



**Justice Center**

THE COUNCIL OF STATE GOVERNMENTS

# How State-Led Housing Initiatives Can Break the Cycle of Criminal Justice Involvement

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Rachel Citak, *Frontline Services*

| 9/23/2020

# Presentation Outline

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I. Organization Overview

II. What We're Seeing Across States

III. Examples from the Field

IV. Discussion & Resources

# The Council of State Governments Justice Center

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We are a national nonprofit, nonpartisan organization that combines the power of a membership association, serving state officials in all three branches of government, with policy and research expertise to develop strategies that increase public safety and strengthen communities.

# How We Work

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- We bring people together
- We drive the criminal justice field forward with original research
- We build momentum for policy change
- We provide expert assistance

# Our Goals

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## **Break the cycle of incarceration**

*We assist those working inside and outside of government to reduce both crime and incarceration among youth and adults in contact with the justice system.*

## **Improve health, opportunity, and equity**

*We work across systems to develop collaborative approaches to improve behavioral health, expand economic mobility, and advance racial equity for people and communities affected by the justice system.*

## **Expand what works to improve safety**

*We help leaders understand what works to improve public safety and assist them to develop strategies, adopt new approaches and align resources accordingly.*

# Justice and Mental Health Collaboration Program

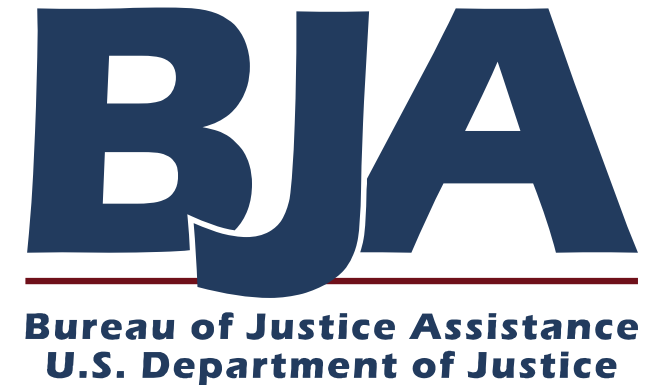
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The Justice and Mental Health Collaboration Program (JMHCP) supports cross-system collaboration to improve public safety responses and outcomes for individuals with mental illnesses (MI) or co-occurring mental illness and substance abuse (CMISA) who come into contact with the justice system.

# The U.S. Department of Justice Bureau of Justice Assistance

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**Mission:** BJA provides leadership and assistance to local criminal justice programs that improve and reinforce the nation's criminal justice system. BJA's goals are to reduce and prevent crime, violence, and drug abuse and to improve the way in which the criminal justice system functions. In order to achieve such goals, BJA programs illustrate the coordination and cooperation of local, state, and federal governments. BJA works closely with programs that bolster law enforcement operations, expand drug courts, and provide benefits to safety officers.



Visit the [BJA website](#) to learn more.

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# **Lack of Affordable Housing is Driving Homelessness Across Populations**

- Affordable housing: housing that costs less than 30% of a household's income.
- Over 75% of at-risk renters do not receive rental assistance.
- Particular challenge when the eviction moratorium ends.

Source: Center on Budget and Policy Priorities, *Three Out of Four Low Income At-Risk Renters Do Not Receive Federal Rental Assistance*, (Washington, DC: Center on Budget and Policy Priorities, Last Updated 2017), <https://www.cbpp.org/three-out-of-four-low-income-at-risk-renters-do-not-receive-federal-rental-assistance>; National Low Income Housing Coalition, *The Gap: A Shortage of Affordable Rental Homes*, (Washington, DC: National Low Income Housing Coalition, 2019), <https://reports.nlihc.org/gap>.

# People with Justice Histories Face Additional Barriers to Accessing Available Housing

- Over 1,100 state-level restrictions on housing.
- Restrictions include exempting people from state “Fair Housing” protections in two states.
- <https://niccc.csgjusticecenter.org/>

**Collateral Consequences Inventory**  
Use the categories below to search and view details of policies relating to collateral consequences of a criminal conviction.

1,033 Matching Entries (out of 44,778 total consequences)

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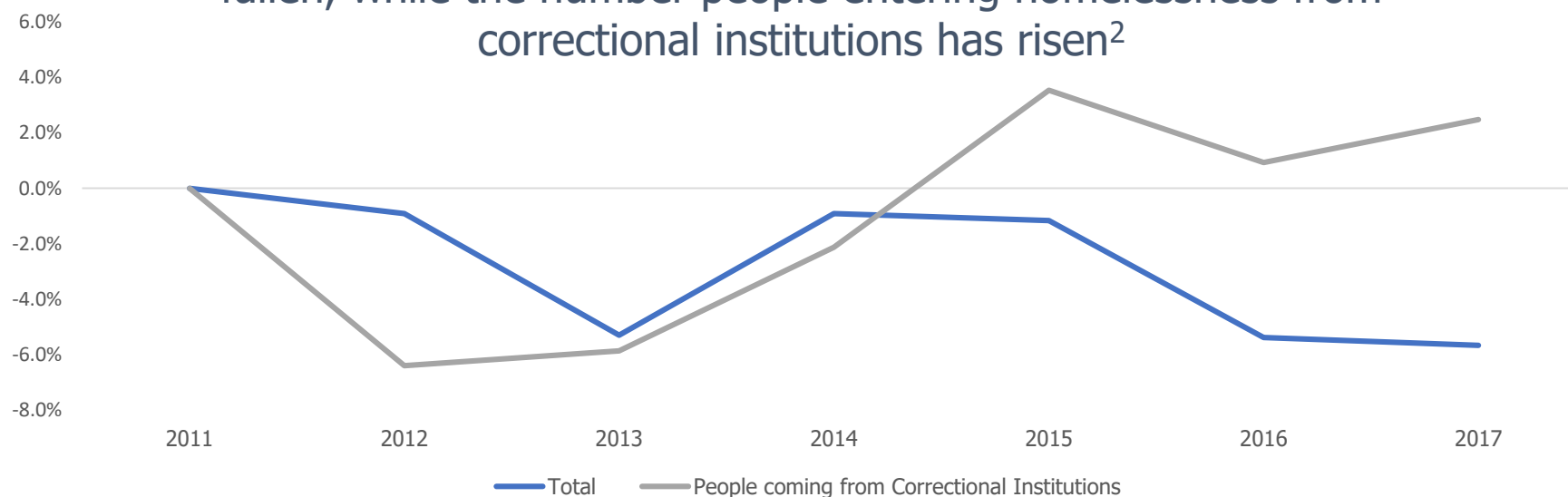
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- Competition at the local level when prioritizing people for what affordable housing is available.
- Many PHAs have extensive criminal record lookback periods.
- Many people with criminal records face significant barriers to accessing market rate housing (e.g., landlord stigma).

# Many People are Leaving the Criminal Justice System and Experiencing Homelessness

Prior to COVID-19, over **50,000 people** were entering emergency shelters directly from prison or jail each year<sup>1</sup>

Since 2011, the number of people experiencing homelessness has fallen, while the number people entering homelessness from correctional institutions has risen<sup>2</sup>



*Source:*

1. Office of Planning and Development, "The 2017 Annual Homeless Assessment Report (AHAR) to Congress: Part 2: Estimates of Homelessness in the United States," U.S. Department of Housing and Urban Development, October 2018, <https://www.hudexchange.info/resources/documents/2017-AHAR-Part-2.pdf>

2. CSG Justice Center staff analysis of HUD AHAR data, 2019.

# Housing's Role in Criminal Justice Outcomes

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Less contact with law enforcement.



Reduced returns to jail.



Stability in the community.



Increased participation in community-based services.

Source: National Academies of Sciences, Engineering, and Medicine, *Permanent Supportive Housing: Evaluating the Evidence for Improving Health Outcomes Among People Experiencing Chronic Homelessness* (Washington, DC: The National Academies Press, 2018), <https://www.nap.edu/catalog/25133/permanent-supportive-housing-evaluating-the-evidence-for-improving-health-outcomes>.

# State Solutions

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# Rental Assistance in Alaska

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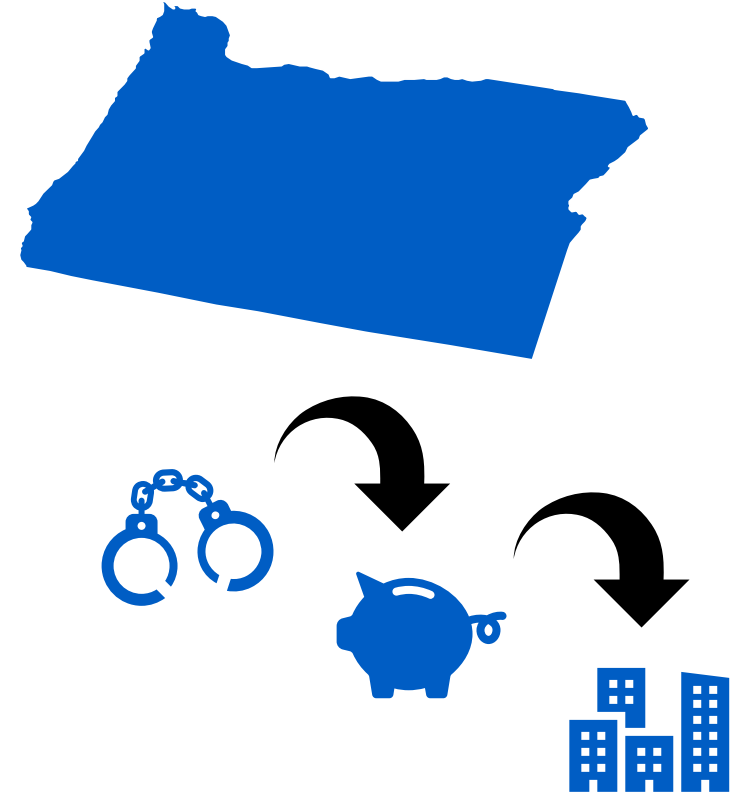
- Partnership between **Housing Finance Corporation** and **Department of Corrections**.
- Prioritizes rental assistance for people on parole and probation with low incomes.
- Blend of **federal and state** financing.



# Oregon Justice Reinvestment Legislation

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- 2019 **Justice Reinvestment** legislation, **SB 973**.
- Created a **new permanent supportive housing** benefit.
- Targeting people **cycling through jails, courts, and hospitals**.

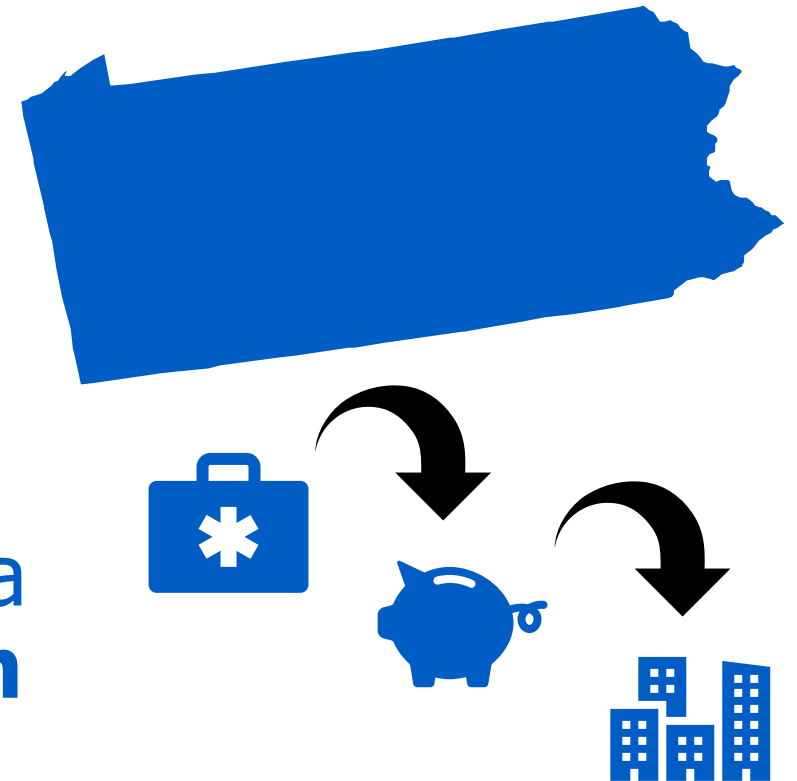




# Medicaid Reinvestment in Pennsylvania

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- HealthChoices Reinvestment Funds collect **savings from Medicaid**.
- Counties have some **flexibility in spending**, including to develop housing such as for PSH.
- Some counties include project criteria to **prioritize people diverted from or leaving local jails**.



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**COLORADO**

**Department of Local Affairs**

Division of Housing

# **Ending Homelessness for Individuals with Justice System Involvement**

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**Zac Schaffner & Karla Colonnieves**

Office of Homeless Initiatives

**September 23, 2020**



# MAKING HOMELESSNESS HISTORY IN COLORADO



## THE VISION

- Everyone in Colorado has a safe, stable, and affordable place to live.
- Create a continuum of housing solutions to ensure and that homelessness is rare and brief when it occurs, and no one gets left behind.

**I. Essential to this effort is creating partnerships with state, local, and federal partners to meet the needs of individuals with justice system involvement who face multiple barriers to housing stability**

## KEY GOALS

STOP  
HOMELESSNESS  
BEFORE IT STARTS.

IDENTIFY  
INDIVIDUALS AT  
RISK & ENSURE  
THEY ARE SAFE.

CONNECT  
PEOPLE  
WITH SOLUTIONS  
THEY NEED TO  
QUICKLY EXIT  
HOMELESSNESS.

CREATE ACCESS  
TO LONG TERM  
STRUCTURAL  
SOLUTIONS.

## CROSS- CUTTING APPROACHES

### REAL TIME, PERSON-SPECIFIC DATA

*A real-time list of people experiencing homelessness by name can provide a shared understanding of who needs support, whether efforts are working, and how to best target resources.*

### HOUSING FOCUSED

*Helping people experiencing homelessness find stable, secure, and affordable housing as soon as possible can give them a foundation to effectively tackle other challenges they are facing.*

### CROSS-SECTOR PARTNERSHIPS

*Partnerships between businesses and the social sector, and prison reentry programs, can provide employment and resources to individuals who need them.*

## PROVEN SOLUTIONS

### PREVENTION & DIVERSION

*Programs that identify people at high risk of homelessness and provide supports that can help them to avoid it can help reduce the number of people entering homelessness.*

### ANTI-POVERTY SUPPORTS

*Programs that provide non-housing support to families living in poverty (e.g. childcare, health benefits, etc.) can help lessen the overall cost burden for people at risk of homelessness.*

### COORDINATED ENTRY SYSTEMS

*Standardized and coordinated systems of care over a given geographic area can help ensure that homelessness services are provided equitably, efficiently, and effectively.*

### STREET OUTREACH

*Street outreach programs can help to identify and help people who feel unsafe or otherwise unable to come into traditional shelters.*

### LOW-BARRIER SHELTERS

*Shelters without restrictive entry requirements can help keep people safe while they work with the system to identify resources and next steps.*

### RAPID RE-HOUSING

*Providing families and some individuals experiencing homelessness with steeply declining subsidies for market-rate rental housing can help resolve an immediate financial crisis.*

### SUPPORTIVE HOUSING

*For individuals with severe physical or mental health needs, providing heavily subsidized homes with live-in health support services can help to ensure those individuals stay safe, stable, and secure.*

### AFFORDABLE RENTAL HOUSING

*Ensuring that a given geographic area has enough affordable rental housing to meet its population's needs can help prevent families & individuals from falling into homelessness.*

### HOME OWNERSHIP SUPPORTS

*Providing opportunities for low- and middle-income families to purchase homes can help protect these families against rent increases and gentrification that can cause homelessness.*

# HOUSING IS HEALTHCARE

Supportive Housing combines affordable community-based housing with access to voluntary and flexible supportive services to help extremely low-income individuals/households who face complex barriers to housing stability and long lengths of homelessness live stable, productive lives.

Supportive Housing residents have all the rights and responsibilities of tenancy and supportive services are delivered using the Housing First model, as well as best practices in Harm Reduction and Trauma-Informed Care.

A literature review found that when effectively implemented supportive housing:



ER Visits  
*decreased*  
24% - 34%

Hospital Days  
*decreased*  
27% - 29%

Psych Admissions  
*decreased*  
82% - 87%

Medicaid Costs  
*decreased*  
41% - 67%

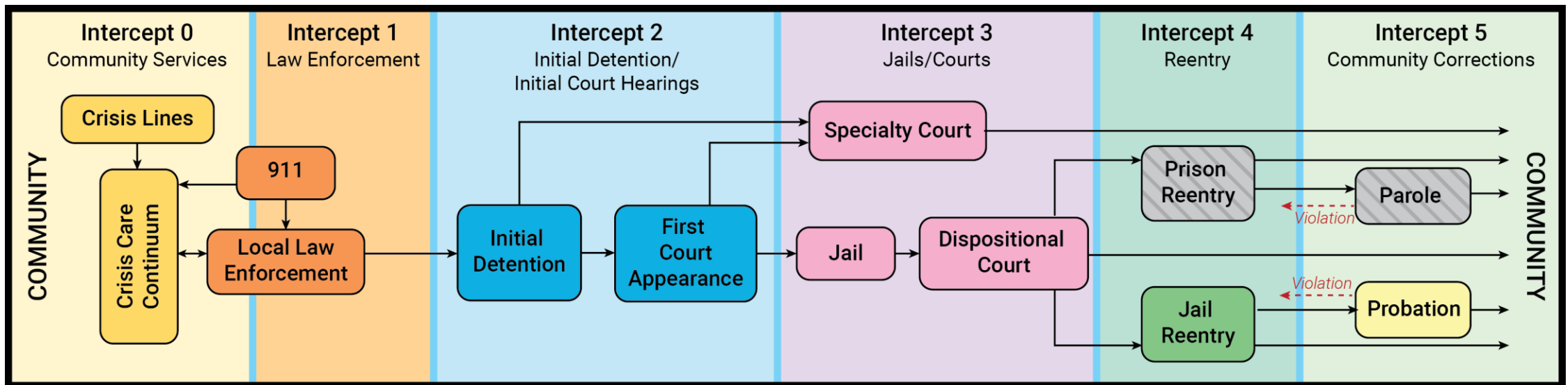
Incarceration  
*decreased*  
42% - 45%

Housing Stability  
*increased*  
79% - 93%

**Background:** Over the last eight years, Colorado has introduced several collaborative approaches that combine affordable housing with access to supportive services.

Partners include: Colorado Department of Local Affairs (DOLA), the Colorado Department of Corrections (DOC), and the Colorado Department of Human Services (CDHS).

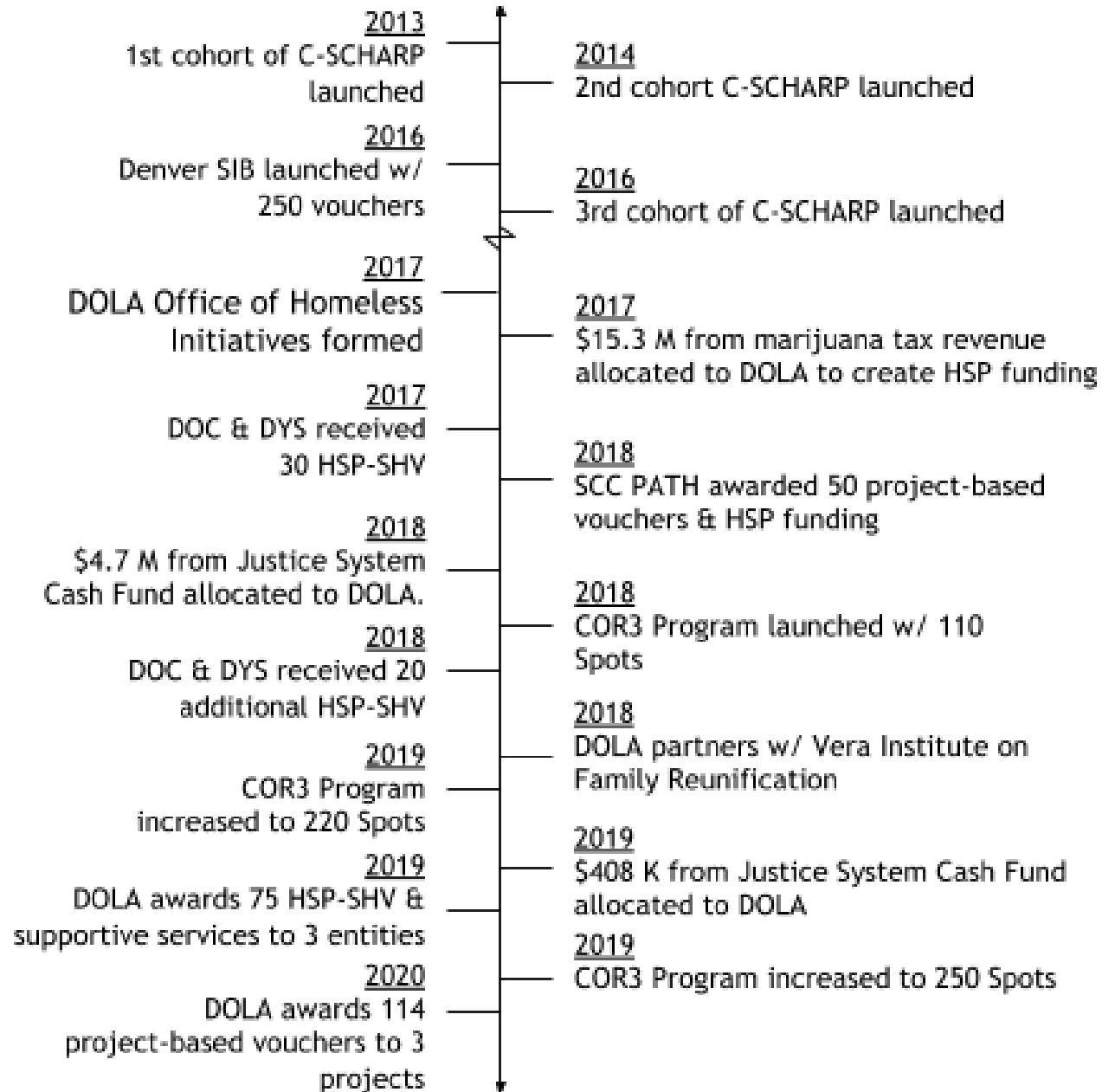
**Aim:** Disrupt cycles of incarceration, hospitalization, and emergency system utilization across the sequential intercept model.





# Justice Involved Housing Solutions

From 30 to 700+ in  
8 years



# Colorado Second Chance Housing & Reentry Program (C-SCHARP)

- Partnership between Dept. of Local Affairs + Dept. of Corrections + Office of Behavioral Health + Community Mental Health Centers. Launched with \$750,000 from 2010 Bureau of Justice Assistance's Second Chance Act funds.
- Provided 2 years of rental assistance (HOME TBRA) + intensive behavioral health services (Bureau of Justice Assistance/Office of Behavioral Health) to dually diagnosed parolees exiting state prisons to homelessness in Denver and Colorado Springs.
- Served 3 cohorts of 30-60 between 2013-16. Showed significant positive housing and recidivism outcomes with housing and services support.



# State Housing Vouchers

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- Non-time-limited rental assistance with access to supportive services for high utilizers of publicly-funded systems with a history of homelessness and a disabling condition.
- Uses the infrastructure of the Housing Choice Voucher (Section 8) Program but differs in key areas like criminal background, security deposits, and termination policy. Funded through Marijuana Tax Cash Fund as well as General Fund.

# State Housing Vouchers

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## Tenant-Based

- Transitions
- Momentum
- Social Impact Bond
- CDHS – Division of Youth Services
- DOC – Division of Adult Parole
- Second Chance Center
- Centennial Mental Health Center
- Homeward Alliance

## Project-Based

- Fusion Studios
- PATH (HCV)
- SIB (HCV)

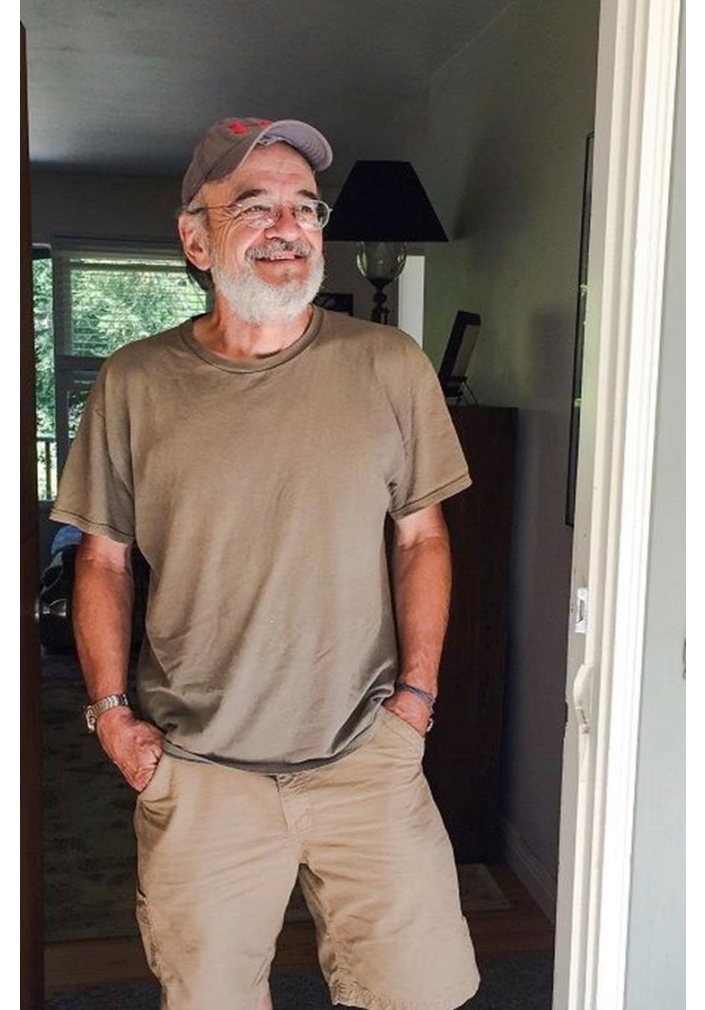


# Colorado Rapid Rehousing & Re- Entry (COR3)

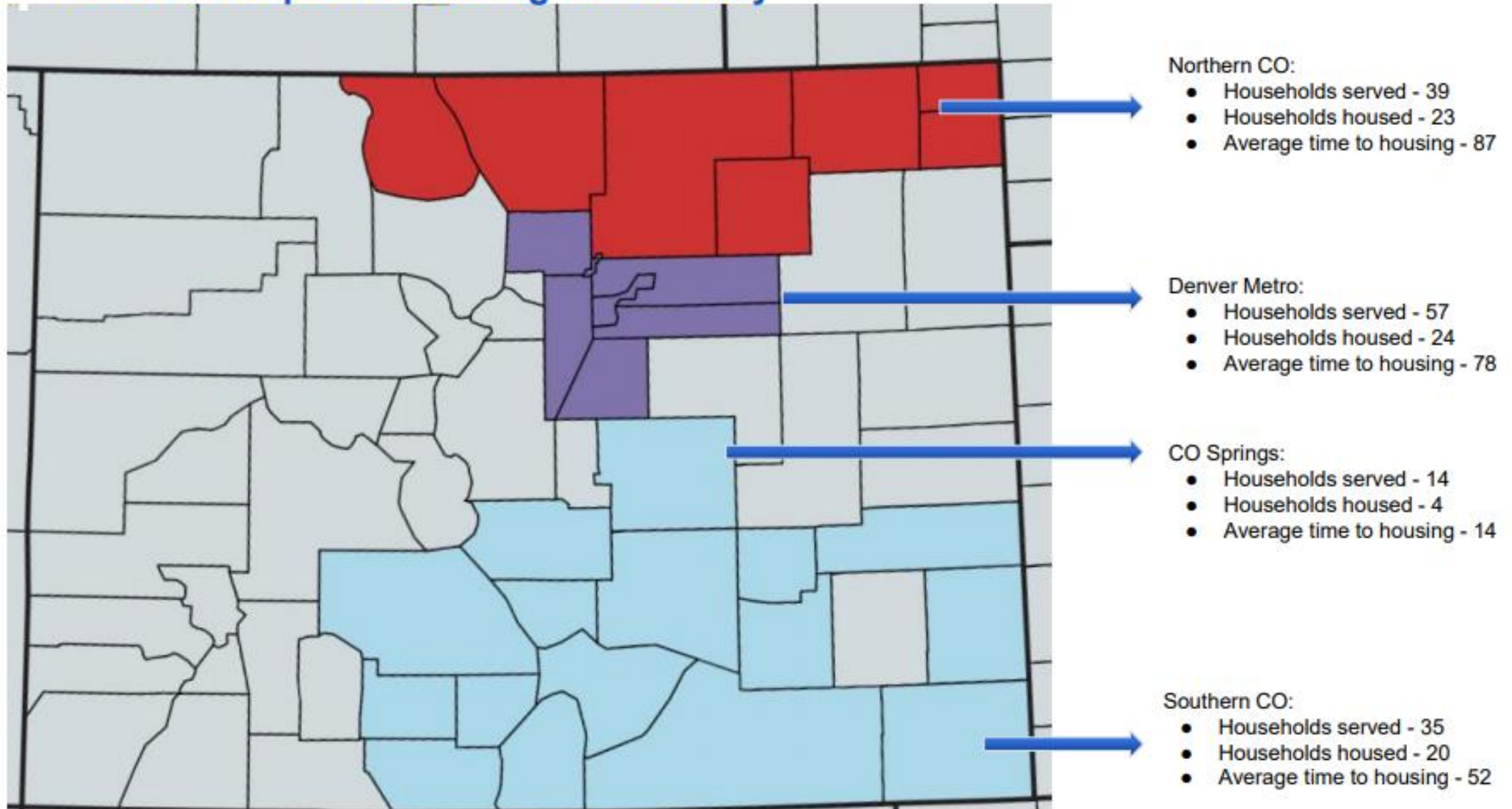
Temporary housing assistance w/ supportive services through progressive engagement model. Referrals through DOC Division of Adult Parole & regional Coordinated Entry systems.

Literally homeless/identified as homeless by DOC with Identified behavioral health needs. Prioritized based upon JD-VI-SPDAT scores ranging from 4 – 12 and “but for...” assessment. 220 Participants.

Multi-year evaluation conducted by University of Denver in coordination with State and VOA.

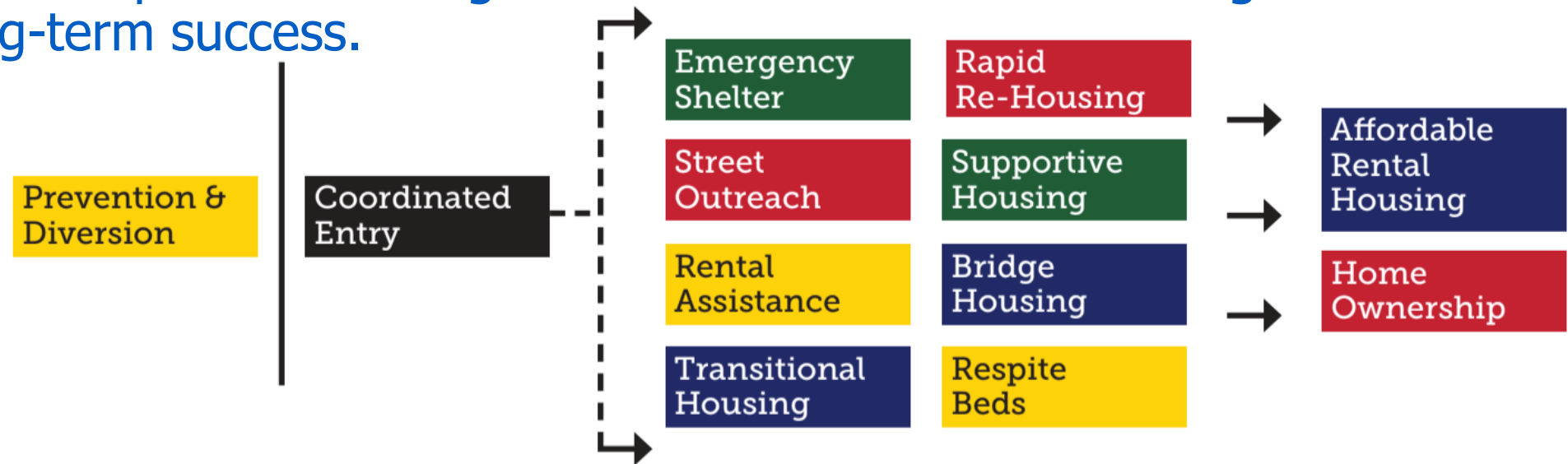


## Colorado Rapid Re-housing for Re-Entry



# Dynamic Prioritization

To ensure effective allocation of limited housing resources, DOLA has partnered with Justice System staff and Coordinated Entry systems to use consistent housing assessments and administrative data to match individuals with the housing solution that provides the right level of care and affords the greatest potential for long-term success.



# Vera Institute Family Reunification

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Partnership w/ Public Housing Authorities to amend policies & procedures to allow individuals returning from incarceration to rejoin & reunite w/ family.





# Housing Responses for Familiar Faces Initiative

*Better outcomes for high utilizers of jail with severe mental illnesses*

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**Meghan E. Patton**, Specialty Courts Administrator, Cuyahoga County Common Pleas Court

**Rachel Citak, LISW-S**, Associate Director of Forensic Case Management, Frontline Service

# Cuyahoga County

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- Located in Northeast Ohio.
- Population size: 1.24 million
- Largest city: Cleveland
- Mostly urban with suburban cities.



# Cuyahoga County

## Stepping Up

- In 2017, we completed Sequential Intercept Mapping workshop with stakeholders and leaders.
- Prioritized 5 areas of improvement – Area 5 was Housing
- Housing Committee began meeting in early 2018



# Development of Returning Home Cuyahoga

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- **Housing Committee Group:** Courts, Shelters, CoCs, Jail, Coordinated Intake, behavioral health agencies, public defenders, APA, etc. - *Began meeting monthly*
- **Stepping Up Housing Technical Assistance grant; 2018**
- **Identifying Familiar Faces; create housing avenues for our population**
- **Education, Education, Education!**
- **State Level program: Returning Home Ohio (RHO)**
- **Leveraged the success of RHO**



# Development of Returning Home Cuyahoga

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- Presented the program concept to MHDD Judges & Court Administration
- Brought together the partners in a series of meetings
- Created program contracts and MOUs
- Utilized state funding for program



# Mental Health and Developmental Disabilities Court

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For RHC, we focused our population referrals through our MHDD Court:

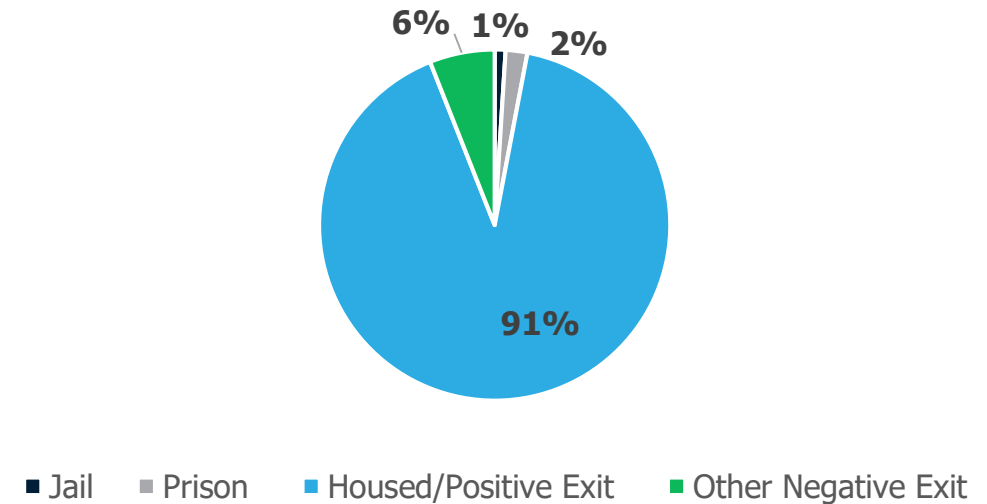
- Established in 2003; Currently 5 Judges; 609 offenders
- Mission is to serve all defendants who may suffer from a severe mental illness with psychiatric features or developmental disability (IQ under 75)
- Break the cycle of them returning to jails by expanding and focusing on community based solutions.
- Provide effective therapeutic options
- Invest in effective treatment modalities
- Team meetings are proactive problem solving session



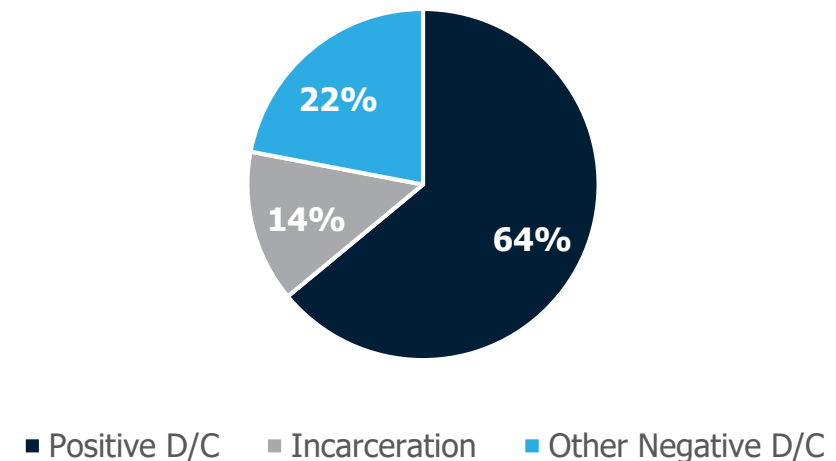
# Returning Home Ohio FY 2020 Outcomes

- Percentage of tenants that remained housed in the RHO program or exited for clearly positive reasons: 91%
- Percentage of tenants who made progress or achieved goals stated on their treatment plans: 89%
- Percentage of tenants with income (71%), percent employed (32%) and percentage with an increase in benefits (96%)
- Percentage of clients participating in meaningful activities: 84%

## Overall Recidivism



## Recidivism of Total Discharges



# Returning Home Cuyahoga: Implementation during CoVid -19

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## Referral and Housing Process

- FrontLine receives a referral from probation, jail liaisons, or FrontLine staff and reviews for the eligibility criteria
- FrontLine reaches out to the referent and client and schedules a time, in person or via tele-health, to complete an assessment and the housing application
- FrontLine schedules a housing orientation by phone with the client and the housing provider (EDEN).
- The RHC team begins looking for housing based on client preferences and where they can legally live if they have a SO
- Once housing is identified, EDEN inspects the property, the client signs the lease and FrontLine assists the client with furniture/household items when they receive their keys



# Returning Home Cuyahoga: Implementation during CoVid -19

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## Barriers due to CoVid-19

- Staff are unable to transport clients per agency policy
- Landlords hesitant to allow staff and clients to visit apartments and in some cases not renting to new lessees because of the virus.
- Eviction Ban—great for housed clients, not great for clients looking for housing because of a dearth of available housing units as a result of no evictions.
- Inability to meet with clients in jail during the beginning of the pandemic, however, now we are able to do video visitation

# Returning Home Cuyahoga Prioritization of Referrals

## How do we select individuals for the RHC Program?

- Prioritization Tool was Developed to determine who most fits the program criteria/mission
- Tool focuses on our three risk areas (incarceration, hospitalizations, and homelessness)
- Though process behind tool:
  - Focus not only on the amount of incarcerations in the last year, but also on duration as some individuals court process is lengthy
  - Consideration of length of homelessness as a priority scoring option is still ongoing
- Monthly Meetings with Stakeholders (MH agency, Probation, Court) to review scores and choose new participants

Prioritization Score	
Please check off the most appropriate answer	Points Awarded
<b>Incarceration History</b> <ul style="list-style-type: none"> <li>•Currently in Jail</li> <li>•In CCJ 3-6 times in the past year</li> <li>•In CCJ 7 or more times in the last year</li> <li>•In CCJ for 3-6 months during the past year</li> <li>•In CCJ for 7-9 months during the past year</li> <li>•In CCJ for 10-12 months during the past year</li> </ul> <p>*If in CCJ 7+ times, only check box for 7+. If in CCJ for more than 7 months, only check off the most appropriate answer reflecting the total amount of months</p>	1 1 2 1 2 3
<b>Hospital Utilization</b> <ul style="list-style-type: none"> <li>•2 or more hospitalizations in the past year</li> </ul>	1
<b>Homelessness</b> <ul style="list-style-type: none"> <li>•Currently couch surfing/doubled up</li> <li>•Currently in Shelter or on the Streets</li> </ul>	1 2
<b>Total Score</b> (max of 9 points)	—

# Returning Home Cuyahoga: Implementation

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- *Total Program Vouchers: 15*
- *Currently Housed: 4*
- *In Housing Location: 3*

*Continuing to take new referrals*

# Returning Home Cuyahoga: Implementation

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## Currently Housed Clients

**SR:** DX: Schizophrenia.

Criteria Met: 3 incarcerations and 3 hospitalizations in the past year, homeless upon release.

Admitted in March, housed in May, completed probation 5/27/2020. Has had no mental health hospitalizations or incarcerations since being housed. Has maintained his housing without issue and has been participating in church activities, interacting often with family, and has finally agreed to a payee.

# Returning Home Cuyahoga: Implementation

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## Currently Housed Clients

**GF:** DX: Major Depression with Psychosis, Cocaine Use.

Criteria Met: 3 incarcerations and had been in jail over 6 months during the past year.

Admitted in March, housed in May, but due to continued use and alleged theft, client was asked to leave his apartment. When initially released, and after losing his housing, he was frequently hospitalized for mental health reasons. He is now in sober living, and while there have been a couple of setbacks, he has remained in sober living longer than he has ever in the past and he has had a significant reduction in psychiatric hospitalizations since entering sober living. We are continuing to look for housing as client works on his recovery.

# Returning Home Cuyahoga: Implementation

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## Currently Housed Clients

**KT:** DX: Schizophrenia, Cocaine Use.

Criteria Met: 3 incarcerations and over 15 psych hospitalizations in the past year.

Admitted in March and housed in August—sex offense being the primary barrier to housing. Since being admitted to the program, he has had no incarcerations, no psych hospitalizations, has maintained his benefits and has expressed an interest in sobriety and returning to college.

# **Jail Shelter Diversion**

## ***Avoid Shelter When Possible***

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- Data Review: Of those MHDD Clients receiving discharge planning (total 374 over a two year period prior to 2019) - 153 individuals were returning to shelter or transitional housing.
- Partnered with Cleveland Mediation Center to incorporate shelter diversion and mediation techniques when discharge planning for individuals who may be homeless, unstable housing, or in transitional housing upon release.

*Short Term Intervention = Long Term impact*

- Target population: Incarcerated pre-trial and probation clients
- Jail Diversion Specialist meets with client, helps to identify possible housing, empowers the client, assist with landlord or family disputes, possible warm hand-off to shelter system, provides community resources back to the referent.

## Questions



### Contact Information:

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(216) 443-5468 [cpmep@cuyahogacounty.us](mailto:cpmep@cuyahogacounty.us)

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(216) 404-6758 [Rachel.Citak@frontlineservice.org](mailto:Rachel.Citak@frontlineservice.org)



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# Discussion



# Collateral Consequences of Conviction

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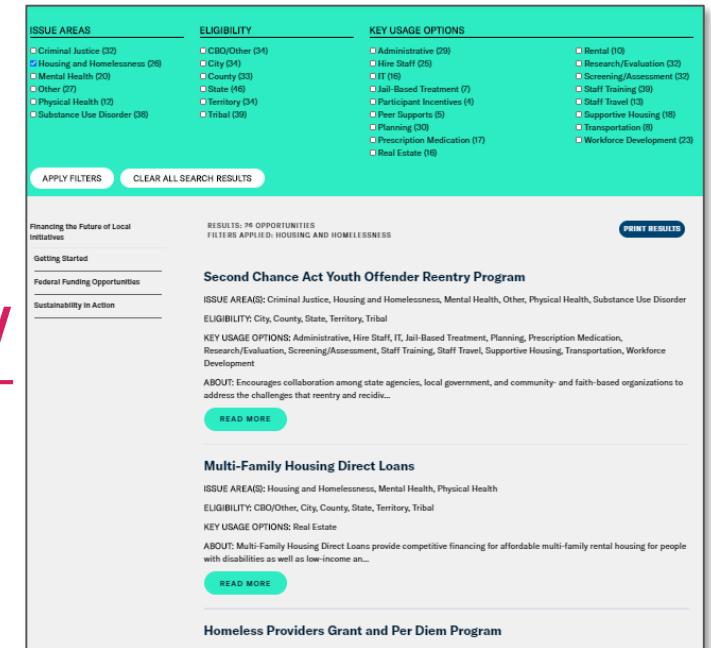
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Ala. Admin. Code r. 660-2-2-36 Ineligible to be in assistance unit to receive family assistance	Alabama	Business licens... Government co... Housing & resid...	Housing benefi... Public assistanc...

# Financing the Future of Local Initiatives

- “Maximize federal funding and sustain criminal justice-behavioral health efforts.”
- <https://csgjusticecenter.org/resources/funding/news-analysis/>



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For more information please contact Thomas Coyne at  
[tcoyne@csj.org](mailto:tcoyne@csj.org)

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