

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

April 4, 1991Hearing Room D 8:00 a.m.Tape 58 - 60

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

MEASURES CONSIDERED: HB 2471 (PUB) HB 3377 (WRK)

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TAPE 58, SIDE A

005 CHAIR REPINE: Calls the hearing to order. (8:00 a.m.)

Roll Call: Representatives Johnson, McTeague, Shibley, Sunseri & Repine answer "present".

PUBLIC HEARING ON HB 2471 Witnesses:Rep. Mike Burton, House District 17
John Sandusky, Vice Chairman, Oregon Shelter Network Don Kestur, Eugene
Emergency Housing Inc Jerry Bieberle, Community Action Directors of
Oregon Larry Hanson, Oregon Employment Division

Staff submits SMS and revenue impact statement and (-1) amendments,
(EXHIBIT A).

010 REP. MIKE BURTON, HOUSE DISTRICT 17: Essentially the bill makes a
policy statement that Oregon will have a focused ability to deal with
the question of homelessness.

REP. BELL arrives. (8:03 a.m.)

025 REP. BURTON: Oregon's homeless are 70% male, 76% single with the
average age being 34.5 years however, 15% are over 45 years of age.

Nearly 17% are accompanied by a child and more than 51% of the time the
child is with a single female; 18% of the time the child is with a
single male.

In slightly more than 38% of the instances the family unit in which a child is present includes both a male and a female adult; there are a lot of children that are homeless.

The average length of time living in Oregon is ten years and the average time in a community is 5.2 years; 41% haven't completed high school while 22% have some college education.

The usual monthly income is about \$290 and more than 45% have been without a regular place to stay for longer than two years with more than 34% sleeping on the street, in shelters or public places for longer than two years.

045 REP. BURTON: A majority of those interviewed had untreated medical or dental problems and 81.6% said that they couldn't access medical care whatsoever.

Alcohol is the predominant substance abused by men while drugs are used more often by women; women tend to have a lower degree of substance abuse but almost 30% identified themselves as drug or alcohol users.

REP. BAUMAN arrives. (8:06 a.m.)

060 REP. BURTON: 27% of the males in the survey indicated that they worried about their physical safety and 43% of the women said that they were concerned about their safety.

23% of the males and 28% of the females said that they had been assaulted, beaten up or mugged within the previous twelve months and 35% of males and 44% of the females had been robbed or had things taken from them.

There are characteristic differences between rural and urban homelessness.

A greater proportion of the rural homeless are female and a greater proportion are accompanied by a child than their urban counter parts.

The rural homeless have fewer years of education; 62% of the urban homeless have graduated from high school while only 49% of the rural homeless have graduated.

There are a lot of characteristics that are the same.

070 REP. BURTON: This is a serious problem in this state; I received an anonymous misguided attempt to say something, (EXHIBIT B) and I'd like to talk to the person who sent this out.

I'm not sure what the person is trying to say, but it is an ugly piece that indicates that there are efforts in cities to concentrate homelessness in certain places which then downgrades the property, then someone moves in and buys up the property and moves the homeless to another area.

I don't like this kind of lobbying as it is anonymous and negative in nature and I think inaccurate, but it does point out that indeed there are a lot of agencies involved in this yet there is no central place in Oregon to look at how we are dealing with the focus on the issue and that is the intent of HB 2471.

100 REP. JOHNSON: What authority would the agency in this bill have?

REP. BURTON: We are trying to get the Executive Department to make a focus on this in some way within the agencies.

We may be duplicating and missing areas, doing this in an inefficient way and we need to have a focus on the intent we have.

REP. MCTEAGUE leaves. (8:10 a.m.)

REP. JOHNSON: Where does the funding for the coordination come from?

REP. BURTON: I would hope that this committee will hear from the housing agencies that this could be taken on.

170 REP. BELL: Are you familiar with HB 3377?

REP. BURTON: Yes; I think this bill would fit into that.

245 JOHN SANDUSKY, VICE CHAIRMAN, OREGON SHELTER NETWORK: Testifies in support of HB 2471, submits written testimony, (EXHIBIT C).

305 SANDUSKY: We have no objection to the amendment proposed, HB 2471(-1).

There are a variety of different resources that come to the state to deal with housing; most federal dollars go through HUD and they have a comprehensive homeless assistance plan to work with that will be changed to a comprehensive homeless assistance strategy and the Oregon Housing Agency is already putting one together.

365 DON KESTUR, EXECUTIVE DIRECTOR, EUGENE EMERGENCY HOUSING INC: We have been in existence since 1970; we began serving homeless families with children.

Funding for people with mental illnesses seems to be more even; services are readily available, but when I look for funds for families with children it's not there.

Oregon has a policy statement in the statutes saying we will provide services to people with mental illnesses; the people we see are suffering as much as those with mental illness.

440 KESTUR: Resources are lacking, but responsibility is also lacking.

480 CHAIR REPINE: Have you seen the (-1) amendments?

KESTUR: Yes; this says that work will be done and that means that money will be spent so that makes me nervous, but I think it is appropriate.

495 REP. JOHNSON: Do you think that with enough government spending we could cure all the ills these people have?

KESTUR: No, but with intelligent spending we can cure some of the problems.

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050 REP. BAUMAN: Do you feel that homeless families with children have

no resources?

KESTUR: That is the population my agency services primarily; that is just one part.

The real issue is that we need to help the homeless of all kinds.

070 JERRY BIEBERLE, COMMUNITY ACTION DIRECTORS OF OREGON: Submits written testimony in support of HB 2471, (EXHIBIT D).

State Community Services does get resources for homelessness, but not enough.

REP. MCTEAGUE returns. (8:35 a.m.)

110 BIEBERLE: It isn't so much asking for more funding, but making someone responsible.

REP. BELL: I am concerned about the words "providing" in the bill; how would you feel about the word "facilitating"?

BIEBERLE: I would welcome anything that makes the bill stronger.

The (-1) amendments aren't mine, but they are fine.

160 REP. BAUMAN: This should say that "the State Housing Agency shall develop a comprehensive state plan for responding to the needs of Oregonians for housing." and "this state plan shall recognize the following goals: eliminating homelessness in Oregon, coordinating housing services among appropriate federal, state and local entities, creating affordable housing stock and assistance so that housing stock is available to people who need it".

BIEBERLE: We are talking about housing and services together and HB 3377 starts to move that direction as well as the housing trust fund and if these amendments were to indicate that we are moving away from that direction I would be concerned.

215 LARRY HANSON, OREGON EMPLOYMENT DIVISION: Submits written testimony in support of HB 2471, (EXHIBIT E).

310 REP. SHIBLEY: What is the definition of a permanent job?

HANSON: We have temporary jobs which are for a short duration; our goal is to get people continuing full time jobs that will provide an ongoing income.

REP. SHIBLEY: Where do the children go when parents get jobs?

HANSON: They can look for assistance in ADF, but that is a big problem and that is where all the other agencies become so crucial as we don't provide that.

360 REP. BELL: How would you continue what you are doing and work with the group appointed to coordinate housing services?

HANSON: I believe that this is a necessary action to coordinate services; we have found with all issues that we must coordinate with other agencies.

393 CHAIR REPINE: Have you tracked the consistency of breaking the cycle, seeing people move into self supporting roles?

HANSON: In the Portland area special staff work with clients, following up after placements.

There are individual successes; we feel strongly that the follow up after placement is the key.

CHAIR REPINE: What do your on site staff people do when they find they need child care or transportation to facilitate the employment success?

HANSON: Describes Burnside Projects; the success depends on working closely with other agencies and support groups and it takes special attention.

REP. BAUMAN leaves. (8:55 a.m.)

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030 REP. SHIBLEY: Has your division found that when people are hooked into intensive case management that the rate of success is higher and employers are more willing to take a chance on that kind of population?

HANSON: Generally we establish a rapport with the homeless people and the employers in the area; the more success they have the more job orders that employer will give us.

065 HANSON: Our people have expertise they use in deciding if the person is employable and what kind of a job may work for the individual.

090 BILL THOMAS, MANAGER, MULTNOMAH COUNTY COMMUNITY ACTION PROGRAM & CHAIR OF HOMELESS COMMITTEE, COMMUNITY ACTION DIRECTORS OF OREGON: We are hopeful that the bill can go further to clarify the intent that to have a goal there needs to be a plan and also send a clear message that addressing the problems of homelessness requires extensive coordination.

The (-1) amendments were intended to clarify that the expectation of coordination of agencies also holds the expectation of developing that plan.

130 THOMAS: In addition to the goal, we would like a clear message sent that the legislature would like to see a plan for how to use the resources the legislature is making available.

155 THOMAS: We have found, in addressing the homeless problems in Multnomah County, that what is needed is funding for case management and transitional services; that is what is most affective.

175 REP. MCTEAGUE: What case management resources are currently available in your area and what percentage of the demand you are meeting?

THOMAS: Our Board of County Commissioners has appropriated about \$300,000 of general funds per year and in addition we have a portion of the state homeless assistance program funds which come to Multnomah County and go toward transitional housing and case management.

Approximately half a million dollars each year are dedicated to case management and it addresses a small portion of the need in the area.

210 REP. MCTEAGUE: How effective is case management; what is your success rate?

THOMAS: It is the most effective tool we have available; in terms of measurement, we do have research finding showing that it gives ability to maintain housing, maintain employment and develop better social support systems and family functioning.

REP. MCTEAGUE: What is the selection criteria that is used to determine which people enter into case management services available?

THOMAS: We look for people who have some prospect of income in the immediate future that could support them in housing; in addition we support transitional housing programs of up to 90 days for both singles and families.

260 REP. BELL: How does this comprehensive state plan differ from the CHAS plans?

THOMAS: The state plan addresses the balance of state, those that aren't jurisdictions; that with a plan of resources within the state addressing the needs of the homeless needs to be tied up.

315 REY RAMSEY, ADMINISTRATOR, OREGON HOUSING AGENCY: The CHAS will incorporate the individual communities in the overall state plan.

340 REP. SUNSERI: How much of this bill is duplication?

RAMSEY: This sends a strong signal to single out the issue of homeless; we will do CHAS anyway.

REP. SUNSERI: There are a lot of things in this bill that will cost money.

RAMSEY: We are going to absorb this; we aren't adding new bodies to deal with this bill or CHAS.

395 REP. MCTEAGUE: What is the basic salary of a case manager is and how many cases can they handle at a time and are they housed in the Community Action Agency?

THOMAS: Our office is a public community action agency contracting with a network of private non-profit service providers and coordinating with other agencies to provide case management through community based agencies as we believe that is more effective.

We have intensive case management where the case load is one to twenty; some agencies for domestic violence have a case load of one to ten.

Because our system is based on private agencies, salaries in private non-profit agencies tend to be lower than in the public sector.

450 REP. MCTEAGUE: Basically we have a form of contracting out for those services.

THOMAS: Staff in some domestic violence shelters are often paid minimum wage; staff in some of our other agencies average about \$14,000 to \$18,000 per year.

REP. MCTEAGUE: Are case managers expected to have qualification or training needed to perform effective case management?

REP. BAUMAN returns. (9:25 a.m.)

THOMAS: It varies from agency to agency in terms of the minimum requirements they may expect or require.

In non-profit agencies we all benefit from the people who are willing to work for low wages and limited benefits; generally you are looking at entry level professionals or para-professionals providing case management services with limited training.

Our job is to strengthen the whole training component for case managers throughout our system.

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045 CHAIR REPINE: REP. MCTEAGUE, I appreciate the questions you are asking, but I think we are drifting from the bill.

REP. MCTEAGUE: Mr. Chairman, I am trying to add, constructively, to this discussion.

CHAIR REPINE: I appreciate your questions and I think they are constructive questions, but I don't think they are pertinent to this bill.

REP. MCTEAGUE leaves. (9:20 a.m.)

052 REP. BELL: In HB 2471 we have developed an organization, structure or tool with a number of smaller tools in the trust fund and this is the mission or policy statement that makes those things go forward and that is why it isn't duplication, but an essential part of the package.

RAMSEY: I would concur with that.

060 CHAIR REPINE: The committee will stand at ease. (9:30 a.m.)

CHAIR REPINE: Calls hearing back to order. (9:45 a.m.)

WORK SESSION ON HB 3377 Witnesses: Rey Ramsey, Administrator, Oregon Housing Agency John Blatt, Oregon Housing Agency

070 JANET MCCOMB, COMMITTEE ADMINISTRATOR: The (-3) amendments are essentially the bill at this point, (EXHIBIT F), and we have been provided with a section by section analysis, (EXHIBIT G).

REY RAMSEY, ADMINISTRATOR, OREGON HOUSING AGENCY: I have asked my assistant, John Blatt to walk you through the changes.

JOHN BLATT, OREGON HOUSING AGENCY: Describes bill, section by section, see

Exhibit G.

100 REP. BAUMAN: Will the members of the State Housing Council be authorized to continue on their existing terms under this bill?

RAMSEY: This bill doesn't contemplate personnel changes.

BLATT: Continues with summary of HB 3377(-3), see Exhibit.

195 REP. JOHNSON: Is section 15 covering the transfer of monies?

RAMSEY: Yes; they will stay with their function.

202 RAMSEY: It is my opinion that the effective date should be July 1, 1991.

REP. BAUMAN: You want an emergency clause?

RAMSEY: Yes, we are ready.

222 MOTION: REP. BAUMAN moves the (-3) amendments into HB 3377.

REP. SUNSERI: We have a new bill here and I need time to read it.

255 REP. BAUMAN: At our last hearing on the bill we were able to articulate the specific accomplishments we wanted and the big issue was that we are moving State Community Services in to the Housing Agency.

The bulk of this is existing language being moved; the new language is minimal.

REP. SUNSERI: I am uncomfortable not having read this.

320 VOTE: In a roll call vote the motion carries unanimously. Members absent: Rep. McTeague

330 MOTION: REP. BAUMAN moves to conceptually add section 26 containing a typical emergency clause.

REP. BAUMAN: As a friendly amendment if this doesn't come to a vote after July 1, I don't think there will be a problem with it being retroactive.

Withdraws motion.

390 MOTION: REP. BAUMAN moves to conceptually amend the bill to include section 26 which will be effective July 1, 1991 and asks LC to take care of problems that may arise if the bill isn't passed until after July 1, 1991.

CHAIR REPINE: I'll not accept that motion.

410 BLATT: The new sections are 6, 12, 14, 15, 17, 18, 19, 23 & 24.

The other sections are essentially name changes, changing existing powers to the new department.

REP. BAUMAN: In section 6 I'm concerned about defining "cooperate".

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040 RAMSEY: The intent is "advise".

045 SUE HANNA, LEGISLATIVE COUNCIL: We can change that to "the State Housing Council shall advise the Director in developing policies".

055 MOTION: REP. BAUMAN moves that the above language for page 6, lines 25 & 26 of the HB 3377(-3).

064 VOTE: Hearing no objection the motion carries.

HANNA: You need to add an emergency clause.

078 MOTION: CHAIR REPINE moves that section 26 be added to the (-3) amendments with an emergency clause making the effective date 7/1/91.

080 VOTE: Hearing no objection the motion carries.

BLATT: On page 2, line 7, I would propose that after "loans" we insert "and grants".

090 MOTION: REP. BAUMAN moves that on page 2, line 7 the words "and grants" be inserted after the word "loans".

093 VOTE: Hearing no objection the motion carries.

BLATT: Page 8, line 5; I'm not sure when that language came in.

HANNA: I think it would be fitting to delete that language.

110 MOTION: REP. BAUMAN moves that section 5 on page 8 be deleted.

112 VOTE: Hearing no objection the motion carries.

BLATT: On page 8, line 25, delete from "under ORS 456...", stopping the sentence at "provided"; the agency does have programs under it's authority that aren't under that section.

HANNA: I'd modify that so that fees could only be charged for the agencies programs.

REP. BAUMAN: I suggest we also delete "provided".

140 MOTION: CHAIR REPINE moves that on page 8, line 24, the sentence shall read "charges fees or interest in connection with it's programs or services.", deleting "provided under Oregon statutes as indicated.

145 VOTE: Hearing no objection the motion carries.

BLATT: On page 11, line 19 and page 14, line 22 the word "Agency" needs to be replaced with "Department".

MOTION: CHAIR REPINE moves that on page 11, line 19 the word "Agency" be deleted and the word "Department" be inserted and on page 14, line 22 the word "Agency" be deleted and the word "Department" be inserted.

HANNA: We have the authority to change those.

CHAIR REPINE: I will withdraw my motion.

170 REP. SUNSERI: Page 21, section 15, line 8; "unexpended monies appropriated", what does that mean?

HANNA: Those monies are in Community Services and haven't been expended yet and would be transferred to the Housing Department.

185 REP. SUNSERI: On page 2 for multifamily housing is there any parameter on the "spaces for common use"?

RAMSEY: There is a federal law stating there is a limited commercial and other activity space that must be provided.

197 REP. SHIBLEY: Section 16, page 21; is most of this boiler plate language?

HANNA: Nothing would preclude the new agency from pursuing the matter as they wanted to; if papers were filed in court, you could substitute the name of the Housing Department for DHR and this allows that to continue.

235 MOTION: REP. BAUMAN moves HB 3377 as amended to the floor with a do pass recommendation.

240 VOTE: In a roll call vote the motion carries unanimously. Members absent: Rep. McTeague

REP. BAUMAN: This motion is to the floor and it needs to go to Ways and Means.

CHAIR REPINE: Is there any objection to having the motion reflect that the bill is referred to the Committee on Ways and Means?

Not hearing any objection the bill is now on it's way to Ways and Means.

273 CHAIR REPINE: We are adjourned. (10:26 a.m.)

Submitted by: Reviewed by:

Kimberly Burt Janet McComb Assistant Administrator

EXHIBIT SUMMARY:

A - HB 2471 SMS and revenue impact statement and (-1) amendments, pp 3 B - Anonymous letter submitted by REP. BURTON, pp 2 C - Written testimony on HB 2471 submitted by SANDUSKY, pp 2 D - Written testimony on HB 2471 submitted by BIEBERLE, pp 2 E - Written testimony on HB 2471 submitted by HANSON, pp 3 F - HB 3377(-3) amendments submitted by STAFF, pp 27 G - Section by section analysis of HB 3377 submitted by BLATT, pp 4 H - Fiscal impact statement on HB 3377(-3) submitted by STAFF, 1