

# The Role of Housing Supports in Reentry

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# Reentry Week | April 26–30, 2021

**#ReentryMatters | #ReentryWeek | #ReentryWeek21**

During Reentry Week, the National Reentry Resource Center (NRRC) will be your home for resources and virtual events .

# Speakers

- **Amanda Clark**, Council for the Homeless - Housing Solutions Center, Vancouver, WA
- **Deputy Jay Costello**, Clark County Sheriff's Office, WA
- **Charles Francis**, The Council of State Governments (CSG) Justice Center
- **Anna Lookingbill**, Clark County Sheriff's Office, WA
- **Sarah Wurzburg**, CSG Justice Center

# The Council of State Governments Justice Center

## Mission

The CSG Justice Center develops research-driven strategies to increase public safety and strengthen communities.



[www.csjusticecenter.org](http://www.csjusticecenter.org)

## Second Chance Act Programs Supporting Behavioral Health, Housing, and Family Supports

- Improving Reentry for Adults with Co-occurring Substance Use and Mental Health Disorders
- Improving Reentry for Adults with Substance Use Disorders
- Pay for Success Initiative: Outcomes-Based Contracting to Lower Homelessness
- Pay for Success Initiative: Outcomes-Based Contracting to Lower Recidivism
- Addressing the Needs of Incarcerated Parents with Minor Children
- Strengthening Relationships between Young Mothers and Their Children

# Agenda

- Overview of the Role of Housing Supports in Reentry
- Clark County, Washington
  - FY18 Second Chance Act Co-occurring Disorders Grantee

# **Overview of the Role of Housing Supports in Reentry**

**Charles Francis, Project Manager, CSG Justice Center**

# Lack of affordable housing is driving homelessness across populations

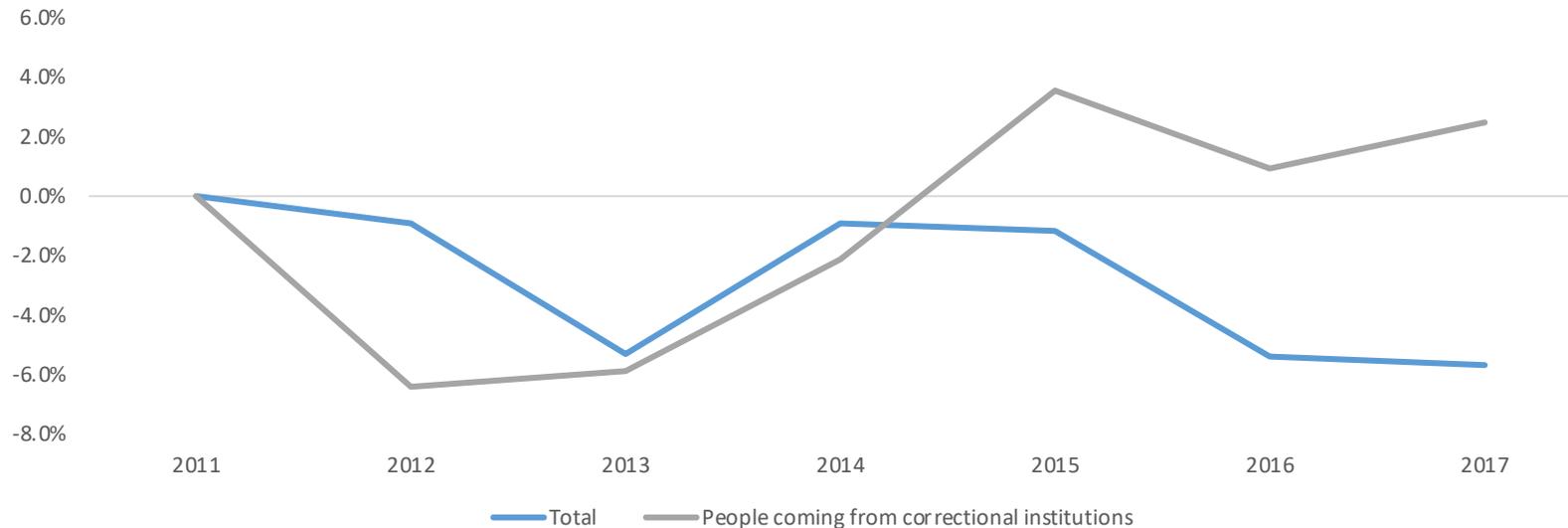
- Affordable housing: housing that costs less than 30 percent of a household's income
- Over 75 percent of at-risk renters do not receive rental assistance
- Particular challenge with the end of eviction moratoria

Sources: 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, 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>.

# Many people exit the justice system into homelessness

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

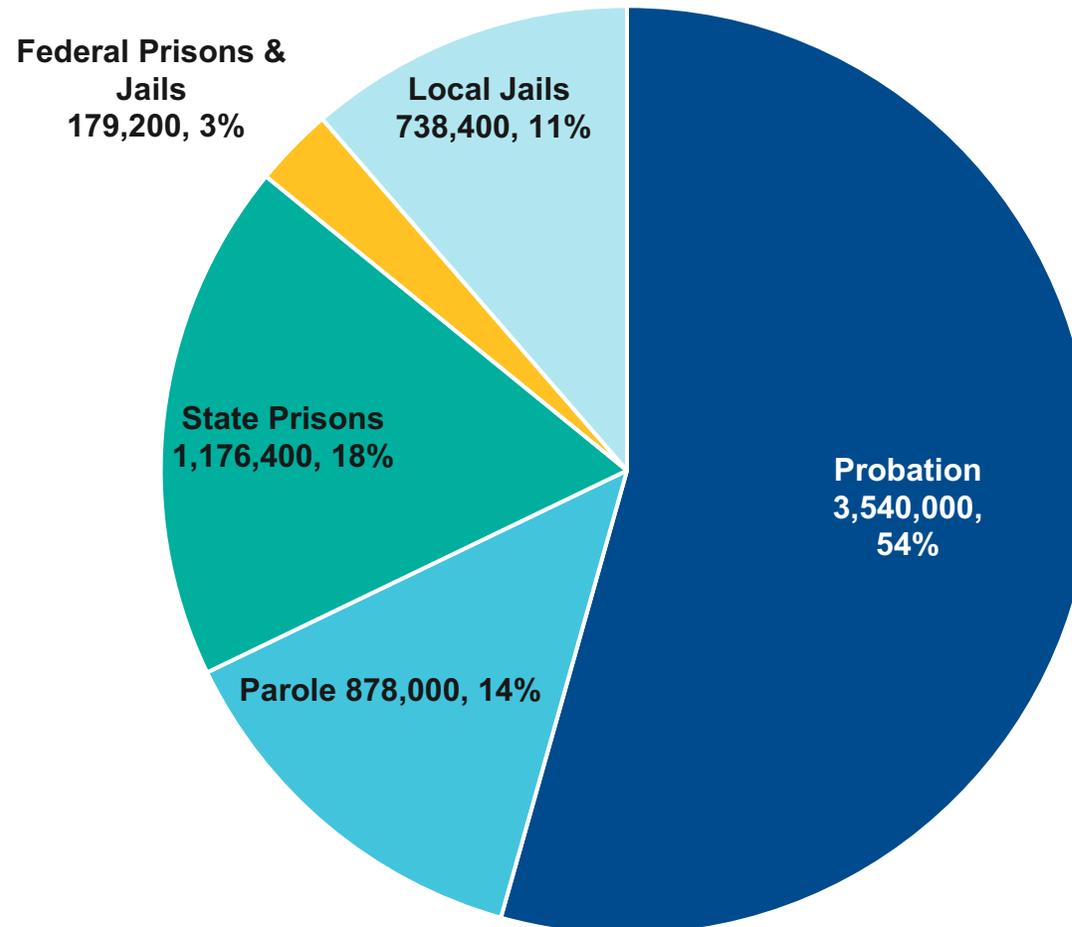
Since 2011, the number of people experiencing homelessness has fallen, while the number people entering homelessness from correctional institutions has risen<sup>2</sup>



Sources:

1. Office of Planning and Development, *The 2017 Annual Homeless Assessment Report (AHAR) to Congress: Part 2: Estimates of Homelessness in the United States* (Washington, DC: U.S. Department of Housing and Urban Development, 2018), <https://www.hudexchange.info/resources/documents/2017-AHAR-Part-2.pdf>.
2. CSG Justice Center staff analysis of HUD AHAR data, 2019.

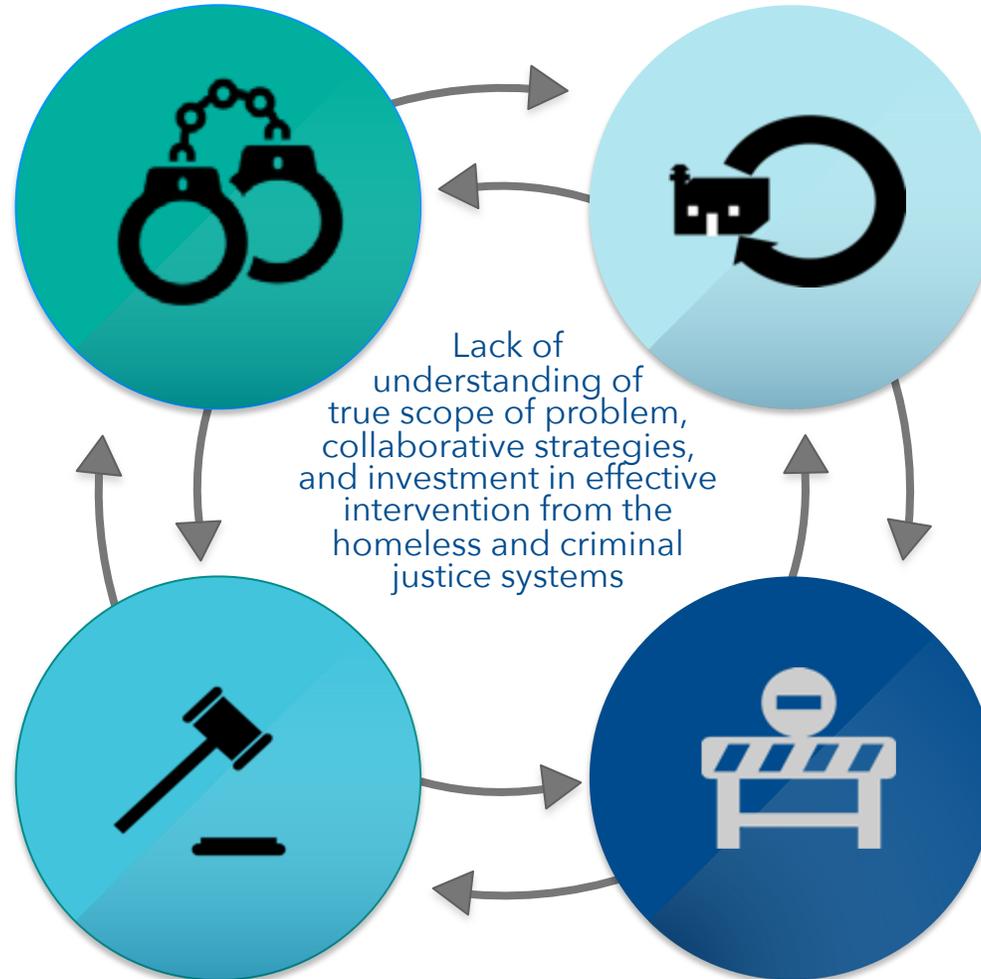
# Most adults under correctional supervision already in the community



# Housing Instability and Justice Involvement: A Cyclical Relationship

1. Law enforcement policies and procedures that contribute to arrest for behaviors associated with experiencing homelessness

2. Lack of stable housing viewed as a risk factor and reduces courts' willingness to divert people from jail or prison



4. Lack of stable housing upon exit from jail contributes to supervision failure, increases risk of recidivism

3. Criminal history serves as a barrier to housing, contributing to housing instability and homelessness

# Many barriers to accessing housing upon reentry

These restrictions are codified in state, local, and standard landlord practices

- ❑ According to the National Inventory of Collateral Consequences of Conviction, there are **1,000+ state laws and regulations impacting housing access for people with criminal justice histories.**<sup>1</sup>
- ❑ Many Housing Authorities have problematic look-back periods.<sup>2</sup>
- ❑ Many people returning from jail/prison face significant barriers to accessing market rate housing, particularly stigma and resource challenges.<sup>3</sup>

Source:

1. "National Inventory of Collateral Consequences," Council of State Governments Justice Center, accessed October 2020, <https://niccc.csgjusticecenter.org/>.
2. "Opening Doors to Public Housing," Vera Institute of Justice, accessed January 27, 2020, <https://www.vera.org/projects/opening-doors-to-public-housing>.
3. Danya E. Keene, Amy B. Smoyer, and Kim M. Blankenship "Stigma, housing and identity after prison," *The Sociological Review* 66, no. 4: 799-815 (2018), <https://doi.org/10.1177/0038026118777447>.

# Housing's role in successful reentry



Less contact with law enforcement



Reduced returns to jail



Stability in the community



Increased participation in community-based services

# The Housing First approach

- **Core philosophy:** Provide housing without preconditions (sobriety, treatment engagement)
  - Housing is a **foundation** for achieving larger goals
- Research shows increased housing retention and engagement in treatment/services<sup>1</sup>
- Complements short-term and recovery-focused housing as part of a continuum of options
- Reduces public costs associated with continued homelessness<sup>2</sup>

## Sources:

1. Jocelyn Fontaine, et al., Supportive Housing for Returning Prisoners: Outcomes and Impacts of the Returning Home-Ohio Pilot Project, (Washington, DC: Urban Institute Justice Policy Center, 2012), <https://www.urban.org/sites/default/files/publication/25716/412632-Supportive-Housing-for-Returning-Prisoners-Outcomes-and-Impacts-of-the-Returning-Home-Ohio-Pilot-Project.PDF>.
2. Anirban Basu et al., "Comparative Cost Analysis of Housing and Case Management Program for Chronically Ill Homeless Adults Compared to Usual Care," *Health Services Research* 47, no. 1, pt 2 (2012): 523-543. <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC3393008/>.

# Key housing types for different needs: affordable housing

- **Affordable Housing:** Resident's rent set at 30 percent or less of income due to subsidies or rent restrictions
  - Encompasses **tenant-based rental assistance** (ex: Section 8 Vouchers) as well as **public housing** and other **subsidized developments**
  - Target population: People who cannot afford private market rent, minimal/no supportive service needs

# Key housing types for different needs: housing with supportive services

- **Permanent Supportive Housing (PSH):** Affordable housing without time limits that also provides wraparound supportive services
  - Target population: People with high housing **and** criminogenic, behavioral health, or other health care needs
- **Rapid Re-Housing:** Individualized package of financial assistance and services to **connect** people to housing and establish stability
  - Target population: People needing only short to medium-term financial and other supports

# Key housing types for different needs: market-rate housing

**Market-Rate Housing:** No rent subsidies or restrictions

- Represents most of a community's housing stock
- Target population: People with sufficient income to afford rent and no need for supportive services

# Key housing system partners

- **Continuum of Care (CoC):** Planning body that governs access to all HUD-funded homeless assistance in a community
  - Prioritizes people for admission via Coordinated Entry system
  - Focused on permanent supportive and rapid-rehousing
- **Public Housing Authority (PHA):** Municipal/regional agency administering subsidized developments and Section 8 vouchers
- **Private subsidized housing:** Independent providers operating additional HUD-subsidized developments

# Key housing system partners (continued)

- **State housing agencies**
  - Can include Housing Finance Agencies (HFAs), Departments of Community Development, statewide PHAs
  - Administer rental assistance and PSH programs that can target reentry population
- **Landlords:** Partnership building and recruitment are essential to open up inventory to serve reentry population

# Four steps to meeting housing needs: Collaborate

- People leaving incarceration touch multiple agencies (criminal justice, housing, health)
- Coordination and maximizing resources is essential
- **Key actions**
  - ❑ **Conduct cross-system training** to understand resources, constraints of each system
  - ❑ **Ensure cross-representation in planning bodies**, such as Criminal Justice Advisory Boards or Interagency Councils on Homelessness, including people with lived experience

# Four steps to meeting housing needs: Assess

- Homelessness screening and needs assessment in prisons/jails allows a focus on highest-risk individuals and connections to housing meeting their needs
- **Key actions:**
  - **Design and/or adapt screening and assessment tools** and integrate them into prison and jail workflows
    - SCA Grantee Example: Louisiana Dept. of Public Safety and Corrections implemented a pre-release screening/assessment process before exiting prison (determining criminogenic risk, needs, and housing status), utilized HUD ESG funding to pay for case management and homelessness prevention
  - **Identify resources for staffing support and technical assistance** via state support or social service agencies

# Four steps to meeting housing needs: Connect

- Linkages between homeless assistance systems, prisons and jails, and parole and probation help ensure access to permanent housing assistance
- **Key actions:**
  - ❑ **Establish prisons/jails as entry points** to the Continuum of Care Coordinated Entry system, including establishment of data entry and referral processes
  - ❑ **Build working relationships** with other key housing actors

# Four steps to meeting housing needs: Expand

- Given scope of need, increased supply is essential to stopping the cycle of homelessness and justice involvement
- **Key actions:**
  - ❑ **Maximize existing resources**, such as surplus land, PHA vouchers
  - ❑ **Seek non-traditional funding**, such as direct CJ funding or other public cost savings
  - ❑ **Leverage private funding** for rental assistance, landlord incentives
  - ❑ **Analyze racial equity implications** of proposed housing development based on available data and community input

# **Clark County, Washington**

# Clark County Jail

- Located in Vancouver, WA
- 2019 average daily population
  - **634 inmates**
- 2019 average length of stay
  - **17.7 days**
- 2019 bookings and releases
  - Approximately **13,000** of each for the year



Clark County Jail booking area



Clark County Jail inmate in a cell



Clark County Jail inmate housing area

# Clark County Jail Reentry Program



Clark County Reentry Program



Clark County Reentry Program



Clark County Reentry Program



Clark County Jail Educational Program



CIT Training

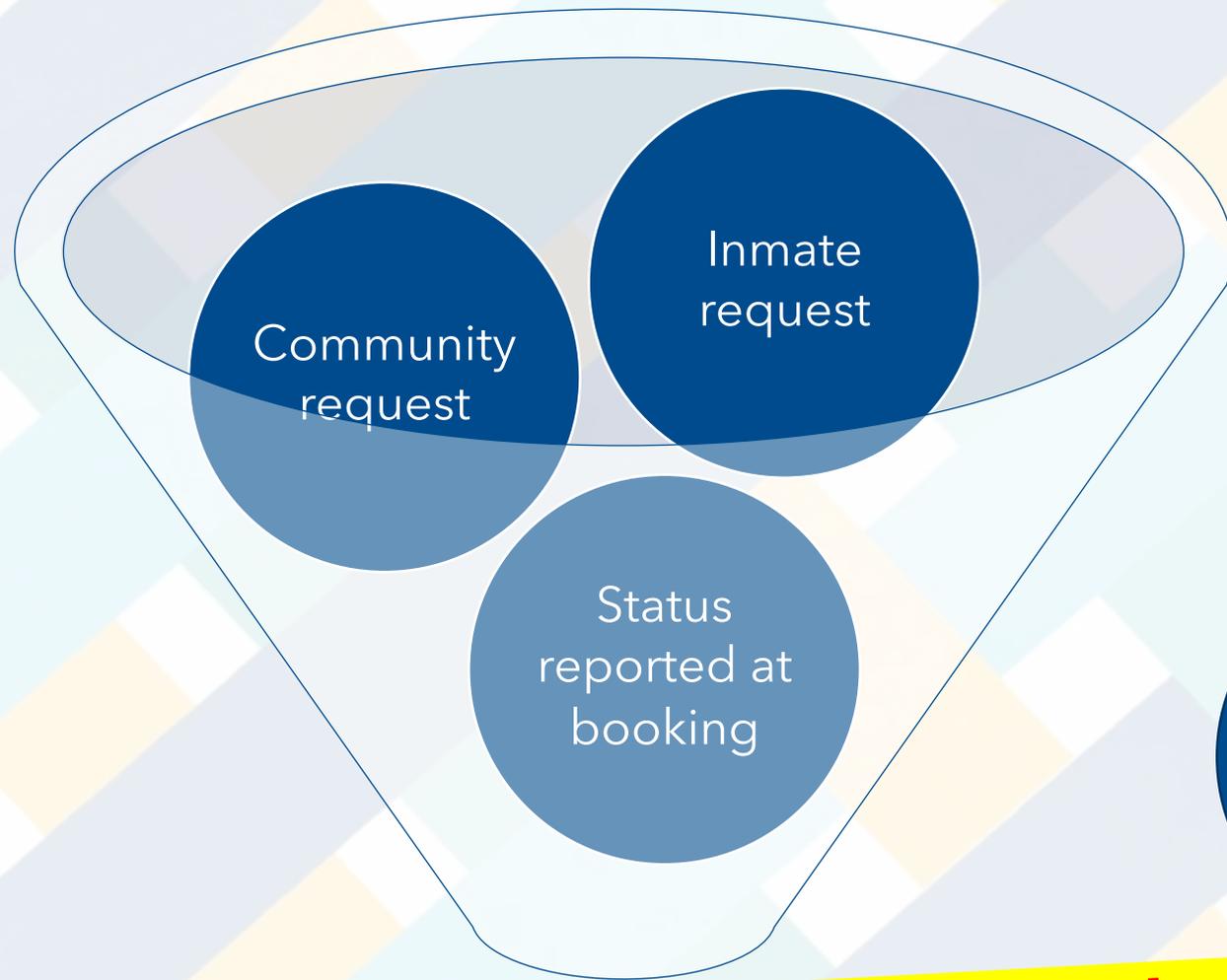


CIT Training



MRT Graduation

- Started in 2014
  - ❑ Goal: Connect inmates to community resources to promote public safety
- Interdisciplinary team
  - ❑ 1 sergeant
  - ❑ 4 corrections deputies
  - ❑ 2 civilians (MA, MSW/LICSW)
    - Masters level interns



**HUD 90-day  
incarceration rule**

Eligibility Screening for  
Housing Assessments

Other  
housing  
programs

Referral  
to  
outreach  
programs

Emergency  
hotel  
voucher or  
cab ride

Tangible  
items if  
releasing  
to street

# Council for the Homeless

- CFTH is a nonprofit organization whose mission is to provide community leadership, compelling advocacy, and practical solutions to prevent and end homelessness in Clark County, WA.
- CFTH is the agency designated by our local COC to serve as the Coordinated Entry access point for the majority of homeless assistance programs in Clark County.
- To find your local COC lead agency, you can:
  - ❑ Check with your state's Department of Commerce
  - ❑ Go to [www.hud.gov/findshelter](http://www.hud.gov/findshelter)
  - ❑ Not all communities have coordinated entry, and some have multiple agencies that do CE for their community.

# CFTH/Clark County Jail Partnership

- Began in 2016, when our community adopted the Housing First model, and our most chronically homeless clients were identified as also being “frequent fliers” at the jail.
- CCSO Reentry screens people for two criteria:
  - ❑ Were they currently experiencing homelessness when arrested?
  - ❑ Have they been incarcerated for fewer than 90 days?
- Assessments are primarily done over the phone on pre-designated days and times.
- In 2019 we assessed 149 incarcerated clients.
  - ❑ 59% of those households scored RRH
  - ❑ 38% of those households scored PSH

# What makes this partnership work?

- Buy-in from all partners involved
  - ❑ Help remove the red tape that makes the process daunting or complicated.
- Prioritizing the process
  - ❑ Commit to regular and consistent assessment times.
- Establishing a consistent method of communication
  - ❑ Be flexible and find what works best for you: Over the phone? In person? Train jail staff on assessments? Or a combination?
- Build relationships across agencies—get to know your team
  - ❑ Be open and willing to find those connection points.



Donated supplies

Officers organizing donated supplies

Donated supplies

Council for the Homeless and Reentry staff with donated supplies

Council for the Homeless and Reentry staff with donated supplies

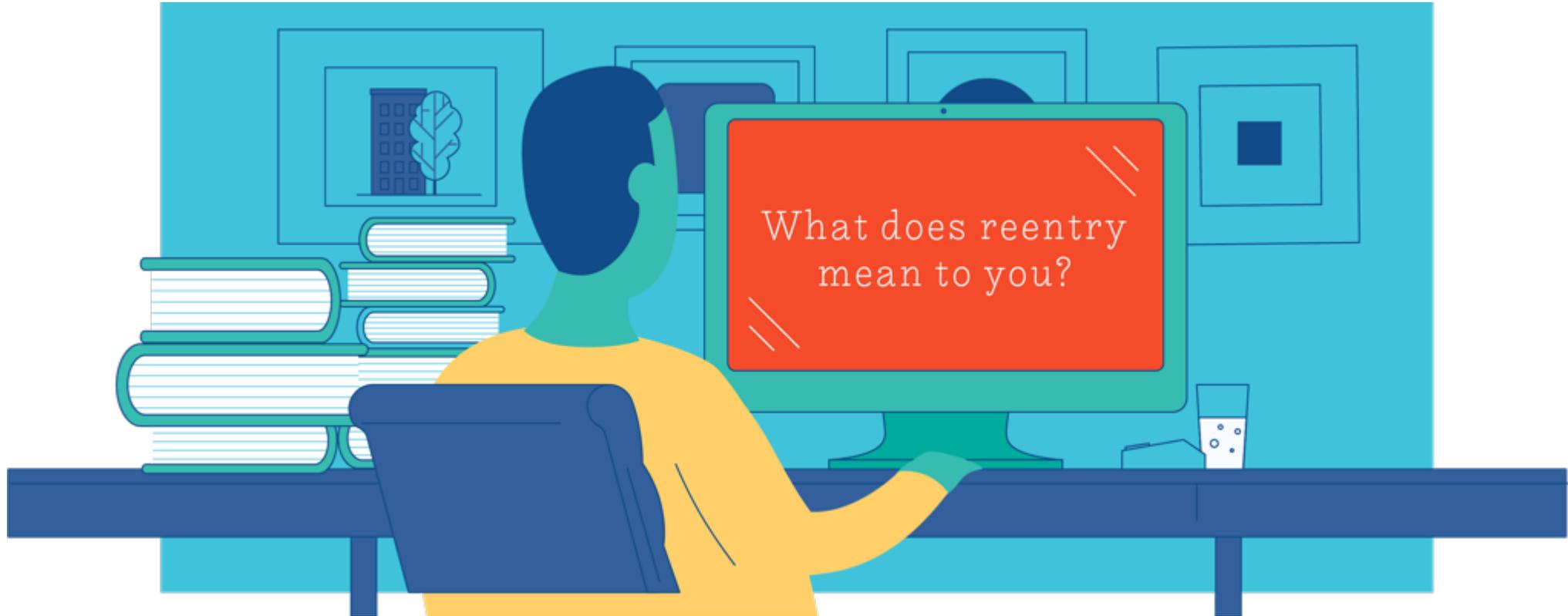
Donated supplies

Officers organizing donated supplies

# Success Story



[www.NationalReentryResourceCenter.org](http://www.NationalReentryResourceCenter.org)



The primary mission of the NRRC is to advance the knowledge base of the reentry field.  
**The NRRC serves as a convener and coordinator of SCA grantees.**

# Track News and Updates on Social Media

**#ReentryMatters**

**#ReentryWeek**

**#ReentryWeek21**



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