



## MEMORANDUM

Date: December 2, 2022

To: The Honorable Chair and Members  
Pima County Board of Supervisors

From: Jan Leshner   
County Administrator

Re: Additional Information for the November 15, 2022 and December 6, 2022 Board of Supervisors Meetings - Tucson Crime Free Coalition

On November 15, 2022, the Board of Supervisors approved the following four motions relevant to addressing criminal concerns in the homeless community raised by the Small Business Commission and the Tucson Crime Free Coalition, a community advocacy group:

1. Given the prevalence of criminal behavior that causes great hardships for our residents and businesses, the Board of Supervisors states that anyone who violates laws in place to protect public health and safety should be arrested and prosecuted. Anything that prevents the enforcement of our laws should be identified and removed. The Board directs County Administration to work with the County Attorney, Sheriff, Superior Court, and any other involved parties to identify any barriers or impediments to effective enforcement or prosecution and report back to us with plans for addressing them.
2. The Board directs County Administration to devise a plan for making use of the Mission Annex as a site for the expansion of pre-trial and probation services.
3. There is a need for comprehensive "wraparound" services that seek to address the root causes of homelessness. The Board directs County Administration to report to us on any current joint efforts being undertaken by County and City of Tucson staff to provide such services, any further opportunities for greater collaboration, and ways that private sector agencies can join in support of these efforts.
4. The Board directs County Administration to fully evaluate and report back to us on any options for reallocating unexpended American Rescue Plan Act funds to pay for any expenses associated with any of the items addressed in this motion.

This memorandum serves to update the Board of Supervisors on staff progress specific to each motion as directed and the collaborative efforts that are currently on their way with the City of Tucson in this area.

### Motion 1: Collaboration with Law Enforcement and Judicial Services

Pretrial Services (PTS) is a division of Superior Court and plays a critical role in our post-arrest/pre-conviction judicial process for both misdemeanor and felony offenses, and is

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therefore a crucial partner in our efforts to address both Motions #1 and #2. PTS serves two primary functions:

1. *Measure Risk*: Provide information to the Court to assist Judges with pretrial release decisions. A standardized assessment tool is conducted on every individual booked into the jail, both misdemeanor and felony.
2. *Manage Risk*: Provide supervision and services to individuals on pretrial release, as ordered by the Court. Community supervision by PTS is only provided for individuals with pending felony charges.

In addition to these primary functions, PTS also has the capability of screening and potentially releasing from custody individuals with non-violent misdemeanors charges prior to their Initial Appearance hearing, known as "prebooking release". Historically, these screenings and post-booking releases would happen inside the jail's intake area – however, in 2019 a modular building was installed in the parking lot of the detention center, where approximately 75% of individuals arrested are released without a jail booking. This strategy enables law enforcement to spend significantly less time processing an arrest and more quickly return to service, while also reducing the number of non-dangerous individuals with low-level charges from custody. These strategic jail population reductions reduce costs, liability, and lessen pressure on Corrections Officer staffing.

On November 28, 2022, County Administration facilitated a meeting to better understand the current pretrial processes, functions of PTS, and to collaborate on solutions that may deter repeated criminal offenses. Present at the meeting were: the Director and Assistant Director of Pretrial Services, the Superior Court Administrator, the Director of Justice Services, the Public Defender, the County Attorney's Office, a Captain and Lieutenant from the Tucson Police Department (TPD), the Chief Probation Officer, and County Administration.

At this meeting, attendees discussed potential modifications to the prebooking release protocols that would work to more strictly implement (and enforce) zone restrictions for individuals frequently arrested at the same location(s) where the alleged criminal activity occurred. The details of these modifications are still being vetted with law enforcement, PTS, and the Court, but this may be an avenue for deterring repeated criminal activity by the same person(s) at local businesses. A timeline for this initiative has not been established, however, we will monitor and report progress on this collaboration.

Equally important, discussion also centered on the need to create a better system to address fentanyl, as many criminal activities can be traced back to substance use or the behaviors associated with the desire to maintain access to illicit substances. This issue has been the topic of conversation at many community discussions regarding homelessness. More recently, at the Arizona Town Hall event on October 27, 2022, attendees frequently spoke to the increased need for wrap-around services such as Medication Assisted Treatment (MAT), engagement with treatment providers, short- and long-term housing, peer support,

better coordination with the justice system, and improved communication and coordination of services.

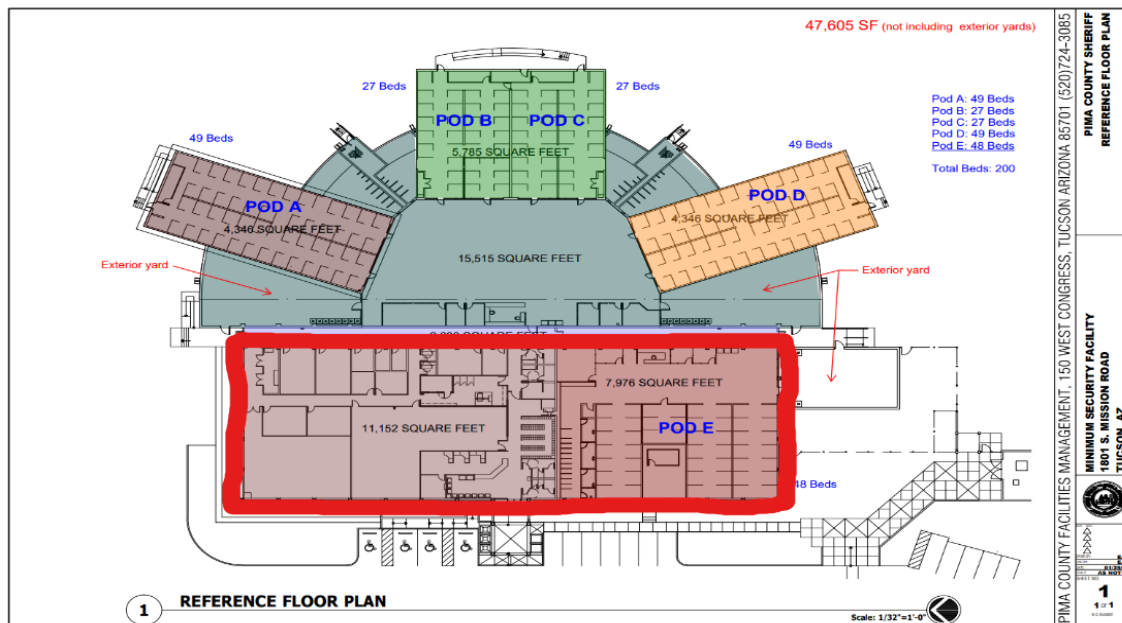
A similar consensus was conveyed by attendees at the aforementioned meeting – in order to more effectively break the cycle of incarceration and recidivism, wrap-around services must be better integrated into these pretrial processes. Service providers who have direct engagement with individuals during these pretrial processes could facilitate a more rapid connection to treatment and wrap-around services. For example, participation in substance use treatment could be required as a “condition of release” and arranged immediately. This type of programming would not replace but rather supplement current justice-linked behavioral health programs, such as treatment courts (that are highly successful but often have limited capacity).

Discussion on these programmatic changes and wrap-around resources are ongoing. All strategies will be vetted with justice system leaders, and require approval from the Courts before implementation. Updates will be routinely provided.

### **Motion 2: Mission Annex Proposal**

The Mission Annex is located at 1801 S. Mission Road. The building is currently uninhabited, but electrical and HVAC renovations are taking place making its use limited until September of 2023. The areas that we can have immediate access to are outlined in red in the diagram below.

**Diagram 1.**

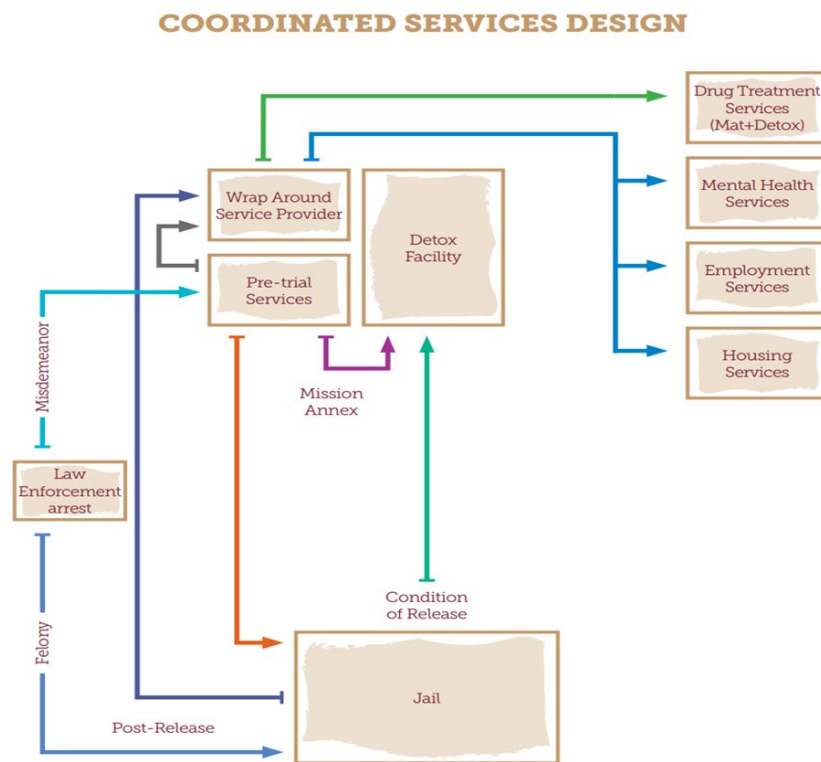


The proposed usage for the 11,152 square foot area (lower left area) is to create a space where individuals with non-violent misdemeanor charges can be assessed by PTS outside of a correctional environment. At this time, PTS would also establish release conditions that are tied to the engagement of resources for behavioral health services, substance abuse services, housing services, and/or employment services. In this same area, we would procure wrap-around service providers to engage with these individuals, after PTS assessment and release.

The vision for the 7,976 square foot area (lower right area, referred to as POD E) would be to convert into a detox/Medication Assisted Treatment (MAT) facility. This would create a contiguous space adjacent to Pretrial Services and near the Pima County Jail that would provide necessary services for individuals who are required to complete this type of treatment.

The following diagram outlines a draft flow of services at the facility:

**Diagram 2.**



The movement of Pretrial Services to this area would require some remodeling of the facility to ensure the same safety standards that currently exist at the Pima County Jail and

prebooking modular facilities. Additionally, the wraparound service model would likely go through a Request for Proposal (RFP) process to include detox services. The timeline for the conversion of the facilities for the 11,152 square foot section has an anticipated completion date of mid-late January; projected completion date of the detox area ("POD E") will be provided when more information is available.

### **Motion 3: Coordinated Wraparound Services**

To scrutinize the viability of modifying the Mission facility for this new purpose, County Administration convened several treatment and wrap-around services stakeholders on November 23, 2022. The facility concept noted above and site functionality were presented to senior-leadership representatives from: La Frontera, COPE Community Services, CODAC Behavioral Health, El Rio, and Old Pueblo Community Services. Attendees responded positively to the facility and programmatic concept, and consensus that various outreach and treatment engagements could occur at this facility. Additionally, many of these services may be billable under Medicaid – limiting County costs.

The pilot program, operated within the Mission facility, is intended to ultimately provide directly (or connect individuals to) a wide variety of services and supports with the objective of eliminating barriers to achieve recovery, housing, income-stability, and resolve criminal justice proceedings. More urgent needs, such as treatment enrollment and compliance with release conditions, will be prioritized for implementation first. Other services or supports will be implemented over time in a phased approach. To expedite implementation we are exploring contracting a consultant for the facility design and will continue to work with partners in justice, treatment, and social services, who will advise us in identifying which services are most feasible in this first of implementation phase.

### **Motion 4: American Rescue Plan Act (ARPA) Funding Reallocation**

We have consulted with Grants Management and Innovation (GMI) Department, and have determined that using ARPA funds for this project is allowable. The following is a quote from Final Rule for ARPA from Federal Register (page 4356):

"Given the public health emergency's exacerbation of the ongoing opioid and overdose crisis, Treasury highlights several ways that funds may be used to respond to opioid use disorder and prevent overdose mortality. Specifically, eligible uses of funds include programs to expand access to evidence-based treatment like medication to treat opioid use disorder (e.g., direct costs or incentives for emergency departments, prisons, jails, and outpatient providers to offer medications and low-barrier treatment), naloxone distribution, syringe service programs, outreach to individuals in active use, post-overdose follow up programs, programs for diversion from the criminal justice system, and contingency management interventions." (Source: *Federal Register*, Vol. 87, No. 18, January 27, 2022, p.4356).

Our next step is to work with individual departments to reallocate unexpended ARPA dollars towards a centralized funding category specifically for operationalizing this design. We will update the Board of Supervisors on anticipated costs once we receive bids for staffing needs, facility upgrades, service provider services, and security.

### **Collaboration with the City of Tucson**

City of Tucson (COT) staff have created a working group that brings together multiple departments, in addition to City and County leadership, in an effort to coordinate strategies and resources – without duplicating efforts. The group, meeting almost weekly, confers on a variety of approaches to serve those individuals experiencing homelessness and address the outdoor living arrangements for unsheltered individuals and/or areas that have significant trash and debris. County Administration in collaboration with the Tucson City Manager have agreed to fund jointly Coordinator Amaris (Mari) Vasquez to lead the integration of these efforts between Tucson and Pima County.

On October 27, 2022, COT launched the Homeless Encampment Reporting Tool [website](#). Business owners, City and County staff, and other members of the public can quickly and easily provide precise geographic information regarding areas that need cleanup and service outreach. The sites reported are assessed and given a tiered score. The appropriate resource is then deployed by the encampment coordinator, which can include housing first outreach, cleanup crews, and/or law enforcement. Pima County staff are integrated into the reporting workflow, enabling cleanups to occur regardless if the site reported is in the City or unincorporated Pima County. City Housing staff work with outreach partners at the Pima County Community and Workforce Development Department to conduct outreach and assessments.

Even with the high level of coordination and collaboration occurring between City and County housing efforts, the daily Tucson-area Emergency Shelter Bed Availability Report demonstrates the dire need for additional short-term housing. Most area shelters report limited or no availability on any given day.

Below is an example of the daily report on shelter capacity that is provided to us by the City of Tucson:

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**TUCSON AREA EMERGENCY SHELTER BED AVAILABILITY  
 DAILY REPORT FOR 11/30/22**

This report provides tonight's emergency shelter bed availability as of 11am.

Note: **"Not Reported"** means an agency did not submit their bed availability

**"Not Reported"** means an agency did not submit their availability for more than 3 consecutive times

Shelter Program	Bed/Unit Capacity	Beds/Units Available	Instructions to Refer/Access
Salvation Army Emergency (21 Day)	67	Not Reported	Please call our intake desk at 10am daily for bed availability - 520- 448-5513. If a bed is available, your name will be placed on the list for that day, you may come to the Hospitality House between 2pm and 4:30pm to check in. Must have a valid picture ID, copies are not acceptable. Our 21-day program is currently available.
Salvation Army – Respite Shelter	6	0	Please call Respite CM at 622-5411. *Updates will be reported <u>only</u> upon bed availability*
OPCS-Low Demand Emergency Shelter LDS3 (785) Serves General Population	16 beds	Unit 207-2-bedroom family	Refer to OPCS outreach team (520) 546-0122 Provides housing for up to 90 days to single men and women in a low barrier housing setting so that they can stabilize and receive direct assistance in getting into permanent housing using a housing first philosophy.
	7 units	Unit 102- 1 female	Refer to OPCS outreach team (520) 546-0122 Provides housing for up to 90 days to single men and women and/or families in a low barrier housing setting so that they can stabilize and receive direct assistance in getting into permanent housing using a housing first philosophy.
OPCS-ESG 585 Emergency Shelter beds	4 units	Not Reported	Refer to OPCS outreach team (520) 546-0122 Provides housing for up to 90 days to families in a low barrier housing setting so that they can stabilize and receive direct assistance in getting into permanent housing using a housing first philosophy.
OPCS- LDS Families Shelter LDS3 (785)	18 beds	0	Eligibility is assessed and referrals are made through the Southern AZ VA Healthcare System. Contact 520-629-4884
OPCS-SFV 1 (ES) (215) SFV 2 LD (SH) (632) Serves Veterans	18 beds	0	Eligibility is assessed and referrals are made through the Southern AZ VA Healthcare System. Contact 520-629-4884
OPCS-Contracted Emergency Residential Shelter/CERS(ES) (202) Serves Veterans	38	Not Reported	Intakes are on Tuesday and Friday from 9am to noon and must be done in person.
Sister Jose Women's Center	20	3	Unaccompanied youth ages 12-17, go to any Safe Place, or call 520-320-5122 (24/7)
Our Family Services Reunion House (youth ages 12-17)	15 (11 family, 4 youth) units	0	Must complete a VI-SPDAT with a CE access point for shelter referral. Immediate shelter placement is not available. To access services through OFS, contact (520)323-1708, M-F 9 AM-4 PM. To access through another Access Point, visit <a href="https://tpch.net/coordinated-entry">tpch.net/coordinated entry</a>

Gospel Rescue Mission Center of Opportunity	350	10	Present in person at Center of Opportunity, 4550 S Palo Verde Rd by 8:00 a.m. Monday - Thursday. Phone: 520-740-1501. Recommend coming before 8:00 a.m. since check-in is on a first come, first-serve basis. Services are program-based. Guests are encouraged to choose programs for their specific needs.
Primavera Men's Shelter	80	0	Call (520) 623-4300 M-F between 8-9am to be screened for eligibility by staff. Intakes are scheduled and processed on a first come, first serve basis. Intakes are completed between 9-11am only. COVID-19 Rapid test completed at entry, single men only, low barrier setting, 40 military style bunk beds in dorm environment, 5 intakes maximum per day, 2 walk-ups accepted daily. Up to a 90-day shelter stay. Availability subject to change.
Primavera Casa Paloma Women Shelter Program	9	0	Contact (520) 882-0820 M-F from 9-3pm to be screened for eligibility by staff. Intakes are scheduled and processed on a first come, first serve basis. A waiting list is retained. You can also be referred through the HIP Drop-In center located at the Primavera Resource Center (702 S 6th Ave, Tucson, AZ 85701). They are open M, W, TH, F from 9AM-12:30pm. Closed on Tuesdays and Holidays. COVID-19 Rapid test to be completed at entry, single women only, must have valid photo ID. Up to a 90-day shelter stay, set up as semi-independent living. Availability subject to change.
Community Bridges Oracle	25	Not Reported	Please call 520-539-8993
Desert Cove Shelter	29	0	Call the shelter at 520-347-5715 to add participant to waiting list.
Community Bridges Toole	32	Not Reported	Referral Request
City of Tucson NoTel	20	0	Email Allison Chappell at <a href="mailto:Allison.chappell@tucsonaz.gov">Allison.chappell@tucsonaz.gov</a> for further information
City of Tucson Wildcat Inn	69	0	Email Allison Chappell at <a href="mailto:Allison.chappell@tucsonaz.gov">Allison.chappell@tucsonaz.gov</a> for further information

In addition to housing coordination, City and County staff in justice and community safety are working to coordinate efforts and vet potential strategies. Pima County Justice Services and City of Tucson Community Safety, Health, and Wellness Program departments meet frequently with the objectives of: identifying resources to support law enforcement and public safety professionals addressing homeless encampments, responding to impacted businesses, and related activities; coordinating efforts to ensure other intercepts of the justice system beyond arrest are aligned to support these new strategies; and, sharing data to measure the scope of the problem and evaluate the efficacy of various interventions. We

will use this collaboration to facilitate agreement with City Court leadership on the proposed Mission Annex design.

**Summary of Next Steps**

Initial facility modifications and improvements at the Mission Annex are expected to be complete by mid- to late-January 2023. While underway, County Administration will be working with PTS, Superior Court, and other justice system leadership to explore new or revised PTS prebooking protocols at the Mission Annex. County Administration will also be working with treatment providers and other community service entities to develop interventions for individuals processed through the facility. Provided we receive agreement with PTS, Superior Court, and City Court, it is our intention to initiate a first phase launch of this program by February 1, 2023.

JKL/anc

c: Carmine DeBonis, Jr., Deputy County Administrator  
Francisco García, MD, MPH, Deputy County Administrator and Chief Medical Officer  
Steve Holmes, Deputy County Administrator  
Kate Vesely, Director, Justice Services