

These minutes contain materials which paraphrase and/or summarize statements made during this session. Only text enclosed in quotation marks

report a speaker's exact words. For complete contents of the proceedings, please refer to the tapes.

HOUSE COMMITTEE ON HOUSING AND URBAN DEVELOPMENT

February 12, 1991Hearing Room D 8:00 a.m. Tape 25 - 26

MEMBERS PRESENT:Rep. Bob Repine, Chair Rep. Judy Bauman, Vice-Chair
Rep. Marie Bell Rep. Rod Johnson Rep. Dave McTeague Rep. Gail Shibley
Rep. Ron Sunseri

STAFF PRESENT: Janet McComb, Committee Administrator Kimberly
Burt, Committee Assistant

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TAPE 25, SIDE A

005 CHAIR REPINE: Calls the hearing to order. (8:02 a.m.)

Roll Call: Representatives Bell, McTeague, Shibley, Sunseri and Repine answer "present".

WORK SESSION - COMMITTEE GOALS, (EXHIBIT A)

020 REP. SHIBLEY: In the explanation of the goals, what kind of documentation are we referring to?

CHAIR REPINE: There are studies underway, but we have never put the pieces together.

030 REP. BELL: How involved will we be able to be with the writing of the rules for and the implementation for the housing trust fund?

CHAIR REPINE: Most of that is safeguarded within the agency; I would suspect that in the rule writing session we could play any role we want.

REP. BELL: On number 2, people at the local level want the bill dealing with consolidation and reorganization of the Oregon housing agency to be more specific.

REP. BELL: Could the agency be working on a flow chart or something along that line?

CHAIR REPINE: We will look into that.

066 JANET MCCOMB, COMMITTEE ADMINISTRATOR: The Oregon Housing Agency is developing a short paper showing what programs pertain to housing.

REP. MCTEAGUE: I see only one reference to mobile home issue in our goals?

REP. JOHNSON arrives. (8:09 a.m.)

CHAIR REPINE: We will identify that as one of the goals.

090 REP. SHIBLEY: I am curious what percentage of the population of Oregon resides in rental housing; can we address the specific needs of renters?

CHAIR REPINE: Perhaps we should expand on that.

REP. SHIBLEY: I am concerned about how housing and housing development affects land use planning, neighborhood livability, transportation, retail development and other urban issues.

REP. BELL: I thought we would develop a state wide policy statement encouraging impact statements and urbanization of farm workers and other things that can't be mandated, but that we feel are important; could that be included?

REP. BAUMAN arrives. (8:13 a.m.)

REP. SHIBLEY: There is a goal of developing a housing strategy for Oregon, but I don't see that addressed in the strategies.

CHAIR REPINE: It will surface; the end result of all the strategy subcategories is that you would then come up with a housing policy statement.

INFORMATIONAL HEARING Witnesses: Fred Pearce, Director, Department of Corrections Kevin Concannon, Director, Department of Human Resources

180 FRED PEARCE, DIRECTOR, DEPARTMENT OF CORRECTIONS: I have been asked to speak on transitional housing and housing for parolees today.

Approximately 400 inmates are released each month from prison to the community through parole or transitional release and the Department does provide resources, one of which is housing.

Permanent low cost housing options are limited for parolees; there is discrimination against parolees.

215 PEARCE: The most critical housing shortages exist in the larger counties where there are larger parole populations.

Inadequate unstable housing makes successful transition difficult if not impossible.

The Department operates two parole subsidy programs, the institutional subsidy and the parole transition project; both programs are nearly entirely dedicated to providing funds to purchase housing in the community for parolees.

The parole transition program and the institutional subsidy program are

able to provide approximately \$350 on a one time basis for housing and as a result many offenders live in low cost, often substandard hotels and motels.

250 PEARCE: Research indicates that states reporting lower revocation rates than Oregon also have in place a system of residential transitional housing; these programs allow the offender to more gradually re-establish a position in the community.

There are several restitution work release centers that provide transitional services and intermediate sanctions to assist in keeping parolees from returning to prison because of technical violations.

262 REP. BAUMAN: The restitution work release centers are used by counties?

PEARCE: Yes, primarily by counties, but there are beds available for transitional housing.

PEARCE: I believe in work release centers, but in having to cut our programs we will lose some of our local programs.

305 PEARCE: Transition time can be as short as 60 to 90 days or take as long as six months; it is difficult without a stable period of time to get a job, a place to live on a long term basis and not drop back into crime.

We currently have 33,500 people on parole and probation in this state.

REP. BAUMAN: Is there data to support that the lack of housing impacts the return of parolees?

320 SCOTT TAYLOR, ADMINISTRATOR, COMMUNITY SUPERVISION, DEPARTMENT OF CORRECTIONS: It is clear that in well over 50% of the cases we are talking about instability and that ties to how people are living and how they are conducting their lives.

A variety of places where people choose to live are what we would refer to as a drug infested, with very limited space, sharing rooms that most people wouldn't live in and as spring and summer arrives, we have people who find places along the river banks and elsewhere to divide.

We normally identify a place where a person can stay and then we either pay that individual or make out a joint check where both the offender and the parole officer must sign the check, then we check to make sure there is housing there and that try to see that the parolee stays there.

370 REP. BAUMAN: I've heard places in Portland characterized as "shooting galleries", so you are paying the owner and operator of this "shooting gallery"?

PEARCE: That is one way to characterize it; another way is that for the most part the only places people have to stay in Portland, is in a single room occupancy hotel, some of which are drug and alcohol free.

In the work release programs the inmates are living there for the last 90 days or so of their sentence so we are able to teach them to manage their lives, but we don't have enough space.

420 REP. BAUMAN: How long does the housing money given to a parolee

last?

PEARCE: They can get money as they leave prison for 30 to 60 days and then if they are still having problems they can apply for another subsidy for approximately 30 to 60 more days; probably a maximum of four months.

425 REP. SHIBLEY: There are bills that would require inmates to pay restitution and up keep from their earnings while still in prison; how will these laws either protect or encourage homelessness?

TAPE 26, SIDE A

020 PEARCE: Currently we only have out of 6300 inmates 60 that earn more than \$3 per day; we are allowed to pay from .25 to \$3 per day, not per hour; we have started some certified industries that are public private partnerships and those jobs pay prevailing wage and of that we have a formula for taking a percentage away, allowing some for department activities, allowing some for room and board, restitution, fines and they then keep a very small amount and the rest goes into a savings account.

I am aware of two bills that assess additional monies, one of which we put in, but ours wouldn't affect those making the .25 to \$3 per day, but those that have "wind fall" profits from some earned or unearned income that then could help compensate the state for their keep, or those that make prevailing wage in an industry.

045 PEARCE: We release about 400 inmates per month, most still have family or friends, but many leave without very much money or any money.

REP. SHIBLEY: What percentage are homeless before incarceration?

PEARCE: I don't have figures on that.

REP. SHIBLEY: Can you give me a family profile of the prisoners in the system now?

PEARCE: We don't collect much of that information; we can provide you the profile information that we do have.

REP. SHIBLEY: What is the recidivism rate?

PEARCE: 54% return within three years; that has increased by 20% in 10 years.

We have a lot more people on parole, and on parole longer.

1/4 revoked today are for technical violations.

086 REP. SHIBLEY: Increased sentences and parole times; how does this fit in the light of budget cuts and the number of returnees increasing; I'm not convinced that longer sentences or parole time is the answer?

PEARCE: I agree, but I do think that sex offenders need to be monitored for longer times, but I am not in support of longer parole times for other offenders.

Each session we seem to make the sentences longer and I agree with that on the person to person crimes, but it does create an enormous long term

problem.

135 REP. BAUMAN: What percent of the 54% that return in three years return within the first year?

PEARCE: About 30%; the last year it slows down.

REP. BAUMAN: How much does it cost to process and then return them for an average length of stay; can we cost out the failure?

PEARCE: We don't know, but we could cost out each section.

REP. BAUMAN: Would there be value in comparing the data?

REP. JOHNSON excused. (8:45 a.m.)

180 REP. BAUMAN: There is a cost of return; what area do you contribute to a struggle for food and shelter that they are engaged in and if that struggle is leading them back into a criminal life style or if it simply puts them in a status which causes them to fail.

The worst case scenario for those living on the river banks is that someone will catch up to them and they will go to jail where it is warm and dry and there are three meals a day.

PEARCE: There is no question that there are a number of individuals who think exactly that way.

I will see what we can do to get you costs.

222 REP. BELL: What kind of housing would be optimum; are we looking at single rooms in dorm like situations or single housing?

PEARCE: The best would be a work release program where they go into the controlled environment, get a job, have an opportunity to work into housing that is appropriate.

REP. BELL: Is there advantage in finding a place for parolees to live together; having moral support, as long as it was tied into jobs?

PEARCE: The grouping together isn't the control; a number of people will take advantage of this if presented the opportunity, but others will use it.

REP. SHIBLEY: I am curious of the ages and types of crimes; how long these people have been incarcerated?

PEARCE: We will get you the profiles that we have.

REP. BAUMAN: We will have to make a choice; perhaps we should streamline the system to the individuals we are targeting.

I am surprised that there isn't more information kept on these people.

365 PEARCE: We collect demographics and could get the information, but we have 6400 in prison and 34,000 on parole and probation and haven't put that information on computer, but we will give you the demographics that we can.

We have a project that was funded in Washington County and goes into the

Santiam Correctional Institution where the inmates that are going to leave and go to Washington County begin working with their parole or probation officer while they are in prison, proving a support system and when they come out they have a parole plan.

We have now expanded that to a program in Northeast Portland for the state parolees using the same process; we are heading towards the things you are talking about through pilot programs.

425 REP. BAUMAN: We heard testimony of RFP programs that didn't supply housing, only day time programs?

PEARCE: There are different types of programs, some are only day programs.

I'm not sure that we can provide enough monies to assure that there will be housing for everyone as part of that.

TAPE 25, SIDE B

033 REP. BELL: The groups that give the funds for drug and alcohol rehabilitation should take into consideration housing for all kinds of individuals who might fall under that category.

CHAIR REPINE: Recesses the committee. (9:03 a.m.)

CHAIR REPINE: Calls the hearing back to order. (9:07 a.m.)

057 KEVIN CONCANNON, DIRECTOR, DEPARTMENT OF HUMAN RESOURCES: Submits written testimony and a report of the M-ED Residential Task Force, (EXHIBIT B).

Lack of affordable and accessible housing is a pervasive problem across all populations that rely on human resources in Oregon.

The federal role needs to be underscored; we need to rehabilitate the federal housing role.

There is an increase in the number of impoverished children and families.

There is a changing economy as it relates to housing in so far as the gentrification of certain properties' urban renewal, the lack of financial access for people and the strengthening economy in most areas of Oregon.

Those factors combined have increased the cost of housing.

100 CONCANNON: The lack of adequate housing pervades many human problems facing the applicants we see and I would like for you to focus on four of the larger divisions in the department and their respective clients and people that they serve and talk about the impact as it relates to housing and the lack of affordable housing.

We are dealing with housing by default, we aren't the Housing Agency and we aren't best suited to address housing; while our clients are fundamentally affected by housing, we aren't the best "engine" to impact that.

140 CONCANNON: Much of the subsidized housing for disabled and poor families is through the so-called Section 202 whereby private entrepreneurs build buildings subsidized and over a twenty year period the units are then made available to disabled and low income persons for up to 30% of their monthly income.

This committee should engage in dialogue with our congressmen to see what we should do to get going again; we are reaching the point where there are more children and families entering our shelters.

200 CONCANNON: Summarizes written testimony, see Exhibit B.

CONCANNON: We are going to reduce the emergency assistance program for all families who are also receiving AFDC and that is about 70% of that program; this is to get down within the financial target.

REP. BAUMAN: How many employees within your department are going to go with that?

250 CONCANNON: Our net budget for the next biennium reduces the staffing of the Department of Human Resources by 435 FTE; in AFS the number is about 160 employees.

The federal cuts have hurt programs.

Clearly people with mental illness are at great risk; gives examples.

335 CONCANNON: There is an excess of 40,000 severely mentally ill in our state.

Community placement of patients in state hospitals is severely hampered; on any given day it is estimated that 50 to 60 patients at Dammasch State Hospital could be discharged if there was adequate affordable housing with services available.

REP. BAUMAN: Local communities and counties who have committed mentally ill persons have no where to put them and that back flow has got us into a situation where we are paying approximately \$350 per day to "warehouse" people.

That is a remarkable housing cost that we are bearing through the system.

REP. JOHNSON returns. (9:28 a.m.)

CONCANNON: You are right, it is inappropriate to the ideal needs of the patient and it is very costly.

There are deeper problems; in areas of the state where the economy is worse the problem is worse; there is grave concern there.

414 CONCANNON: CSD is seeing increasing numbers of families; increasingly the profile is a preschool child and a very young parent.

CHAIR REPINE: Young or single parents?

CONCANNON: Single; increasingly young parents and increasingly single parents.

465 CONCANNON: I hope that parents and children are the focus this

session in welfare reform; I am also urging that some of the funds for child care from the state will be targeted for these parents whose children otherwise will end up in some form of out of home care or public care.

It is harder for families to get housing.

TAPE 26, SIDE B

040 REP. SHIBLEY: Are there statistics that show how many federal dollars your department gets in a year?

It seems the more budget spent on corrections, there is less spent on human resources and neither is working well.

055 CONCANNON: Less than 1/3 of our budget is state general fund; the largest portion is federal funds and they come from programs such as medicaid and block grants.

Oregon has been very aggressive in utilizing federal funds available.

We need a consensus effort on the public investment side.

090 REP. MCTEAGUE: What has the DHRhousing task force accomplished?

CONCANNON: I created that task force in response to the discovery that while there were limited federal funds coming into the state, some funds were being returned for want of applicants so we tried to use those resources.

REP. JOHNSON leaves (9:45 a.m.)

That has taken place, as well, the task force has put together applications for migrant farm worker housing.

We have been looking for opportunities on the federal side, but also to see what can be done in state.

130 REP. MCTEAGUE: On the emergency assistance fund, how do you decide what program to cut?

CONCANNON: The emergency assistance program is 50% federally matched; the rationale for making the choice is that there are certain populations that we do nothing for while others get something, so in weighing that, we are cutting out services to some programs and adding to others.

185 REP. BELL: Has there been an assessment made of the mentally and physically disabled living in private homes with family, who will outgrow their families and not have any where to go?

CONCANNON: Yes, we have an assessment in the form of a waiting list of some 1200 of those individuals who have either exited public school systems or turned 21 and either need a shelter workshop program or some sort of a job or training opportunity.

There are persons who are somewhat older who have been living with families, whose families are unable to continue to care for them, need residential programs.

We don't have an absolute comprehensive list, but know that we have a

1200 person waiting list and that list gets pushed back in our focus in both fixing up the Fairview training center and also creating housing opportunities for people coming out of Fairview.

People living with their own families, who have never been to Fairview, have been a lesser priority so that they haven't had the same access.

245 REP. BAUMAN: What about CSD's foster program generating homelessness?

Do you have a system to turn CSD into a family support agency, building the support around the parent and the children, avoiding this symptom?

CONCANNON: Yes, we recognize the connection; the \$90 or so million dollars proposed in the AFS budget for the new jobs program is a significant preventive measure to keep families and children out of CSD.

A significant portion of the child care resources should be targeted at women in drug treatment, to teen mothers to help them get their parenting skills and to children who would otherwise end up in the custody of the state.

We are going to have that opportunity in a significant way for the first time because of the child care block grant.

REP. SUNSERI leaves (9:55 a.m.)

328 REP. BAUMAN: Is there a condition that the mother complete the drug and alcohol programs; when the children aren't living with the mother, she isn't eligible for assistance through the AFDC program?

CONCANNON: As long as the children are living with the mother she will be eligible for AFDC if she meets the income criteria; it is when the children are separated from the mother that she loses her AFDC while the children are in foster care.

We've made conscious efforts to increase the treatment capacity for women and for adolescents; one of the missing building blocks is child care and that is anticipated to be enhanced through the child care block grant.

360 REP. BAUMAN: Is there a conscious design being built into the system for the child care grant money?

The lead agency for that grant will be my office; while it isn't in a form of an order, the child care community is meeting to discuss the needs and issues and there will be hearings across the state, county by county.

There is a need to target these resources at teen mothers, at women accessing alcohol and drug treatment programs, at children at risk of coming into the CSD system, at children in foster care and finally to use it as a way of providing relief or respite care to parents.

402 CONCANNON: There is a tension between the child care community and our idea to target a significant portion of that grant although there will still be significant numbers of millions of dollars to be used for preschool, after school child care and a range of other things.

This isn't in the form of an order, but a very strong recommendation and

I am prepared to advocate for that.

425 REP. MCTEAGUE: I would suggest that we make a goal out of finding a revenue replacement source for the emergency assistance program which is dedicated to families.

I think that this committee needs to take on this program, saying that we can't afford to lose it; how can we say we succeeded this session if we let this program go?

We aren't so poor in this state that we have to put women and children and families out on the street because we don't have the money for a program like this.

455 CHAIR REPINE: Various people on this committee that are working on other revenue replacement sources as we speak; we will add that to our goals.

460 CHAIR REPINE: The committee is adjourned. (10:02)

Submitted by: Reviewed by:

Kimberly Burt Janet McComb Assistant Administrator

EXHIBIT SUMMARY:

A - Goals for the committee submitted by STAFF, pp 2 B - Written testimony and informative material submitted by CONCANNON, pp 118