter can mitigate impacts on neighboring residents, businesses, and property owners. (AMC 16.125.055C.3.)

If the application is complete and does not contain disqualifying information, the AHD lead program will, as soon as practicable:

- 1. Initiate background checks by forwarding fingerprints to the Alaska Department of Public Safety. (AMC 16.125.050A.)
- Provide for public notice. The AHD lead program will provide for mailed, posted, published, and community council notice as required by AMC 21.03.020H. (AMC 16.125.040C.)

5.5.7 INTERNAL ROUTING OF APPLICATION

There is no action need by the applicant at this stage. AHD will send agency requests to the following MOA agencies:

- Land Use—Planning Department. Land Use will verify that the facility meets the requirements of Title 21.
- Fire Department Inspections. AFD will verify that the facility has been issued an up-todate 'Fire Inspection Notice' and that its shelter capacity meets applicable code and capacity requirements. Fire Inspections for shelters are annual.
- Environmental Health—Permits and complaints. Environmental Health will verify that any applicable food permits are in good standing, and provide notice of any other record of environmental complaints or inspections.

If deficiencies are identified from the agencies, the applicant will be notified in writing by email to correct the deficiency.

The applicant will have 14 calendar days to correct the deficiency.

5.5.8 ON-SITE INSPECTIONS

An on-site inspection occurs when all municipal departments have reviewed and approved the application. (AMC 16.125.055A.) AHD will contact the applicant to schedule an on-site inspection.

Domestic Violence Shelters are exempt from unannounced inspections.

The on-site inspection consists of:

- 1. A walk-through of the facility; and
- 2. A review of the facility's Policies and Procedures.

On-site inspections are expected to last 1 hour or more.

If the on-site inspection identifies deficiencies that need to be corrected, the facility will be given 10 working days to correct the deficiency and the facility will be reinspected for those deficiencies.

5.5.9 LICENSE APPROVAL OR DENIAL

The department will make a decision on approval or denial of the application within 90 days. If it cannot be completed within this time, the director will issue a Provisional License to the applicant allowing it to commence operations. (AMC 16.125.055A)

The department will issue a license to the applicant if it finds, after inspection and investigation:

- 1. The shelter facility and premises, along with the operating plan, comply with AMC 16.125 (AMC 16.125.055B.1.);
- 2. The operating plan demonstrates the facility is appropriate for its intended use (AMC 16.125.055B.2.);
- 3. The applicant has paid all applicable fees (AMC 16.125.055B.3.); and
- 4. The shelter applies with all applicable local, state, and federal laws and regulations (AMC 16.125.055B.4.)

If the department denies an application, it will inform the applicant in writing of the reasons for denial. Reasons include if:

- 1. The applicant, any individual on the application as a licensee, or any managing member of the applicant, was convicted of a barrier crime within the barrier crime period (and the director has not approved a waiver). (AMC 16.125.055C.1.)
- 2. The application does not demonstrate the shelter can protect the safety and wellbeing of its clients or maintain the minimum standards of care, safety, and health for the duration of the license term. (AMC 16.125.055C.2.)
- 3. The applicant does not demonstrate the shelter can mitigate impacts on neighboring residents, businesses, and property owners. (AMC 16.125.055C.3.)

Notwithstanding the requirements set out in AMC 16.125, when the director determines that it is in the public's best interests, a conditional approval of a license may be granted pending compliance with specified requirements within a period of time. Noncompliance within the time specified may result in denial or a plan of improvement under AMC 16.125.090. (AMC 16.125.055D.)

5.5.10 APPROVAL BY ASSEMBLY

After review, AHD will prepare and send a Resolution recommending approval to the Assembly. The Assembly may hold a public hearing on the license application, and may impose additional conditions or restrictions on a license. (AMC 16.125.035C.)

Upon approval by the Assembly, the shelter will be authorized to operate for 3 years from the date of Assembly approval. The director will issue a license by email within 10 days which must be printed and displayed in a prominent location.

AHD will continue to work with the licensed shelter to maintain compliance.

5.6 VARIANCE / WAIVER

A homeless and transient shelter may apply for a variance or waiver from the standards and requirements of AMC 16.125. (AMC 16.125.070)

AHD may waive a provision of Shelter Licensing regulations if it determines that the health and protection of the public and the satisfaction of the purpose of the provision is reasonably assured and the requirements of applicable state and federal law are satisfied.

An application for a Variance or Waiver includes:

- 1. Identification of the code requirement for which the Variance or Waiver is requested (AMC 16.125.070C.1.);
- 2. Reasons why the provision cannot be met or would create an undue hardship (AMC 16.125.070C.2.); and
- 3. A description of the alternative method proposed for meeting the purpose of the provision for which the waiver is being requested (AMC 16.125.070C.3.)

Examples of a Variance or Waiver include:

- 1. Barrier Crime Waiver
- 2. Accreditation Waiver (Waiver of certain application requirements due to conditions met through accreditation)
- 3. Insurance Waiver
- 4. Other Waiver which would waive one or more requirements of Title 16.125 or this Policy and Procedures Manual

Process to apply for a Variance or Waiver:

- 1. Variance/Waiver application obtained from the AHD Website
- 2. Provide appropriate documentation.

Note: The burden of showing proof that 'the satisfaction of the purpose of the provision is reasonably assured and the requirements of applicable state and federal law are satisfied' falls on the shelter.

Shelters with accreditations may apply to receive a waiver or variance for licensing regulations based on accreditation standards. However, shelters must be specific about what variance or waiver they are applying for and must definitively prove that they are already in compliance with identified sections of Shelter Licensing regulations.

5.7 INSURANCE REQUIREMENTS

Homeless and transient shelters are required to maintain insurance coverage as required by AMC 16.125.075.

Types of required insurance include comprehensive general liability insurance, including transportation coverage, if applicable, with a company authorized to write insurance policies in the State of Alaska.

For facilities with 9 to 40 clients, the insurance coverage must be:

\$500,000.00 per occurrence, and

\$500,000.00 aggregate (AMC 16.125.075B.1.)

For facilities with more than 40 clients, the insurance coverage must be:

- \$1,000,000.00 per occurrence, and
- \$2,000,000.00 aggregate (AMC 16.125.075B.2.)

The insurer or surety is obligated to give the director written notice no less than 30 days:

- 1. before cancellation,
- 2. before expiration,
- 3. upon nonrenewal of coverage,
- 4. upon lapse of coverage, and/or
- 5. upon termination or major change to insurance (AMC 16.125.075C)

If the insurer fails to comply with the above provisions, AHD will automatically require the licensee to cease operations and services for so long as the insurance required by this section is not in effect.

The insurance policy will list as a certificate holder:

Municipality of Anchorage Anchorage Health Department P.O. Box 196650 Anchorage, Alaska 99519

The shelter will provide written proof of a policy required:

- 1. with the initial application,
- 2. whenever the policy is renewed, and/or
- 3. when the shelter's license from the municipality is renewed. (AMC 16.125.075D.)

A shelter that has insurance expire, lapse or otherwise terminate while it was continuing to provide shelter or day services shall be subject to plan of improvement under AMC 16.125.090, or to closure by order of the director. (AMC 16.125.075E.)

6.0 SHELTER STANDARDS

6.1 HABITABILITY STANDARDS

Minimum habitability standards are essential to the successful operations of a shelter as well as the health, life, and safety of the clients it serves.

- A shelter shall maintain in good standing all required licenses, permits, and approvals from state and municipal agencies or departments as applicable to the shelter's use, building(s), and operations. (AMC 16.125.060B(1))
- An emergency shelter shall comply with all state and local health and safety requirements for food, medical, and other supportive services provided on-site. (AMC 16.125.060B(2))

In addition, shelters shall have:

- A written policy for client rights and conduct. (AMC 16.125.060B(3))
- A policy and procedure for ensuring the safety of clients, staff, volunteers and visitors.
 (AMC 16.125.060B(4))
 - The procedures may include:
 - performing criminal background checks,
 - having codes of conduct and plans for staff, volunteer and visitor supervision
- Policies and practices that deter and reduce client loitering and reduce impacts on neighboring residents, businesses, and property owners. (AMC 16.125.060B.5.)
- Combination Day and Overnight Shelter Additional Requirements (AMC 16.125.060B.7.):
 - If a day shelter is collocated with an overnight shelter, the operations plan shall describe the separate daytime and nighttime operations and
 - Describe management of the transition of space and personnel.
- Day Shelter Only Additional Requirements (AMC 16.125.060B.7.):
 - A day shelter shall have protocols and a cooperation agreement with one or more overnight shelter(s) for referral
 - It shall also have a plan to facilitate transportation of clients between the facilities.

6.2 PERSONNEL SAFETY STANDARDS (INCLUDES STAFF, CLIENTS, AND VISITORS)

In order to maintain an environment that promotes the best outcomes and equity for clients, minimum standards must be put in place for behavior and conduct of staff, clients, and visitors.

The following are the required minimum standards:

- Admission to a person may be denied only for good cause. However, regardless of established standards, a client may also be denied if they do not meet basic standards of conduct (AMC 16.125.015B.)
- 2. Shelters must have a security plan for handling incidents of assault or other physical violence. (AMC 16.125.015D.1.)
- 3. Shelters must have a plan for screening persons to determine if they are under the influence of alcohol or controlled substances, and a plan to provide for their immediate needs if the shelter will admit such persons. (AMC 16.125.015D.2.)
- 4. All regulations in ESG Standards as defined by AMC 16.125.060B.2.

AHD recommends the following minimum standards:

- 1. Carry emergency overdose kits such as Narcan. Narcan can be acquired from AHD at no cost to providers, as well as instructions on how to use it.
- 2. Carry a first aid kit that is compatible with identified hazards.
- 3. At least one person on duty at each program site, at any time while the program is in operation, is certified in a recognized First Aid and CPR training program.

6.3 STAFF TRAINING

6.3.1 PREFERRED TRAINING (Recommendation—not required)

- 1. APD training provide a training session for shelter employees, which would include education about when to call the police as well as de-escalation training. This session would be offered at no cost to the provider, but is dependent on APD staff availability.
- 2. Shelter staff are also recommended, in accordance with language from the Council on Accreditation (Shelter Services), to provide staff training in the following:
 - Understanding homelessness,
 - causes and effects of homelessness,
 - overrepresented and vulnerable populations,

- impact of homelessness on child development,
- barriers to exiting homelessness, and
- service needs
- Understanding stigma and labeling
- Trauma-informed care
- Harm reduction
- De-escalation
- Recognizing and responding to signs of suicide risk
- An understanding of special service needs of clients, including, as appropriate:
 - Individuals coping with substance use and/or mental health issues
 - Individuals with HIV/AIDS
 - Individuals who identify as LGBTQ+
 - Persons with developmental disabilities
 - Older adults

Resources on a variety of these topics, including articles, videos, webinars, and more can be found on US Department of Health and Human Services Substance Abuse and Mental Health Services Administration (SAMHSA)'s website:

Mental and Substance Use Disorders and Homelessness Resources | SAMHSA

6.4 STAFFING AND CAPACITY

6.4.1 CAPACITY

Shelter capacity is important for ensuring there is enough client space and for maintaining a safe environment.

- 1. A shelter may not exceed the capacity listed on its license,
- 2. Shelters must at all times be in compliance with the facility's AFD Fire Inspection Notice,
- For shelters that increase capacity due to conditions that are met under AMC 16.120 –
 Emergency Shelter, capacity may only increase up to 150 with an application through
 AHD,
- 4. Any capacity increase per Title 16.120 which would increase the number of clients above 150 must be approved by the assembly.

6.4.2 STAFFING (Recommendation—not required)

It is imperative that enough staff are present to handle emergency situations and de-escalate client behavior without compromising the health, life, and safety of other clients. Shelters must be aware of their minimum staffing levels and notify AHD if they need assistance.

Shelters must explain their staffing plan and minimum manning operations for their operations. The recommended ratios are:

- a. For Day operations monitoring should be at a 1:30 staff to client ratio.
- b. For overnight operations monitoring should be at a 1:50 staffing ratio.
- c. Staff included in this ratio should only be staff that can actively respond during their entire shift to situations which may arise in the shelter. Excluded employees are executive level employees and employees that work off-site.

Shelters should decide their client to staff ratio by evaluating factors such as their operational capacity, shelter floorplan, population served, and services offered.

6.7 HOUSING RESOURCES

Domestic Violence Facilities are exempt from using the Alaska Homeless Management Information System (AKHMIS), but must use their comparable database to report aggregate data.

It is imperative that each facility assisting homeless individuals be connected to the Homeless Prevention and Response System (HPRS). In order to facilitate the coordination of agencies across Anchorage, all facilities:

- Must participate in the municipality's Coordinated Entry system for housing through AKHMIS (AMC 16.125.060C) and/or coordinate with ACEH. Though Emergency Shelters are not required to pull clients for Emergency Shelter from the Coordinated Entry list, their participation in evaluating clients for Coordinated Entry is essential to the HPRS system.
- 2. Must be able to enter directly into, or provide information to ACEH related to for the Continuum of Care (COC).
- 3. Are recommended to provide housing support through case management either directly or by referral.
- 4. Are recommended to include an exit strategy for each individual or household served and track their success through performance measures such as rate of permanent housing exits.
- 5. Housing Support provided should include:
 - Information about available community housing options;
 - Assistance obtaining a safe, stable living environment;
 - Assistance applying for rental subsidies or other financial aid programs; and
 - Education on tenant rights and responsibilities.

7.0 DATA COLLECTION AND REPORTING

7.1 AKHMIS

AKHMIS is administered by the Institute for Community Alliances (ICA).

Relevant information for using AKHMIS and contacting ICA is as follows:

- The Alaska Continua of Care (the Anchorage Coalition to End Homelessness and the Alaska Coalition on Housing and Homelessness) are responsible for AKHMIS and have adopted governance documents that can be found on the ICA Alaska website. The AKHMIS Policies & Procedures contain, among many other things, information about computer security and the background checks that are required of data entry staff. The AKHMIS Data Quality Plan includes standards for accuracy and timeliness of data entry. The AKHMIS Organization Partnership Agreement and Alaska CoC Statewide Interorganizational Data Sharing and Coordinated Services Agreement are the two agreements signed by organizations who participate in AKHMIS data entry.
- ICA maintains an <u>AKHMIS Knowledge Base</u> of "digestible" articles about HUD data standards and AKHMIS policies and procedures. <u>This article</u> describes data elements that are required for all AKHMIS projects.
- More information about HUD Data Standards can be found on the HUD Exchange. All shelters are required to collect and enter into AKHMIS, at a minimum, the Universal Data Elements (UDEs) and Alaska-specific Data Elements
- Each shelter will work with ICA to have an Emergency Shelter project set up in AKHMIS that is compatible with their funding source(s).
- Each shelter must provide clients an opportunity to participate in Coordinated Entry. This
 can be accomplished by the shelter being a Coordinated Entry Access Point or by the shelter
 providing referrals to a Coordinated Entry Access Point.
- All questions about AKHMIS participation should be directed to ICA at akhmis@icaalliances.org

7.2 PROGRAM REPORTS

Providers are recommended to submit a quarterly report to AHD about shelter operations which will be compiled for report to the Assembly. Recommended reports include the following:

Aggregate AKHMIS reports in excel format

Narrative answers to the following questions:

- 1. Describe any significant innovations or successes experienced by the organization during the reporting period.
- 2. Point out any challenges or concerns that have arisen which include but are not limited to: Shelter Licensing, Good Neighbor MOU, coordinating with outside entities, etc.
- 3. Explain how the MOA could help to address the above challenges or concerns.
- 4. Describe significant changes to shelter operations.
- 5. List any planned changes to the shelter.
- 6. Provide feedback on the Shelter Licensing and reporting process.

7.3 CONFIDENTIALITY

The information concerning clients in shelters must be kept confidential. The shelter will not reveal or confirm information about clients to anyone except within the confines of the law and accepted confidentiality agreements.

Shelter staff will:

- Respectfully treat, as confidential, discussions about clients, client records, and material containing client information;
- Inform all clients that any concerns or questions on how their personal information is shared be directed to Supervisor on Duty;
- Not leave confidential client information in common areas; and
- Store any documents containing sensitive information in locking file cabinet in shelter office.

8.0 GOOD NEIGHBOR POLICY

8.1 SHELTER COMMITTMENT

Each shelter is recommended to sign a "Good Neighbor Policy" Memorandum of Understanding (MOU) with the local community council. The MOU outlines the shelter's and community council's commitment to reduce impacts on surrounding areas and create a partnership for quickly resolving issues.

The following are guidelines for "Good Neighbor Policy" MOU's:

1. The recommended MOU template is located on the Municipality of Anchorage, Anchorage Health Department, Shelter Licensing website.

- Shelters and community councils should understand that they are free, on their own initiative, to enter into a separate and more detailed MOU about Good Neighbor Policies
- 3. While shelters and community councils may enter into a separate and more detailed MOU about Good Neighbor Policies than exists on the AHD website, only non-compliance with the AHD-provided MOU can be relevant information provided to the Municipality of Anchorage for consideration during the issuance of a shelter license and license renewal.

Each shelter is recommended to collaborate with their local community council through the following actions:

- 1. The shelter provides names and phone numbers of primary staff contacts
- 2. A shelter employee empowered to speak on behalf of the shelter attends each community council meeting.
- The shelter updates the community council at each meeting should there be any
 upcoming changes to shelter operations or recent major incidents with community
 impact.
- 4. The shelter incorporates Good Neighbor discussions into client support and outreach services.
- 5. Client consultations include periodic discussion of community and the responsibilities of the individual.
- 6. The community council and shelter both engage in respectful and productive dialogue through challenges that may arise from time to time.
- 7. Both parties seek to create a true sense of civic partnership through their interactions.

8.2 MUNICIPALITY OF ANCHORAGE COMMITTMENT

The Municipality of Anchorage commits to the following items per AMC 16.125.065:

- The Municipality of Anchorage will not tolerate unlawful loitering, soliciting in streets or roadways, or unauthorized camping within one-quarter mile of a licensed overnight or day shelter.
- 2. Municipal law and code enforcement shall support this commitment as resources allow, subject to federal, state and local law.

 Residents and/or community councils are encouraged to report homeless camps on the AncWorks website, which can be found here: https://muniorg.maps.arcgis.com/apps/GeoForm/index.html?appid=34df4836db634b1 ba776705cbc2508fb

10.0 MEDICAL GUIDELINES (Recommendation—not required)

This section includes medical guidelines and resources for shelters. They are recommendations, not requirements.

10.1 INFECTION CONTROL

It is imperative that environments be healthy and safe in shelter environments. The clients of shelters are often at higher risk of disease and infections. Crowded living arrangements in shelters can facilitate the person-to-person spread of certain communicable diseases.

The following document contains public health recommendations and resources to help address this concern, which includes information about diseases to be reported to the State of Alaska, shelter support for client personal hygiene, facility sanitization, occupational health for staff, and fact sheets about specific communicable diseases including facility management.

Shelters should adopt the following resource for Infection Control.

Alaska Homeless Shelter Infection Control Recommendations Nov 2018.pdf

10.2 VACCINATIONS

Shelter case management staff are encouraged to connect clients with vaccination resources in the community, including the annual flu vaccination and routine adult vaccinations per the current CDC schedule. Below are resources for connecting clients to free or inexpensive vaccines:

- -AHD receives vaccines for uninsured clients through AVAP. Vaccines are free but there may be a small administrative fee on a sliding scale for individuals with low or no income: Welcome to the Alaska Vaccine Assessment Program Web Site (akvaccine.org)
- -A short list of alternative providers that also offer free vaccinations to uninsured clients with small administrative fees: <u>AVAP Provider Opt In 2020 (alaska.gov)</u>

The CDC also has useful recommendations regarding vaccines and flu prevention:

-CDC COVID vaccine recommendations for shelters: <u>Interim Guidance for Homeless</u> Service Providers to Plan and Respond to Coronavirus Disease 2019 (COVID-19) | CDC

- -CDC adult vaccinations best practices: <u>ACIP Vaccination Programs Guidelines for Immunization</u> | CDC
- -CDC flu prevention for workplaces: Flu Resources for Business | CDC

10.3 TB SCREENING

TB screening is highly recommended at all shelters in the Municipality of Anchorage, which includes an initial screening for clients within 30 days of entering a shelter and an annual screening for all staff members.

10.3.1 BACKGROUND

The national average TB rate is 2.2 cases per 100,000, but in 2020 (the most recent data available) Anchorage's TB case rate was over double that at 5.5 cases per 100,000. People experiencing homelessness are at an increased risk of becoming infected with TB compared to the general population, as 19% of Anchorage clients with TB disease in 2020 were experiencing homelessness or had recently experienced homelessness. Additional information can be found below:

Tuberculosis In Alaska: Brief Summary 2020

https://health.alaska.gov/dph/Epi/id/SiteAssets/Pages/TB/2020%20AK%20TB%20Summary.pdf

TB and People Experiencing Homelessness

https://www.cdc.gov/tb/topic/populations/homelessness/default.htm

Shelters and TB: What Staff Need to Know

<u>Shelters and TB: What Staff Need to Know, Second Edition | Curry International Tuberculosis Center (ucsf.edu)</u>

shelters and tb viewers guide.pdf (ucsf.edu)

10.3.2 HOW TO GET TESTED

Shelters are highly recommended to facilitate TB screening for their clients. Shelter staff can call (907)343-4799 to make an appointment at the AHD clinic, or contact an AHD Public Health Nurse at (907)727-7536 for any questions regarding TB and TB control. Visit AHD's website for more information:

https://www.anchoragepublichealth.com/services/tb-screening-and-treatment/

Though shelter clients are welcome to receive tests at the AHD clinic, people experiencing homelessness are encouraged to receive TB screening from a primary care provider in order to receive additional services if necessary.

10.4 HEALTH INSURANCE

Clients should see their Primary Care Physicians for the most comprehensive medical care. For clients without insurance, shelters can be a big part of connecting uninsured clients to Medicaid.

Case managers can help clients get assistance from United Way's team of Healthcare Navigators by calling 211 or 1-800-478-2221. United Way Healthcare Navigators are certified by the federal government to assist Alaska residents with enrollment in Affordable Care Act health insurance or Medicaid. Healthcare Navigators can meet with clients in-person or over the phone, and provide this service free of charge.

Clients are also encouraged to call 211 or visit their website for additional resources regarding their healthcare.

11.0 CHENT INTAKE

11.1 CLIENT INTAKE POLICY

Providers must include the following in their Policies and Procedures:

- Minimum requirements for handling behavioral and medical needs (AMC 16.125.015B.).
- A policy and procedure for ensuring the safety of clients, staff, volunteers and visitors.
 - The procedures may include performing criminal background checks, having codes of conduct and plans for staff, volunteer and visitor supervision.
- Security plan for handling incidents of assault or other physical violence (AMC 16.125.015D.1.).
- Plan for screening persons to determine if they are under the influence of alcohol or controlled substances, and a plan to provide for their immediate needs if the shelter will admit such persons (AMC 16.125.015D.2.).
- Written policies for client rights and conduct (AMC 16.125.060B.3.).
- A policy and procedure for ensuring the safety of clients, staff, volunteers and visitors.
 - The procedures may include performing criminal background checks, having codes of conduct and plans for staff, volunteer and visitor supervision (AMC 16.125.015B.4.).
- Verification that a project is set up and used in AKHMIS and an explanation of how the shelter uses the Coordinated Entry system within HMIS standards.
- A day shelter shall have protocols and a cooperation agreement with one or more overnight shelter(s) for referral and a plan to facilitate transportation of clients between the facilities. (AMC 16.125.015B.7.).

• If a day shelter is collocated with an overnight shelter, the operations plan shall describe the separate daytime and nighttime operations and management of the transition of space and personnel (AMC 16.125.015B.7.).

11.2 CLIENTS UNDER THE AGE OF 18 (Recommendation—not required)

Each shelter is recommended to have Policies and Procedures on how to refer clients under the age of 18 who are unaccompanied to the appropriate resources. Recommendations include the following actions:

- If an unaccompanied youth between the ages of 13-17 arrives at a licensed shelter, a staff member notifies Covenant House Alaska: 907-272-1255.
- If an unaccompanied youth under the age of 13 arrives at an overnight shelter or a day shelter, a staff member immediately notifies the Office of Children's Services: 907-269-4000, or if they are not available, the Anchorage Police Department: 907-786-8900.
- Upon admitting an unaccompanied youth between the ages of 13-17, Covenant House also contacts Anchorage School District's Child in Transition Program at 907-742-3833.
- In addition, all providers sheltering families with children ages 0-18 notify the Child in Transition Program upon obtaining parental consent.

11.3 INCAPACITATED CLIENTS (Recommendation—not required)

When clients are identified by the shelter as incapacitated, shelter staff should call the appropriate agency for assistance.

- 1. In the event of a non-emergency, shelters should call 311 to request Fire or Anchorage Safety Center/Safety Patrol Support. In the event of an emergency, shelters should call 911.
- Anchorage Safety Center/Safety Patrol.
 - a. This agency services individuals incapacitated as defined by A.S. 47.37.170. A person who appears to be incapacitated by alcohol or drugs in a public place shall be taken into protective custody by a peace officer or a member of the emergency service patrol and immediately brought to an approved public treatment facility, an approved private treatment facility, or another appropriate health facility or service for emergency medical treatment.
 - b. Until ASC staff arrives, it is the responsibility of emergency shelter staff to provide a controlled environment with adequate safeguards affording a hazard-free period to prevent complications that may be life-threatening such as:
 - 1. Respiratory depression

- 2. Aspiration of vomitus
- 3. Emergent cardiovascular crisis
- 4. Seizures
- 5. Emergent effects of trauma, illness, or disease that may have been masked by intoxication
- c. A shelter staff member will monitor the client, conducting Health and Safety (H&S) checks every thirty (30) minutes. During these checks the staff member will ensure adequate rise and fall of the chest and that a clear and unobstructed airway is present. The staff member will make all reasonable attempts to position clients on their sides in order to protect their airways.
- d. Depression of the cough and vomiting reflex in extreme intoxication is most frequently the cause of death by aspiration pneumonia; therefore, no client will be allowed to ingest any solid food. The client may be permitted small amounts of water.
- e. After the Anchorage Safety Patrol (ASP) arrives, the shelter staff member will fill out an Incident Report documenting the situation.
- f. Note: Domestic Violence shelters are not able to contact ASC without a client's written permission.

11.4 RULES/EXPECTATIONS

Shelter staff should inform clients about rules during the intake process. Shelters are free to choose their own rules as long as they fall within the purview of the regulations laid out in the Shelter Licensing Policies and Procedures Manual, including which infractions would result in removal from the facility. Shelters must apply these rules equally to all clients.

11.5 POLICIES FOR CLIENT REMOVAL

Shelters may create policies and procedures for removing clients from shelters.

Legitimate reasons for removal may include, but are not limited to: possession of weapons, sexual misconduct/assault, behaviors that are a danger to others, verbally/physically threatening behaviors, physical violence to staff and/or other participants, direct observation of client engaging in illegal activity on shelter ground, etc.

Whatever the policies and procedures for removing a client, providers are required apply the same standards equally to all clients. Mitigation plans for behavioral improvement may be implemented in place of immediate removal, but those should also be documented in policies and procedures.

Shelters should have a procedure for how to document a client's removal.

Removal of a client does not bar the shelter from providing further assistance, at a later date, to the same individual or family previously removed from the shelter. Shelters may have a policy for reinstating previously removed clients.

Before removal of a client, shelters must put in a good faith effort to refer the client to another shelter service. Shelters should have an exit plan for each client removed.

12.0 SHELTER LICENSING ENFORCEMENT

12.1 MUNICIPAL REVIEW

12.1.1 COMPLAINTS made to the MOA or AHD

AHD will investigate complaints from the general public regarding violations of regulations in this Shelter Licensing Policies and Procedures Manual. Inquiries or investigations that are conducted will follow all federal, state, and local laws and regulations.

Filing of Complaints:

- Members of the public are recommended to submit complaints online through <u>ANCworks</u>.
- 2. Shelter staff may submit complaints through ANCworks or directly to their POC at Anchorage Health Department.
- 3. Emails may also be sent to housingandhomelessservices@anchorageak.gov.

Complaint Process:

- 1. Each complaint starts as an inquiry to determine the appropriate action.
- 2. If action is warranted then the complaint will be forwarded to the Anchorage Health Department Director or designee.
- 3. If further investigation is warranted, the Anchorage Health Department Director or designee will assign a staff member to investigate.
- 4. AHD reserves the right to visit shelters, upon showing proper credentials and at reasonable times, to enter upon any and all parts of the premises (AMC 16.125.090A) and will investigate complaints, and to request documents such as incident reports to investigate such complaints.
- 5. Actions regarding the complaint will be sent to the appropriate party for review.
- If the investigation reveals a significant violation of AMC 16.125, the complaint will be sent to the Assembly for reviewing potential action to close or suspend operations at the shelter.
- If violations of AMC 16.125 of applicable law pose an immediate threat to the health and well-bring of persons or property, the Anchorage Health Department Director may suspend a license pending the conduct of an administrative hearing open to the public,

provided, however, the immediate suspension shall expire if the department does not serve an accusation and file it with the administrative hearing office within ten days of the date of suspension. (AMC 16.125.090F)

12.2 INSPECTIONS

12.2.1 SHELTER INSPECTION ITEMS

Each shelter license is valid for three years. A minimum of 2 inspections will be conducted each year, one announced and one unannounced. During the inspection several items may be checked and include, but are not limited to:

- 1. Examining and investigating a shelter's sanitary condition to determine whether any provisions of this chapter are being violated.
- 2. Reviewing aggregate data and redacted investigations conducted regarding shelter operations.
- 3. Investigating, as reasonable, any complaint that has been filed with AHD regarding the shelter.

Refusal to allow inspections may be grounds for license suspension. (AMC 16.125.090A.)

12.2.2 INSPECTION VIOLATIONS

The inspector may find inspected items which are believed to violate a provision of the chapter or any other municipal code.

If the department has reasonable cause to believe that a violation has occurred, per AMC 16.125.090B.:

- 1. The department shall provide a compliance notice to the licensee of the violation(s) by email. The notice will include:
 - a. a description of the violation(s),
 - b. a statement that the licensee may submit a written response to the report,
 - c. any department requirement that the licensee submit a written response to the report,
 - d. a description of any subsequent enforcement action the department intends to take, and

- e. The compliance notice may require the licensee to be subject to a plan of improvement.
- 2. The Licensee will have a minimum of 7 calendar days to fix the violation.
- 3. The time to fix the violation may be less or more than 7 days depending on the nature of the violation identified.

12.2.3. PLAN OF IMPROVEMENT

If a violation cannot be fixed in a timely manner, the shelter may be required to submit a plan of improvement per AMC 16.125.090B.2.

- The licensee shall submit a plan for corrective actions to the department within 30 calendar days of the notice.
- The department may accept the corrective action plan and inspect the shelter to verify the violations have been fixed, or
- The department may serve the licensee with a plan of improvement describing the corrective actions the licensee is required to take which may include:
 - changes to its policies and procedures; or
 - o other requirements of the licensee to satisfy the plan.

The licensee must cooperate with the department for follow up inspections and plan requirements per AMC 16.125.090C.

- The department may release the licensee from a plan of improvement upon satisfactory completion of its requirements and fixing the violations in the compliance notice.
- The department may, at any time, for violations identified on a compliance notice or during the course of oversight under a plan of improvement may,
 - issue a notice of violation,
 - o commence a license suspension, or
 - o commence revocation action.
- The licensee may appeal to the director in writing to be released from a plan of improvement, and such appeal hearing before the director shall be conducted under AMC 3.60.
- Failure to comply with the provisions of this chapter will subject the licensee to:

- o fines,
- o suspension of license,
- revocation of license.
- Violations of the provisions of this chapter subject the violator to a civil penalty as setforth in AMC 14.60.030, or,
- o if no penalty is included in AMC 14.60.030, a civil fine not to exceed \$300.00.
 - Appeals of a notice of violation imposing fines are made to the administrative hearing officer.
- At any time the department may suspend the fines, and offer a plan of improvement to the licensee.
- The suspension of fines shall be conditioned on participation in, or completion of conditions in, a plan of improvement as determined by the department.

12.2.4 SUSPENSION OR REVOCATION OF A LICENSE

The decision to suspend or revoke a license may occur through different processes per AMC 16.125.090E:

- The decision to suspend or revoke a license shall be made following an administrative hearing open to the public conducted in accordance with AMC 16.125 and AMC 3.60.
- 2. Revocation, rather than suspension, may be ordered when the violations found to exist are:
 - a. numerous,
 - b. repetitive of previous violations of the same or other provisions of this chapter, or
 - c. of such a nature as to pose a serious threat to the health or well-being of the shelter clients or other persons or property.
- 3. AHD may initiate a license suspension or revocation action by filing an accusation with the administrative hearing office authorized under title 14, and serving it on the licensee.

12.2.5 ADMINISTRATIVE HEARING PROCESS AND RECOMMENDATION

After conducting a hearing under AMC 3.60, the administrative hearing officer shall prepare:

- 1. Written findings of fact,
- 2. Conclusions of law, and
- 3. A recommended decision.
 - These shall be attached to an Assembly Resolution forwarded to the Municipal Clerk for action by the assembly at its next regular meeting not more than 15 days after the date of the administrative hearing officer's recommended decision is issued.
 - The Assembly shall make a final decision by adoption of a resolution, which shall be forwarded by the Municipal Clerk to the parties and department with a statement indicating it is a final appealable decision and that the licensee has 30 days to appeal pursuant to AMC 3.60.080.

12.2.6 IMMEDIATE SUSPENSION OF LICENSE

If violations of AMC 16.125 or applicable law pose an immediate threat to the health or well-being of persons or property, the director may suspend a license.

- The director may suspend a license pending the conduct of an administrative hearing open to the public or suspension or revocation, provided, however, the immediate suspension shall expire if the department does not serve an accusation and file it with the administrative hearing office within ten days of the date of suspension. (AMC 16.125.090F.)
- The director shall enforce the provisions of this chapter and shall promulgate and enforce rules and regulations upon due notice, as the director deems necessary, to carry out the intent of this chapter. Such rules and regulations shall, upon approval of the assembly, become a part of and subject to the provisions of this chapter. (AMC 16.125.090G.)
- Appeals from a decision of the director on a variance application shall be to the administrative hearing officer under the procedures of AMC 3.60.

13.0 PROVIDER INPUT ON SHELTER LICENSING

This P&P shall be reviewed not less than every two years per AMC 16.125.060A.1. for best practices, accuracy of changing information, and improved processes. AHD shall utilize a process that includes inviting input from stakeholders, community councils, homeless and transient shelter providers and their clients, and through additional community outreach.