

# Intersection Between Criminal Justice & Homelessness



October 11, 2018:  
Executive Steering Committee for Adult Reentry Grant  
Chris Martin, Housing California



The voice in the Capitol for children, seniors, families, people experiencing homelessness, and everyone who needs a safe, stable, affordable place to call home.



Leads Campaigns that Produce and Preserve Affordable Homes, and Protect Residents



Advocates for Stable, Affordable Homes, and Ending and Preventing Homelessness



Builds Power Through Multi-Sector Coalitions & The Residents United Network

**Cycled between prison & homelessness for almost 40 years.**

*“I didn’t know what I was missing until I had a permanent home.”*



# What We Know About Housing Instability and Justice System Involvement

“Stable housing is the foundation for successful reentry from prison. Unfortunately, many formerly incarcerated people struggle to find a stable place to live.”

*-Nowhere to Go: Homelessness Among Formerly Incarcerated People.*  
Prison Policy Initiative

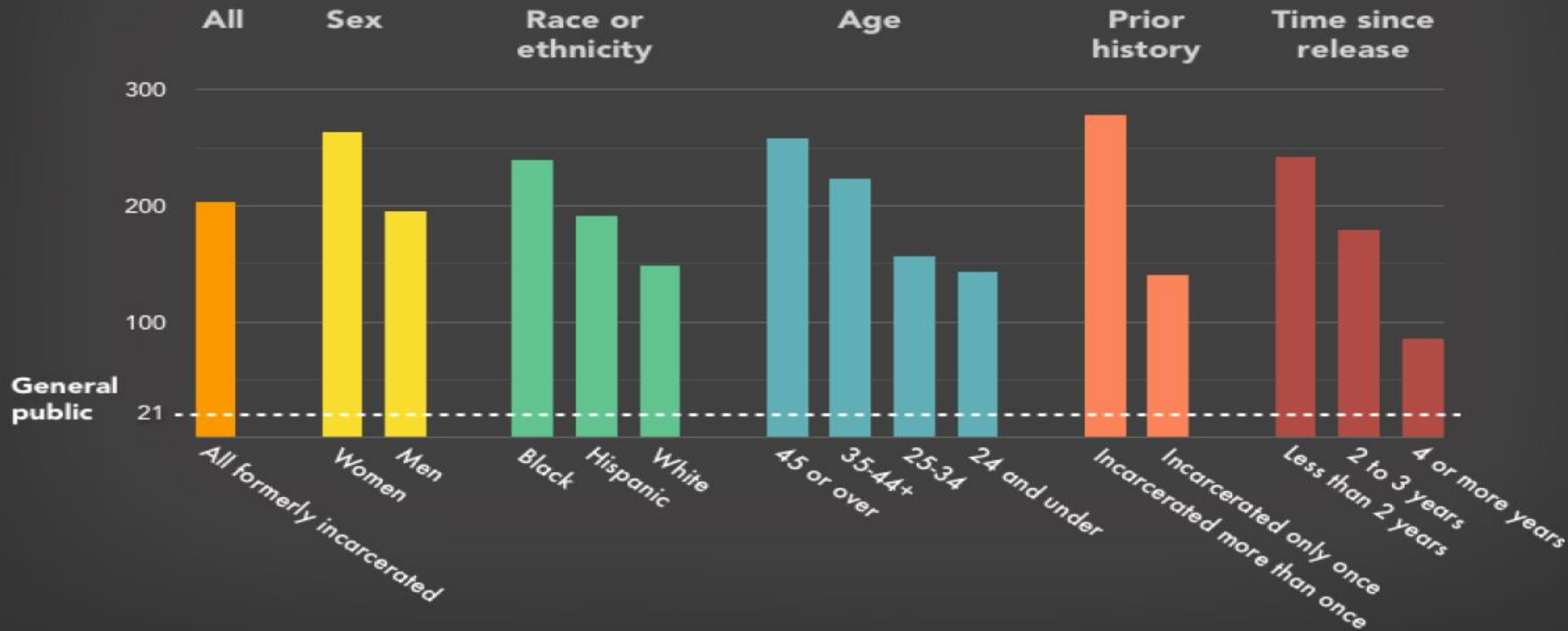


- About half of homeless people report a history of incarceration.
- Similarly, according to State statistics, one-third to one-half of all parolees in San Francisco and Los Angeles Counties have experienced recent or current episodes of homelessness.
- Homeless people are **seven times more likely to recidivate** than housed parolees or probationers.



# Homelessness rates among formerly incarcerated people

Number of homeless per 10,000 formerly incarcerated people in each category, compared to the general public in 2008 (the most recent year data for formerly incarcerated people are available)

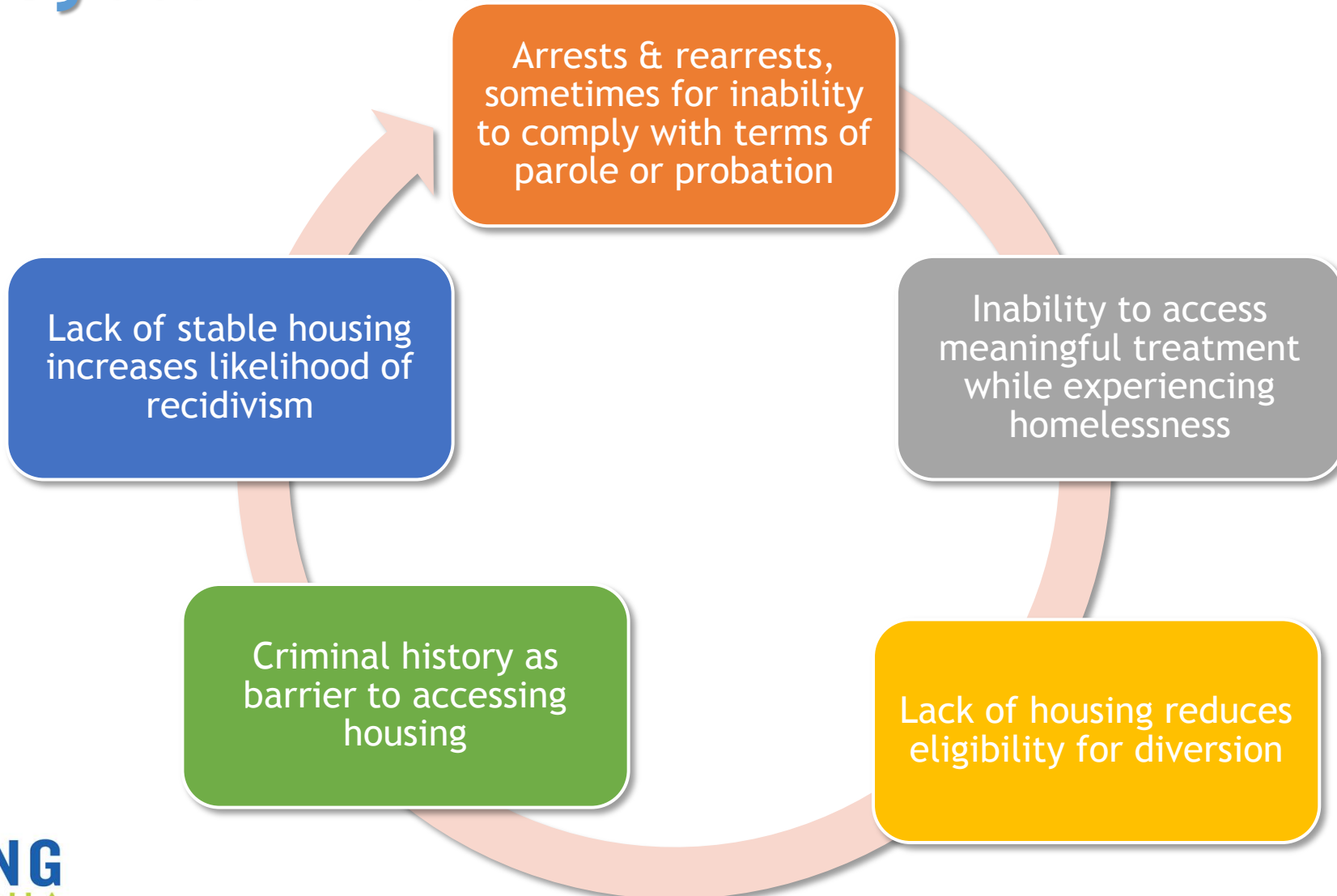


# What We Know About Housing Instability and Justice System Involvement

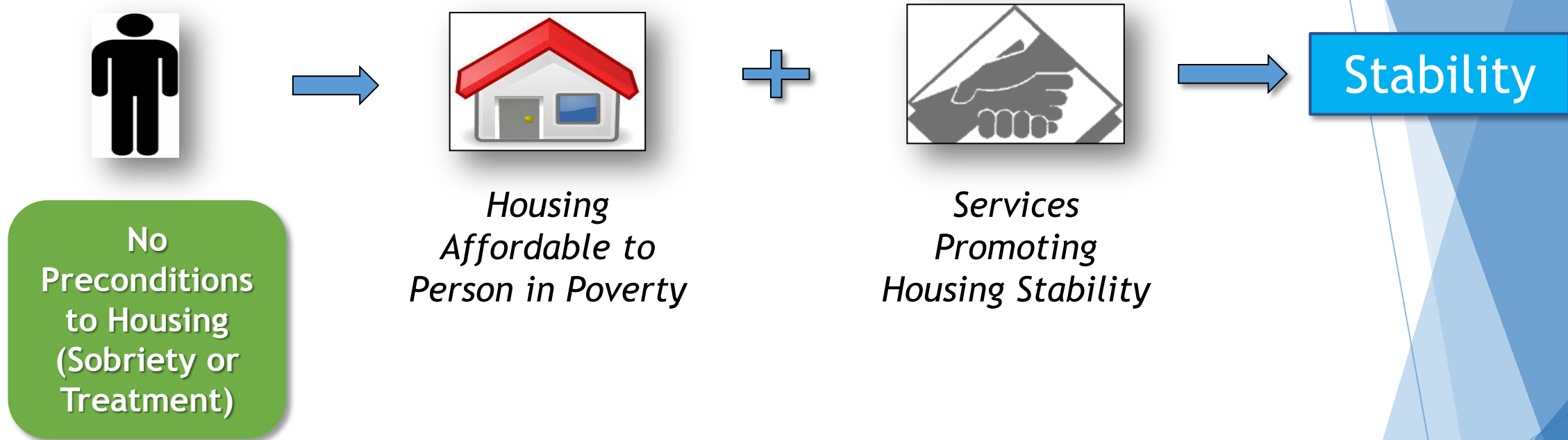
- ▶ People with a history of incarceration are much more likely to be unstably housed than the general public:
  - ▶ 570 formerly incarcerated Americans out of every 10,000 are living as either homeless or at severe risk of into homelessness.

HOUSING INSECURITY		
HOMELESSNESS		
Unsheltered Homelessness	Sheltered Homelessness	Marginal Housing
Homeless or no fixed residence	Living in a shelter	Living in a rooming house, hotel, or motel
105 per 10,000	98 per 10,000	367 per 10,000

# What We Know About Housing Instability and Justice System Involvement



# Solving Homelessness



- ▶ Based on Maslow's Hierarchy of Needs
- ▶ Housing has leases with rights and responsibilities of tenancy.



# Residential Treatment vs. Housing

- Subject to Licensure or “6 and Under” Rule
- Care & Supervision
- Length of Stay Limited by Need for Care
- No Landlord/Tenant Rights Apply
- Treatment Ends=Discharge, Likely to Homelessness

## Residential Treatment



- Communities Must Identify Zones for All Housing Types
- A Place to Live Independently
- Security, Not Supervision
- Not Subject to Licensure
- Lease or Residential Agreement
- No Discharge or Eviction Unless Violating Lease

## Housing



# Permanent Housing

- ▶ No limit on length of stay.
- ▶ Tenants have **leases**, rights & responsibilities of tenancy.
- ▶ Tenants live in apartments, typically integrated.
- ▶ Apartments have **bathrooms & kitchens**.
- ▶ Average length of residency of **3 years**, same as average CA renter.



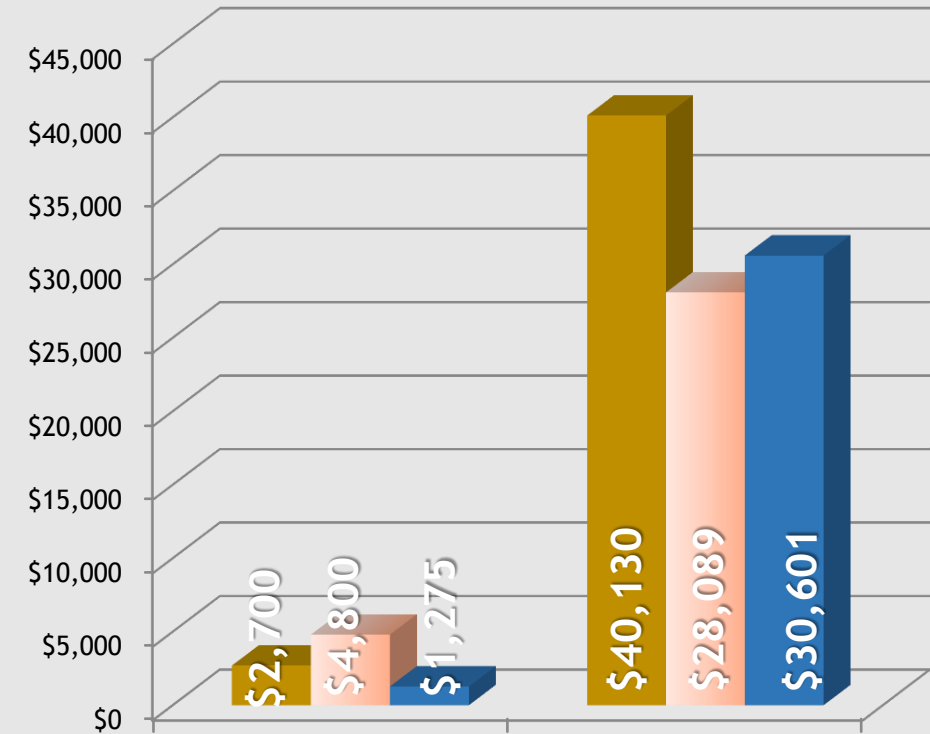
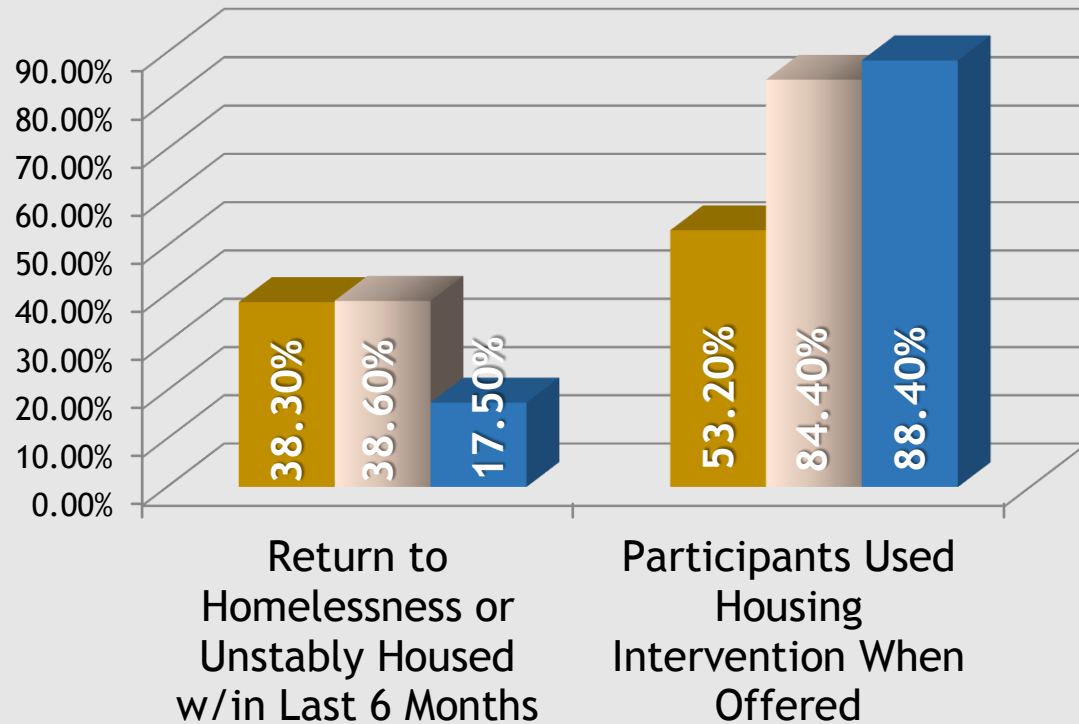
# Why Housing Permanency Matters for Formerly Incarcerated People

*“Researchers have found that residing on one’s own instead of relying on family and friends for housing is related to lower recidivism rates among released prisoners. . . .” Permanent housing provides greater sense of stability and promotes better health outcomes, fewer returns to homelessness, and higher levels of tenant satisfaction than time-limited housing.*



*--Housing as A Platform for Formerly Incarcerated Persons, Jocelyn Fontaine and Jennifer Biess, Urban Institute, April 2012.*

# 3 Years Following Households Receiving Transitional Housing OR Permanent Housing



**Permanent housing** performed most favorably, with only **17.5% return to homelessness or housing instability** after 3 years, and positive outcomes in almost all areas.

- Transitional Housing
- Emergency Shelter
- Permanent Housing Subsidy

# Transitional Housing & Shelters in a Housing First System

Communities are converting transitional housing and shelters to low-barrier interim housing, coupled with housing navigation services.



Interim housing: A temporary place to stay that allows people to live safely, while receiving services to connect the household to a permanent place to live.

Housing navigation: Culturally-competent services to help an individual or family experiencing homelessness connect to permanent housing.



# Supportive Housing

Supportive housing combines affordable housing with services that help people who face the most complex challenges to live with stability, autonomy and dignity.



## HOUSING

- ▶ No limit on length of stay
- ▶ Affordable
- ▶ Independent

## SERVICES

- ▶ Flexible
- ▶ Voluntary
- ▶ Tenant-Centered

## TENANTS

- ▶ Chronically homeless or
- ▶ Experiencing barriers to housing stability



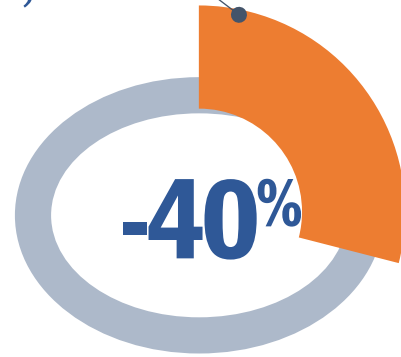
People w/Barriers to Housing Stability

# Evidence Basis for Supportive Housing Incorporating Housing First

Settled & Growing Body of  
Evidence on Supportive  
Housing

## Days Incarcerated

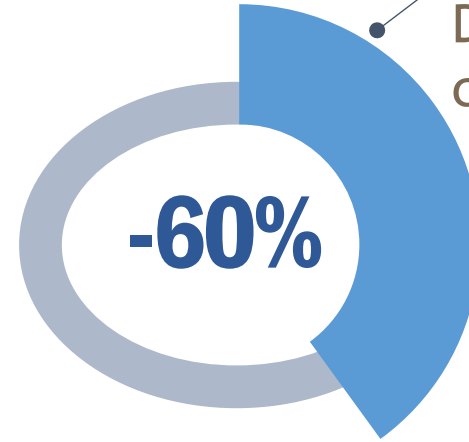
Decrease by 40%,  
compared to  
control group



- Tenants accessing supportive housing programs are able to exit homelessness faster than other interventions.

## Reduced Recidivism

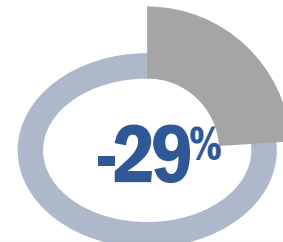
Decrease by 60%, compared to  
control group



Over 90% of tenants  
accessing supportive  
housing are able to  
retain housing stability.

## Hospital Admissions

Decrease by 29%, compared  
to control group.



- Tenants using supportive housing programs access services more often, have a greater sense of choice and autonomy, significantly reduce health and corrections costs, and are far less costly to public systems than tenants of other programs.

# Affordable Housing/Rapid Re-housing

Affordable housing for people experiencing homelessness could be through—

- Supportive housing.
- An apartment made affordable through long-term rental assistance.
- Rapid re-housing is an apartment made affordable through short- to medium-term rental assistance, paired with services to increase the household's income.

Affordable Home



People w/out Barriers to Housing Stability

# Services Models

## Assertive Community Treatment:

Decreased use of crisis services  
housing stability, decreased  
substance use.

24/7 case management,  
assessments, employment,  
housing assistance, substance  
use services.

- **Community-based**
- **Services brought to client/tenant**
- **Less expensive**

## Critical Time Intervention:

6-9 month intervention.

Intensive case management develops  
individual's linkages to community.

Effective for people reestablishing  
linkages after discharge from  
institutions.

- **Facility-centered**
- **Client/tenant seeks services**
- **Expensive**
- **Not as effective for people experiencing homelessness**

## Drop-In Centers:

Sometimes peer-run,  
often multi service  
centers.

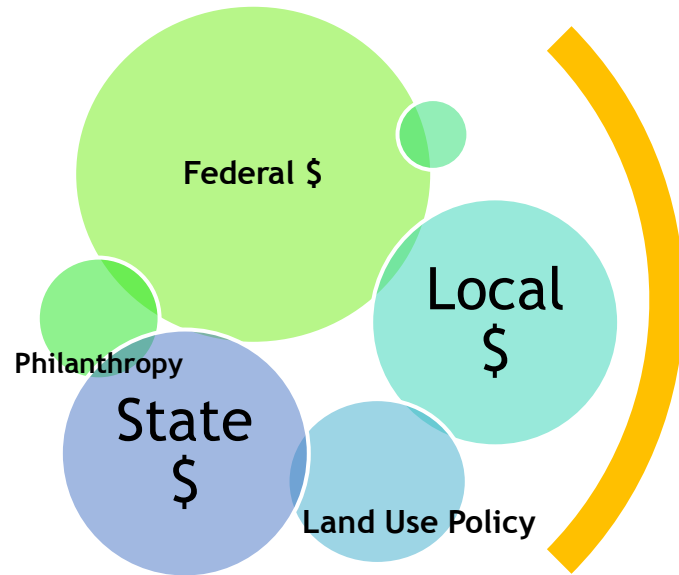
Little evidence of  
effectiveness.

## Sober-Living:

Time-limited assistance.  
Wide variety of models.

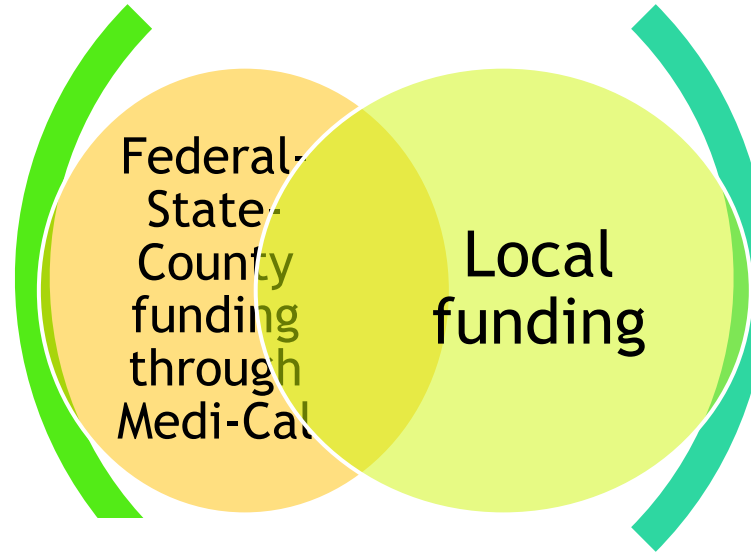
No evidence of  
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# How to Fund Housing



## Housing funding

Resources to Build Housing & to Provide Subsidies to Those in Extreme Poverty



## Services funding

Services to Help People Access Housing & Stay Stably Housed



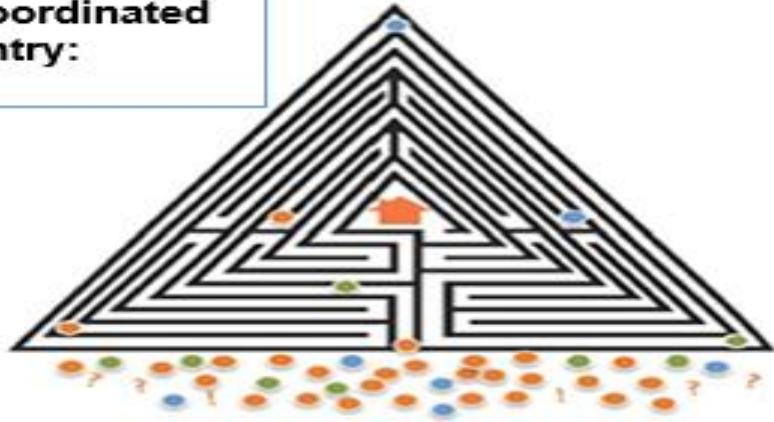
## Working within homeless system

Coordinate & Collaborate Across Systems

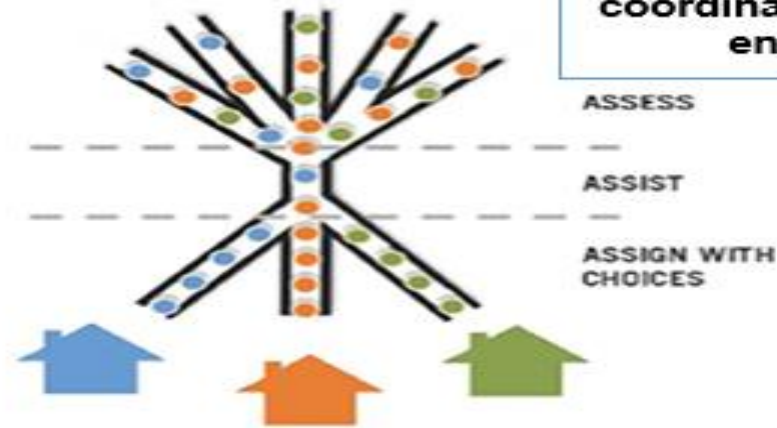


# Coordinated Entry Systems (CES)

Before coordinated entry:



With coordinated entry:



- People experiencing homelessness had to check-in routinely on wait lists, apply at multiple housing sites.
- “First come, first served” process of accessing housing and services.
- People with the greatest barriers to housing stability were unable to access housing.

- Coordinated Entry Systems (CES) identify, assess and prioritize homeless individuals and families for housing and services based on severity of need.
- Community-wide approach that moves a homeless response system.
- CES is designed to ensure that—
  - People experiencing homelessness receive the right housing and services intervention,
  - Communities target limited housing and services to those with the greatest vulnerabilities.

HUD requires CoCs to establish CES by January 2018.

# Federal “One-Strike” Rules for Housing Vouchers

One Strike Laws: Federal law requires housing authorities to ban from participation in Section 8 Housing Choice Vouchers the following:

Methamphetamine  
Producers

Anyone  
producing  
meth in  
public or  
subsidized  
housing



Sex Offenders

Anyone  
required on  
life-long  
basis to  
register as  
sex offender



Housing Authorities

Anyone a  
housing  
authorities  
adds (i.e., no  
one on  
probation or  
parole)



# Returning Home Ohio

**Costs: \$15,000 for rental assistance & services/year/parolee, about \$41/day.**



**RHO provides opportunity for independent housing, easy access to voluntary services and support that fits the needs of the individual. The ultimate goal of RHO is successful reintegration to the community.**



**RHO has expanded with renewed and expanded funding after the initial evaluation released. Initially funded at 100 participants in 2007. Now serving 186 participants.**

# Returning Home Ohio: Urban Institute Evaluation

Compared to Control Group, RHO Participants Were—

40% less likely to be rearrested



60% less likely to recidivate back to prison

Rx

290% more likely to receive outpatient services, 41% more likely to participate in services

# Programs to Address Needs of People Cycling Frequently Between Incarceration & Shelters

## NYC FUSE

- 40% Reduction jail days
- 91% Fewer shelter days
- 50% Reduction in psych. inpt.
- 86% Housed after 2 years

## San Diego Project 25

- 67% Reduction in total public costs after 2 years
- 60-80% Reduction in hospitalizations, arrests, jail days

## Mecklenburg (Charlotte)

- 50% Fewer arrests
- 87% Fewer shelter days
- 24% Less in ambulance service charges
- 43% Less hospital charges



# Outcomes from Intensive Services without Housing

## Harris County Jail Diversion Program

- People with serious mental illness receiving intensive treatment, then housing.
- Initial outcome improvement from intensive treatment.
- Over time, people who weren't housed stopped getting treatment.

## Frequent Emergency Room User Program in CA

- 6 programs across California providing intensive services.
- People getting housing with services were able to decrease their inpatient admissions significantly, whereas people receiving intensive services alone increased their inpatient admissions over time.

# Los Angeles County: Office of Diversion & Reentry Supportive Housing Program

**Office of Diversion & Reentry, Los Angeles County Department of Health Services: \$125M Investment, to Serve 2,500 People Long-Term.**

**Supportive housing for people with—**

- **Felony cases**
- **Experiencing homelessness and**
- **Behavioral health disorders.**



**Interim**

**Interim housing:**

Safe place to stay while waiting for permanent housing.

Housing navigation, intensive services.



**Services**

**Intensive Case Management Services:**

Point of contact for behavioral health treatment, medical care, housing-based services.

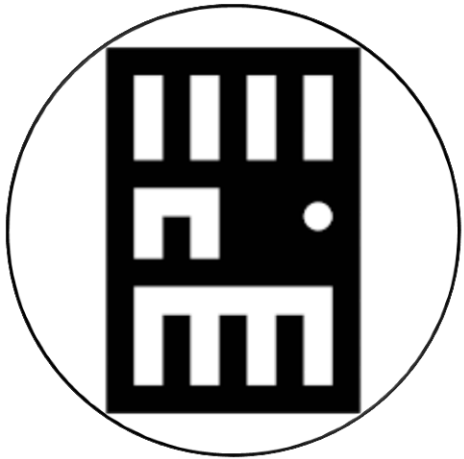


**Housing**

**Permanent housing subsidy:**

Funded through LA Department of Health Services, Housing for Health's, "Flexible Housing Subsidy Pool."

# Outcomes for DHS Housing for Health Program (none yet published for ODR)



## Incarceration

Incarceration rates decreased 28%.



## Housing Stability

Housing retention rate for Housing for Health is 96% after one year.



## Income

Income increased among over 30% of participants, mostly through SSI enrollment.



## Healthcare Utilization

Inpatient medical services decreased by 76.7%.

# Best Practices from Other Jurisdictions

## Administration

Partnerships among state agencies, local government, CBOs to administer housing programs.

Don't require a CUP or license for independent housing.

Expect and evaluate for outcomes, including housing retention.

Improve assessments.

## Program Design

Base eligibility on data.

Offer in-reach services before release.

Begin housing navigation before release & offer interim housing upon release.

Fund providers within homeless system with demonstrated outcomes.

Fund housing and services beyond parole.

Integrate participants into housing for people w/o CJ background.

## Removing Barriers

Work with housing authorities to remove restrictions on Housing Choice Vouchers (Section 8) not federally mandated by "One-Strike."

Disallow housing providers from conducting background checks to screen out people with criminal justice backgrounds.

Prioritize people with greatest vulnerabilities.



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