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Joint Legislative Committee on Homelessness

Report of the Joint Legislative Committee on Homelessness

December 1, 2000

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LEGISLATIVE STUDY COMMITTEE REPORTS

Report of the Joint Legislative Committee on Homelessness
December 1, 2000

Authority and Purpose

The Joint Legislative Committee on Homelessness was enacted in the Forty-fourth Legislature, First Regular Session (1999), Chapter 38, and was extended by two years in the Forty-fourth Legislature, Second Regular Session (2000), Chapter 20. Its purposes are to: (1) serve as a public forum to discuss issues regarding current and potential services and programs to reduce homelessness and assist the homeless, (2) advise the private sector and the executive branch of government of programs and policies pertaining to homelessness, (3) review homelessness programs and services to ensure efficient and coordinated use of resources, and (4) submit period reports to the Governor and Legislature.

Membership

The Committee is comprised of the following members: Four members of the senate, not more than two of whom are members of the same political party; four members of the house of representatives, not more than two of whom are members of the same political party; seven public members, at least five of whom are involved in providing homelessness assistance programs; and an advisory member.

Activity

The Committee held two meetings this year on September 26 and November 29, 2000. The Committee heard public testimony and presentations on:

1. 2000 Legislation by Senate Research
2. National Welfare Monitoring and Advocacy Partnership Survey Results by the Arizona Coalition to End Homelessness
3. Homeless youth statistics by Victor Hudenko
4. Homeless Youth Intervention Pilot Program by Tumbleweed Center for Youth Development
5. Report from the Supportive Services Subcommittee
6. Report from the Substance Abuse and Mental Health Subcommittee

- What kind of supports can be put in place in order for them to succeed while making a transition?

Ms. Balch thanked the agencies that made the survey possible, and the tremendous effort undertaken to assemble all the information.

Ms. Stark asked whether Ms. Balch believes working 32 hours a week and making $7 an hour can help these people to get into housing, or if there is still a disparity between what they earn and the cost of housing in Arizona today. Ms. Balch replied even if they worked 40 hours a week with $7 an hour including benefits, they would not be able to obtain affordable housing. She emphasized there is a huge disparity.

Discussion of Priorities

Senator Petersen commented he is looking to the members of the Committee for feedback and direction on priorities. He said unfortunately some of the legislation discussed earlier did not pass, did not even have a hearing, or was not assigned to committees. He noted that was primarily due to the fact it was not a budget year, however, there will be a better opportunity for legislation to be introduced during the next budget year.

Ms. Stark stated she chaired a Supportive Services Committee, which met every month since December 1999. She said the work began by reviewing a variety of problems presented to the Supportive Services Committee by a subcommittee by trying to prioritize the issues to decide which issues could be accomplished through the Governor's office and various departments, and which issues needed some form of legislation. She indicated that committee concluded there are three issues it would like to support. She pointed out that one of the key issues desired is to resolve the situation with identification cards for those people being released from correctional institutions. Ms. Stark asked Kay Martin to present the status of identification cards.

Kay Martin, Ecumenical Chaplain for the Homeless, distributed copies of a letter from Terry Stewart, Director, ADC, (Attachment F), and pointed out the fourth bullet in that letter regarding identification cards. She commented she was happy to see some efforts had been made by ADC to create an identification card. Although it met some of the needs, it did not meet all the needs. She explained on the reverse side of that letter on the bottom is a copy of the card, which is in place in several of the prisons systems. She explained it is plastic similar to the size of the identification card, and is identified with ADC at the top. At the bottom in bright red letters it states "released offender." Chaplain Martin stated when she approached ADC about that, she pointed out that those words will make it difficult for them to take the card to a prospective employer. She said she was informed that they could obtain employment and it was not a problem.

(Chaplain Martin's presentation was temporarily interrupted for an introduction of special guests.)

Representative Landrum introduced her special guests. She explained Representative Weason and she are both alumni of The American Council of Young Political Leaders. She explained that a delegation of distinguished political district leaders from China was present today through an exchange program. She commented it was a tremendous honor to host these guests on behalf of the State of Arizona in this exchange program.

Senator Petersen asked if China experiences a homeless situation. The delegate stated it was his first experience to be in an American hearing. He said homelessness is not a serious problem in China because China's culture is traditional. Families play an important role in an individual's life. When someone has a problem, the family usually extends a helping hand. In solving social problems, the first focus is the family. Senator Petersen thanked the delegate for his comments.

Chaplain Martin continued her presentation. She indicated she then visited two day labor places and asked if they would recognize and accept the identification, at least for a couple of days to enable the released offenders to earn $12 for them to obtain their own State-issued identification card. She said two boards indicated they would accept the identification. She said she was also informed the card was only valid for ten days, however, ADC said that was not accurate.

Chaplain Martin said that information needs to be given to the public because she was told by an individual who works at the Motor Vehicle Department (MVD) that it would only be accepted for ten days from the date of issue. In addition, she learned that a parole officer informed a client that the card could only be used within that ten-day period. She pointed out if a released offender happened to acquire day labor work, that person would probably not be paid within ten days in order to obtain the State-issue card. She emphasized that if the card is not supposed to be limited to ten days, that information needs to be given to MVD and the Parole Department. She added that the original paper form specifically stated that it is only good for ten days.

Chaplain Martin commented that most employers outside of day labor will not accept the card. She cited an example of someone whose card was not accepted, and was unable to obtain work without a State-issued ID. She asked whether there is anything that can be done to enable MVD and ADC to provide State-issued IDs for those individuals, or at least something not so obvious to prospective employers that those individuals have been released from prison systems.

Senator Petersen asked what criteria would work for employers to allow those individuals to obtain jobs. Chaplain Martin replied she is hopeful that State-

issued ID cards could be issued to them prior to leaving the prison systems. She said she was unaware that ADC was going to create its own ID card, which would impact released offenders from obtaining employment. Senator Petersen asked whether ADC provided any explanation as to why the IDs are handled in that way. Chaplain Martin replied she is not sure of the reason, but that it is between MVD and ADC. Senator Petersen wanted to know the reason for it being handled in that manner, and asked if other states were following the same procedure. Chaplain Martin replied two states are actually issuing a state-issued ID prior to release; namely, California and Massachusetts.

Representative Landrum asked if those other states are stamping the IDs with "released offender." Chaplain Martin replied she was looking for "model" IDs, and that those are the two states issuing state-certified IDs prior to release.

Representative Anderson commented he has toured the prison systems and has made observations of the daily routines. He asked whether it would be possible for individuals who know they will be released in the near future to start the process through ADC of securing the proper ID, while they are still incarcerated. Chaplain Martin replied she receives letters requesting birth certificates and other needed documents, which all require signatures. She said that issue will be addressed in the future.

Ms. Stark said her Social Services Committee decided there were three pieces of legislation it would like passed during the legislative session. She said they included eviction prevention, day labor and transitioning ex-offenders. She invited Eddie Sissons to speak about those bills.

Eddie Sissons, Director, Morris Institute for Justice, and Co-Chair of the Legislative Committee for Homeless Coalition. She remarked there is a risk of a lack of stability for a vast majority of individuals who leave welfare. She pointed out those people either move in with family, friends, or transitional housing. She noted that with the amount of money they make, they are paying far too much for their housing. One of the issues considered last year was eviction prevention. She indicated TANF money can be utilized, and there has been a significant investment in other states of TANF money into eviction prevention. Also, there is a housing trust fund that is allocated to homelessness, housing, the Racing Commission, and the General Fund. She emphasized the Coalition would like that issue to be considered by the Legislature because funds are needed for eviction prevention. She said it is important to ensure that when people do leave homeless shelters or transitional housing that assistance is given to help them afford housing.

Ms. Sissons commented the other issue for consideration is the practice of day labor organizations in the State. It is used by those people who are released from prison, or those in homeless shelters or in transitional settings. Unfortunately, the situation in some of the day labor organizations does not allow

with personnel at ADC regarding that effort. He indicated there was an offer in the summer by ADC to provide some tours of the facilities including the pre-release planning that exists and how individuals are processed through the system as they near the release date. He suggested perhaps this Committee might want to entertain such a tour because it could be invaluable.

Ms. Stark stated her Social Services Committee has two goals regarding proposed legislation:

- To promote successful transitioning from correctional facilities to the community with a view to reducing recidivism by 40% over five years.
- To have 90% of employable inmates job ready at the time of release from incarceration.

Ms. Stark said Representative Anderson mentioned the issue that inmates should possibly be thinking of preparation of IDs while they are incarcerated. She said perhaps this legislation may help inmates while incarcerated to have better hopes of securing jobs, and when they are released to be ready for work. She added part of that preparation would be to have the proper ID for employment.

Ms. Trujillo commented she chairs the Subcommittee on Substance Abuse and Mental Health, which has been meeting on a monthly basis (Attachment H). She commended John Fike for his efforts and allowing the use of his facility at St. Vincent dePaul. She indicated information was presented over the past several months, which centered around substance abuse as it relates to housing. Overall the funding for substance abuse appears to be diminishing. She indicated there was clear and supportive discussion around the Salvation Army. The Harbor Light Program lost funding this year, which was a tremendous loss not only for the treatment of substance abuse, but also in terms of having a diversion option for individuals. Ms. Trujillo stated they began looking at substance abuse programs for women and children, and found there were diminishing resources. Some documentation indicated the State provided an average of $3.6 million per year for adult substance abuse treatment in Central Phoenix and the West Valley. She noted that a small portion of that funding, approximately $1 million, is currently allocated for the treatment for pregnant and post-partum mothers who are chemically dependent. She commented a presentation was given by East Valley Addiction Council referring to services and lack of services in the East Valley. She pointed out there have been no treatment beds available in the East Valley since Sombers closed its 36-bed women's program in June 1997. Amity, another non-profit organization that works with women with substance abuse issues and women with children out of Tucson also had to close their program last year because of no funding for substance abuse.

Ms. Trujillo stated the Committee would like to make two recommendations. First, that the Legislature support at a minimum the current budget requests

the workers to earn enough to pay for all the expenses involved with the job, such as tools required, meals, and transportation. They do not have the funds left to move into an apartment requiring first and last month's rental deposits. She said she has had discussions with the Industrial Commission to ensure on this issue.

Ms. Sissons said the states of Illinois and Florida currently regulate day labor. California does not regulate day labor. She indicated she will research other state statutes with respect to employment agencies to see whether the definition is broad enough to include day labor organizations. In response to Senator Petersen, Ms. Sissons indicated that day labor organizations in other states as well as some in Arizona charge the workers a substantial amount of money for tools needed to perform their jobs, which leaves little resources left for the workers.

Karen Ulich, Co-Director, Primavera Foundation, commented the Foundation has been extensively involved in day labor. She stated there are at least a dozen day-labor companies, some of which are based in the Mesa and Phoenix area with those types of problems (Attachment G).

Ms. Ulich said one of the practices of concern is that many of those day labor halls prohibit employers from offering permanent employment to the laborers, which is a prohibition printed on the back of the work ticket that the employer signs. She said although according to the Foundation's surveys, 86% of day laborers are interested in seeking permanent employment, they are prohibited. She said the Foundation has its own program in Tucson, which is a non-profit labor pool and 40% of the workers have been hired into permanent employment. Therefore, if offered the opportunity, it is a way out of homelessness. She added unfortunately some day labor halls are operating in a way that perpetuates homelessness. She noted that the bill being discussed deals specifically with domestic documented citizens.

Ms. Stark commented that unfortunately Mr. Fike could not be here today to discuss a certain bill, which would treat transition of offenders being released from the correction facilities.

Mr. Holleran commented, a significant part of the population at Central Arizona Shelter Services is a product of the corrections environment. He said it has a serious effect on operations. He pointed out that the issues such as ID cards can create such incredible barriers when someone is released. He said his organization advocates for an advanced release plan in order to deliver better services when the released offenders arrive. He said they show up at the facility, and a barrier is created that is difficult to overcome.

Senator Petersen asked if it is known who was responsible for the ID card idea at ADC. Mr. Holleran replied he does not know, however, he has been in contact

submitted by the Department of Health Services (DHS) for substance abuse programs. Secondly, to recommend an appropriation for substance abuse services in an equal amount for individuals who are not seriously mentally ill (SMI). She said there was discussion initially regarding the designation of having to meet the criteria of being SMI. For someone who qualifies as SMI, there are entitlements. Failing that, the resources in the substance abuse area are so very limited that people actually want to be classified as SMI. She emphasized that, in fact, attention needs to be given to the general mental health population as well.

Ms. Trujillo commented some programs are very successful, such as the Family First Program administered from the City of Phoenix Human Services Department. She noted that supportive services include emergency shelter, transitional housing, permanent housing with move-in assistance, crisis assistance, behavioral health care including alcohol, drugs, substance abuse, residential and out-patient, and individual family therapy for general mental health issues with a focus on trauma recovery, and specialized children's programs.

She said a program called "Another Chance" is a collaboration of community-based agencies that provide intensive case management supportive services to alcohol- and drug-abusing single people in the downtown Phoenix area. She pointed out the program does not serve those with co-occurring disorders of alcohol, drug abuse and SMI. She added that supportive services also include transitional permanent treatment for alcohol and drug abuse, and outpatient relapse treatment.

Ms. Trujillo said it is believed that at this point in time the problem of substance abuse has permeated the entire fabric of society. She said it involves homeless individuals and children whose families are torn apart by parents using substances. She noted there are programs specifically targeted for children who have been removed from the family, whose parents have overriding substance abuse issues. She added that a project called Family Recovery has $2.3 million dedicated to that single populace. She emphasized that dealing with substance abuse needs to be looked at seriously and in totality.

SIDE B OF TAPE

Ms. Trujillo commented that in all the presentations given, it was very clear that adjudicated individuals who are in the system end up in the shelters or on the streets with very little support. She said it is a coordination issue. She noted ADC and the prisons recognize the problems of the individuals, and in some instances individuals may or may not have had treatment. The bottom line is reintegration into the community, and if a place is not available for individuals for a period of time for re-acclamation, they will be forced to commit survival crimes. She said that problem focuses on the issue of recidivism. Ms. Trujillo reiterated

that the Committee would like to support reintroduction and revisiting of the homeless legislation that did not pass in the last session.

Ms. Trujillo commented she has served on various committees, and has noted that the courts are taking an aggressive approach in adjudicating cases, and will be requesting an expansion of DUI and drug courts. She said her Committee proposes that if that legislation comes forward it should not only be supported, but also expanded to include the limited jurisdiction courts, because those courts carry the majority of cases with no appropriation for treatment. If that situation is applied to individuals in those jurisdictions, hopefully it will assist the involvement in the higher courts.

Senator Petersen commented that the federal and state sources of funds allocated are used specifically for substance abuse. He said the amount has not decreased, but the problem has increased. He asked for an explanation.

Ms. Trujillo replied the funding for the various programs that had been in place were discontinued, and the funds do not exist. She indicated members of her committee were available to comment further.

Jeff Taylor, Director, The Grace Place, and former Community Liaison for the Salvation Army Harbor Light Program. Mr. Tarylor commented that significant funding in the State for substance abuse and alcohol treatment is mainly in ADC for the DUI programs that are now mandatory minimum sentencing laws. He noted there are some drug treatment beds available in ADC, such as the Marana facility. However, most of those funds are allocated for the mandatory minimum sentencings to obtain DUI treatment while individuals are serving those minimum sentences imposed by the courts.

Senator Petersen asked how did those funds "dry up." Mr. Taylor replied they were never dependent on any State money. He said they had a contract with Com Care, and when Com Care became Value Options, the Grace Place decided to go in another direction. He said as a result they lost Com Care funding in the prior year, and replaced it with a larger contract with the County. He said due to no one's fault, there was mismanagement regarding the disbursement of those funds, either to out-patient treatment or to in-patient residential treatment of which Grace Place was the provider. He said unfortunately all the money was spent for outpatient treatment. He explained the Harbor Light Program spent $100,000 to satisfy the terms of that contract, and as soon as the 30th bed was filled in the first month of the operation of a four-year contract, they were informed by the County that the contract would be cancelled. Mr. Taylor said that is what killed the program, which happened approximately six months ago.

Ms. Trujillo commented that with permeation of substance abuse throughout the community, the clients who are designated SMI have been the focus and have

received most of the monies available. Senator Petersen indicated during the last session some of the funds designed for the children went to the SMI. Ms. Trujillo said she believed there was a new appropriation this year dealing with families whose children are in dependency hearings. She said most of them were not going to fall into the general mental health category.

Senator Petersen said another meeting will be held in October or November, and a vote will be taken on the issues. He suggested reviewing the legislation discussed to work on improvements. He asked the members to state their preference on how they would like to handle this issue. Representative Landrum commented she felt it would be a good idea to review all the information received today, and then decide the Committee's priorities.

Senator Petersen suggested that discussions take place prior to the next meeting of the Committee to establish priorities. He indicated Ms. Guenther would schedule a meeting in late October or early November. Ms. Stark asked whether there would be enough time to vote on certain bills and draft them in presentable form by January 1. Senator Petersen replied many of the bills are already in good form, but need improvement.

Representative Anderson asked Ms. Guenther whether $400,000 funding was allocated for homeless youth using TANF funds. Ms. Guenther replied that pilot program for homeless youth passed in 1999, which allocated $400,000 per year for two years. Representative asked if there was a status report. Senator Petersen responded that issue would be a good suggestion for the next meeting. Ms. Guenther indicated she would provide that report at the next meeting.

Ms. Stark suggested having a representative available at the next meeting from ADC to answer any questions. Senator Petersen said that is also a good idea.

Ms. Kratz suggested having the budget requests available from DHS and DES related to substance abuse and mental health. Senator Petersen replied that would also be very helpful, and asked Ms. Kratz if she would provide that information.

Ms. Trujillo said she would like to have Mr. Hudenko discuss the information he obtained from the January 2000 survey.

Mr. Hudenko reviewed the information included in the handout distributed earlier entitled "Sheltered Homeless Persons in Arizona" (Attachment I). He said DES conducts a survey every six months of all homeless programs, and the information distributed is the most recent. He pointed out two large agencies this year did not respond, therefore, some data is missing from the survey. However, the percentages in terms of how people fall into various categories are fairly close to previous surveys. He proceeded to explain the figures in the handout.

Replying to Senator Petersen regarding those agencies that did not respond, Mr. Hudenko indicated that the two missing agencies are those that primarily serve families, therefore the information does not contain approximately fifty families. He said under the category "emergency shelter," at least fifty families or those in transitional programs were not reported. Senator Petersen wanted to know the reason for them not responding. Mr. Hudenko replied it was not an obligation to report in January, however, as of July 1, 2000, all the agencies that contract with DES are obligated to respond to surveys. He added that July has a 100% response rate for those that contract with DES. He said the July report will take several more weeks to complete, and an update will be provided at the next meeting.

Mr. Hudenko explained the staff of agencies was asked to provide best estimates of the number of individuals under the sub-populations category. He pointed out those figures are not 100% accurate, but rather best estimates of the agencies. He emphasized all areas are critical in that category, such as, SMI, alcohol and drug use, SMI and alcohol/drug use; domestic violence, and AIDS or related diseases. He pointed out the highest percentages occur in the alcohol/ drug, SMI, and domestic violence categories. He said the agencies generally provide shelter and work with individuals requiring greater needs, however, the agencies are not normally staffed to address those needs. He believes DHS will submit a request this year for funding to provide direct services in shelters for substance abuse treatment. In response to an inquiry from Senator Petersen, Mr. Hudenko responded that he is also working with the Homeless Coalition on homeless issues in rural Arizona.

Ms. Stark referred to the presentations given by Ms. Balch on TANF and Mr. Hudenko's presentation on the sheltered homeless and sub-populations of groups with behavioral health problems or mental disabilities. She asked about those who are homeless due to the cost of housing, job loss or physical disability not related to AIDS or HIV. Mr. Hudenko said the populations surveyed are not the same populations, and there is some overlap. He added that of those surveyed, most were families and individuals looking for some type of service including shelter, food boxes or other assistance.

Mr. Hudenko said the ethnic categories do not represent the population, whereas in the homeless population it is closer to representing the general population. As a result different target groups are surveyed. He explained the sub-populations are not the cause of becoming homeless, but they may have become homeless because they could not afford housing and the substance abuse issue may be totally unrelated to homelessness even though it is identified. He added those are the sub-populations of which the United States Department of Housing and Urban Development (HUD) requests data and gap analysis applications. He noted there are two new categories that he did not list on his report because they occur in July, namely, veterans and youth between the ages of 18 to 21. He

indicated the question is not asked, "why do they become homeless." Mr. Hudenko said that would probably be excellent data to collect, but the survey is conducted as simply as possible to ensure good responses. Ms. Stark responded although she understands not everyone is included, she believes it would be interesting to note those individuals as well in the studies. Mr. Hudenko replied that individuals with those types of problems are generally over-represented at point-in-time surveys. However, individuals without those issues rotate out of a homeless bed very quickly, and are not counted as often as those with problems who stay in a bed in a shelter.

PUBLIC TESTIMONY:

Jeff Taylor, Director, The Grace Place, explained he is very passionate about this meeting today. He proceeded to discuss his personal experiences relating to the issues being discussed. He indicated the State spends a lot of money incarcerating people, and believes a solution is possible. He pointed out that 80% of individuals in prisons are incarcerated due to drug motivated crimes, which means that 80% of inmates being released have an untreated drug problem. He said he believes the education should begin prior to the inmate leaving prison, and then a continuum for treatment after being released. He noted that 60% of inmates recidivate. He added that since Maricopa County instituted the "get tough policy" in the jails, recidivism rates have slightly increased according to a study conducted a few years ago by the Morris Institute. Mr. Taylor highlighted some of the treatment programs, and emphasized that long-term residential treatment changes adult behavior.

Representative Anderson asked Mr. Taylor for his recommendations for the Committee to try to address and accomplish in the next session. Mr. Taylor replied he believes the solution would be to divert some of the funding allocated to ADC. He explained the circumstances involved with those sent to prison for drugs and the various mandatory sentencing. He said since there is very little drug treatment in prisons, the offenders are released after having served their mandatory sentences with an ID card indicating they are "released offenders." He said that is absurd, because there are too many barriers for a released inmate without an additional barrier of an ID card with those words.

Mr. Taylor said rather than having that person released to Central Arizona Shelter Services, the released offender is sent to a treatment facility that amounts to a cost of $6,000 per-year bed. He said those people work while at those facilities, combining the residential treatment while working. Mr. Taylor indicated the Salvation Army Harbor Light Program charges $6,000 a year. He noted that 100% of the population who came to that program were convicted felons. He added that of the three out of ten people who stayed clean over the last ten years, not one person re-offended another felony crime going back ten years. He emphasized that is the solution.

Recommendations

The Committee approved three recommendations from the Supportive Services Subcommittee, which included formation of a new Subcommittee on Homeless Ex-Offenders. The Committee then approved three recommendations from the Substance Abuse and Mental Health Subcommittee and deferred one recommendation to the new subcommittee. Finally, the Committee approved two recommendations relating to homeless youth. Approved recommendations are as follows:

1. Require day labor organizations to be regulated by the state's Industrial Commission.

2. Use an additional 20% of unclaimed property revenues to support an eviction prevention program.

3. Appoint a subcommittee to review "best practices" models nationwide that address the problems of homeless ex-offenders transitioning into our communities.

4. This Committee recommends that the Legislature support, at a minimum, the budget request submitted by the Department of Health Services for substance abuse services.

5. This Committee recommends an appropriation for substance abuse services of equal amount for individuals who are not seriously mentally ill.

6. This Committee recommends that legislation expanding DUI and Drug Courts also include courts of limited jurisdiction.

7. Appropriate an additional two years of funding for the Homeless Youth Intervention Program at $535,000 per year from TANF.

8. Require the Department of Economic Security to continue to include in its annual report on homelessness, as required by ARS §41-1954 (A)(19), the status of homeless youth as specified in SB 1180.

Attachments: Committee Agendas
Committee Minutes
Substance Abuse and Mental Health Subcommittee Report
Supportive Services Subcommittee Report

Representative Anderson asked if his recommendation would be to pass a bill that would eliminate five to ten million dollars from the ADC budget and divert it into funding long-term programs. Mr. Taylor replied that would be his suggestion for a solution. Representative Anderson asked how would that affect ADC's ability to house the inmates, if funds were diverted from ADC's budget. Mr. Taylor replied that is a tough question because there are many variables. He commented on the facilities being built, which results in more costs including additional detention officers. Mr. Taylor cited some national statistics of family history, and how drug addiction affects future generations. He said it is imperative to take corrective action to stop the cycle.

Representative Anderson suggested that if a person is incarcerated for ten years, perhaps the last year of that sentence could be spent in a rehabilitation program. He said the funds that would have been spent in the last year of the sentence could be utilized for a drug treatment program. Senator Petersen remarked that is a good point, however, it goes to the issue of mandatory sentencing. Mr. Taylor commented on mandatory sentencing, and explained that the majority of prison population is the drug offender.

Representative Voss asked Mr. Taylor how many treatment facilities currently exist. Mr. Taylor replied that unfortunately many have closed, but he said they are attempting to open a large facility to include the whole family into a treatment program. He indicated that a type of the previous programs could be resurrected, if funds were available. He said it is interesting to note that the Salvation Army does not have a drug or alcohol treatment program in the Valley. Representative Voss asked Mr. Taylor of his estimation of the numbers of people who would go from ADC to a treatment program, and whether that effort could be accommodated. Mr. Taylor replied that San Francisco has an excellent program with a high success rate, and is the model being considered in Arizona.

Representative Landrum asked Mr. Taylor for an estimation of the amount of time that individuals would spend in a treatment facility. Mr. Taylor responded that with respect to individuals not working and just involved in intensive treatment, it would take approximately 60 to 90 days. He explained each case is different and some would require additional time for treatment. He said the key is transitional living, and said the difficulty occurs when an individual leaves treatment and enters the "real world." He said he would recommend another six months in transitional living, which is no additional cost because then that person is working and paying rent within the safe, clean living environment. He said the individuals who enter the treatment programs are basically good people with bad drug problems.

Representative Landrum thanked Mr. Taylor for his insight into the drug problems, and commented that his solution appears to be a viable one. She voiced concern regarding the children that are affected.

Mr. Holleran asked Mr. Taylor to convert the funds he suggested diverting from ADC's budget into a number of beds. Mr. Taylor replied it would amount to $6,000 to $8,000 per bed per year.

Mr. Packard indicated the statistics are alarming. He said there are strategic political considerations. He asked whether ADC would be supportive of having funds taken out of its budget for a diversional treatment program. He added that the Committee needs to do its homework in preparation for the next legislative session. Senator Petersen remarked that is a good point. He asked the Committee to study the issue in an attempt to remove any barriers for a solution to the problem.

Senator Smith commented that he is planning to meet with various individuals within the next week regarding the transition of the inmate into the community and how it can be improved. He invited Mr. Taylor to join that meeting.

Jeff Taylor commented on the history of ADC and its budget. He stated that in the past ten years the female prison population has grown over 400%; which indicates that something is not working.

Senator Petersen said he will take the initiative to meet with Legislators for suggestions to present to the next meeting of the Committee.

Ms. Kratz suggested that Senator Petersen include the substance abuse issue in general in his discussion. She said ADC is certainly an issue, but substance abuse is as well. Mr. Taylor said Ms. Kratz is on target with her comment, because most homeless people either have a drug problem or SMI or both.

Bonnie Lee Casanave, Volunteer Chaplain, VA Medical, commented she is a citizen representing the homeless people (Attachment J). She said she has been involved in ministry, mostly volunteer, for over 20 years working with the homeless. She said many have been rejected by society. She has talked to homeless and some of the things they need are blankets, a place to do their laundry and someplace to take a shower. She said the homeless would like people to know that the reason they do not appear clean is not because they do not want to shower, but that there is no place to do so. She said Andre House is a major facility, but does not have adequate facilities. She noted the homeless wanted to convey those comments from an interview she conducted with them on the streets. She said other comments from the homeless over the years includes public attitude and how it contributes to their difficulty in recovering. She emphasized that public education related to the homeless problem would help a great deal in increasing their hopefulness in recovering. Public comments such as, "they did this to themselves," "they deserve it," or "they are not trying" in many cases are misconceptions about the cause of the homeless problem.

Chaplain Casanave commented about other statistics and problems of the homeless. She said many homeless are Vietnam veterans, and should be treated with dignity after their military assignments. She said the public's proper attitude toward the homeless to assist them in recovering self respect and hope will help them to participate more optimistically and effectively in their own rehabilitation. She commented about other issues, which contribute to homelessness. She concluded her remarks by stating that no one wants to be a homeless social reject, and the public has an obligation to rehabilitate its social tragedies.

Senator Petersen announced that a meeting will be scheduled sometime after November 7, and discussions will take place regarding the issue in the interim.

There being no further business, the meeting adjourned at 11:55 a.m.

Respectfully submitted,

Nancy L. DeMichele

Nancy L. DeMichele
Committee Secretary

(Tapes and attachments on file in the Secretary of the Senate's Office/Resource Center, Room 113.)

Hearing Room No. —
Date: 09/26/00
Time: 10:00 am

MEETING OF COMMITTEE ON

HOMELESSNESS

NAME	REPRESENTING	BILL NO.
Bonnie Cacanave		
[illegible]	Chap. for the Homeless	
Lynne Di Gerolamo	Family Challenge - Verde Valley	

Attachment A

ARIZONA STATE LEGISLATURE
Forty-fourth Legislature – Second Regular Session

JOINT LEGISLATIVE COMMITTEE ON HOMELESSNESS

Minutes of Meeting
Wednesday, November 29, 2000
Senate Hearing Room 2 -- 1:30 p.m.

(Tape 1, Side A)

Representative Anderson called the meeting to order at 1:30 p.m. and the secretary noted the attendance.

Members Present

Senator David Peterson, Cochair
Senator George Cunningham
Senator Tom Smith
Senator Victor Soltero
Mark Holleran
Margaret Trujillo
Gordon Packard
Carol Kratz

Representative Mark Anderson, Cochair
Kevin Murphy
Victor Hudenko
Arnette Ward
Louisa Stark

Members Absent

Representative Leah Landrum
Representative Rebecca Rios
Representative Roberta Voss

Speakers Present

Victor Hudenko, Social Service Administrator, Department of Economic Security (DES)
Barbara Guenther, Senate Majority Research
Janet Garcia, Executive Director, Tumbleweed Center for Youth Development
Christy Alonzo, Programming Coordinator, Tumbleweed Youth Development
Crystal Donnelly, representing herself
Louisa Stark, Chairperson, Subcommittee on Supportive Services
Margaret Trujillo, Chairperson, Sub-Committee on Substance Abuse and Mental Health
Lynn Gerolimo, representing herself
Beth Rosenberg, Children's Action Alliance

Presentation on Homeless Youth

Victor Hudenko, Social Service Administrator, Department of Economic Security (DES), explained that DES is required, by statute to produce an annual report on Homelessness.

Mr. Hudenko informed the committee that the deadline for the report is January 1, 2001 and although the report was not yet complete, he would share the preliminary information.

Mr. Hudenko informed the committee that legislation states the five areas of information to be included in the report as follows:

1. Estimates of the number of homeless youth
2. Available programs and services for homeless youth
3. Estimates of the number of youth who are served by existing programs for homeless youth
4. Demographics of homeless youth served
5. Estimates of the number of youth who sought assistance at shelter programs but could not be served, and the reasons they could not be served

Mr. Hudenko offered definitions of a homeless youth. He explained that a runaway youth is a person under the age of 18 years of age who is absent from their legal residence without the consent of his/her parent, legal guardian or custodian. A throwaway youth is a child under 18 years of age who is left to fend for himself because his parents or guardians are unwilling to care for him. Lastly, a street youth is a long-term runaway or throwaway youth up through age 21 who has developed coping skills to maintain himself on the street.

Mr. Hudenko stated that there are many different services available for homeless youth. However, he noted that not every program provides every service and the amount of that service available can be extremely limited. He listed the types of services available from one or more programs in the state as follows:

Outreach	Drug Abuse Program
Screening/Intake	Program for Alcoholics
Temporary Shelter	Mental Health Services
Case Management	Treatment for Suicidal Behavior
Information and Referral	Independent Living Planning
Individual Counseling	Educational Program
Family Counseling	Advocacy
Transportation	AIDS/HIV Treatment
Health Care	Gay/Lesbian Youth Special Services
Transitional Living Beyond Emergency Shelter	Recreational/Leisure Time Activities
Aftercare	Transitional Living for Young Single Parents

Mr. Hudenko pointed out that seven counties did not register any services available for homeless youth. He pointed out that there is no single way of measuring how many homeless youth there are. He offered the following statistics:

- In 1999 there were 5,748 runaways reported in the state.
- In January 2,000, 66 homeless youth under 18 were residing in youth shelters on a given day.

- 1,747 youth were referred to the 15 county juvenile courts in Arizona for runaway offenses in 1999. He noted that if those youth also committed a criminal act, they were not counted in this data. These numbers indicate those who strictly had runaway offenses.
- The National Runaway Switchboard received 367 calls from youth in Arizona
- In 1993, the Arizona Schools Point in Time Survey was conducted and indicated that there were 11,914 homeless children with families or on their own. He noted that 1993 was the last complete survey of schools in the state regarding homeless youth and offered explanation as to their definition of homeless youth because it was broader than the one typically used. They counted children who were on their own as well as children who were with their own families but doubled up with other families, technically homeless but not legally so.
- 1,838 youth were estimated to be homeless at a given point in time by the Continuum of Care Analysis by Maricopa Association of Governments, Pima County and the Arizona Department of Commerce. Using the latest information from last year's Continuum Care Process and the best estimates of those groups, they arrive at their estimate.
- 67 youth were served by DES Homeless Youth Intervention Program during the first six months of operation – January through June of 2000.

Mr. Hudenko discussed the locations of the programs, which participated in the study. He stated that while Maricopa and Pima counties were the largest programs, Flagstaff also has a fairly large program. Mohave, Yuma, and Cochise counties also participated, yet a number of counties did not weigh in with programs for homeless youth. He pointed out that according to the Homeless Youth Survey, 22 programs within seven Arizona counties in fiscal year 2000 served 2,706 youth under 18. Based on the agency survey, 2,169 youth 18 – 21 were served by homeless youth programs in fiscal year 2000. The majority of these youth were served in Maricopa County (85%) and Pima County (13%) because of the availability of special programs such as Tumbleweed, Home Base and Open-Inn.

He discussed the following demographics of homeless youth served:

- Youth under 18 were more likely to be female (54%) than male (46%)
- Most youth under 18 stay in emergency shelter programs for less than a week (72%), followed by 20% who stay 8-30 days and 7% between 31 and 90 days.
- The majority of youth under 18 (53%) stayed in transitional living programs four months or longer and 47% stayed 90 days or less.
- Most youth (63%) under 18 were reunited with their parents after discharge from homeless youth programs.
- Providers estimate that 52% of the youth served in homeless youth programs have had previous runaway episodes.
- The majority of youth under 18 (58%) entered services directly after leaving their parent's home compared to 41% of the youth 18-21 who entered services after living on the street.
- 40% of youth under 18 sought services within 7 days after running away or becoming homeless compared to only 14% of the youth 18 – 21.
- 59% of youth under 18 served were attending school regularly when they entered runaway or homeless youth programs.

Mr. Hudenko explained the estimates of the number of youth who sought assistance at shelter programs but could not be served and the reasons they could not be served. The agencies report that for the under age 18 group, the majority of youth were not served (609) because of lack of space in the facility. Other reasons were based on the behavior of the child, substance abuse, violent behavior, sexual perpetrator, serious mental illness or other problems that caused them to be unable to be served. He pointed out that by county, Maricopa County and Pima County have the highest percentages of unsaved youth.

Mr. Hudenko closed his presentation by informing the committee that the full report available next month will have much more detail and information as well as provide the methodology and specifics of the survey that was performed.

Barbara Guenther, Senate Majority Research, stated that Janet Garcia provided a three-page document, which included case summaries. She noted that the handout included confidential information and would not be made available to the public.

Janet Garcia, Executive Director, Tumbleweed Center for Youth Development, expressed her appreciation for the opportunity to share information about the homeless youth intervention program and the progress made with its implementation. She discussed the three-page document that offered facts about the program, its history and implementation.

Ms. Garcia explained that the Homeless Youth Intervention Program was authorized by the passage of SB1180 in the 1999 Legislative Session. She discussed the following key points:

- $400,000 of TANF funds in each of fiscal years 1999–2000 and 2000–2001 was committed to the Department of Economic Security to establish a homeless youth intervention program by January 1, 2000 (18-month program period)
- The Department of Economic Security was empowered to contract with collaborative partnerships of community organizations for the implementation of a model program at two sites.
- The focus of the program was to be 24-hour crisis services, family reunification, and job training and employment assistance, assistance in obtaining shelter, transitional and independent living programs, a charter education cirriculum and additional services necessary to meet the need for youth to achieve self-sufficiency.
- A report from the Auditor General's Office was required to the Legislature by November 1, 2001 regarding the impact and effectiveness of the program.

Ms. Garcia discussed the implementation of the project and stated that the Department of Economic Security entered into a contract in January, 2000 with Tumbleweed Center for Youth Development, the lead agency in a collaboration that also includes Open Inn, Inc. and Our Town Family centers as major partners. The three agencies are all community-based, non-profits with a combined total of 67 years of experience serving runaway and homeless youth. She pointed out the following:

- The project has sites in Northern Arizona (Maricopa and Yavapai) and Southern Arizona (Pima).

- The project will enroll 200 youth and cooperating families in services and in addition will provide outreach and prevention services to the community.
- Services to youth and families began on February 1, 2000.

Ms. Garcia explained that the program began providing services in February, 2000. Some of the program highlights for the first 9 months of the contract include 153 referrals. Because most of those referrals come through Tumbleweed to the DES, there is a very high rate of approval because some of the pre-screening is done up front. She pointed out that 11 youths were not approved. In nine of those cases, there was either an open CPS case pending or they were already involved in the juvenile justice system, in which case the youth officer or probation officer is contacted and efforts are made to get the child back into services.

Ms. Garcia offered a break-down of the 142 youth that were approved:

- 88 service plans have been completed
- 10 service plans are pending
- 5 youth refused services, 2 parents refused permission for services
- 17 youth could not be contacted by program staff
- 4 youth placed on probation prior to completion of the service plan
- 7 youth referred back to CPS after assessment due to safety issues
- 9 did not pursue tasks or services arranged at assessment

Ms. Garcia pointed out that the services provided were listed and tracked based on the legislation and what was believed to be the most necessary. She informed the committee that she was not happy with how the numbers were reflected because in the shelter and transitional living category, those youth are automatically given life skills training and independent living training and that is not being tracked separately. She stated that efforts are being made as to how to reflect that better. She discussed the program outcomes for closed classes and explained that the preliminary outcome information reflects the first set of numbers that gives a breakdown of the goal achievement on the service plan. The service plans are done between the case manager and the youth with the case manager providing guidance and ideas. She pointed out that over one-half of the kids had completed their goals, 75 had completed one half or more. She discussed family reunification and stated that when that is not possible, self-sufficiency is emphasized. She pointed out that 16 youth had been reunified with their families, 16 youth had moved to self-sufficiency, another 8 made it half way through the program before they dropped out of service and another 11 dropped out before they had completed their goals.

Ms. Garcia explained that follow up reports would be done at 30, 60 and 90 days to determine whether or not those families stayed together and if self-sufficiency is maintained. In some cases, continuing services would be offered because this program allows a case to be reopened in an effort to continue to work with the youth if necessary. Also, some of the youth that dropped out will be back and efforts will continue to be made to work with those youth to move them towards self-sufficiency.

In response to an inquiry from Representative Anderson, Ms. Garcia explained that the character cirriculum being used is called "Character Counts" and was selected by the Governor's office.

Some of the types of goals would be returning to school, gaining employment, completing education, working with the family regarding communication issues, housing and counseling for abuse issues.

Christy Alonzo, Programming Coordinator, Tumbleweed Youth Development, responded to an inquiry from Representative Anderson and stated that the program can run from 8 to 12 weeks, but can vary depending on the issues of each particular youth.

Ms. Garcia responded to additional inquiry from the Committee and explained that she was surprised that the family reunification numbers were not higher than the self-sufficiency numbers because the process of moving a youth to self-sufficiency is a longer process than reunifying a family. She explained the reason for that is because there is already some infrastructure in place and youth that are easily reunified are continuing to do so through that. With respect to the homeless youth intervention program, the gap it tends to be filling is with those more difficult kids that need extra help and more time or may not be able to go home and so they need more resources to allow them to work towards self-sufficiency.

Crystal Donnelly, representing herself, spoke on behalf of the Youth Intervention Program and testified that the program helped her. She informed the committee that she accomplished many things such as obtaining an I.D. for job interviews, as well as a copy of her birth certificate and social security card. She stated that she is two weeks into her job and doing better in school. She is living at the young adult program through Tumbleweed, which provided case managers, as well as job development groups and others to assist with life skills. She pointed out that her relationship with her mom and siblings has improved.

In response to an inquiry from Mark Holleran, Ms. Donnelly explained that after completing high school, she wanted to pursue a career in law. She explained that she came in contact with Tumbleweed through her school. When asked about the problems leading up to her contacting Tumbleweed, Ms. Donnelly explained that she and her 6 brothers and sisters lived in a one-bedroom apartment with their mother. She explained that she was at home babysitting while her mother worked and she was unable to keep up with her studies. She pointed out that she was able to get her current job because she is no longer at home caring for her siblings.

In response to an inquiry from Senator Soltero, Ms. Garcia explained that the 18-21 age group is critical and although there are some services to help kids through that transition, there are not enough. Tumbleweed and some of their partner agencies have limited (10) scattered site apartments that may be applied for. Also, support can be provided such as a case manager who checks in from time to time but there is definitely a gap in that area.

Reports from the Subcommittees

Louisa Stark, Chairperson, Subcommittee on Supportive Services, informed the Committee that the Subcommittee on Supportive Services has been meeting on a monthly basis since January 2000. She pointed out that the following three recommendations would be made for the upcoming legislative session:

ARIZONA STATE LEGISLATURE

MEETING NOTICE

OPEN TO THE PUBLIC

JOINT LEGISLATIVE COMMITTEE ON HOMELESSNESS

DATE: **Tuesday, September 26, 2000**

TIME: **10:00 A.M.**

PLACE: **Senate Hearing Room 1**

AGENDA

1. Call to Order
2. Legislative Update
3. Discussion of Priorities
4. Next Steps
5. Public Testimony
6. Adjourn

MEMBERS

Senator David Petersen, Cochair
Senator George Cunningham
Senator Tom Smith
Senator Victor Soltero
Mark Holleran
Margaret Trujillo
Gordon Packard
Carol Kratz

Representative Mark Anderson, Cochair
Representative Leah Landrum
Representative Rebecca Rios
Representative Roberta Voss
Kevin Murphy
Victor Hudenko
Arnette Ward
Louisa Stark

BG:nd
082900

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1. Legislation to require day labor organizations to be regulated by the State's Industrial Commission. She pointed out that this is also supported by the Arizona Coalition to End Homelessness.

2. Utilize an additional 20% of unclaimed property revenues to support an eviction prevention program. (Also supported by the Arizona Coalition to End Homelessness).

3. Finally, the Supportive Services Subcommittee recommends that the Joint Legislative Committee on Homelessness appoint a subcommittee that would review "best practices" models nationwide that address the problems of homeless ex-offenders transitioning into our communities. Based on an examination of successful programs, the subcommittee would make recommendations to the Joint Legislative Committee on Homelessness on possible actions, legislative or administrative, that would address the issue of homeless ex-offenders who are currently being released to shelters or the streets. Without addressing this problem, high rates of recidivism will continue among homeless ex-offenders, which, in turn, are costly to law enforcement, the taxpayer, social service agencies and local communities.

Representative Anderson suggested forming a Subcommittee on Homeless Sex-Offender Transition to research issues and invite members to participate. Mark Holleran volunteered to chair the Subcommittee on Homeless Sex-Offender Transition. Representative Anderson appointed Mr. Holleran chairman of the committee and stated that he would serve on the committee as well. He also suggested searching through the National Conference of State Legislators (NCSL) and the American Legislative Exchange Council (ALEC) to obtain information on what other states are doing legislatively with this issue.

Margaret Trujillo, Chairperson, Subcommittee on Substance Abuse and Mental Health informed the members that her sub-committee did not meet last quarter. However, a report was submitted during the last legislative committee and she stated her understanding that there would be some discussion. She pointed out that had not yet happened. However, she reiterated that the issues that were pointed out in the recommendations made in the last report did support Louisa's recommendations. Additionally, those recommendations dealt with adjudicated individuals and not just in being homeless but also how difficult it is for anyone who has had a felony conviction to rent an apartment. She suggested that the committee allow more time to review the report and its recommendations.

Barbara Guenther, Senate Research Analyst, stated that Ms. Trujillo distributed her Subcommittee report (Attachment 1) at the last meeting. However, there was no discussion at that time. She suggested obtaining copies for the members so that a vote could be taken on those recommendations.

(Tape 1, Side B)

Lynn Gerolimo, representing herself, informed the Committee that she and her husband reside in Cottonwood where they run a transitional housing program for families. They started the project approximately six years ago and in that time they served more than 90 families, most of which were single mothers with multiple children.

She informed the committee that a single mother with one child has an easier time doubling up with a family member or friend. However, a single mother with multiple children has a harder time so the need is greater. She offered the following statistics:

- She and her husband assisted a few single fathers with children and a few married couples with multiple children.
- 65% - 70% were from Yavapai County, primarily the Verde Valley.
- Six families were from out of state and of those, one was a single mother with four children and had to leave the state due to domestic violence.
- Most of the people served are native Arizonans.

She pointed out that affordable housing is a bottom line issue for these families and what she was experiencing with them was lack of education, lack of marketable skills, lack of social skills, generational poverty and generational alcoholism. She pointed out that since 1992, the drug problem has increased enormously. In 1994, less than 50% of the families had drug issues and currently, that percentage is much higher. She emphasized the need for services and pointed out that there is no single men's shelter, Crossroads in the Verde Valley does serve youth. She informed the Committee that her shelter takes in single women but do not take in single men.

In response to an inquiry from Mr. Holleran, Ms. Gerolimo explained that because she deals with homeless families, she was unable to estimate the number of homeless single adults in the Verde Valley. However, an analysis was done last February and another one is being done currently which will provide an accurate picture. She pointed out that many of the homeless are people with mental health issues and that many of the women come through the guidance clinic or the adult probation department.

Ms. Trujillo reviewed the recommendations and offered explanation of them.

> **Recommendation #1: The Legislature support, at a minimum, the budget request submitted by the Department of Health Services for substance abuse services.**

Additionally, Ms. Trujillo emphasized that under the current system, there are entitlements that come with being seriously mentally ill. If that criterion is not met and an individual falls under the general mental health category, there are very limited funding sources. Basically, this recommendation is asking for the following:

- Support of behavioral health services
- Focus on developing a dedicated funding source for those individuals who are not seriously mentally ill, who fall under the general mental health category or only have substance abuse as an overriding issue.

> **Motion was made for the Committee to accept recommendation #1. The motion passed.**

The chairman read recommendation #2 as follows:

Motion was made to utilize an additional 20% of unclaimed property revenues to support an eviction prevention program. The motion carried.

Motion was made that the Joint Legislative committee on Homelessness appoint a subcommittee that would review "best practices" models nationwide that address the problems of homeless ex-offenders transitioning into communities. The motion passed.

Beth Rosenburg, Children's Action Alliance, stated that she submitted two more recommendations with regard to the homeless youth program. She stated that although the homeless youth population is the smallest of the homeless population, it is the most at risk. The two recommendations are as follows:

1. To continue funding for the homeless youth intervention program. She explained that in a two-year budget cycle, the program was funded at $400,000 over each of two years and because it is an 18-month program and in order to annualize that, the recommendation is that appropriation be made for $535,000 or each of the next two years. Additionally, this would allow time for the auditor general to evaluate the progress of the program.
2. Require the Department of Economic Security to continue to include in its annual report on homelessness as required by A.R.S. 41-1954.

Motion was made to appropriate an additional two years of funding. Motion was seconded. The motion passed.

Motion was made to require the Department of Economic Security to continue annual reporting. Motion was seconded. The motion passed.

Without objection, the meeting adjourned at 3:30 p.m.

Robyne Richards, Committee Secretary

(Original minutes, attachments and tape are on file in the Chief Clerk's Office)

Recommendation #2: An appropriation for the funding of temporary housing, transitional housing and support for adjudicated individuals.

Motion was made for the Committee to accept recommendation #2. The motion passed.

The chairman read recommendation #3 as follows:

Recommendation #3: Legislation pertaining to the expansion of DUI and Drug Courts also includes courts of limited jurisdiction.

In response to request for clarification regarding recommendation #3, Ms. Trujillo informed the committee that there will be legislation coming forth from the Superior Court requesting expansion of the drug courts. She explained that, generally, the Superior Courts deal with the felony offenses and the DUI charges. The drug courts really deal with intervention programs and bringing about rehabilitation to an individual, who at a minimum has had three convictions of driving under the influence of intoxicating liquor and/or having a minimum of two felony drug convictions, which then bumps them into the Superior Court.

Ms. Trujillo explained further that recommendation #3 relates to expansion of the limited jurisdiction courts, the city courts and JP courts because that is where the individual will first enter the system. She added that it is inconceivable to not have support services for rehabilitation and substance abuse intervention at the entry point of the criminal justice system.

In response to an inquiry from Senator Soltero, Ms. Trujillo explained that if legislation is proposed to add more courtrooms to the Superior Court for the purpose of adjudicating individuals who are charged with DUI and substance abuse then an appropriation should be added to to the courts of limited jurisdictions for individuals who are not at the felony level.

Representative Anderson stated that although this sounds like a good idea, he was unsure as to it' being a central focus of the Homelessness Committee. Ms. Trujillo explained that many of these individuals who are convicted of DUI charges are not homeless. However, as they go through the court system, the criminal justice arena becomes their home for a period of time. She added that she wanted to raise the issue because she felt very strongly that too many of the individuals who are in the criminal justice arena end up there due to inappropriate intervention.

Ms. Trujillo stated that she would have no problem deferring this matter to a subcommittee if one is formed. Representative Anderson stated that recommendation #3 would be held and referred to the subcommittee for discussion and recommendations and a report to be presented to this committee regarding this issue.

Motion was made that the Legislation requires day labor organizations to be regulated by the State's Industrial Commission. The motion passed.

Marg Trujillo

Joint Legislative Committee on Homelessness

Substance Abuse and Mental Health Sub-Committee Report

September 26, 2000

Submitted by
The Substance Abuse and Mental Health
Sub-Committee

Committee Members

Margaret Trujillo, Chairperson
Terry Cook
Patricia Henderson
John Wall
Vicki Davis
Rev. R.T. Priebe
Kathryn Blumenfeld-Jones
Steve Carter
Janet Garcia
Brenda Robbins
Jacki Taylor
Carol Kratz
Victor Hudenko
Mark Halleran
Esther Trevino
Ted Williams
Dr. Michael Franczak
John Feit
Jack Harvey
Paul Harris
Bob DiGirolano
Kim Cristensen
Dr. Frank Scarpati
Karen Kurtz

Substance Abuse and Mental Health

This committee has met on a monthly basis to focus on substance abuse issues as it relates to homelessness. Many thanks go to John Feit for graciously hosting the monthly meetings at the St. Vincent De Paul Society facility. Over the last several months various agencies in the community have made presentations, and brought forth a number of problems, along with recommended solutions.

Funding for substance abuse treatment and housing programs were discussed at length. Overall funding in these areas have continually diminished. As an example, this year, in Maricopa County, funding for the Harbor Light program administered by the Salvation Army was discontinued. This program not only provided substance abuse treatment, it also served as a diversion program. With the increasingly lack of substance abuse treatment options, the shelters are becoming the facilities faced with dealing with these issues. A recent point-in-time survey conducted by DES/CSA was taken on January 26, 2000. This survey, based on homeless adults sheltered on that date, found that 1,697 adults had alcohol/drug use issues, and that an additional 388 were Seriously Mentally Ill with alcohol/drug use issues.

The lack of programs for substance abusing women, and women with children are also of particular concern. The State has provided an average of $3.6 million per year for adult substance abuse treatment services in Central Phoenix and the West Valley. A small portion of that funding (approximately $1 million) is currently allocated for the treatment of pregnant/postpartum mothers who are chemically dependent. There have been no treatment beds available in the East Valley for this population since Sunburst's 36-bed women's program was closed in June of 1997. Amity, a non-profit residential treatment facility in Tucson, also reported closing one of their programs that provided treatment for substance abusing women with children.

#1

This committee recommends that the Legislature support, at a minimum, the budget request submitted by the Department of Health Services for substance abuse services.

This committee further recommends an appropriation for substance abuse services of equal amount for individuals who are NOT seriously mentally ill.

Program models this committee found to be effective and are suggested for expansion include Harbor Light and:

Family First

Two City of Phoenix Human Services Department casework teams provide intensive casework and supportive services to chronically homeless families with substance abuse and/or behavioral health issues. The program serves families with children who have typically had at least three episodes of homelessness and have not been successful in traditional shelter or transitional housing programs. These families are not successfully transitioning to permanent housing mainly because behavior health (alcohol/substance abuse, serious mental illness, personality disorder, and trauma issues) services have not been available or adequate.

Supportive Services include:

Emergency Shelter
Transitional Housing
Permanent Housing Move-in Assistance
Crisis Assistance
Behavioral health care, including alcohol/drug abuse treatment (residential and outpatient), and individual and family therapy for general mental health issues with a focus on trauma recovery
Specialized Children's Programs

Another Chance

Another Chance, a collaboration of community-based agencies provides intensive case management and supportive services to alcohol and drug abusing single people in downtown Phoenix. The program does not serve people with the co-occurring disorders of alcohol/drug abuse and serious mental illness.

The supportive services includes:

Transitional Housing
Permanent Housing
Alcohol/drug abuse treatment, including outpatient and relapse treatment

This committee also discussed the problems of adjudicated individuals. Most apartment complexes are now operating under drug/alcohol, and crime free admission criteria. This admission criteria excludes the adjudicated populace. Maricopa County Adult Probation Department reported that they supervise approximately 30,000 probation clients, and have estimated that between seven and nine percent of these clients are seriously mentally ill and in need of safe and sanitary housing. The majority of this population have co-occurring mental

health and substance abuse disorders as well. The Department of Corrections also reports that few housing options are available to inmates preparing to return to their community. It was also reported that Central Arizona Shelter Services, the largest shelter for single persons in the state, estimate that 30% of their guests are ex-offenders released by the jails or prisons. In some instances, as a condition of probation or parole they are released to the shelter!

#2 **This committee recommends an appropriation for the funding of temporary housing, transitional housing and support services for adjudicated individuals.**

During the course of discussion, the committee was also advised that various other committees from the criminal justice arena will be submitting legislative proposals to expand DUI, Drug courts and treatment for individuals going through the Superior Courts in Arizona. It was noted that the proposed legislation did not include courts of limited jurisdiction. Courts of limited jurisdiction also handle great numbers of DUI and substance abuse cases, however have few treatment resources. This committee feels it is far better to engage individuals in treatment early, rather than allowing penetration to the felony level in the Superior Courts.

#3 **This committee recommends that legislation pertaining to the expansion of DUI and Drug Courts also include courts of limited jurisdiction.**

Joint Legislative Committee on Homelessness

Substance Abuse and Mental Health
Sub-Committee Report

September 26, 2000

Submitted by
The Substance Abuse and Mental Health
Sub-Committee

Committee Members

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This committee recommends that the Legislature support, at a minimum, the budget request submitted by the Department of Health Services for substance abuse services.

This committee further recommends an appropriation for substance abuse services of equal amount for individuals who are NOT seriously mentally ill.

*****REVISED*******REVISED*******REVISED*****

ARIZONA STATE LEGISLATURE

INTERIM MEETING NOTICE
OPEN TO THE PUBLIC

JOINT LEGISLATIVE COMMITTEE ON HOMELESSNESS

DATE: **Wednesday, November 29, 2000**

TIME: **1:30 P.M.**

PLACE: **Senate Hearing Room 2**

AGENDA

1. Call to Order
2. → Presentations on Homeless Youth – DES and Provider
3. Reports from Subcommittees
4. Next Steps
5. Public Testimony
6. Adjourn

MEMBERS

Senator David Petersen, Cochair
Senator George Cunningham
Senator Tom Smith
Senator Victor Soltero
Mark Holleran
Margaret Trujillo
Gordon Packard
Carol Kratz

Representative Mark Anderson, Cochair
Representative Leah Landrum
Representative Rebecca Rios
Representative Roberta Voss
Kevin Murphy
Victor Hudenko
Arnette Ward
Louisa Stark

BG:nd
11/15/00

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Supportive Services include:

Emergency Shelter
Transitional Housing
Permanent Housing Move-in Assistance
Crisis Assistance
Behavioral health care, including alcohol/drug abuse treatment (residential and outpatient), and individual and family therapy for general mental health issues with a focus on trauma recovery
Specialized Children's Programs

Another Chance

Another Chance, a collaboration of community-based agencies provides intensive case management and supportive services to alcohol and drug abusing single people in downtown Phoenix. The program does not serve people with the co-occurring disorders of alcohol/drug abuse and serious mental illness.

The supportive services includes:

Transitional Housing
Permanent Housing
Alcohol/drug abuse treatment, including outpatient and relapse treatment

This committee also discussed the problems of adjudicated individuals. Most apartment complexes are now operating under drug/alcohol, and crime free admission criteria. This admission criteria excludes the adjudicated populace. Maricopa County Adult Probation Department reported that they supervise approximately 30,000 probation clients, and have estimated that between seven and nine percent of these clients are seriously mentally ill and in need of safe and sanitary housing. The majority of this population have co-occurring mental

health and substance abuse disorders as well. The Department of Corrections also reports that few housing options are available to inmates preparing to return to their community. It was also reported that Central Arizona Shelter Services, the largest shelter for single persons in the state, estimate that 30% of their guests are ex-offenders released by the jails or prisons. In some instances, as a condition of probation or parole they are released to the shelter!

This committee recommends an appropriation for the funding of temporary housing, transitional housing and support services for adjudicated individuals.

During the course of discussion, the committee was also advised that various other committees from the criminal justice arena will be submitting legislative proposals to expand DUI, Drug courts and treatment for individuals going through the Superior Courts in Arizona. It was noted that the proposed legislation did not include courts of limited jurisdiction. Courts of limited jurisdiction also handle great numbers of DUI and substance abuse cases, however have few treatment resources. This committee feels it is far better to engage individuals in treatment early, rather than allowing penetration to the felony level in the Superior Courts.

This committee recommends that legislation pertaining to the expansion of DUI and Drug Courts also include courts of limited jurisdiction.

SUBCOMMITTEE ON SUPPORTIVE SERVICES
JOINT LEGISLATIVE COMMITTEE ON HOMELESSNESS

The Subcommittee on Supportive Services has met on a monthly basis since January 2000. We are making the following recommendations to the Joint Legislative Committee on Homelessness.

(1) Legislation to require day labor organizations to be regulated by the State's Industrial Commission. (Also supported by the Arizona Coalition to End Homelessness.)

(2) Utilize an additional 20% of unclaimed property revenues to support an eviction prevention program. (Also supported by the Arizona Coalition to End Homelessness.)

(3) Finally, the Supportive Services Subcommittee recommends that the Joint Legislative Committee on Homelessness appoint a subcommittee that would review "best practices" models nationwide that address the problems of homeless ex-offenders transitioning into our communities. Based on an examination of successful programs, the subcommittee would make recommendations to the Joint Legislative Committee on Homelessness on possible actions, legislative or administrative, that would address the issue of homeless ex-offenders who are currently being released to our shelters or the streets. Without addressing this problem, we will continue to experience high rates of recidivism among homeless ex-offenders which, in turn, are costly to law enforcement, the taxpayer, our social service agencies and our local communities.

November 2000

research

ARIZONA STATE LEGISLATURE

JOINT LEGISLATIVE COMMITTEE ON HOMELESSNESS

Minutes of the Meeting
Tuesday, September 26, 2000 – 10:00 A.M.
Senate Hearing Room 1

Members Present:

Senator David Petersen, Cochair
Senator Tom Smith
Mark Holleran
Margaret Trujillo
Carol Kratz
Louisa Stark

Representative Mark Anderson, Cochair
Representative Leah Landrum
Representative Roberta Voss
Kevin Murphy
Victor Hudenko

Members Absent:

Senator George Cunningham
Senator Victor Soltero
Gordon Packard

Representative Rebecca Rios
Arnette Ward

Staff:
Barbara Guenther, Senate Family Services Committee Research Analyst

Senator Petersen called the meeting to order at 10:03 a.m., and attendance was noted. See attached list for other attendees (Attachment A).

Opening Remarks

Senator Petersen stated that Riann Balch, Arizona Coalition to End Homelessness would give a presentation later in the meeting.

Legislative Update

Ms. Guenther presented a legislative update. She explained in the year 2000 there were several pieces of legislation concerning homelessness that were generated from this Committee, most of which did not pass or did not undergo a hearing because it was not a budget year and most issues had dollars attached to the legislation. She explained the legislation that did not pass in the last session in order for the members to decide whether that same legislation should be presented in the next session (Attachment B).

- SB 1477 – appropriation; homeless offenders; transitional housing
  Appropriates $1.8 million from the State General Fund to the Arizona Department of Corrections (ADC) to provide transitional housing services for released offenders.
- SB 1495 - eviction prevention programs
  Establishes a program to prevent evictions and foreclosures of low-income individuals, and appropriates $160,000 from the State General Fund to the Department of Economic Security (DES), and appropriates $1 million from Temporary Assistance for Needy Families (TANF) Block Grant to DES to provide financial assistance for low-income eligible families for TANF facing eviction.
- SB 1496 - day labor practices
  Establishes regulations for day-labor halls to prevent those halls from charging exorbitant fees and disincentives for accepting employment.
- HB 2321 - study committee; farmworker housing
  Forms a ten-member study committee to review the issue of farmworker housing.
- HB 2345 - affordable housing; expedited approval
  Authorizes cities, towns and counties to establish special planning zones to develop affordable housing as part of an overall development plan.
- HB 2346 - Arizona housing commission; membership
  Increases the Arizona Housing Commission membership from 20 to 25 people, and specifies the Commission must meet a minimum number of times each year
- HB 2348 - tax classification; mixed finance housing
  Reclassifies public housing as a Class 9 property subject to the lowest assessment ratio of any property class, which is 1%.

Senator Smith indicated there are other committees involved with the homelessness issue, Maricopa Association of Governments (MAG), and a group at ADC regarding improvements of released inmates into the communities. He asked whether all efforts are coordinated to avoid overlapping. Ms. Guenther replied that inherently there is some duplication of efforts when more than one organization is concerned with the same problem from various perspectives. However, two agencies are primarily responsible for coordinating all housing efforts; namely, the Arizona Department of Commerce (DOC) and DES, and those agencies are required to prepare statewide consolidated plans.

Representative Landrum introduced students of her class at Phoenix College studying American Government, who were present to witness the legislative process. The students were recognized by the Committee. Senator Petersen thanked the group for their interest, and suggested submitting any suggestions to Representative Landrum.

Senator Petersen asked if anyone had any questions regarding the legislation discussed, or on any recommendations for the next legislative session. He pointed out since this is a biennial budget year, it is important to be prepared with any requests.

Ms. Kratz responded to Senator Smith's concern regarding coordination, and pointed out there is a regional planning process on homelessness in Maricopa County. Handouts were distributed (Attachments C and D). She emphasized there is a massive effort in Maricopa County to bring together state and local governments, funders, advocates, service providers and stakeholders involved in homelessness issues. She noted an analysis will be undertaken on an inventory of beds, services, identifying gaps, and working with the Department of Housing and Urban Development (HUD) for best practice information. She added that based on that information, recommendations will be developed.

Ms. Kratz highlighted items on Page 2 of one of the handouts (Attachment C), which she said are major concerns:

- Lack of discharge planning and halfway houses for those released from ADC.
- Lack of alcohol, drug and mental health services, which becomes a barrier in treatment and a return to self-sufficiency.
- Managed health care policy requires hospital discharge at the earliest time, leaving homeless people without a place to attend to medical problems
- Increasing numbers of undocumented people arriving in the Valley for jobs, which complicates emergency shelter provisions.
- Lack of core funding for mental health and substance abuse.

Ms. Kratz referred to the handout entitled "Gaps and Priorities Analysis" (Attachment D), and explained current inventory and needs for the "individual homeless" and "families with children" portions of the chart. She pointed out that many neighborhoods are more amenable to having families with children housed in a facility as opposed to homeless single individuals.

Senator Petersen thanked Ms. Kratz for the information, and indicated further discussion would take place later on the agenda.

Riann Balch, Executive Director, Arizona Coalition to End Homelessness, commented the Coalition is an advocacy-based organization that handles public education, grassroots organization and public policy advocacy. The Coalition has approximately 180 statewide members, including service providers. All members are homeless advocates. Ms. Balch presented slides and explained her discussion would focus on a report prepared in May 2000 entitled "National Welfare Monitoring and Advocacy Partnership (NWMAP) Survey Results" looking at Arizona households (Attachment E). She pointed out the data was analyzed

and prepared by the Community Rehabilitation Division, School of Public Administration and Policy, at The University of Arizona.

Ms. Balch commented that NWMAP is a national collaborative of advocacy-based organizations and service providers concerned with the well being of low-income individuals. She said although it is a national effort, Arizona had a major role in the survey. Ms. Balch remarked that the survey was designed to answer certain questions:

- What is the primary reason for loss of TANF benefits, and are they losing them involuntarily?
- Are they suffering greater hardships than those who leave voluntarily?
- Why are certain people working, and why are others not working?
- Where are people going for assistance?

Ms. Balch said the goal was to better understand the experiences of families upon losing TANF benefits, and to use that information to advocate on their behalf. She proceeded to explain the methodology of the program as outlined in the handout. Highlights of the presentation follow:

- Respondents surveyed were individuals and families seeking assistance at a shelter, a housing assistance agency or community action program.
- The survey took place in 1999 during one week of each quarter by participating agencies of clients. Clients were not paid, but asked to participate. Those who were surveyed either completed the forms themselves or were assisted by volunteers or agency workers who interviewed them.
- While the survey was conducted throughout Arizona, most respondents were located in the Phoenix metropolitan area.
- The majority of the approximately 2,900 surveyed were female.
- Average age of respondents was 34, and minorities were well represented.
- Caucasians, Hispanic/Latino and American Indian populations pretty much reflect what is seen in Arizona, but the African-American population is extremely over-represented in the survey sample.
- Education plays a significant role in welfare; the lower the education, the more welfare.
- Of the survey sample totaling approximately 2900 participants, 60% had received welfare and 50% of that number were currently receiving welfare, 8.5% had welfare benefits reduced, and 41% had their benefits completely stopped. It was noted that of that 41%, most of them had their benefits stopped involuntarily within the past two years of the survey 1997-1999. The reasons for benefits being involuntarily stopped were because (1) they received something making them ineligible, such as, child support or a job, or (2) they were sanctioned.
- The majority of respondents were single female heads of families with children, most received TANF benefits. Half of them were homeless or at

risk of being homeless in a doubled-up situation, and all of them were receiving benefits.

- Household size was characteristic having an average family size of 3.25 persons with two children per family. Almost all had received welfare at some point.
- Of those having lost welfare benefits, half of them are homeless or at risk of being homeless. The other half consists of "stably housed" defined as either renting or in their own home.
- Of all respondents, 30% were working an average of 31 hours per week, which indicates they were working part-time jobs and unable to find full-time jobs with accompanying benefits. The median wage is $7 per hour, and the median income per week was $240 for a total of approximately $13,000 wages per year. Annual earnings of $13,000 is below the poverty level for a family of four and well below the livable wage as defined by the Arizona Housing Commission for the Phoenix area.
- Respondents who left the welfare rolls included those with job skills applicable to today's changing marketplace. Those remaining on the rolls did not have the required job skills.
- Of those who left welfare, the majority (61%) was unemployed and living on $700 per month. They had trouble paying rent, bills and buying food. Most had lost food stamps and Arizona Health Care Cost Containment System (AHCCCS) coverage. Most were turning to families and friends for assistance, however, those resources are also limited and ultimately the respondents had to turn to other sources of help in the community.
- The reasons some of the respondents are not working are because they cannot find a full-time job, need child care or are taking care of someone else in the family, have physical or health problems, lack of transportation, and few job skills. Respondents indicated not being able to find a job as the primary barrier to their situation. Only a very small percentage either did not want to work or had substance abuse or alcohol problems, which prohibited them from working. Most respondents were willing to work.

Ms. Balch noted that the survey was community-based consisting of volunteers and agency workers. She added the survey was administered either by a face-to-face interview, or the participant could anonymously complete the survey. Ms. Balch pointed out that welfare reform in Arizona is offering mixed results. Some are leaving welfare and finding work, but not in high-paying or full-time jobs with benefits. Families leaving welfare are extremely vulnerable, and not necessarily in a better position. There are very few programs to bridge the gaps between welfare and true self-sufficiency, which is defined as having a livable wage and including the basic needs such as insurance and medical care. She said the questions to be raised are:

- How can their earning potential be raised?
- How can they acquire the necessary skills and education to make it in today's society?