

# The Homeless: Who and How Many?

Barbara Armstrong and Sharon Chamard

Across the nation in both rural and urban areas, public and private agencies work to provide services for homeless people. One of the biggest challenges is collecting data about homeless individuals: how many people are homeless, who they are, what services they need most, and how long they have been homeless. Funding for agencies and eligibility determination for homeless services are based on these kinds of data. The most recent national point-in-time (PIT) count published by the U.S. Department of Housing and Urban Development (HUD) shows that on one night in January 2013, there were an estimated 610,042 homeless persons in the U.S.: 394,698 were in shelters and 215,344 were in unsheltered locations. (See Figure 1.) The PIT count is a HUD national mandate and occurs in every state on a single night in the last part of January of each year. The 2013 PIT count of homeless persons in Alaska was 1,946 individuals—with 1,741 persons in shelters and 205 in unsheltered places. (See Table 1.) The PIT count, however, is only one measure of homelessness.

This article looks at reports from 2012, 2013, and 2014 on estimates of homelessness in the U.S. and Alaska, the subpopulations of homeless individuals, and the various definitions of homelessness.

## Definitions of Homelessness

Any discussion of homelessness and homelessness statistics needs to include a reference to the various definitions of homelessness that agencies use.

The housing status of an individual is referred to as *domiciled* (living in a permanent, stable location) and *undomiciled* (living in a temporary location or not residing at any given location). Other key factors in the definition of homelessness include a description of the type of location in which an individual is residing, length of stay in a location, and number of moves in a given time period, as well as the risk of becoming homeless due to imminent eviction. (For more detail, see “Definitions of Homelessness” on page 4 in this issue.)

HUD’s definition, which is used to calculate funding for housing and services and determine eligibility, is more restrictive than those used by other agencies. HUD does not consider a person homeless, for example, if the individual is staying with friends or family—a living situation often referred to as *doubling up*—or if an individual is staying at a hotel/motel. From HUD’s perspective, these individuals fall under the category of *domiciled*, even though they may be only temporarily staying with friends or family or at a hotel or motel. The U.S. Department of Health and Human Services (DHHS) has a more inclusive definition it uses to

**Table 1. Homelessness Point in Time Count, Anchorage and Balance of State, 2013–2014**

	2013	2014	% change 2013–2014
<b>Anchorage</b>	<b>1,122</b>	<b>1,024</b>	<b>-8.7 %</b>
Sheltered	1,070	971	-9.3
Unsheltered	52	53	1.9
<b>Balance of state*</b>	<b>824</b>	<b>761</b>	<b>-7.6 %</b>
Sheltered	671	669	-0.3
Unsheltered	153	92	-39.9
<b>Total number of persons</b>	<b>1,946</b>	<b>1,785</b>	<b>-8.3 %</b>
Sheltered	1,741	1,640	-5.8
Unsheltered	205	145	-29.3

\* "Balance of state" includes point-in-time counts for all Alaska communities except Anchorage.

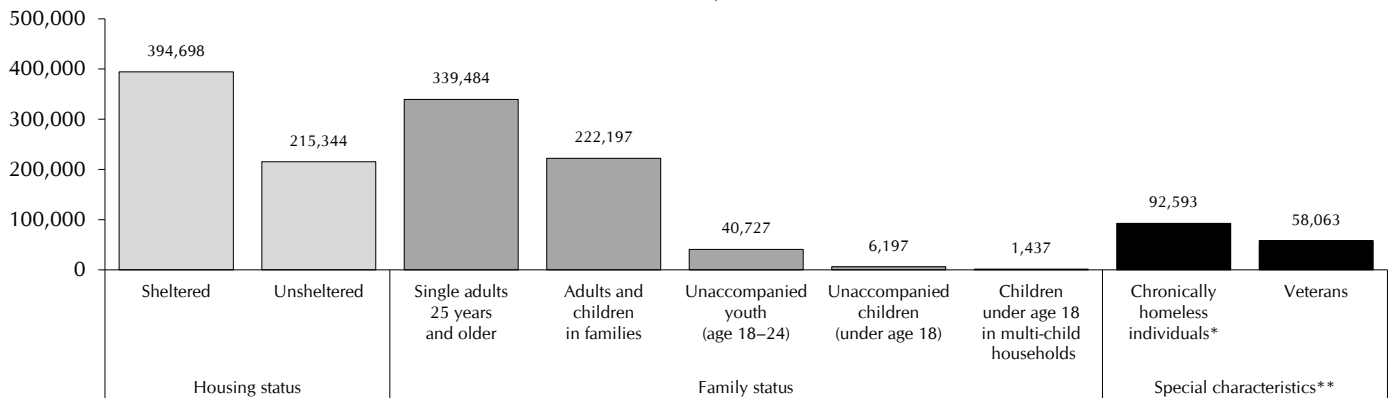
Source of data: Point in Time Summary for AK-500—Anchorage CoC 2013–2014 and Point in Time Summary for AK-501—Alaska Balance of State CoC 2013–2014, Alaska Coalition on Housing and Homelessness

assess the eligibility of an individual for health services. DHHS, as well as the U.S. Department of Education which provides funding to school districts to serve homeless students, include doubling up in their homeless definitions.

Senator Dianne Feinstein (D-CA), and co-sponsors Senator Mark Begich (AK-D) and Senator Rob Portman (OH-R) introduced a bill, the Homeless Children and Youth Act of 2014 (S.2653), on July 24, 2014, which addresses the issue of the definition of homelessness. The bill would include living in a hotel/motel and living doubled up with family and friends as part of an expanded HUD definition of homeless-

**Figure 1. Homeless Populations and Subpopulations in the U.S., 2013**

(N = 610,042)



\* An individual or a family is considered chronically homeless if he or she or, in the case of a family, a head of household has a disabling condition and has been continuously homeless for one year or more or has experienced at least 4 episodes of homelessness in the last 3 years.

\*\* "Special characteristics" categories are not mutually exclusive.

Source of data: "HUD's 2103 Continuum of Care Homeless Assistance Programs: Homeless Populations and Subpopulations—Full Summary Report" ([https://www.hudexchange.info/reports/CoC\\_PopSub\\_Nat/TerrDC\\_2013.pdf](https://www.hudexchange.info/reports/CoC_PopSub_Nat/TerrDC_2013.pdf)) and *The 2013 Annual Homeless Assessment Report (AHAR) to Congress, Part 1: Point-in-Time Estimates of Homelessness* (<https://www.hudexchange.info/resource/3300/2013-ahar-part-1-pit-estimates-of-homelessness/>), U.S. Department of Housing and Urban Development

**Table 2. Change in Homeless Populations and Subpopulations in Alaska and the U.S., 2012–2013**

	Overall	Sheltered	Unsheltered	Individuals	Persons in families	Family households	Chronic individuals	Veterans
Alaska	1.7%	1.5%	4.1%	4.9%	-5.0%	-9.3%	-39.2%	-18.0%
U.S.	-3.7%	1.2%	-11.6%	-1.7%	-7.2%	-8.0%	-7.3%	-7.3%

Note: This data is based on point-in-time (PIT) counts from the U.S. Department of Housing and Urban Development (HUD).

Source of data: *The State of Homelessness in America 2014*, National Alliance to End Homelessness, <http://www.endhomelessness.org/library/entry/the-state-of-homelessness-2014>

ness. This change in the definition would make it possible for a much larger number of homeless children and youth to be eligible for federal services.

### Who Counts the Homeless?

Several agencies conduct counts of homeless populations across the U.S., which vary in the types of data on homeless populations and subpopulations that are collected and the timing of the enumeration. HUD's annual PIT count in January, presented in the *The 2013 Annual Homeless Assessment Report (AHAR) to Congress, Part 1: Point-in-Time Estimates of Homelessness*, provides an estimate of the number of homeless persons and of the subpopulations of the homeless on one night. The count includes people in shelters as well as individuals living on the street. HUD also collects data throughout the federal fiscal year (October 1–September 30) on homeless persons in shelters only and incorporates both one-night PIT counts and one-year estimates data in the second volume of its annual report, *The 2012 Annual Homeless Assessment Report (AHAR) to Congress, Volume II: Estimates of Homelessness in the United States*. The second volume contains demographic details not found in Part 1.

The 2012 HUD detailed report for sheltered homeless persons, the most recent report available (at the time of this writing), estimates that 1.48 million people were in shelters at some time that year. Although the majority of individuals in shelters are single males, in 2012 there were also 167,854 families in homeless shelters comprising 535,420 people. Homeless families were 36 percent of the 2012 total homeless population. (Data not shown.) National HUD figures show that homelessness in the nation declined from 2012 to 2013 by 3.7 percent while homelessness in Alaska during that same period rose 1.7 percent (Table 2).

Counts of homeless persons are also collected at outreach events such as Project Homeless Connect (PHC). This one-day event provides service information to homeless persons and is designed to match services to their needs. Project Homeless Connect originated in San Francisco in 2004 and has since been offered in over 260

cities nationwide. It is offered in several communities in Alaska and was first held in Anchorage in July 2007. Individuals who are experiencing homelessness attend the event and are asked to provide information to help assess their needs. They then can be matched with service providers for housing, health, and employment. Anchorage, Fairbanks, Kenai, Mat-Su, and Sitka have all coordinated PHC events; most communities host the event on the day of the HUD annual PIT count at the end of January. The Project Homeless Connect counts are of those individuals who voluntarily come to the event, and reflect only a fraction of the homeless population in any community.

The U.S. Census also counts homeless individuals in emergency and transitional shelters. The 2010 report from the U.S. Census, *The Emergency and Transitional Shelter Population: 2010*, showed a total homeless population of 209,325 persons nationwide, and 1,246 homeless individuals in Alaska, in emergency and transitional shelters (Table 3). The census enumerators

conducted their count over three days in March 2010 at emergency and transitional shelters, soup kitchens and mobile food vans, and non-sheltered outdoor locations. The census report is limited in scope and presents only data on the subpopulation of the homeless in emergency and transitional shelters.

### How Data are Reported

Data on homeless persons are reported to HUD, which analyzes the information and then publishes annual reports. Data collected in Alaska on homeless persons are sent to the Alaska Homeless Management Information System (AKHMIS), which is currently administered by the Municipality of Anchorage for the entire state. AKHMIS then reports these data to HUD. The data are reported under the Continuum of Care (CoC) program—part of HUD's efforts to encourage community participation in ending homelessness. A Continuum of Care is a local group responsible for coordinating the delivery of services to the homeless population. Alaska has one Continuum of Care entity located in Anchorage and a second Continuum of Care that is responsible for the remainder of the state—referred to as “Balance of State (BoS).” Data for both Anchorage and the remainder of the state are reported to AKHMIS. Information about

Please see *Homeless*, page 5

**Table 3. Demographic Characteristics of Emergency and Transitional Shelter Population in Alaska and the U.S., 2010 Census**

Characteristic	Alaska (N = 1,246)		U.S. (N = 209,325)		
	N	Percent	N	Percent	
<b>Gender</b>	Male	815	65.4 %	129,969	62.1 %
	Female	431	34.6	79,356	37.9
<b>Age</b>	Under age 18	262	21.0 %	42,290	20.2 %
	18 years and over	984	79.0	167,035	79.8
<b>Hispanic/Latino ethnicity</b>	Hispanic/Latino	—		37,483	17.9 %
	Non-Hispanic/non-Latino	—		171,842	82.1
<b>Race</b>	White	—		93,744	44.8 %
	Black or African American	—		85,487	40.8
	American Indian or Alaska Native	—		4,700	2.2
	Asian	—		3,926	1.9
	Native Hawaiian or other Pacific Islander	—		1,878	0.9
	Some other race	—		10,730	5.1
	Multiple races	—		8,860	4.2
	—	—		—	—

— Data not reported.

Source of data: U.S. Census Bureau, *The Emergency and Transitional Shelter Population: 2010* (2010 Census Special Reports), Sep 2012, <http://www.census.gov/prod/cen2010/reports/c2010sr-02.pdf>

## Definitions of Homelessness

The definition of homelessness varies among federal agencies. These differences in definition impact who is eligible for what type of federal and/or state services — and these differences compound the difficulty of collecting reliable homeless counts. The answer to the question, “How many people are homeless in your community?” is — “It depends on how you define and measure homelessness.”

### U.S. Department of Housing and Urban Development (HUD)

HUD has the narrowest definition. It excludes, for example, individuals living with family or friends (“doubling up”) or in transitional housing. The definition from the December 5, 2011 *Federal Register* clarifies the HUD definitions of “homelessness” and “youth”:

The final rule maintains these four categories [for homelessness]. The categories are: (1) Individuals and families who lack a fixed, regular, and adequate nighttime residence and includes a subset for an individual who resided in an emergency shelter or a place not meant for human habitation and who is exiting an institution where he or she temporarily resided; (2) individuals and families who will imminently lose their primary nighttime residence; (3) unaccompanied youth and families with children and youth who are defined as homeless under other federal statutes who do not otherwise qualify as homeless under this definition; and (4) individuals and families who are fleeing, or are attempting to flee, domestic violence, dating violence, sexual assault, stalking, or other dangerous or life-threatening conditions that relate to violence against the individual or a family member.

“*Youth*” is defined as less than 25 years of age. Traditionally, HUD has defined children as less than 18 years of age and adults as 18 years of age and above (as established in the *Point-in-Time (PIT) and Housing Inventory Count Reporting* and the annual Continuum of Care Competition Exhibit 1 and Exhibit 2 applications). The proposed rule did not define “youth.” With the inclusion of the term “youth” in Section 103(6), HUD determined it necessary to define youth. By establishing youth as less than 25 years of age, it is HUD’s hope that the programs authorized by the HEARTH Act amendments to the McKinney-Vento Act (42 U.S.C. 11301 *et seq.*), (the Act) will be able to adequately and appropriately address the unique needs of transition-aged youth, including youth exiting foster care systems to become stable in permanent housing.

#### *Proposed Amendment to HUD Definition*

The Homeless Children and Youth Act of 2014 was introduced in Congress to amend the HUD definition of homeless to be more consistent with the definition used by other federal agencies. If passed, this bill would make federal services and funding available to many homeless persons and families who are now considered ineligible for this assistance. (See “The Homeless: Who and How Many?” on page 2.)

### U.S. Department of Health and Human Services (HHS)

The HHS expands on the HUD definition and includes “doubling up” and focuses more on the “instability” of a living situation:

... an individual who lacks housing (without regard to whether the individual is a member of a family), including an individual whose primary residence during the night is a supervised public or private facility (e.g., shelters) that provides temporary living accommodations, and an individual who is a resident in transitional housing. 42 U.S. Code § 254b.

This is further clarified in HHS Health Resources and Services Administration (HRSA) Program Assistance Letter 99-12:

A homeless person is an individual without permanent housing who may live on the streets; stay in a shelter, mission, single room occupancy facilities, abandoned building or vehicle; or in any other unstable or non-permanent situation. An individual may be considered to be homeless if that person is “doubled up,” a term that refers to a situation where individuals are unable to maintain their housing situation and are forced to stay with a series of friends and/or extended family members. In addition, previously homeless individuals who are to be released from a prison or a hospital may be considered homeless if they do not have a stable housing situation to which they can return. *A recognition of the instability of an individual’s living arrangements is critical to the definition of homelessness.* (emphasis added)

### U.S. Department of Education (DOE)

The definition of homeless as used by DOE is found in 42 U.S. Code 11434(a) and is the most expansive of the definitions. The DOE definition is part of the McKinney-Vento Homeless Education Assistance Improvements Act of 2001 which provides funding to public school districts to assist homeless children and youth who are enrolled in school. The goal is keep homeless children in school, to prevent them from being marginalized, and to ensure they receive comparable services to other students in their school.

#### 42 U.S. Code § 11434a — Definitions

(2) The term “homeless children and youths” —

(A) means individuals who lack a fixed, regular, and adequate nighttime residence (within the meaning of section 11302 (a)(1) of this title); and

(B) includes —

(i) children and youths who are sharing the housing of other persons due to loss of housing, economic hardship, or a similar reason; are living in motels, hotels, trailer parks, or camping grounds due to the lack of alternative adequate accommodations; are living in emergency or transitional shelters; are abandoned in hospitals; or are awaiting foster care placement;

(ii) children and youths who have a primary nighttime residence that is a public or private place not designed for or ordinarily used as a regular sleeping accommodation for human beings (within the meaning of section 11302 (a)(2) (C) of this title);

(iii) children and youths who are living in cars, parks, public spaces, abandoned buildings, substandard housing, bus or train stations, or similar settings; and

(iv) migratory children (as such term is defined in section 6399 of title 20) who qualify as homeless for the purposes of this part because the children are living in circumstances described in clauses (i) through (iii).

## Homeless

(continued from page 3)

homeless persons for the Balance of State (BoS) is not broken out by city or region, but is reported to HUD as an aggregate figure. In Alaska, over 30 providers of services for the homeless use the Alaska Homeless Management Information System (AKHMIS) to report data on clients they serve statewide.

Estimates of overall homeless numbers only tell part of the story. The U.S. Census takes place every ten years and counts only people in emergency and transitional shelters. The PIT count is a snapshot of homelessness on only one night, while the data collected by HUD about the homeless over a one-year period reflects individuals in shelters and is combined with PIT count data in the second volume of HUD's AHAR report. The reality is that people experience different types of homelessness—such as sleeping on the street, at a hotel/motel, or

doubling up with friends or family—at different times and for varying durations. The numbers are constantly shifting and are impacted by definitions of homelessness and who is conducting the count.

### How Many People are Homeless?

The answer to this question depends on the definition of homelessness used, which agency's data is used, and how the data are organized. For example, according to the HUD PIT count, there were 610,042 homeless persons—sheltered and unsheltered—in the U.S. on *one night in January 2013*. HUD's Homeless Management Information System (HMIS) data, on the other hand, reflect unduplicated counts of homeless persons who were in a shelter at some point during the 2012 federal fiscal year—a total of 1.48 million persons.

The PIT counts reported by HUD look at sheltered and unsheltered on a single night in January, including those in some

type of temporary housing or shelter, and those living in “places not meant for human habitation,” e.g., a car, van, or homeless encampment. The second volume of HUD's AHAR report provides the most detailed information, including demographic data on homeless persons and the variety of subpopulations such as single individuals, families with children, veterans, minorities, unaccompanied youth, the chronically homeless, persons with HIV-AIDS, individuals experiencing chronic substance abuse or serious mental illness, and victims fleeing domestic violence. The Project Homeless Connect counts reflect only those homeless individuals who choose to and are able to attend the event. The U.S. Census numbers are an additional measure to track the number of homeless persons living in emergency and transitional housing, but this enumeration only occurs every 10 years.

Please see *Homeless*, page 6

## Homelessness References

The following are sources used in the accompanying article. Additional resources on homelessness are found in the web addendum to this issue of *Forum* and on the Justice Center website at <http://justice.uaa.alaska.edu/a-z/h/homelessness.html>.

- 42 U.S. Code § 254b - Health Centers. (<http://www.law.cornell.edu/uscode/text/42/254b>).
- 42 U.S. Code § 11434a - Definitions. (<http://www.law.cornell.edu/uscode/text/42/11434a>).
- Alaska Council on the Homeless. (2009). *10 Year Plan to End Long Term Homelessness in Alaska*. Anchorage, AK: Alaska Council on the Homeless, Alaska Housing Finance Corporation. ([http://www.ahfc.us/files/2313/5698/3142/homeless\\_10\\_year\\_plan\\_2010.pdf](http://www.ahfc.us/files/2313/5698/3142/homeless_10_year_plan_2010.pdf)).
- Alaska Department of Corrections. (2003). *2002 Offender Profile*. Alaska Department of Corrections. (<http://www.correct.state.ak.us/admin/docs/profile2002.pdf>).
- . (2014). *2013 Offender Profile*. Alaska Department of Corrections. ([http://www.correct.state.ak.us/admin/docs/2013Profile\\_Final.pdf](http://www.correct.state.ak.us/admin/docs/2013Profile_Final.pdf)).
- Glaze, Lauren E.; & Herberman, Errin J. (2013). *Correctional Populations in the United States, 2012*. BJS Bulletin. NCJ 243936. U.S. Department of Justice, Bureau of Justice Statistics. (<http://www.bjs.gov/index.cfm?ty=pbdetail&iid=4843>).
- Greenberg, Greg A.; & Rosenheck, Robert A. (2008). “Homelessness in the State and Federal Prison Population.” *Criminal Behaviour and Mental Health* 18(2): 88-103. (doi: 10.1002/cbm.685). (<http://dx.doi.org/10.1002/cbm.685>).
- Hockenberry, Sarah; Sickmund, Melissa; & Sladky, Anthony. (2013). *Juvenile Residential Facility Census, 2010: Selected Findings*. Juvenile Offenders and Victims National Report Series. NCJ 241134. U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention. (<http://www.ncjj.org/Publication/Juvenile-Residential-Facility-Census-2010-Selected-Findings.aspx>).
- Homeless Children and Youth Act of 2014. S.2653, 113th Cong. §2 (introduced July 24, 2014). (<https://beta.congress.gov/bill/113th-congress/senate-bill/2653/titles>).
- Municipality of Anchorage. (2014). *Municipality of Anchorage Ten-Year Plan on Homelessness: Status Update — May 5, 2014*. Anchorage, AK. Municipality of Anchorage. (<http://www.muni.org/Departments/health/services/neighborhoods/Documents/TenYearPlanDraftStatusUpdate.pdf>).
- Myrstol, Brad A.; & Fitzpatrick, Kevin M. (2011). “Risk Factors and the Duration of Homelessness among Drug-Using Arrestees: Evidence from 30 American Counties.” *Journal of Drug Issues* 41(4): 523 (2011). (<http://jod.sagepub.com/content/41/4/523.abstrct>).
- National Alliance to End Homelessness. (2014). *The State of Homelessness in America 2014*. Washington, DC: National Alliance to End Homelessness. (<http://www.endhomelessness.org/library/entry/the-state-of-homelessness-2014>).
- National Center for Homeless Education. (2014). *Education for Homeless Children and Youths Program: Data Collection Summary — from the School Year 2011–12 Federally Required State Data Collection for the McKinney-Vento Education Assistance Improvements Act of 2001 and Comparison of SY 2009–10, SY 2010–11 and SY 2011–12 Data Collections*. Greensboro, NC: National Center for Homeless Education. ([http://center.serve.org/nche/pr/data\\_comp.php](http://center.serve.org/nche/pr/data_comp.php)).
- Reconnecting Homeless Youth Act of 2008, Pub. L. No. 110-378. 122 Stat. 4068 (Oct 8, 2008). (<http://www.gpo.gov/fdsys/pkg/PLAW-110publ378/pdf/PLAW-110publ378.pdf>).
- Runaway and Homeless Youth and Trafficking Prevention Act of 2014. S.2646, 113th Cong. §2 (introduced July 23, 2014). (<https://beta.congress.gov/bill/113th-congress/senate-bill/2646/titles>).
- Smith, Amy Symens; Holmberg, Charles; & Jones-Puthoff, Marcella. (2012). *The Emergency and Transitional Shelter Population: 2010*. 2010 Census Special Reports. C2010SR-02. U.S. Census Bureau. (<http://www.census.gov/library/publications/2012/demo/c2010sr-02.html>).
- U.S. Department of Health and Human Services. (1999). *Principles of Practice — A Clinical Resource Guide for Health Care for the Homeless Programs*. Program Assistance Letter #99-12. U.S. Department of Health and Human Services, Health Resources and Services Administration, Bureau of Primary Health Care. (<http://bphc.hrsa.gov/policiesregulations/policies/pal199912.html>).
- U.S. Department of Housing and Urban Development. (2011). Homeless Emergency Assistance and Rapid Transition to Housing: Defining “Homeless”, 76 Fed. Reg. 75994, 75995 (Dec. 5, 2011) (amending 24 CFR Parts 91, 582, and 583). (<http://www.gpo.gov/fdsys/pkg/FR-2011-12-05/html/2011-30942.htm>).
- . (2013). *The 2012 Annual Homeless Assessment Report (AHAR) to Congress, Volume II: Estimates of Homelessness in the United States*. U.S. Department of Housing and Urban Development, Office of Community Planning and Development. (<https://www.hudexchange.info/resource/3297/2012-ahar-volume-2-estimates-of-homelessness-in-the-us/>).
- . (2013). *The 2013 Annual Homeless Assessment Report (AHAR) to Congress, Part I: Point-in-Time Estimates of Homelessness*. U.S. Department of Housing and Urban Development, Office of Community Planning and Development. (<https://www.hudexchange.info/resource/3300/2013-ahar-part-1-pit-estimates-of-homelessness/>).
- U.S. Interagency Council on Homelessness. (2010). *Opening Doors: Federal Strategic Plan to Prevent and End Homelessness*. Washington, DC: U.S. Interagency Council on Homelessness. ([http://usich.gov/opening\\_doors/](http://usich.gov/opening_doors/)).

**Table 4. States with Highest Rates of Homelessness, 2013**

State/district	Rate per 10,000 population
District of Columbia	106.2
Hawaii	45.1
New York	39.4
California	35.7
Oregon	35.2
Nevada	30.3
North Dakota	28.6
Massachusetts	28.4
Alaska	26.5
Washington	25.5
Florida	24.5
Vermont	23.2
Maine	22.7
<b>Overall U.S. rate</b>	<b>19.3</b>

Source of data: *The State of Homelessness in America 2014*, National Alliance to End Homelessness, <http://www.endhomelessness.org/library/entry/the-state-of-homelessness-2014>

**Table 5. Demographic Characteristics of Sheltered Homeless People in the U.S., 2012**

Estimates for all people who used an emergency shelter or transitional housing program from October 1, 2011 to September 30, 2012.

N = 1,488,371

Characteristic	Percent
<b>Gender (adults only)</b>	
Male	63.2 %
Female	36.8
<b>Age</b>	
Under age 18	22.6 %
18–30 years	23.5
31–50 years	35.0
51–61 years	15.6
62 years and older	3.2
<b>Hispanic ethnicity</b>	
Hispanic	16.3 %
Non-Hispanic	83.7
<b>Race</b>	
White, non-Hispanic	38.9 %
White, Hispanic	9.5
Black or African American	39.4
American Indian or Alaska Native	3.4
Asian	0.8
Native Hawaiian or other Pacific Islander	0.8
Multiple races	7.2

Source of data: *The 2012 Annual Homeless Assessment Report (AHAR) to Congress, Vol. II: Estimates of Homelessness in the United States*, U.S. Department of Housing and Urban Development, Sep 2013, <https://www.onecpd.info/resources/documents/2012-AHAR-Volume-2.pdf>

## Homeless (continued from page 5)

### The Homeless in Prisons and Jails

A less obvious population of homeless are those many individuals in prisons or jails who were homeless immediately before incarceration, and who are often homeless or at risk of homelessness following release. Counts of the homeless do not include persons who are incarcerated. A 2008 study, “Homelessness in the State and Federal Prison Population,” looked at 17,567 imprisoned adult individuals (age 17 and older) and found that nine percent were homeless in the year prior to their arrest. This survey group had a rate of recent homelessness four to six times greater than the general population, and were at high risk for experiencing homelessness after release from prison.

A 2011 article, “Risk Factors and the Duration of Homelessness among Drug-Using Arrestees: Evidence from 30 American Counties,” was one of the first pieces of research to look at the rate of homelessness among individuals in jails. The study looked at a sample of 30,634 drug-using adults who had been arrested during 2002–2003 and were in local jails around the country. The arrestees were asked about their residential status for each month of the year prior to their arrest. More than half of the arrestees who had reported being homeless for at least part of the preceding year were homeless at the time of arrest, and 9.7 percent of the total sample population reported that they had been homeless for 15 days of the month immediately prior to their arrest. The researchers used this data and HUD homeless estimates for the general population to calculate an estimated homelessness rate for this group—it was 20 times the homelessness rate for the general population.

Other studies have reported similar findings regarding pre-incarceration and post-release homelessness among incarcerated individuals. Clearly, persons in both jail and prison have high homelessness rates, but the homelessness rate for arrestees in jails is significantly higher. However, these homelessness figures are not found in PIT counts or Project Homeless Connect counts. Given these high rates of homelessness among incarcerated persons, prison population figures and jail population numbers in particular are important factors to consider when looking at estimates of homelessness. And the prison population figures are high. The U.S. Census in 2010 reported 2,263,602 persons in adult correctional facilities, and 151,315 persons in juvenile facilities. The Bureau of Justice Statistics (BJS) bulletin, *Correctional Popu-*

*lations in the U.S., 2012*, reported a total jail and prison adult population of 2,228,400 persons. The Office of Juvenile Justice and Delinquency Prevention (OJJDP) bulletin, *Juvenile Residential Facility Census 2010: Selected Findings*, notes 66,322 youth were in residential facilities that year. In Alaska, the Alaska Department of Corrections (DOC) administers a unified correctional system that includes all jails and prisons. According to the DOC *Offender Profiles*, in 2002 the total Alaska offender population in all facilities was 4,599. In 2013, the total offender population was 6,256—an increase of 36 percent over the period. The Alaska Division of Juvenile Justice (DJJ) website (<http://dhss.alaska.gov/djj/Pages/FacilityCapacity.aspx>) shows that in 2003 there were 298 youth in DJJ facilities and in 2013 269 youth—a 9.7 percent decline in the number of youth in DJJ facilities.

### HUD Counts

The *2013 Annual Homeless Assessment Report (AHAR) to Congress* published by HUD provides details about and numbers of homeless individuals by state, by homeless subpopulation, and by type of reporting agency. All 50 states, plus the District of Columbia, report their data to HUD for compilation and analysis. Using data from the 2013 HUD report, the National Alliance to End Homelessness noted in *The State of Homelessness in America 2014* that the U.S. homelessness rate was 19 homeless persons per 10,000 residents in 2013. Alaska, with a rate of 26.5 homeless persons per 10,000 residents, ranked ninth highest among the states in 2013. (See Table 4.)

### Who Are the Homeless?

Following are some of the key findings from the HUD reports for 2012 and 2013.

Of the 610,042 homeless persons (both sheltered and unsheltered) in the U.S. on one night in January 2013:

- 64% were individuals (387,845).
- 36% were people in families (222,197).
- 23% were under the age of 18 (138,149).
- 10% were 18–24 years old (61,541).
- 8% were unaccompanied children and youth (46,924).
- 35% were living in unsheltered locations (215,344).
- 18% were chronically homeless (109,132).
- About 12% of all homeless adults were veterans (58,063).
- 22% had a chronic substance abuse problem (133,230).
- 20% suffered from a severe mental illness (124,152).
- 10% were victims of domestic violence (63,836).

- 4 states—California, New York, Florida, Texas—had over 50% of the nation’s homeless population.

In 2012, unduplicated counts of the 1.48 million individuals nationwide who were in an emergency shelter at some point during that year show (Table 5):

- Nearly 63% were male and about 37% were female. These proportions have remained stable over the last several years.
- 63% were individuals.
- 23% were under the age of 18.
- Over half the people in homeless people shelters were between the ages of 31 and 61.
- About 61% belonged to a minority group.
- Almost 40% of the homeless in shelters were Black or African American, although this minority represented about 13% of the general population in 2012.
- 70% of homeless persons in shelters were in major metropolitan areas.

**PIT Counts in Alaska**

The Alaska PIT counts are reported for two Continuums of Care as noted above: Anchorage and Balance of State. In 2014, there were 1,785 homeless persons in Alaska on one night in January. Of this number, 971 were sheltered and 53 unsheltered in Anchorage, and 669 were sheltered and 92 unsheltered in all other communities in the state.

The 2014 PIT count data for Alaska do not give a breakdown by gender but do provide data on age. There has been a major focus since last year on collecting data on homeless youth who are among some of the most vulnerable homeless persons. The goal is to enhance services to this age group. In Anchorage in 2014, there were 188 homeless youth under age 18 (18%), 146 youth age 18–24 years of age (14%), and 690 persons over the age of 24 years (67%). For the Balance of State, there were 209 homeless youth under age 18 (27%), 56 youth age 18–24 years of age (7%), and 496 persons over the age of 24 years (65%). (Data not shown).

The 2014 PIT count for Anchorage’s homeless population was 1,024. The following subpopulations were noted for Anchorage in that year:

- 13% were persons with severe mental illness (131).
- 22% were persons with chronic substance abuse (224).
- .004% were persons with HIV/AIDS (5).
- 28% were victims of domestic violence (29).

Please see *Homeless*, page 8

**Table 6. Demographic Characteristics of Project Homeless Connect Participants, January 2013**

Characteristics	Anchorage (N = 730)		Balance of state <sup>a</sup> (N = 598)		Total (N = 1328)	
	N	Percent	N	Percent	N	Percent
<b>Gender</b>						
Male	445	61.0 %	331	55.4 %	776	58.4 %
Female	285	39.0	266	44.5	551	41.5
Transgender	0	0.0	1	0.2	1	0.1
<b>Race</b>						
Alaska Native or American Indian	437	59.9 %	288	48.2 %	725	54.6 %
White	188	25.8	264	44.1	452	34.0
Black or African American	48	6.6	9	1.5	57	4.3
Native Hawaiian or other Pacific Islander	25	3.4	11	1.8	36	2.7
Asian	11	1.5	1	0.2	12	0.9
Mixed	9	1.2	9	1.5	18	1.4
Don't know, refused, no response, or unknown	12	1.6	16	2.7	28	2.1
<b>Age group</b>						
Less than 18	0	0.0 %	31	5.2 %	31	2.3 %
18–21	13	1.8	39	6.5	52	3.9
22–30	72	9.9	72	12.0	144	10.8
31–40	122	16.7	94	15.7	216	16.3
41–50	238	32.6	111	18.6	349	26.3
51–61	223	30.5	130	21.7	353	26.6
62 and over	51	7.0	28	4.7	79	5.9
No response/unknown	11	1.5	93	15.6	104	7.8

Note: A complete breakdown by community is provided in Table 14 of the web supplement to this article. Table 14 also provides data on additional demographic characteristics.

- a. "Balance of state" includes all Project Homeless Connect communities except Anchorage.
- b. Includes 83 "Unknown age" participants from Fairbanks. Fairbanks used different age categories than those used by other Project Homeless Connect sites, and included the following categories for adults: age 18–24 (n = 20); age 25 or older (n = 62); and unknown age (n = 1).

Source of data : Project Homeless Connect, Alaska Coalition on Housing and Homelessness, <http://www.alaskahousing-homeless.org/project-homeless-connect-data>

**Table 7. Primary Reason for Becoming Homeless, Project Homeless Connect Participants, January 2013**

Primary reason for becoming homeless	Anchorage (N = 730)		Balance of state* (N = 598)		Total (N = 1328)	
	N	Percent	N	Percent	N	Percent
<b>Economic</b>						
Loss of job	180	24.7	116	19.4	296	22.3
Illness/injury	52	7.1	37	6.2	89	6.7
Rent/utility rate hike after move-in	30	4.1	13	2.2	43	3.2
Hours of work cut	12	1.6	13	2.2	25	1.9
Military discharge	0	0.0	2	0.3	2	0.2
<b>Domestic violence</b>	<b>26</b>	<b>3.6 %</b>	<b>21</b>	<b>3.5 %</b>	<b>47</b>	<b>3.5 %</b>
<b>Situational concerns</b>						
Substance abuse/mental health incident	99	13.6	36	6.0	135	10.2
Dispute with relatives or roommates	25	3.4	33	5.5	58	4.4
Loss of partner/roommate	31	4.2	16	2.7	47	3.5
Violation of lease/house rules	13	1.8	12	2.0	25	1.9
<b>Life transition</b>						
Moved here from another community	69	9.5	21	3.5	90	6.8
Release from jail or prison	39	5.3	9	1.5	48	3.6
Aged out of foster care / youth services	2	0.3	3	0.5	5	0.4
Release from treatment center	0	0.0	3	0.5	3	0.2
<b>Other</b>	<b>106</b>	<b>14.5 %</b>	<b>72</b>	<b>12.0 %</b>	<b>178</b>	<b>13.4 %</b>
<b>Not homeless</b>	<b>8</b>	<b>1.1 %</b>	<b>6</b>	<b>1.0 %</b>	<b>14</b>	<b>1.1 %</b>
<b>No response</b>	<b>38</b>	<b>5.2 %</b>	<b>99</b>	<b>16.6 %</b>	<b>137</b>	<b>10.3 %</b>
<b>Data not reported</b>	<b>0</b>	<b>0.0 %</b>	<b>86</b>	<b>14.4 %</b>	<b>86</b>	<b>6.5 %</b>

Note: A complete breakdown by community is provided in Table 15 of the web supplement to this article.

\* "Balance of state" includes all Project Homeless Connect communities except Anchorage.

Source of data : Project Homeless Connect, Alaska Coalition on Housing and Homelessness, <http://www.alaskahousing-homeless.org/project-homeless-connect-data>

**Table 8. Place Where Project Homeless Connect Participants Slept Previous Night, January 2013**

Where did you sleep last night?	Anchorage		Balance of state <sup>a</sup>		Total	
	N	Percent	N	Percent	N	Percent
<b>"Homeless" based on HUD + Alaska criteria</b>	<b>589</b>	<b>80.7 %</b>	<b>433</b>	<b>72.4 %</b>	<b>1,022</b>	<b>77.0 %</b>
Emergency shelter	278	38.1	28	4.7	306	23.0
Stayed with friends	120	16.4	139	23.2	259	19.5
Stayed with family	73	10.0	88	14.7	161	12.1
Place not meant for habitation (i.e., tent/car)	39	5.3	77	12.9	116	8.7
Hotel/motel	43	5.9	40	6.7	83	6.3
Transitional housing for homeless	30	4.1	37	6.2	67	5.0
Domestic violence shelter	6	0.8	10	1.7	16	1.2
Sheltered (type not specified)	0	0.0	14	2.3	14	1.1
<b>"Housed" based on HUD + Alaska criteria<sup>b</sup></b>	<b>134</b>	<b>18.4 %</b>	<b>142</b>	<b>23.7 %</b>	<b>276</b>	<b>20.8 %</b>
<b>Refused, no response, unknown</b>	<b>7</b>	<b>1.0 %</b>	<b>23</b>	<b>3.8 %</b>	<b>30</b>	<b>2.3 %</b>
<b>Total persons served</b>	<b>730</b>		<b>598</b>		<b>1,328</b>	

Note: A complete breakdown by community is provided in Table 16 of the web supplement to this article.

a. "Balance of state" includes all Project Homeless Connect communities except Anchorage.

b. "Housed" based on HUD + Alaska criteria<sup>b</sup> includes the following categories: foster care/group home (n=3); hospital (including emergency room) (n=8); jail, prison, or juvenile facility (n=3); own house (n=43); permanent housing for formerly homeless (n=14); rent apartment/house (n=174); subsidized housing (public housing) (n=24); and substance abuse treatment center (n=7).

**Source of data:** Project Homeless Connect, Alaska Coalition on Housing and Homelessness, <http://www.alaskahousing-homeless.org/project-homeless-connect-data>

**Table 9. Duration of Homelessness of Project Homeless Connect Participants, January 2013**

Characteristics	Anchorage (N = 730)		Balance of state* (N = 598)		Total (N = 1328)	
	N	Percent	N	Percent	N	Percent
<b>Total homeless count</b>	<b>623</b>	<b>85.3 %</b>	<b>455</b>	<b>76.1 %</b>	<b>1,078</b>	<b>81.2 %</b>
1 month or less	53	7.3	37	6.2	90	6.8
More than 1 month to 6 months	126	17.3	105	17.6	231	17.4
More than 6 months to 1 year	81	11.1	55	9.2	136	10.2
More than 1 year to 2 years	84	11.5	58	9.7	142	10.7
More than 2 years to 3 years	71	9.7	30	5.0	101	7.6
More than 3 years	208	28.5	84	14.0	292	22.0
Data not reported	0	0.0	86	14.4	86	6.5
<b>Not homeless</b>	<b>107</b>	<b>14.7 %</b>	<b>143</b>	<b>23.9 %</b>	<b>250</b>	<b>18.8 %</b>

Note: A complete breakdown by community is provided in Table 17 of the web supplement to this article.

\* "Balance of state" includes all Project Homeless Connect communities except Anchorage.

**Source of data:** Project Homeless Connect, Alaska Coalition on Housing and Homelessness, <http://www.alaskahousing-homeless.org/project-homeless-connect-data>

**Table 10. Homeless Veterans Point in Time Count, Anchorage and Balance of State, January 2014**

Demographic characteristics	Anchorage (N = 49)		Balance of state* (N = 40)		Total (N = 89)	
	N	Percent	N	Percent	N	Percent
<b>Gender</b>						
Male	46	93.9 %	40	100.0 %	86	96.6 %
Female	3	6.1	0	0.0	3	3.4
<b>Hispanic/Latino ethnicity</b>						
Non-Hispanic/non-Latino	48	98.0 %	38	95.0 %	86	96.6 %
Hispanic/Latino	1	2.0	2	5.0	3	3.4
<b>Race</b>						
White	22	44.9 %	26	65.0 %	48	53.9 %
Alaska Native or American Indian	12	24.5	5	12.5	17	19.1
Black or African American	11	22.4	5	12.5	16	18.0
Multiple races	4	8.2	4	10.0	8	9.0

\* "Balance of state" includes point-in-time counts for all Alaska communities except Anchorage.

**Source of data:** Point In Time Summary Veterans for AK-500—Anchorage CoC (2014); Point In Time Summary Veterans for AK-501—Alaska Balance of State CoC (2014)

## Homeless (continued from page 7)

- 9% were persons who are chronically homeless (94).

The 2014 PIT count for the Balance of State (all communities except Anchorage) was 761. The following subpopulations were noted for the Balance of State in that year:

- 9% were persons with severe mental illness (65).
- 10% were persons with chronic substance abuse (75).
- .005% were persons with HIV/AIDS (4).
- 0% were victims of domestic violence (0).
- 11% were persons who are chronically homeless (83).

## Project Homeless Connect in Alaska

Data on individuals who participate in one-day Project Homeless Connect events provide another kind of snapshot of homelessness in Alaska. Individuals come to a venue and are asked a series of demographic questions and also how long they have been homeless and the reason(s) for their homelessness. Representatives and services from numerous state and private agencies are on-site to assist the homeless. For a time, Anchorage hosted a twice-yearly Project Homeless Connect, but now hosts a single event in January that coincides with the timing of the national PIT count. In 2013, Fairbanks held several mini-events including one in January. Other communities hosting PHC events include Juneau, Kenai, Ketchikan, Mat-Su, and Sitka. Data from the PHC events that are held during the period for the national PIT count are included in the total HUD PIT count figures.

Preliminary data for the 2014 PHC is available (as of this writing) only for Anchorage. The Anchorage report shows that 709 homeless persons participated in the event. The majority were male (63%) and nearly 75 percent of the individuals were between the ages of 31 and 61 years of age.

Detailed data are available for the 2013 (and earlier) PHC events in Anchorage and statewide, and indicate that 730 homeless persons attended PHC Anchorage and 598 participated in PHC events in all other communities (Fairbanks, Juneau, Kenai, Mat-Su, and Sitka) totaling 1,328 in 2013.

Table 6 shows the demographic characteristics of the January 2013 PHC participants for Anchorage and all other communities. (See the web supplement for a breakdown by city.) Over half of the participants were male (58%) and over half were Alaska Native or American Indian. About one-third of the participants were white. Over half were

between the ages of 41 and 61 years, and about 27 percent were between the ages of 22 and 40 years.

Participants were asked what the primary reason was for becoming homeless (Table 7). Over one-third reported that an *economic reason* was the cause of their homelessness—including loss of job, illness/injury, rent/utility hike, cut in hours of work, and military discharge. Twenty percent of participants at the PHCs responded that a *situational concern* resulted in their homelessness, such as a substance abuse/mental health incident, dispute with relatives or roommate, or violation of lease/house rules. About 4 percent of the participants reported that *domestic violence* led to their homelessness, and 11 percent cited a *life transition*—such as moving here from another community, getting released from jail or prison, aging out of foster care/youth services, or getting released from a treatment center—as the cause of homelessness.

Participants were asked where they had slept the previous night (Table 8). The greatest percentage of people in each community were sheltered as follows: in Anchorage, 38

percent of participants slept in emergency shelter; in Fairbanks 33 percent stayed with friends; in Juneau 19 percent stayed with friends, while in Kenai and Mat-Su 23 percent stayed with friends; and in Sitka around 25 percent stayed with friends. Statewide, 23 percent of individuals stayed in an emergency shelter, 20 percent were with friends, and 12 percent stayed with family.

Duration of homelessness statewide for PHC participants lasted less than one year for about one-third of the individuals (Table 9). About seven percent reported a homeless period of one month or less, 17 percent were homeless for more than one month up to six months, and about 10 percent were homeless for more than six months to a year. However, 22 percent reported being homeless for more than three years.

**Homeless Veterans**

In 2010, the United States Interagency Council on Homelessness (USICH) initiated *Opening Doors*—described as “the nation’s first-ever comprehensive plan to prevent and end homelessness”—with the target date of 2020 to meet all its goals. The goals

**Table 11. Veterans Participating in Project Homeless Connect, January 2013**

City/locality	Total persons served	Veterans served	
		n	Percent of total
Fairbanks	86	13	15.1 %
Juneau	196	29	14.8
Anchorage	730	98	13.4
Sitka	63	6	9.5
Kenai	48	4	8.3
Mat-Su	205	13	6.3
<b>Total</b>	<b>1,328</b>	<b>163</b>	<b>12.3 %</b>

*Source of data:* Project Homeless Connect, Alaska Coalition on Housing and Homelessness, <http://www.alaskahousing-homeless.org/project-homeless-connect-data>

outlined on the USICH website include “ending chronic homelessness and veteran homelessness by 2015, [and] ending homelessness for families, youth and children by 2020...” The U.S. Department of Veterans Affairs (VA) is engaged in these efforts to

*Please see Homeless, page 10*

**Table 12. Homeless Students in Alaska, 2012–2013 School Year**

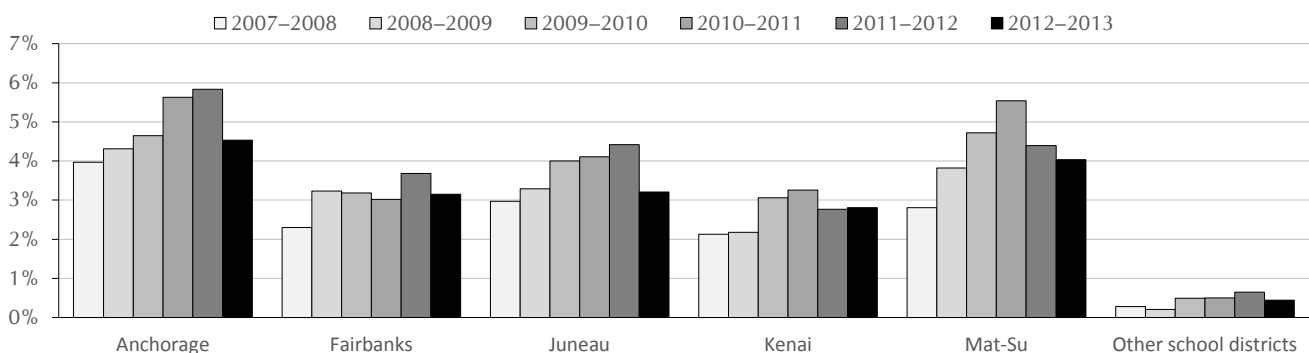
School districts	Grade level					Total	Primary nighttime residence				Total
	Pre-kindergarten	Kindergarten to Grade 2	Grades 3–5	Grades 6–8	Grades 9–12		Sheltered	Doubled-up*	Unsheltered	Hotel/motel	
<b>State totals</b>	<b>104</b>	<b>959</b>	<b>789</b>	<b>689</b>	<b>1,430</b>	<b>3,971</b>	<b>923</b>	<b>2,334</b>	<b>311</b>	<b>403</b>	<b>3,971</b>
<b>McKinney-Vento subgrant districts</b>	<b>92</b>	<b>929</b>	<b>761</b>	<b>676</b>	<b>1,356</b>	<b>3,814</b>	<b>871</b>	<b>2,248</b>	<b>303</b>	<b>392</b>	<b>3,814</b>
Anchorage	65	601	509	422	663	2,260	555	1,355	86	264	2,260
Fairbanks	8	108	77	84	174	451	140	263	22	26	451
Juneau	1	16	23	23	93	156	51	88	9	8	156
Kenai	3	65	47	41	96	252	27	145	43	37	252
Mat-Su	15	139	105	106	330	695	98	397	143	57	695
<b>All other school districts</b>	<b>12</b>	<b>30</b>	<b>28</b>	<b>13</b>	<b>74</b>	<b>157</b>	<b>52</b>	<b>86</b>	<b>8</b>	<b>11</b>	<b>157</b>

*Note:* These figures do not represent a point-in-time (PIT) count. Data for homeless students enrolled in Alaska schools is collected throughout the school year. This table includes only those school districts which reported homeless students during the 2012–2013 school year. A complete breakdown by grade level, also providing detail on non-McKinney-Vento subgrant districts, is provided in Table 18 of the web supplement to this article.

\* "Doubled-up" refers to situations in which individuals are unable to maintain their housing situation and stay with a series of friends and/or extended family members.

*Source of data:* Alaska Department of Education and Early Development

**Figure 2. Alaska Homeless Students as a Percentage of Overall Enrollment, 2007–2013**



*Source of data:* Alaska Department of Education and Early Development



**Table 13. Anchorage Homeless Households Population Trends, 2008–2014**

Household type	2008	2009	2010	2011	2012	2013	2014	% change 2008–2014
<b>Households with dependent children</b>								
Households	84	133	152	138	126	87	102	21.4 %
Persons in these households (adults and children)	328	446	500	429	356	278	287	-12.5 %
<b>Households with children only (under age 18)*</b>								
Households	—	—	0	12	3	2	12	—
Persons in these households (children)	—	—	0	12	3	2	13	—
<b>Households without dependent children</b>								
Households	688	776	737	735	780	826	723	5.1 %
Persons in these households	695	776	737	762	788	842	724	4.2 %
<b>Totals</b>								
<b>Total number of households</b>	<b>772</b>	<b>909</b>	<b>889</b>	<b>885</b>	<b>909</b>	<b>915</b>	<b>837</b>	<b>8.4 %</b>
<b>Total number of persons in these households</b>	<b>1,023</b>	<b>1,222</b>	<b>1,237</b>	<b>1,203</b>	<b>1,147</b>	<b>1,122</b>	<b>1,024</b>	<b>0.1 %</b>

Note: Detail on housing status (sheltered or unsheltered) for this table is provided in Table 19 of the web supplement to this article.

\* Figures for "Households with children only" were not reported until 2010. For 2010–2011, these figures were reported as "Number of single, unaccompanied youth households."

Source of data: AKHMIS Anchorage Homeless Count 2008–2011 and Point in Time Summary for AK-500—Anchorage CoC 2012–2013, Municipality of Anchorage, <http://www.muni.org/departments/health/community/pages/link.aspx>; Point in Time Summary for AK-500—Anchorage CoC (2014), Alaska Coalition on Housing and Homelessness, <http://www.alaskahousing-homeless.org/sites/default/files/PIT%20Anchorage%202013,%202014%29.pdf>

## Homeless

(continued from page 9)

end veteran homelessness, and homeless veterans comprise one of the subpopulations which has been the focus of much study.

According to the VA, the total U.S. population of living veterans as of September 30, 2013 was 21,973,964. The 2013 PIT count reported that nationwide on a single night in January, 58,063 veterans were homeless—12 percent of all homeless adults in the U.S.

The 2014 PIT count for Alaska shows that homeless veterans comprised about five percent of all homeless persons—49 individuals in Anchorage and 40 in the remainder of the state (Table 10). However, Project Homeless Connect data from 2013 (the most recent data available as of this writing) reported 163 homeless veterans statewide—12 percent of the homeless population who participated in PHC events during the PIT count period (Table 11).

### Homeless Students—K–12

The McKinney-Vento Homeless Education Assistance Improvements Act of 2001 allocates federal grants to public school districts to provide assistance to homeless children and their families so that children can attain success in school. Services to homeless students may include transportation to school, food and clothing assistance, tutoring, referral to social services, and other forms of aid that may be needed for the child to succeed in school. In Alaska, there were five school districts that received McKinney-Vento subgrants during the 2012–2013 school year: Anchorage, Fairbanks, Juneau, Kenai, and

Mat-Su. The act also mandates that there be a local liaison in every school district in each state to assist with identifying and serving homeless students. Data from each school district in Alaska are reported to the Alaska Department of Education and Early Development. School districts are responsible for reporting any student identified as homeless at any point during the school year. Once students are identified as homeless, they continue to be eligible to receive services for the duration of the school year even if they move into stable housing. A child may move once or many times in a given year, and school districts' consistent provision of services helps maintain continuity for these students.

The National Association for the Education of Homeless Children and Youth (NAEHCY) reports that in the school year 2011–2012 there were 1,168,354 homeless students in the United States. In Alaska in the school year 2012–2013, there were a total of 3,971 students who had been identified as homeless and were enrolled in public school. Of those students, 96 percent were in one of the five districts that received a McKinney-Vento subgrant. (See Table 12).

Figure 2 shows Alaska homeless students as a percentage of total enrollments in Alaska public schools for the school years from 2007–2008 through 2012–2013. Overall the numbers increased from school years 2007–2008 through 2011–2012, but dropped slightly from 2011–2012 to 2012–2013. Over the school years 2007–2008 through 2012–2013, homeless students represented around 3 to 4.5 percent of the total enrollment in each of the McKinney-Vento subgrant districts, and 0.5 percent or less in districts without a subgrant. However, the

Alaska Department of Education and Early Development Homeless Education Coordinator considers it likely that the numbers reported are an underestimate.

It is possible to calculate an estimate of the total number of persons in homeless families represented by the number of homeless students reported to the Alaska Department of Education. Statisticians use an average of three persons per homeless family: one adult and two children. Using this formula and the number of homeless children in Alaska in the school year 2012–2013, the estimated number of *persons in homeless families with children* in Alaska was 5,956 during that period.

### Homeless Unaccompanied Youth

HUD estimates that there were 46,294 homeless unaccompanied youth in the U.S. in 2013—these are individuals age 24 and under. There has been an increased concern about collecting data on youth in the homeless population particularly because these individuals are considered very vulnerable. Many youth have aged out of foster care or have been released from juvenile facilities and have no place to go.

The United States Interagency Council on Homelessness has pointed out the lack of reliable estimates on homeless unaccompanied youth. An earlier response to this concern was the Reconnecting Homeless Youth Act of 2008 which called for the federal government to develop a reporting system for estimating the numbers of runaway and homeless youth and for providing appropriate services for these individuals. Funding under this act assists with delivering programs to these youth. In July of this year, U.S. Senate Bill 2646 was introduced

which includes amendments to definitions of human trafficking, as well as a nondiscrimination clause regarding lesbian, gay, bisexual, and transgender youth.

In 2013, HUD mandated three additional categories of age groupings be added to homeless data collection: under 18 years of age, 18–24 years of age, and over 24 years of age. The inclusion of these data fields will assist in gathering more detailed information on the number of homeless youth. Homeless youth do not often identify themselves as “homeless”—even if they have no stable living situation. They consider themselves to be “couch surfing” or “hanging out.” Unaccompanied youth are often underreported and some areas of the country have been exploring the use of age peers to assist with data collection of this subpopulation.

### Homeless Households in Anchorage

In addition to data on the number of *persons* who are homeless, the PIT count also collects statistics on the number of *households* that are homeless. In this article the main focus is on homeless persons. However, Table 13 presents trends in homeless *households* for Anchorage for the period 2008–2014. Although the number of persons in homeless households *with dependent children* has declined 12.5 percent over the period, the overall number of homeless households has increased by 8.4 percent and the total number of persons in homeless households has increased 0.1 percent.

### Conclusion

According to HUD PIT counts, overall numbers of homeless persons (sheltered and unsheltered) dropped 3.7 percent from 2012 to 2013 in the U.S., while Alaska showed an increase of 1.7 percent. Many subpopulations of homeless persons also decreased nationwide and in Alaska during this period.

However, while the number of unsheltered homeless individuals declined nationwide by 11.6 percent, in Alaska, the number of unsheltered homeless persons increased 4 percent—going from 197 in 2012 to 205 in 2013. (Data not shown.)

Agencies in the state and around the nation are working on plans to end homelessness. Statewide, the Alaska Council on the Homeless was established in 2004 and issued its first report in 2005 and a *10 Year Plan To End Long Term Homelessness in Alaska* in 2009. The Council is currently reviewing its plan and will complete the process by spring 2015. The Municipality of Anchorage first developed a ten-year plan to end homelessness in 2005. The plan has undergone review and revision, the most current of which is this year’s review by the Housing and Neighborhood Development (HAND) Commission Oversight Subcommittee on Homelessness (HCOSH). The *Municipality of Anchorage Ten-Year Plan on Homelessness: Status Update* was submitted in May 2014. The Municipality of Anchorage Department of Health and Human Services, the HAND Commission, HCOSH, and the Anchorage Coalition to End Homelessness all contributed to this effort. All of the above agencies are currently developing plans for the next five years.

Gathering reliable data on homeless persons continues to be a challenge. Because of different release dates of data, it is not always easy to make comparisons of same-year data. In some cases, data fields and descriptions may differ making direct comparison problematic. And definitions of homelessness do not always align with each other.

In Alaska, the Continuums of Care are working with agencies to improve

the quality of data that is reported to the AKHMIS. AKHMIS recently hosted training for agencies and is reviewing an evaluation of its current procedures for data collection. The goal is to streamline the data process and make data more useful at the community level. The evaluation highlighted the need for greater reporting by geographic location. As noted above, Alaska currently has only two Continuums of Care—one for Anchorage and one that covers that rest of the state. It has been suggested that given the regional variations in a state the size of Alaska, having more regional CoCs could improve data collection and the identification of needs in particular communities. However, CoCs operate under HUD regulations, and there is concern that other communities in Alaska may not have the resources to meet HUD requirements to operate as a CoC. The Anchorage Coalition to End Homelessness also established a data group this spring to assist in reviewing data and identifying gaps in data collection and sources.

Public and private agencies in the United States and Alaska continue to work together to end homelessness. Identifying who is homeless and what the needs are of homeless individuals and families remain critical elements of that goal. Trained data collectors and researchers are integral to this process. Effective allocation of resources, policy-making, and implementation of programs depend on reliable information about the homeless persons in our communities.

*Barbara Armstrong is the editor of the Alaska Justice Forum. Sharon Chamard is a member of the Justice Center faculty. Derek Witte, Justice major, assisted in the compilation of point-in-time (PIT) counts data for Anchorage.*

## The Alaska Criminal Justice Commission: A Legislative Call for Action

*Mary Geddes*

Given the reported high rates of recidivism for Alaska offenders and the upwards trajectory of prison costs, Alaska’s state legislative leadership is urgently seeking alternatives to current criminal sentencing law and practices. With interest piqued by the “Right on Crime” and other states’ initiatives for more cost-effective approaches to incarceration, Senate Majority Leader and Judiciary Committee Chair John Coghill led a bipartisan effort this past legislative session (2013–2014) to enact some reforms through an omnibus crime bill, Senate Bill 64. In addition to reforms relating to a num-

ber of criminal justice system issues (see sidebar on page 12), SB 64 also created and charged a new entity, the Alaska Criminal Justice Commission, with evaluating and making recommendations “for improving criminal sentencing practices and criminal justice practices, including rehabilitation and restitution.” Over a three-year period the Commission is mandated to meet at least quarterly and submit an annual report of its activities to the governor and the legislature. The report may include “recommendations for legislative and administrative action.” A separate special report on AS 28 alcohol-related offenses is to be submitted to the

governor and the legislature by July 1, 2017 and must include evaluation of specific issues and recommendations (see below). The Alaska Judicial Council will be responsible for staff and administrative support for the Commission.

In seeking the passage of SB 64 before the Senate on April 22, 2014, Coghill explained the need for a critical evaluation of current laws and practice. Coghill explained, “We have become very prescriptive in our laws. But they are sometimes prescriptive in a way that doesn’t mesh real well with [the goals

*Please see Commission, page 12*

## The Homeless: Who and How Many? — Web Supplement (Tables)

The following tables were prepared for the Spring/Summer 2014 issue of the *Alaska Justice Forum*, but could not be included in the print edition for reasons of space.

**Table 14. Demographic Characteristics of Project Homeless Connect Participants, January 2013**

Characteristics	Anchorage (N = 730)		Fairbanks (N = 86)		Juneau (N = 196)		Kenai (N = 48)		Mat-Su (N = 205)		Sitka (N = 63)		Total (N = 1328)	
	N	Percent	N	Percent	N	Percent	N	Percent	N	Percent	N	Percent	N	Percent
<b>Gender</b>														
Male	445	61.0 %	65	75.6 %	117	59.7 %	23	47.9 %	81	39.5 %	45	71.4 %	776	58.4 %
Female	285	39.0	21	24.4	79	40.3	25	52.1	123	60.0	18	28.6	551	41.5
Transgender	0	0.0	0	0.0	0	0.0	0	0.0	1	0.5	0	0.0	1	0.1
<b>Race</b>														
Alaska Native or American Indian	437	59.9 %	57	66.3 %	136	69.4 %	17	35.4 %	45	22.0 %	33	52.4 %	725	54.6 %
White	188	25.8	24	27.9	49	25.0	30	62.5	139	67.8	22	34.9	452	34.0
Black or African American	48	6.6	3	3.5	3	1.5	1	2.1	0	0.0	2	3.2	57	4.3
Native Hawaiian or other Pacific Islander	25	3.4	0	0.0	1	0.5	0	0.0	8	3.9	2	3.2	36	2.7
Asian	11	1.5	0	0.0	0	0.0	0	0.0	0	0.0	1	1.6	12	0.9
Mixed	9	1.2	1	1.2	5	2.6	0	0.0	1	0.5	2	3.2	18	1.4
Don't know, refused, no response, or unknown	12	1.6	1 <sup>a</sup>	1.2	2	1.0	0	0.0	12	5.9	1	1.6	28	2.1
<b>Age group</b>														
Less than 18	0	0.0 %	3	3.5 %	2	1.0 %	2	4.2 %	22	10.7 %	2	3.2 %	31	2.3 %
18–21	13	1.8	—	—	7	3.6	2	4.2	26	12.7	4	6.3	52	3.9
22–30	72	9.9	—	—	26	13.3	11	22.9	27	13.2	8	12.7	144	10.8
31–40	122	16.7	n/a <sup>b</sup>	—	31	15.8	13	27.1	38	18.5	12	19.0	216	16.3
41–50	238	32.6	—	—	51	26.0	8	16.7	35	17.1	17	27.0	349	26.3
51–61	223	30.5	—	—	60	30.6	9	18.8	45	22.0	16	25.4	353	26.6
62 and over	51	7.0	—	—	13	6.6	3	6.3	9	4.4	3	4.8	79	5.9
No response/unknown	11	1.5	83 <sup>b</sup>	96.5	6	3.1	0	0.0	3	1.5	1	1.6	104	7.8
<b>Household type</b>														
All-adult household (no children)	619	84.8 %	66	76.7 %	146	74.5 %	27	56.3 %	106	51.7 %	46	73.0 %	1,010	76.1 %
Household with at least one adult & one child under 18 years of age	80	11.0	4	4.7	44	22.4	20	41.7	71	34.6	15	23.8	234	17.6
All persons in household are under 18 years of age	2	0.3	1	1.2	0	0.0	0	0.0	9	4.4	1	1.6	13	1.0
Secondary household member (spouse or child)	17	2.3	0	0.0	1	0.5	0	0.0	12	5.9	0	0.0	30	2.3
No response/unknown	12	1.6	15	17.4	5	2.6	1	2.1	7	3.4	1	1.6	41	3.1
<b>Number of adults and children in household</b>														
Number of attendees who did not provide age groups in households	215	29.5 %			78	39.8 %	0	0.0 %	33	16.1 %	9	14.3 %	335	25.2 %
<b>Total number of attendees plus household members<sup>c</sup></b>	<b>1,077</b>	<b>100.0 %</b>	Data not reported		<b>348</b>	<b>100.0 %</b>	<b>120</b>	<b>100.0 %</b>	<b>501</b>	<b>100.0 %</b>	<b>115</b>	<b>100.0 %</b>	<b>2,161</b>	<b>100.0 %</b>
Total number of adults in households <sup>c</sup>	927	86.1			266	76.4	77	64.2	318	63.5	87	75.7	1,675	77.5
Total number of children under 18 years of age in household <sup>c</sup>	150	13.9			82	23.6	43	35.8	183	36.5	28	24.3	486	22.5

Note: An abbreviated version of this table is presented as Table 6 in the print edition of this article.

— Data not reported.

a. "Unknown" attendee for Fairbanks was categorized as "Asian, Pacific Islander," which collapsed the race categories of "Native Hawaiian or other Pacific Islander" and "Asian" used by other Project Homeless Connect sites.

b. Fairbanks used different age categories than those used by other Project Homeless Connect sites. "Unknown age" for Fairbanks includes the following categories for adults: age 18–24 (n = 20); age 25 or older (n = 62); and unknown age (n = 1).

c. Percentages in this section are based upon the figures for "Total number of attendees plus household members."

**Source of data:** Project Homeless Connect, Alaska Coalition on Housing and Homelessness, <http://www.alaskahousing-homeless.org/project-homeless-connect-data>

**Table 15. Primary Reason for Becoming Homeless, Project Homeless Connect Participants, January 2013**

Primary reason for becoming homeless	Anchorage (N=730)		Fairbanks (N=86)		Juneau (N=196)		Kenai (N=48)		Mat-Su (N=205)		Sitka (N=63)		Total (N=1328)	
	N	Percent	N	Percent	N	Percent	N	Percent	N	Percent	N	Percent	N	Percent
<b>Economic</b>	<b>274</b>	<b>37.5 %</b>	—	—	<b>75</b>	<b>38.3 %</b>	<b>17</b>	<b>35.4 %</b>	<b>53</b>	<b>25.9 %</b>	<b>36</b>	<b>57.1 %</b>	<b>455</b>	<b>34.3 %</b>
Loss of job	180	24.7	—	—	50	25.5	9	18.8	33	16.1	24	38.1	296	22.3
Illness/injury	52	7.1	—	—	16	8.2	4	8.3	15	7.3	2	3.2	89	6.7
Rent/utility rate hike after move-in	30	4.1	—	—	5	2.6	3	6.3	2	1.0	3	4.8	43	3.2
Hours of work cut	12	1.6	—	—	3	1.5	1	2.1	3	1.5	6	9.5	25	1.9
Military discharge	0	0.0	—	—	1	0.5	0	0.0	0	0.0	1	1.6	2	0.2
<b>Domestic violence</b>	<b>26</b>	<b>3.6 %</b>	—	—	<b>8</b>	<b>4.1 %</b>	<b>1</b>	<b>2.1 %</b>	<b>12</b>	<b>5.9 %</b>	<b>0</b>	<b>0.0 %</b>	<b>47</b>	<b>3.5 %</b>
<b>Situational concerns</b>	<b>168</b>	<b>23.0 %</b>	—	—	<b>37</b>	<b>18.9 %</b>	<b>10</b>	<b>20.8 %</b>	<b>39</b>	<b>19.0 %</b>	<b>11</b>	<b>17.5 %</b>	<b>265</b>	<b>20.0 %</b>
Substance abuse/mental health incident	99	13.6	—	—	17	8.7	3	6.3	10	4.9	6	9.5	135	10.2
Dispute with relatives or roommates	25	3.4	—	—	8	4.1	4	8.3	21	10.2	0	0.0	58	4.4
Loss of partner/roommate	31	4.2	—	—	5	2.6	1	2.1	7	3.4	3	4.8	47	3.5
Violation of lease/house rules	13	1.8	—	—	7	3.6	2	4.2	1	0.5	2	3.2	25	1.9
<b>Life transition</b>	<b>110</b>	<b>15.1 %</b>	—	—	<b>22</b>	<b>11.2 %</b>	<b>2</b>	<b>4.2 %</b>	<b>9</b>	<b>4.4 %</b>	<b>3</b>	<b>4.8 %</b>	<b>146</b>	<b>11.0 %</b>
Moved here from another community	69	9.5	—	—	14	7.1	0	0.0	5	2.4	2	3.2	90	6.8
Release from jail or prison	39	5.3	—	—	4	2.0	2	4.2	3	1.5	0	0.0	48	3.6
Aged out of foster care / youth services	2	0.3	—	—	1	0.5	0	0.0	1	0.5	1	1.6	5	0.4
Release from treatment center	0	0.0	—	—	3	1.5	0	0.0	0	0.0	0	0.0	3	0.2
<b>Other</b>	<b>106</b>	<b>14.5 %</b>	—	—	<b>34</b>	<b>17.3 %</b>	<b>11</b>	<b>22.9 %</b>	<b>18</b>	<b>8.8 %</b>	<b>9</b>	<b>14.3 %</b>	<b>178</b>	<b>13.4 %</b>
<b>Not homeless</b>	<b>8</b>	<b>1.1 %</b>	—	—	<b>2</b>	<b>1.0 %</b>	<b>2</b>	<b>4.2 %</b>	<b>0</b>	<b>0.0 %</b>	<b>2</b>	<b>3.2 %</b>	<b>14</b>	<b>1.1 %</b>
<b>No response</b>	<b>38</b>	<b>5.2 %</b>	—	—	<b>18</b>	<b>9.2 %</b>	<b>5</b>	<b>10.4 %</b>	<b>74</b>	<b>36.1 %</b>	<b>2</b>	<b>3.2 %</b>	<b>137</b>	<b>10.3 %</b>
<b>Data not reported</b>	<b>0</b>	<b>0.0 %</b>	<b>86</b>	<b>100.0 %</b>	<b>0</b>	<b>0.0 %</b>	<b>0</b>	<b>0.0 %</b>	<b>0</b>	<b>0.0 %</b>	<b>0</b>	<b>0.0 %</b>	<b>86</b>	<b>6.5 %</b>

Note: An abbreviated version of this table is presented as Table 7 in the print edition of this article.

— Data not reported.

Source of data: Project Homeless Connect, Alaska Coalition on Housing and Homelessness, <http://www.alaskahousing-homeless.org/project-homeless-connect-data>

**Table 16. Place Where Project Homeless Connect Participants Slept Previous Night, January 2013**

Where did you sleep last night?	Anchorage		Fairbanks		Juneau		Kenai		Mat-Su		Sitka		Total	
	N	Percent	N	Percent	N	Percent	N	Percent	N	Percent	N	Percent	N	Percent
<b>"Homeless" based on HUD+Alaska criteria</b>	<b>589</b>	<b>80.7 %</b>	<b>85</b>	<b>98.8 %</b>	<b>146</b>	<b>74.5 %</b>	<b>41</b>	<b>85.4 %</b>	<b>123</b>	<b>60.0 %</b>	<b>38</b>	<b>60.3 %</b>	<b>1,022</b>	<b>77.0 %</b>
Emergency shelter	278	38.1	0	0.0	18	9.2	6	12.5	4	2.0	0	0.0	306	23.0
Stayed with friends	120	16.4	28	32.6	37	18.9	11	22.9	47	22.9	16	25.4	259	19.5
Stayed with family	73	10.0	13	15.1	32	16.3	6	12.5	32	15.6	5	7.9	161	12.1
Place not meant for habitation (i.e., tent/car)	39	5.3	16	18.6	27	13.8	2	4.2	20	9.8	12	19.0	116	8.7
Hotel/motel	43	5.9	5	5.8	14	7.1	6	12.5	12	5.9	3	4.8	83	6.3
Transitional housing for homeless	30	4.1	9	10.5	16	8.2	9	18.8	2	1.0	1	1.6	67	5.0
Domestic violence shelter	6	0.8	0	0.0	2	1.0	1	2.1	6	2.9	1	1.6	16	1.2
Sheltered (type not specified)	0	0.0	14	16.3	0	0.0	0	0.0	0	0.0	0	0.0	14	1.1
<b>"Housed" based on HUD+Alaska criteria*</b>	<b>134</b>	<b>18.4 %</b>	—	—	<b>50</b>	<b>25.5 %</b>	<b>6</b>	<b>12.5 %</b>	<b>61</b>	<b>29.8 %</b>	<b>25</b>	<b>39.7 %</b>	<b>276</b>	<b>20.8 %</b>
Foster care/group home	1	0.1	—	—	0	0.0	0	0.0	2	1.0	0	0.0	3	0.2
Hospital (including emergency room)	6	0.8	—	—	0	0.0	0	0.0	1	0.5	1	1.6	8	0.6
Jail, prison, or juvenile facility	2	0.3	—	—	0	0.0	0	0.0	1	0.5	0	0.0	3	0.2
Own house	12	1.6	—	—	7	3.6	3	6.3	13	6.3	8	12.7	43	3.2
Permanent housing for formerly homeless	13	1.8	—	—	1	0.5	0	0.0	0	0.0	0	0.0	14	1.1
Rent apartment/house	91	12.5	—	—	26	13.3	3	6.3	42	20.5	12	19.0	174	13.1
Subsidized housing (public housing)	6	0.8	—	—	15	7.7	0	0.0	2	1.0	1	1.6	24	1.8
Substance abuse treatment center	3	0.4	—	—	1	0.5	0	0.0	0	0.0	3	4.8	7	0.5
<b>Refused, no response, unknown</b>	<b>7</b>	<b>1.0 %</b>	<b>1</b>	<b>1.2 %</b>	<b>0</b>	<b>0.0 %</b>	<b>1</b>	<b>2.1 %</b>	<b>21</b>	<b>10.2 %</b>	<b>0</b>	<b>0.0 %</b>	<b>30</b>	<b>2.3 %</b>
Does not know or remember	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Refused	0	0.0	0	0.0	0	0.0	0	0.0	14	6.8	0	0.0	14	1.1
No response	7	1.0	0	0.0	0	0.0	1	2.1	7	3.4	0	0.0	15	1.1
Unknown location (FBX only)	0	0.0	1	1.2	0	0.0	0	0.0	0	0.0	0	0.0	1	0.1
<b>Total persons served</b>	<b>730</b>		<b>86</b>		<b>196</b>		<b>48</b>		<b>205</b>		<b>63</b>		<b>1,328</b>	

Note: An abbreviated version of this table is presented as Table 8 in the print edition of this article.

— Data not reported.

\* "Housed" based on HUD+Alaska criteria" includes the following categories: foster care/group home (n=3); hospital (including emergency room) (n=8); jail, prison, or juvenile facility (n=3); own house (n=43); permanent housing for formerly homeless (n=14); rent apartment/house (n=174); subsidized housing (public housing) (n=24); and substance abuse treatment center (n=7).

Source of data: Project Homeless Connect, Alaska Coalition on Housing and Homelessness, <http://www.alaskahousing-homeless.org/project-homeless-connect-data>

Table 17. Duration of Homelessness of Project Homeless Connect Participants, January 2013

Characteristics	Anchorage (N = 730)		Fairbanks (N = 86)		Juneau (N = 196)		Kenai (N = 48)		Mat-Su (N = 205)		Sitka (N = 63)		Total (N = 1328)	
	N	Percent	N	Percent	N	Percent	N	Percent	N	Percent	N	Percent	N	Percent
<b>Total homeless count</b>	<b>623</b>	<b>85.3 %</b>	<b>86</b>	<b>100.0 %</b>	<b>159</b>	<b>81.1 %</b>	<b>40</b>	<b>83.3 %</b>	<b>125</b>	<b>61.0 %</b>	<b>45</b>	<b>71.4 %</b>	<b>1,078</b>	<b>81.2 %</b>
1 month or less	53	7.3	—	—	14	7.1	2	4.2	14	6.8	7	11.1	90	6.8
More than 1 month to 6 months	126	17.3	—	—	22	11.2	19	39.6	56	27.3	8	12.7	231	17.4
More than 6 month to 1 year	81	11.1	—	—	23	11.7	9	18.8	20	9.8	3	4.8	136	10.2
More than 1 year to 2 years	84	11.5	—	—	33	16.8	7	14.6	13	6.3	5	7.9	142	10.7
More than 2 years to 3 years	71	9.7	—	—	20	10.2	1	2.1	3	1.5	6	9.5	101	7.6
More than 3 years	208	28.5	—	—	47	24.0	2	4.2	19	9.3	16	25.4	292	22.0
Data not reported	0	0.0	86	100.0 %	0	0.0	0	0.0	0	0.0	0	0.0	86	6.5
<b>Not homeless</b>	<b>107</b>	<b>14.7 %</b>	<b>0</b>	<b>0.0 %</b>	<b>37</b>	<b>18.9 %</b>	<b>8</b>	<b>16.7 %</b>	<b>80</b>	<b>39.0 %</b>	<b>18</b>	<b>28.6 %</b>	<b>250</b>	<b>18.8 %</b>

## Detail

Characteristics	Anchorage (N = 730)		Fairbanks (N = 86)		Juneau (N = 196)		Kenai (N = 48)		Mat-Su (N = 205)		Sitka (N = 63)		Total (N = 1328)	
	N	Percent	N	Percent	N	Percent	N	Percent	N	Percent	N	Percent	N	Percent
<b>Total homeless count</b>	<b>623</b>	<b>85.3 %</b>	<b>86</b>	<b>100.0 %</b>	<b>159</b>	<b>81.1 %</b>	<b>40</b>	<b>83.3 %</b>	<b>125</b>	<b>61.0 %</b>	<b>45</b>	<b>71.4 %</b>	<b>1,078</b>	<b>81.2 %</b>
1 month or less	53	7.3	—	—	14	7.1	2	4.2	14	6.8	7	11.1	90	6.8
More than 1 month to 6 months	126	17.3	—	—	22	11.2	19	39.6	56	27.3	8	12.7	231	17.4
More than 6 month to 1 year	81	11.1	—	—	23	11.7	9	18.8	20	9.8	3	4.8	136	10.2
More than 1 year to 2 years	84	11.5	—	—	33	16.8	7	14.6	13	6.3	5	7.9	142	10.7
More than 2 years to 3 years	71	9.7	—	—	20	10.2	1	2.1	3	1.5	6	9.5	101	7.6
More than 3 years to 4 years	37	5.1	—	—	5	2.6	0	0.0	5	2.4	5	7.9	52	3.9
More than 4 years to 5 years	39	5.3	—	—	11	5.6	1	2.1	8	3.9	1	1.6	60	4.5
More than 5 years to 6 years	22	3.0	—	—	6	3.1	0	0.0	2	1.0	1	1.6	31	2.3
More than 6 years to 7 years	18	2.5	—	—	3	1.5	0	0.0	0	0.0	1	1.6	22	1.7
More than 7 years to 8 years	11	1.5	—	—	6	3.1	0	0.0	0	0.0	1	1.6	18	1.4
More than 8 years to 9 years	2	0.3	—	—	2	1.0	0	0.0	0	0.0	0	0.0	4	0.3
More than 9 years to 10 years	26	3.6	—	—	2	1.0	0	0.0	1	0.5	2	3.2	31	2.3
More than 10 years to 15 years	24	3.3	—	—	3	1.5	0	0.0	2	1.0	2	3.2	31	2.3
More than 15 years to 20 years	15	2.1	—	—	4	2.0	1	2.1	0	0.0	0	0.0	20	1.5
More than 20 years to 25 years	6	0.8	—	—	1	0.5	0	0.0	0	0.0	2	3.2	9	0.7
More than 25 years to 30 years	4	0.5	—	—	1	0.5	0	0.0	1	0.5	0	0.0	6	0.5
More than 30 years to 40 years	3	0.4	—	—	1	0.5	0	0.0	0	0.0	1	1.6	5	0.4
More than 40 years	1	0.1	—	—	2	1.0	0	0.0	0	0.0	0	0.0	3	0.2
Data not reported	0	0.0	86	100.0 %	0	0.0	0	0.0	0	0.0	0	0.0	86	6.5
<b>Not homeless</b>	<b>107</b>	<b>14.7 %</b>	<b>0</b>	<b>0.0 %</b>	<b>37</b>	<b>18.9 %</b>	<b>8</b>	<b>16.7 %</b>	<b>80</b>	<b>39.0 %</b>	<b>18</b>	<b>28.6 %</b>	<b>250</b>	<b>18.8 %</b>

Note: An abbreviated version of this table is presented as Table 9 in the print edition of this article.

— Data not reported.

Source of data: Project Homeless Connect, Alaska Coalition on Housing and Homelessness,  
<http://www.alaskahousing-homeless.org/project-homeless-connect-data>

Table 18. Homeless Students in Alaska, 2012–2013 School Year

School districts	Grade level														Total	Primary nighttime residence				
	Pre-kindergarten	Kindergarten to Grade 2			Grades 3–5			Grades 6–8			Grades 9–12					Shel-tered	Doubled-up*	Unshel-tered	Hotel/motel	Total
		K	1	2	3	4	5	6	7	8	9	10	11	12						
<b>State totals</b>	<b>104</b>	<b>367</b>	<b>307</b>	<b>285</b>	<b>269</b>	<b>264</b>	<b>256</b>	<b>220</b>	<b>233</b>	<b>236</b>	<b>253</b>	<b>286</b>	<b>384</b>	<b>507</b>	<b>3,971</b>	<b>923</b>	<b>2,334</b>	<b>311</b>	<b>403</b>	<b>3,971</b>
<b>McKinney-Vento subgrant districts</b>	<b>92</b>	<b>354</b>	<b>296</b>	<b>279</b>	<b>263</b>	<b>255</b>	<b>243</b>	<b>215</b>	<b>227</b>	<b>234</b>	<b>243</b>	<b>274</b>	<b>367</b>	<b>472</b>	<b>3,814</b>	<b>871</b>	<b>2,248</b>	<b>303</b>	<b>392</b>	<b>3,814</b>
Anchorage	65	240	181	180	172	168	169	133	143	146	154	161	145	203	2,260	555	1,355	86	264	2,260
Fairbanks	8	36	40	32	26	31	20	24	30	30	25	33	69	47	451	140	263	22	26	451
Juneau	1	7	6	3	8	7	8	8	5	10	6	15	43	29	156	51	88	9	8	156
Kenai	3	22	21	22	13	20	14	18	14	9	15	19	27	35	252	27	145	43	37	252
Mat-Su	15	49	48	42	44	29	32	32	35	39	43	46	83	158	695	98	397	143	57	695
<b>All other school districts</b>	<b>12</b>	<b>13</b>	<b>11</b>	<b>6</b>	<b>6</b>	<b>9</b>	<b>13</b>	<b>5</b>	<b>6</b>	<b>2</b>	<b>10</b>	<b>12</b>	<b>17</b>	<b>35</b>	<b>157</b>	<b>52</b>	<b>86</b>	<b>8</b>	<b>11</b>	<b>157</b>
Bristol Bay													2	2	4		3	1		4
Copper River					1										1		1			1
Cordova			1									1			2		2			2
Delta-Greely														3	3		3			3
Dillingham	1		1											1	3	2	1			3
Galena													1	2	3		3			3
Haines							1				1	2		1	5		5			5
Hoonah						1	1	1						1	5		5			5
Ketchikan	1		1											1	5	2	3			5
Kodiak							1				1		3		5	3	2			5
Lower Kuskokwim		4	4			2	3		2						15	15				15
Lower Yukon														1	1		1			1
North Slope	8	5	2	2	1	2	2	1		2					26	26				26
Petersburg											2	1		5	8		8			8
Sitka	1	2	2	2	1	2	2	1	3		6	6	5	7	40	4	25	5	6	40
Valdez	1	2		2	2	2	3	1	1			1	3	6	24		19	2	3	24
Wrangell					1			1						4	6		4		2	6
Yakutat												1			1		1			1

Note: An abbreviated version of this table is presented as Table 12 in the print edition of this article.

Note: These figures do not represent a point-in-time (PIT) count. Data for homeless students enrolled in Alaska schools is collected throughout the school year. This table includes only those school districts which reported homeless students during the 2012–2013 school year. An abbreviated version of this table is presented as Table 12 in the print edition of this article.

\* "Doubled-up" refers to situations in which individuals are unable to maintain their housing situation and stay with a series of friends and/or extended family members.

Source of data: Alaska Department of Education and Early Development

**Table 19. Anchorage Homeless Households Population Trends, 2008–2014**

Household type	2008	2009	2010	2011	2012	2013	2014	% change 2008 to 2014
<b>Households with dependent children</b>								
<b>Households</b>	<b>84</b>	<b>133</b>	<b>152</b>	<b>138</b>	<b>126</b>	<b>87</b>	<b>102</b>	<b>21.4 %</b>
Sheltered — emergency	42	61	67	50	41	38	52	23.8
Sheltered — transitional	41	63	81	81	81	49	48	17.1
Unsheltered	1	9	4	7	4	0	2	100.0
<b>Persons in these households (adults and children)</b>	<b>328</b>	<b>446</b>	<b>500</b>	<b>429</b>	<b>356</b>	<b>278</b>	<b>287</b>	<b>-12.5 %</b>
Sheltered — emergency	178	215	228	129	143	123	135	-24.2
Sheltered — transitional	147	206	261	276	198	155	147	0.0
Unsheltered	3	25	11	24	15	0	5	66.7
<b>Households with children only (under age 18)*</b>								
<b>Households</b>	—	—	<b>0</b>	<b>12</b>	<b>3</b>	<b>2</b>	<b>12</b>	—
Sheltered — emergency	—	—	0	0	3	2	9	—
Sheltered — transitional	—	—	0	12	0	0	2	—
Unsheltered	—	—	0	0	0	0	1	—
<b>Persons in these households (children)</b>	—	—	<b>0</b>	<b>12</b>	<b>3</b>	<b>2</b>	<b>13</b>	—
Sheltered — emergency	—	—	0	0	3	2	9	—
Sheltered — transitional	—	—	0	12	0	0	3	—
Unsheltered	—	—	0	0	0	0	1	—
<b>Households without dependent children</b>								
<b>Households</b>	<b>688</b>	<b>776</b>	<b>737</b>	<b>735</b>	<b>780</b>	<b>826</b>	<b>723</b>	<b>5.1 %</b>
Sheltered — emergency	353	393	437	430	553	550	521	47.6
Sheltered — transitional	236	251	193	196	192	228	155	-34.3
Unsheltered	99	132	107	109	35	48	47	-52.5
<b>Persons in these households</b>	<b>695</b>	<b>776</b>	<b>737</b>	<b>762</b>	<b>788</b>	<b>842</b>	<b>724</b>	<b>4.2 %</b>
Sheltered — emergency	357	393	437	445	558	551	521	45.9
Sheltered — transitional	239	251	193	200	195	239	156	-34.7
Unsheltered	99	132	107	117	35	52	47	-52.5
<b>Totals</b>								
<b>Total number of households</b>	<b>772</b>	<b>909</b>	<b>889</b>	<b>885</b>	<b>909</b>	<b>915</b>	<b>837</b>	<b>8.4 %</b>
Sheltered — emergency	395	454	504	480	597	590	582	47.3
Sheltered — transitional	277	314	274	289	273	277	205	-26.0
Unsheltered	100	141	111	116	39	48	50	-50.0
<b>Total number of persons in these households</b>	<b>1,023</b>	<b>1,222</b>	<b>1,237</b>	<b>1,203</b>	<b>1,147</b>	<b>1,122</b>	<b>1,024</b>	<b>0.1 %</b>
Sheltered — emergency	535	608	665	574	704	676	665	24.3
Sheltered — transitional	386	457	454	488	393	394	306	-20.7
Unsheltered	102	157	118	141	50	52	53	-48.0

Note: An abbreviated version of this table is presented as Table 13 in the print edition of this article.

\* Figures for "Households with children only" were not reported until 2010. For 2010–2011, these figures were reported as "Number of single, unaccompanied youth households."

**Source of data:** AKHMIS Anchorage Homeless Count 2008–2011 and Point in Time Summary for AK-500—Anchorage CoC 2012–2013, Municipality of Anchorage, <http://www.muni.org/departments/health/community/pages/link.aspx>; Point in Time Summary for AK-500—Anchorage CoC (2014), Alaska Coalition on Housing and Homelessness, <http://www.alaskahousing-homeless.org/sites/default/files/PIT%20Anchorage%202013,%202014%29.pdf>

## Resources on Homelessness — Web Supplement

This resource list was prepared for the Spring/Summer 2014 issue of the *Alaska Justice Forum*, but could not be included in the print edition for reasons of space.

- 42 U.S. Code § 254b - Health Centers. (<http://www.law.cornell.edu/uscode/text/42/254b>).
- 42 U.S. Code § 11434a - Definitions. (<http://www.law.cornell.edu/uscode/text/42/11434a>).
- Alaska Council on the Homeless. (2009). *10 Year Plan to End Long Term Homelessness in Alaska*. Anchorage, AK: Alaska Council on the Homeless, Alaska Housing Finance Corporation. ([http://www.ahfc.us/files/2313/5698/3142/homeless\\_10\\_year\\_plan\\_2010.pdf](http://www.ahfc.us/files/2313/5698/3142/homeless_10_year_plan_2010.pdf)).
- “Alaska Homeless Management Information System (AKHMIS).” *Municipality of Anchorage* (website). Retrieved 23 Sep 2014. (<http://www.muni.org/departments/health/community/pages/link.aspx>).
- Alaska Mental Health Board and Alaska Advisory Board on Alcoholism and Drug Abuse. (2012). *Dignity: A Listening Session with Alaskans Experiencing Homelessness — Anchorage, July 2012*. Juneau, AK: Alaska Mental Health Board; Alaska Advisory Board on Alcoholism and Drug Abuse. ([http://dhss.alaska.gov/amhb/Documents/amhb/allalaskans/assets/201209\\_homelessness\\_listening\\_session.pdf](http://dhss.alaska.gov/amhb/Documents/amhb/allalaskans/assets/201209_homelessness_listening_session.pdf)).
- Anchorage Coalition on Homelessness. (2008). *Municipality of Anchorage Ten-Year Plan on Homelessness: 2008 Update*. Anchorage, AK: Anchorage Coalition on Homelessness. ([http://www.muni.org/Departments/health/Documents/Homelessness/2008\\_Ten\\_Year\\_Plan.pdf](http://www.muni.org/Departments/health/Documents/Homelessness/2008_Ten_Year_Plan.pdf)).
- \_\_\_\_\_. (2009). *Municipality of Anchorage Ten-Year Plan on Homelessness: 2009 Update*. Anchorage, AK: Anchorage Coalition on Homelessness. ([http://www.anchoragehomeless.org/files/2009%20-%20Ten%20Year%20Plan%20Update\\_0.pdf](http://www.anchoragehomeless.org/files/2009%20-%20Ten%20Year%20Plan%20Update_0.pdf)).
- Armstrong, Barbara. (2010). “Proposed Housing First in Anchorage.” *Alaska Justice Forum* 27(1): 2 (Spring 2010). ([http://justice.uaa.alaska.edu/forum/27/1spring2010/b\\_housingfirst.html#sidebar1](http://justice.uaa.alaska.edu/forum/27/1spring2010/b_housingfirst.html#sidebar1)).
- Basuk, Ellen L.; Murphy, Christina; Coupe, Natalie Thompson; Kenney, Rachael R.; & Beach, Corey Anne. (2011). *America’s Youngest Outcasts 2010: State Report Card on Child Homelessness*. Needham, MA: National Center on Family Homelessness. (<http://www.homelesschildrenamerica.org/reportcard.php>).
- Chamard, Sharon. (2010). *Homeless Encampments*. Problem-Specific Guides Series #56. Washington, DC: Office of Community Oriented Policing Services, U.S. Department of Justice. ([http://www.popcenter.org/problems/homeless\\_encampments/](http://www.popcenter.org/problems/homeless_encampments/)).
- \_\_\_\_\_. (2010). “A Look at Chronic Inebriate Housing in Seattle.” *Alaska Justice Forum* 27(1): 2–3 (Spring 2010). ([http://justice.uaa.alaska.edu/forum/27/1spring2010/b\\_housingfirst.html](http://justice.uaa.alaska.edu/forum/27/1spring2010/b_housingfirst.html)).
- Fitzpatrick, Kevin M.; & Myr Stol, Brad A. (2011). “The Jailing of America’s Homeless: Evaluating the Rabble Management Thesis.” *Crime & Delinquency* 57(2): 271–297 (Mar 2011). (<http://dx.doi.org/10.1177/001128708322941>).
- Greenberg, Greg A.; & Rosenheck, Robert A. (2008). “Homelessness in the State and Federal Prison Population.” *Criminal Behaviour and Mental Health* 18(2): 88–103. (doi: 10.1002/cbm.685). (<http://dx.doi.org/10.1002/cbm.685>).
- Homeless Children and Youth Act of 2014*. S.2653, 113th Cong. §2 (introduced July 24, 2014). (<https://beta.congress.gov/bill/113th-congress/senate-bill/2653/titles>).
- Municipality of Anchorage. (2014). *Municipality of Anchorage Ten-Year Plan on Homelessness: Status Update — May 5, 2014*. Anchorage, AK: Municipality of Anchorage. (<http://www.muni.org/Departments/health/services/neighborhoods/Documents/TenYearPlanDraftStatusUpdate.pdf>).
- Myr Stol, Brad A. (2009). “Criminal Offending among Homeless Drug-Using Male Arrestees, Anchorage, 2000–2003.” *UAAJC Research Overview* 7 (Aug 2009). (<http://justice.uaa.alaska.edu/overview/2009/06.adam-homeless.html>).
- \_\_\_\_\_. (2009). “Homelessness among Drug-Using Adult Male Arrestees in Anchorage, 2000–2003.” *UAAJC Research Overview* 6 (Jul 2009). (<http://justice.uaa.alaska.edu/overview/2009/06.adam-homeless.html>).
- Myr Stol, Brad A.; & Fitzpatrick, Kevin M. (2011). “Risk Factors and the Duration of Homelessness among Drug-Using Arrestees: Evidence from 30 American Counties.” *Journal of Drug Issues* 41(4): 523 (2011). (doi: 10.1177/002204261104100405). (<http://jod.sagepub.com/content/41/4/523.abstract>).
- National Alliance to End Homelessness. (2014). *The State of Homelessness in America 2014*. Washington, DC: National Alliance to End Homelessness. (<http://www.endhomelessness.org/library/entry/the-state-of-homelessness-2014>).
- National Center for Homeless Education. (2014). *Education for Homeless Children and Youths Program: Data Collection Summary — from the School Year 2011–12 Federally Required State Data Collection for the McKinney-Vento Education Assistance Improvements Act of 2001 and Comparison of SY 2009–10, SY 2010–11 and SY 2011–12 Data Collections*. Greensboro, NC: National Center for Homeless Education. ([http://center.serve.org/nche/pr/data\\_comp.php](http://center.serve.org/nche/pr/data_comp.php)).
- Reconnecting Homeless Youth Act of 2008, Pub. L. No. 110-378. 122 Stat. 4068 (Oct 8, 2008). (<http://www.gpo.gov/fdsys/pkg/PLAW-110publ378/pdf/PLAW-110publ378.pdf>).
- “Resources and Documents: Homelessness and Chronic Public Inebriates.” *Municipality of Anchorage* (website). Retrieved 23 Sep 2014. (<http://www.muni.org/Departments/health/Pages/HomelessCPIResources.aspx>).
- Rosay, André B. (2005). *2004 Census and Survey of Homeless Youths in Homer, Alaska*. Report prepared for the Child Advocacy Coalition of Homer. Anchorage, AK: Justice Center, University of Alaska Anchorage. (JC 0506.01). (<http://justice.uaa.alaska.edu/research/2000/0506.homeryouth/0506.01.homerhomeless.html>).
- \_\_\_\_\_. (2005). “Homeless Youths in Homer: A Picture of Their Needs.” *Alaska Justice Forum* 22(2): 1, 11–12 (Summer 2005). ([http://justice.uaa.alaska.edu/forum/22/2summer2005/a\\_homeless.html](http://justice.uaa.alaska.edu/forum/22/2summer2005/a_homeless.html)).
- Runaway and Homeless Youth and Trafficking Prevention Act of 2014. S.2646, 113th Cong. §2 (introduced July 23, 2014). (<https://beta.congress.gov/bill/113th-congress/senate-bill/2646/titles>).
- Smith, Amy Symens; Holmberg, Charles; & Jones-Puthoff, Marcella. (2012). *The Emergency and Transitional Shelter Population: 2010*. 2010 Census Special Reports. C2010SR-02. U.S. Census Bureau. (<http://www.census.gov/library/publications/2012/demo/c2010sr-02.html>).
- U.S. Department of Health and Human Services. (1999). *Principles of Practice – A Clinical Resource Guide for Health Care for the Homeless Programs*. Program Assistance Letter #99-12. U.S. Department of Health and Human Services, Health Resources and Services Administration, Bureau of Primary Health Care. (<http://bphc.hrsa.gov/policiesregulations/policies/pal199912.html>).
- U.S. Department of Housing and Urban Development. (2011). “Homeless Emergency Assistance and Rapid Transition to Housing: Defining “Homeless.”” *Federal Register* 76(Dec. 5, 2011): 75994 (5 Dec 2011). (<http://www.gpo.gov/fdsys/pkg/FR-2011-12-05/html/2011-30942.htm>).
- \_\_\_\_\_. (2013). *The 2012 Annual Homeless Assessment Report (AHAR) to Congress, Volume II: Estimates of Homelessness in the United States*. U.S. Department of Housing and Urban Development, Office of Community Planning and Development. (<https://www.hudexchange.info/resource/3297/2012-ahar-volume-2-estimates-of-homelessness-in-the-us/>).
- \_\_\_\_\_. (2013). *The 2013 Annual Homeless Assessment Report (AHAR) to Congress, Part 1: Point-in-Time Estimates of Homelessness*. U.S. Department of Housing and Urban Development, Office of Community Planning and Development. (<https://www.hudexchange.info/resource/3300/2013-ahar-part-1-pit-estimates-of-homelessness/>).
- U.S. Interagency Council on Homelessness. (2010). *Opening Doors: Federal Strategic Plan to Prevent and End Homelessness*. Washington, DC: U.S. Interagency Council on Homelessness. ([http://usich.gov/opening\\_doors/](http://usich.gov/opening_doors/)).
- \_\_\_\_\_. (2014). *Opening Doors: Federal Strategic Plan to Prevent and End Homelessness — Update 2013*. Washington, DC: U.S. Interagency Council on Homelessness. ([http://usich.gov/resources/uploads/asset\\_library/USICH\\_Annual\\_Update\\_2013.pdf](http://usich.gov/resources/uploads/asset_library/USICH_Annual_Update_2013.pdf)).
- UAA Justice Center. (2009). “A Look at Homelessness in Alaska.” *Alaska Justice Forum* 26(2): 2–5 (Summer 2009). ([http://justice.uaa.alaska.edu/forum/26/2summer2009/b\\_homelessness.html](http://justice.uaa.alaska.edu/forum/26/2summer2009/b_homelessness.html)).
- \_\_\_\_\_. “For Further Reading [Housing First].” *Alaska Justice Forum* 27(1): 3 (Spring 2010). ([http://justice.uaa.alaska.edu/forum/27/1spring2010/b\\_housingfirst.html#sidebar2](http://justice.uaa.alaska.edu/forum/27/1spring2010/b_housingfirst.html#sidebar2)).