



Incorporating Housing Partners into Stepping Up

Charley Francis, Phyllis Chamberlain, Bruce Quigley | April 22, 2021



Today's agenda

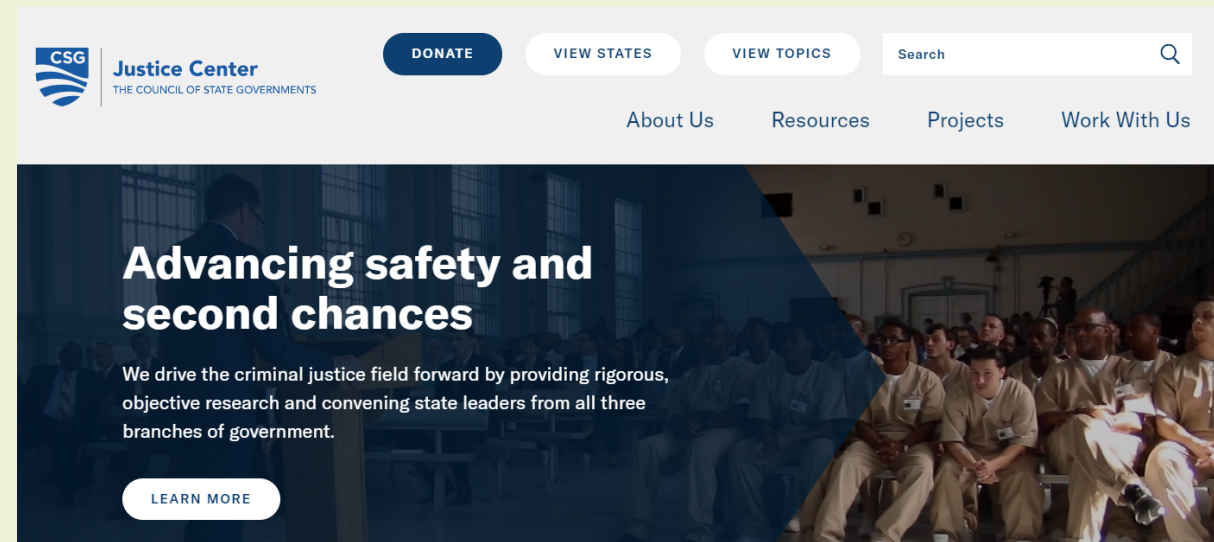
- Welcome and Introductions
- Why Housing Is Important to Criminal Justice Outcomes
- Potential Funding Sources for Housing
- Identifying and Engaging Housing Partners
- Union County Example
- Resources
- Questions and Answers

Speakers

- Charley Francis, *Project Manager, CSG Justice Center*
- Phyllis Chamberlain, *Executive Director, Housing Alliance of Pennsylvania*
- Bruce Quigley, *Executive Director, Union County Housing Authority*

The Council of State Governments Justice Center

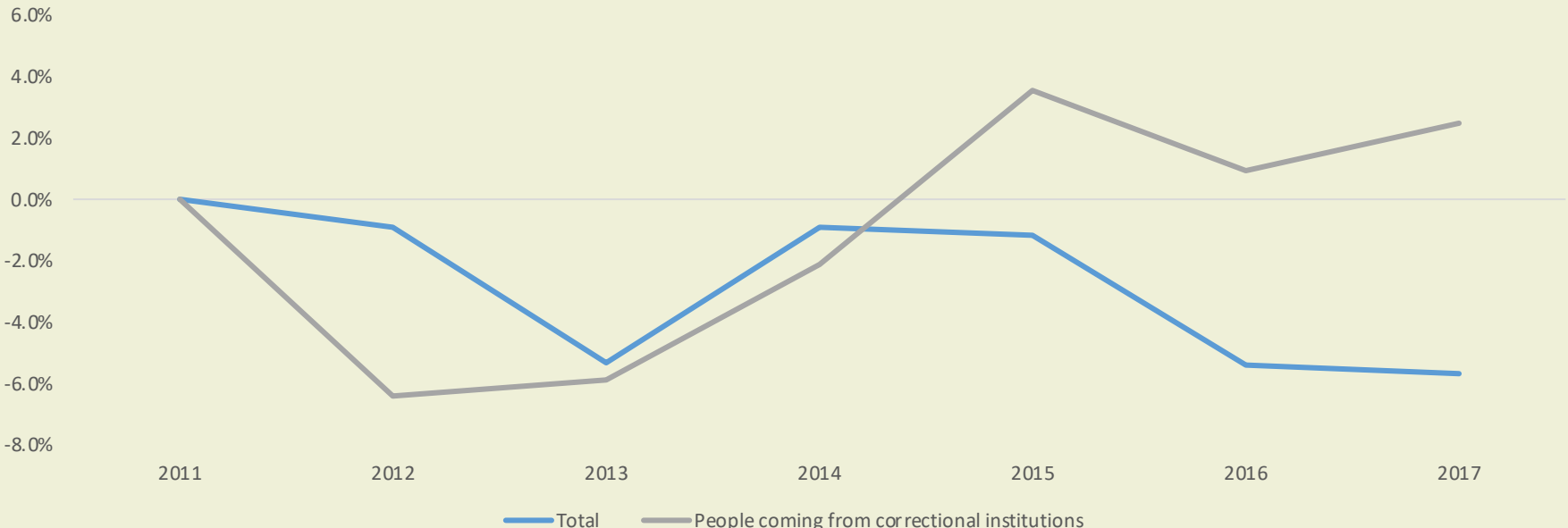
- Stepping Up partner along with the National Association of Counties (NACo) and the American Psychiatric Association Foundation (APAF)
- Justice Reinvestment
- Justice and Mental Health Collaboration Program



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 year¹

Percentage Change in All People Experiencing Homelessness and People Exiting 'Correctional Institutions' 2011-2017²



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.

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

Housing's role in criminal justice outcomes

- 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/services¹
- Complements short-term and recovery-focused housing as part of a continuum of options
- Reduces public costs associated with continued homelessness²

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

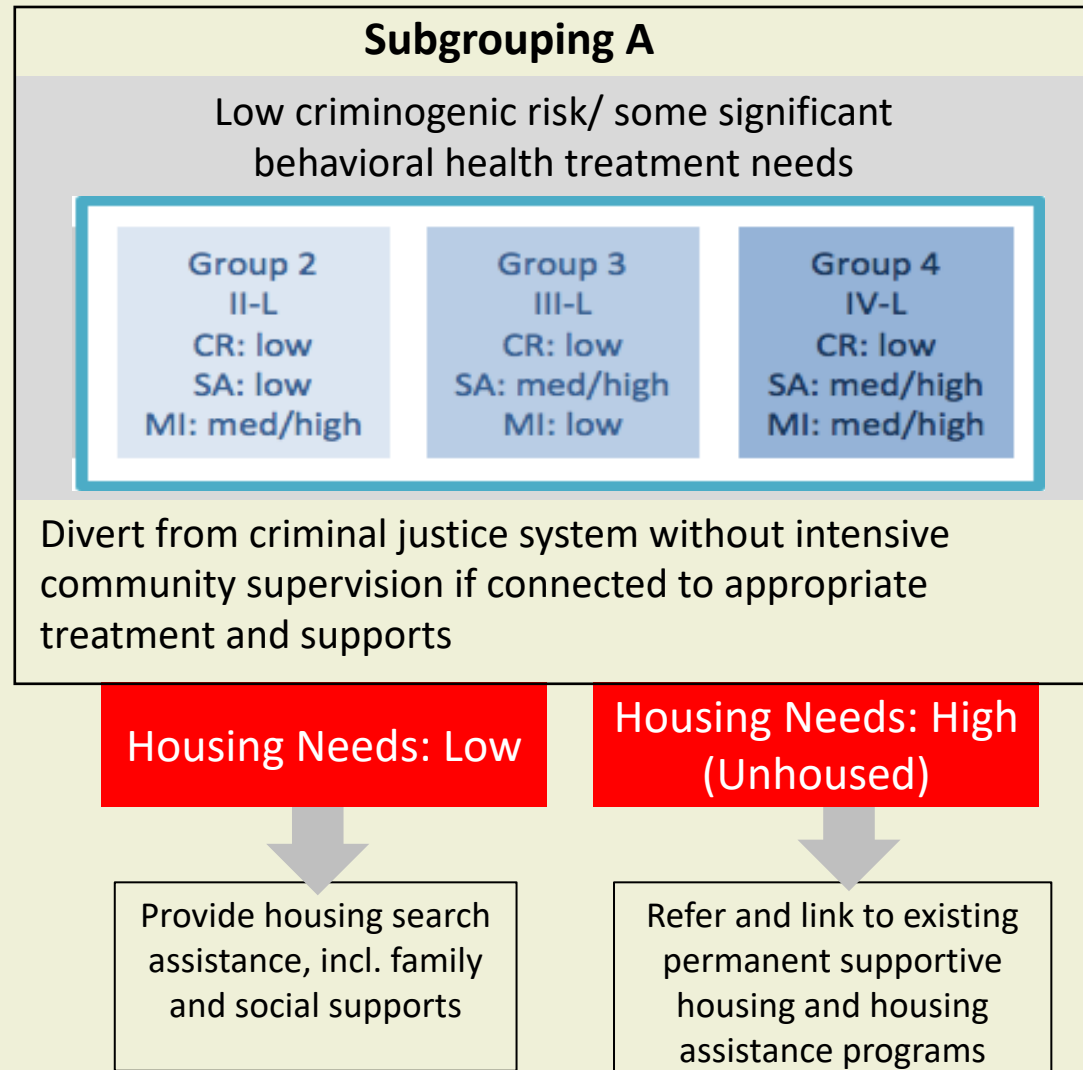
- **Permanent Supportive Housing (PSH):** Affordable housing without time limits that also provides wraparound supportive services
 - Target population: People with high housing **and** criminogenic, behavioral health, or other health care needs
- **Rapid Re-Housing:** Individualized package of financial 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

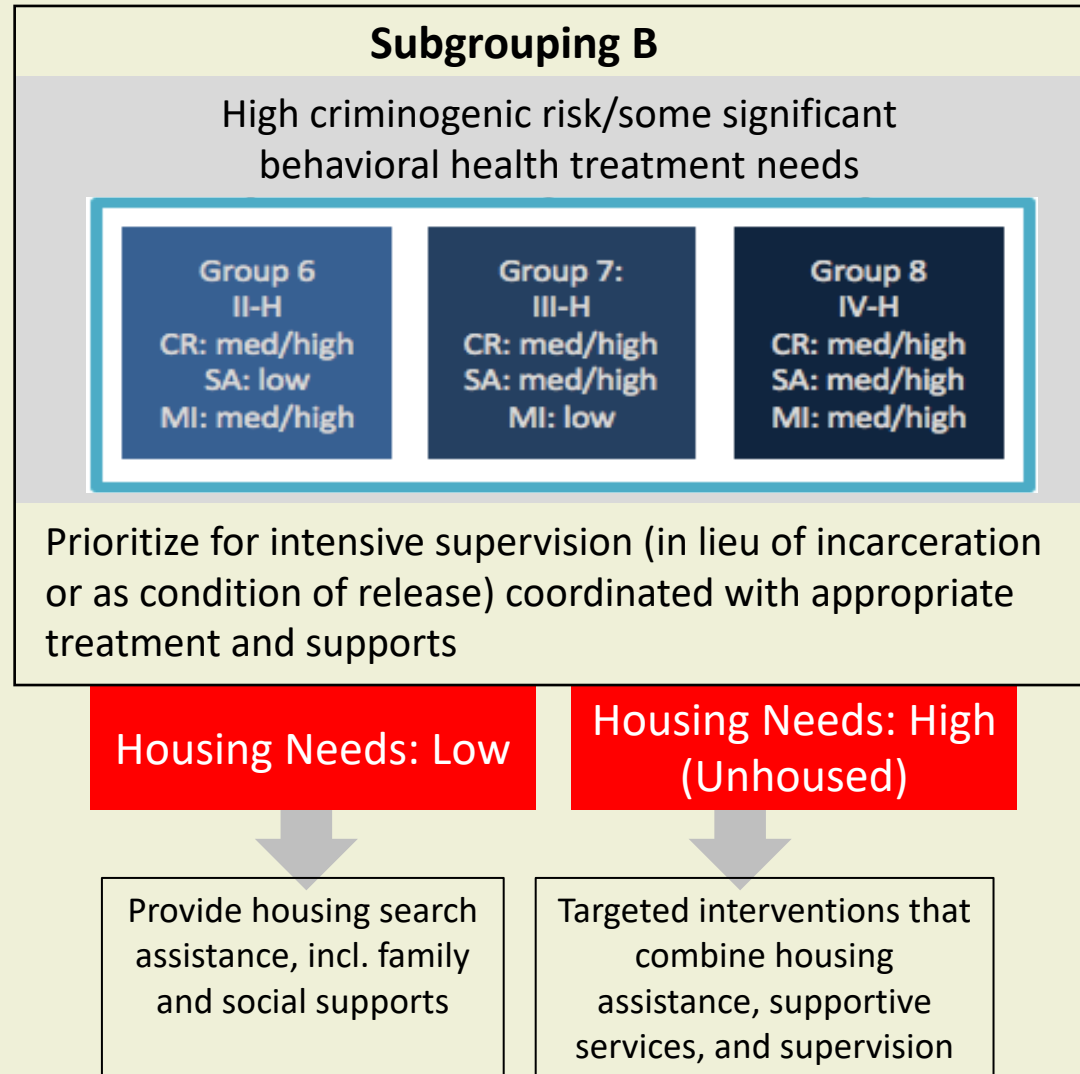
Market-Rate Housing: No rent subsidies or restrictions

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

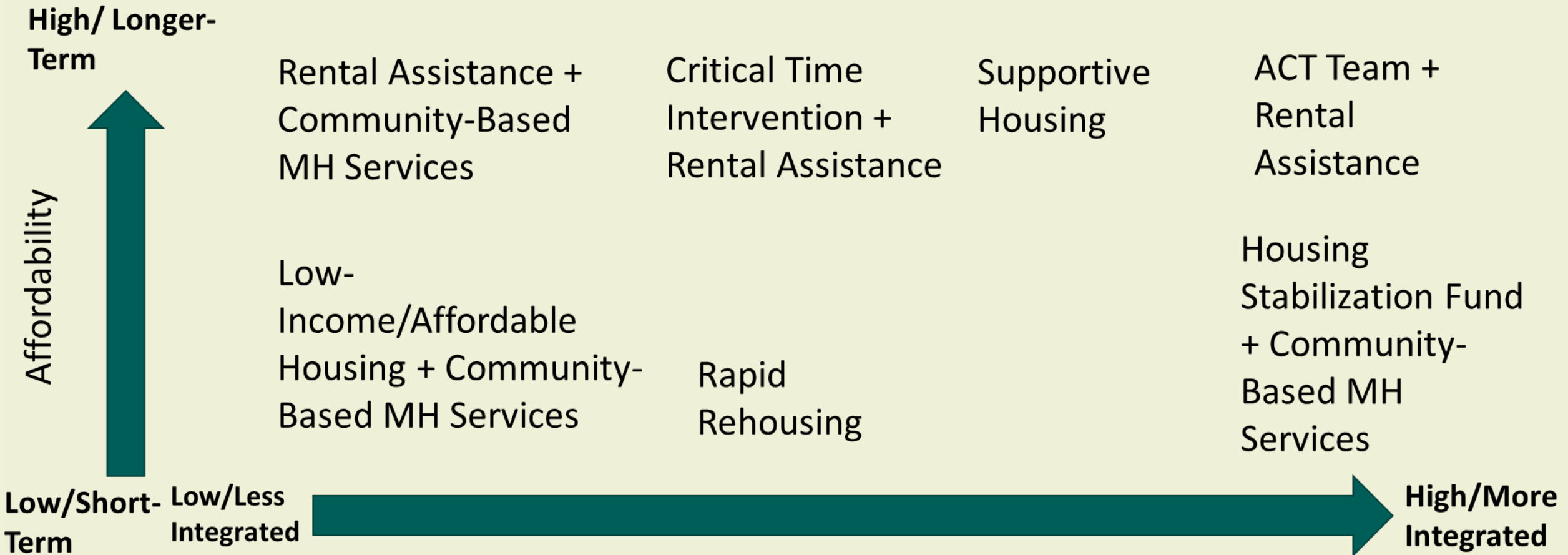
Prioritizing and targeting housing interventions



Prioritizing and targeting housing interventions (continued)



Many ways to coordinate housing with services



Key challenge identified by stakeholders: silos



Silos between criminal justice and other systems

- *Prevents connection to mainstream, evidence-based housing resources*

Engaging housing providers in collaboration

- **Collaboration is key** to ensure that people do not fall between the gaps of our public systems
 - Housing stakeholders: Continuums of Care, Public Housing Authorities, Coordinated Entry, reentry housing providers, and landlords
- Relationships integral to **aligning policies and procedures, data sharing, and developing housing**
- Collaboration results in new funding, such as for **housing as well as screening and assessment staff**

Potential housing funding sources

- PCCD – limited direct funding
- Byrne-JAG funding for housing
 - OH counties used flexible criminal justice dollars to support permanent housing
- Partner w/ developers, housing providers on targeted projects
 - Stepping Up target population overlaps with other vulnerable groups
- Engage private sector and philanthropy (ex: Pay for Success)
- **Emerging Opportunity: American Rescue Plan**
 - \$350 billion discretionary funding to state and local governments
 - Additional dedicated housing funding, such as expansion of HOME program

Housing Alliance of Pennsylvania

Phyllis Chamberlain, Executive Director

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Housing Alliance
of Pennsylvania

Cross System Partnerships – Criminal Justice and Housing

Phyllis Chamberlain,
Executive Director





Housing Alliance
of Pennsylvania

About the Housing Alliance of PA



Why partner?

- Evidence that housing is a barrier to successful reentry
- Lack of adequate resources for housing means that not everyone eligible for assistance will receive it



Housing Alliance
of Pennsylvania

Who is the “affordable housing sector”?





Who is the “homeless assistance sector”?

- Coordinates with but is often separate from the “housing assistance sector”
- May already have an initiative in place to focus on people with criminal histories experiencing or at risk of homelessness



Types of housing programs (PHA)

Deep subsidy programs: The tenant only pays 30 percent of their income

- **Public Housing Authorities (PHAs)** are overseen by HUDs and administer the following
 - **Public housing** is directly owned and managed by PHAs. Typically tenant has to contact each development to apply and get on a waiting list
 - **Housing Choice Voucher program (HCV):** waiting list opens once every few years and then folks are put on waiting list through a lottery system
- **Project-based rental assistance (PBRA)** administered by HUD; PBRA takes the form of a contract between HUD and building owners (private for- and not-for-profit entities) that agree to provide housing to eligible tenants in exchange for long-term subsidies

Types of housing programs (subsidized)

Shallow subsidy/rent programs: The rent is fixed at a specific rate affordable to specified income targets

- **Low Income Housing Tax Credit (LIHTC):** single largest program for building new and preserving existing affordable housing. LIHTC is not meant to provide 100 percent financing. Needs other “Gap Financing”
 - **HOME:** Home Investment Partnerships Program
 - The national, state, and local housing trust funds (state **PHARE**)
 - Other low interest mortgage/loans and tax credits programs used in the development process at federal, state, and local levels



Types of housing programs (CoC)

Homeless Assistance via the Continuum of Care

- Most commonly, a CoC refers to the local or regional planning body that coordinates the efforts of all stakeholders involved in addressing homelessness in a given geographic area.
- CoC | Continuum of Care Program refers to a HUD grant program that supports homelessness and housing programs and services.



Housing acronyms

<https://housingalliancepa.org/resources/housing-acronyms-for-the-health-sector/>



Housing Alliance
of Pennsylvania

Approaching housing providers as partners

Challenge	Solution
Affordable housing providers may believe that people with criminal histories will not help the affordable housing provider to create a safe environment for other tenants	
Limited resources means that housing providers cannot serve everyone who is eligible	
Lack of incentives for housing providers to focus on this population with the exception of the homeless system/ homeless service providers who do have incentives	

Union County, Pennsylvania

Bruce Quigley, Executive Director, Union County
Housing Authority

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Dollars and Sense Justice Reentry Housing

How Housing Authority-Led Tenant-
Based Rental Assistance Provides
Reduced Costs and Better Outcomes

2021 CJAB ONFERENCE

April 22, 2021



Session objectives

- Describe how our housing authority does it;
- Why it is so effective;
- How it can be replicated; and
- How savings from cross-systems cost offsets can pay for it.

Justice Bridge Housing Program – origins

Housing authority CJAB membership and the existing (or emerging) culture in Union County's

- Government
- Justice Community
- Public
- Housing Authority

Justice Bridge Housing Program

The problem: justice-involved people

- Remaining incarcerated beyond minimum sentence and/or
- Being released despite (recidivism) risk inducing home plan

The solution: partnership between the housing authority, criminal justice, and human services systems

Justice Bridge Housing Program – key components

- Defined target population
- Public Housing Authority (PHA) operates the program
- Tenant-based rental assistance provided in accordance with the procedures of the Housing Choice Voucher program
- Probation/parole supervision of participants
- Community supportive services external to the Housing Authority

Justice Bridge Housing Program – housing

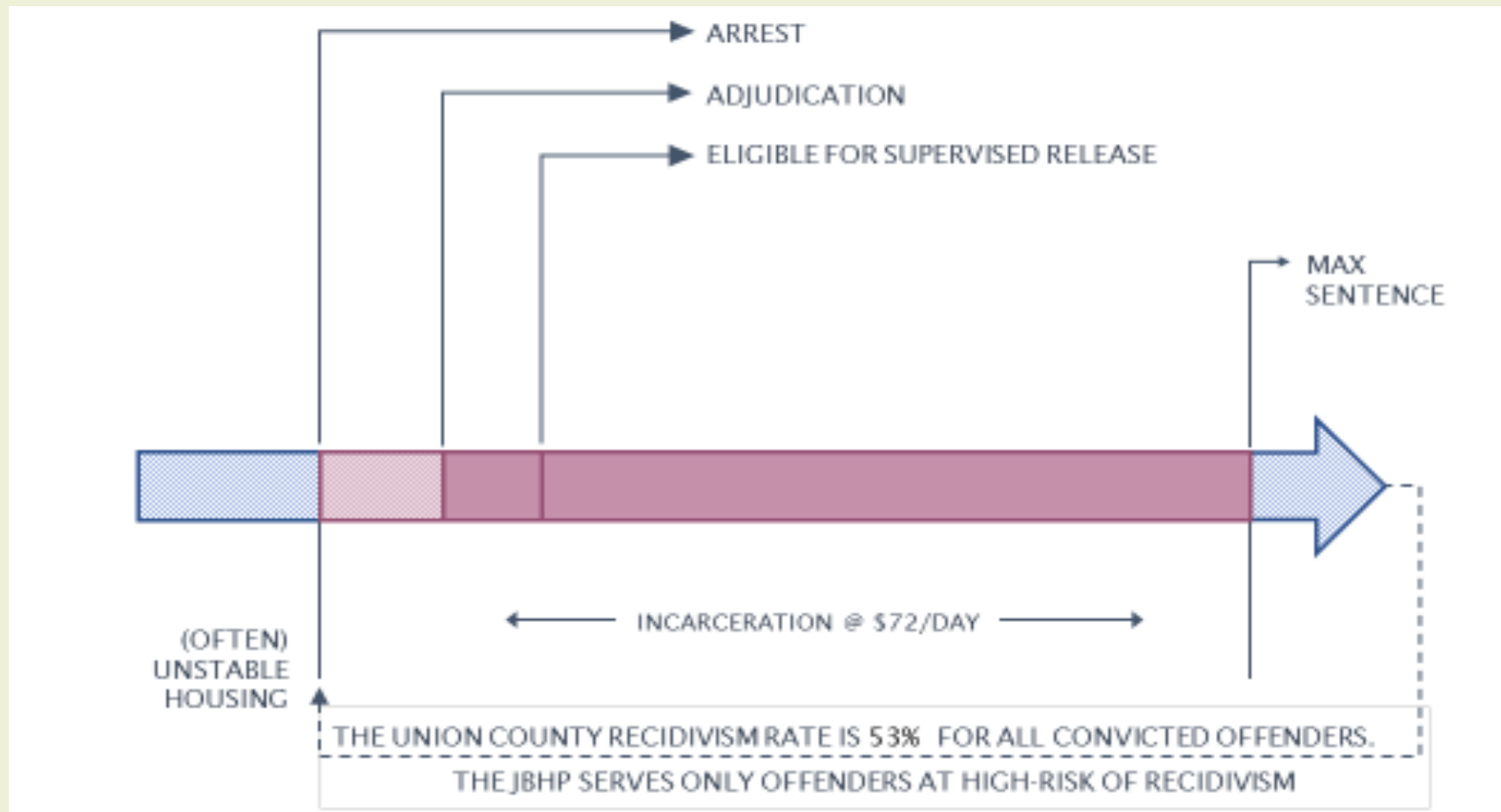
Tenant-based Rental Assistance Administration:

- Income verification/participant eligibility
- Administration of lease documents
- Housing Quality Standards Unit inspection
- Recertification

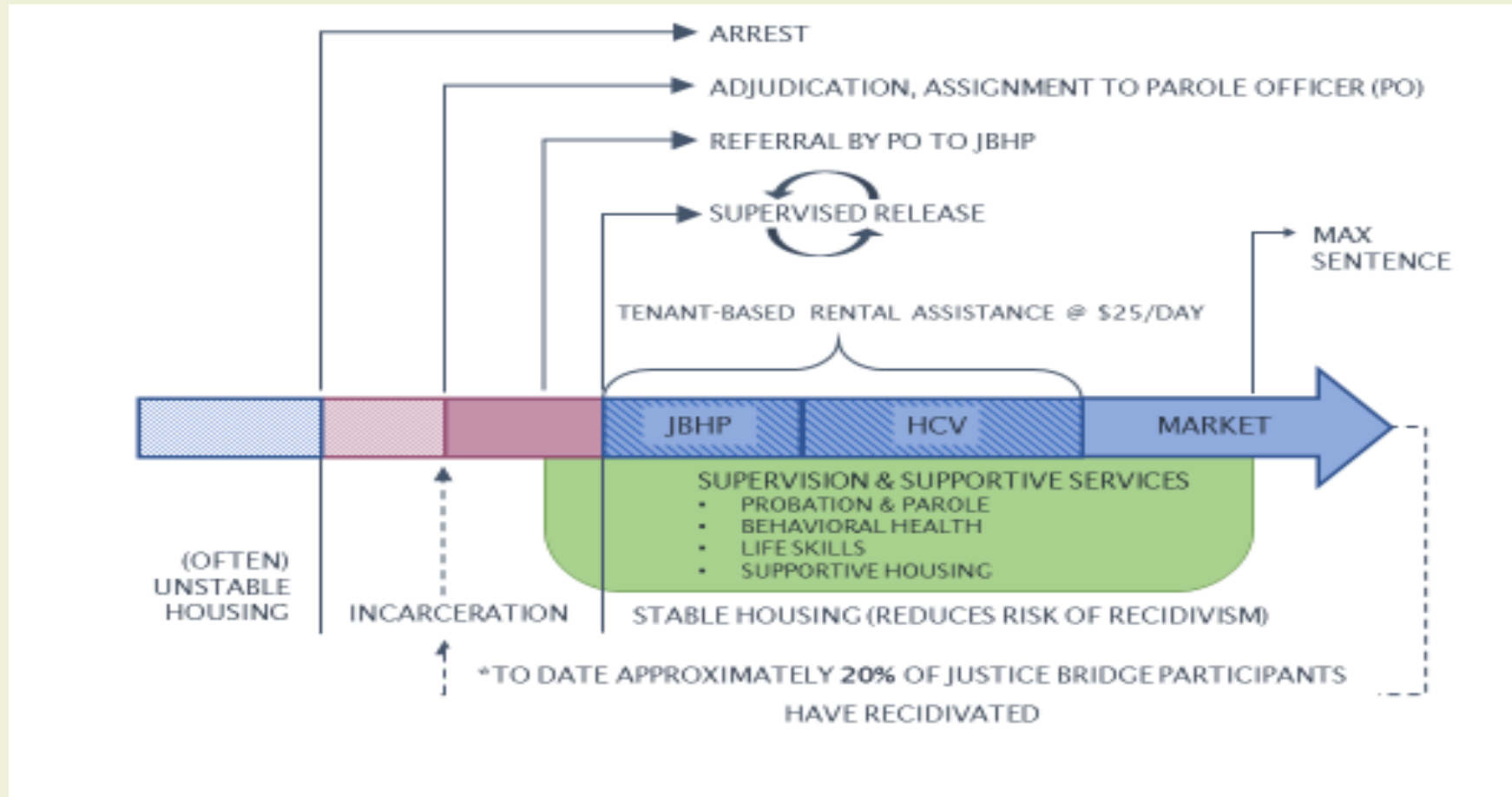
PHA Scope of Services (three possible phases)

- **(Co)chair and administer Justice Bridge Steering Committee (monthly meetings)**
- Unit Search – including mitigation of risk factors and landlord negotiations and relations
- Coordination of support services
- Requisition and disbursement of funds
- Financial and participant monitoring, including data collection

Without Union County Justice Bridge Housing Program



With Union County Justice Bridge Housing Program for high-risk people



Basic Justice Bridge Housing Program process map

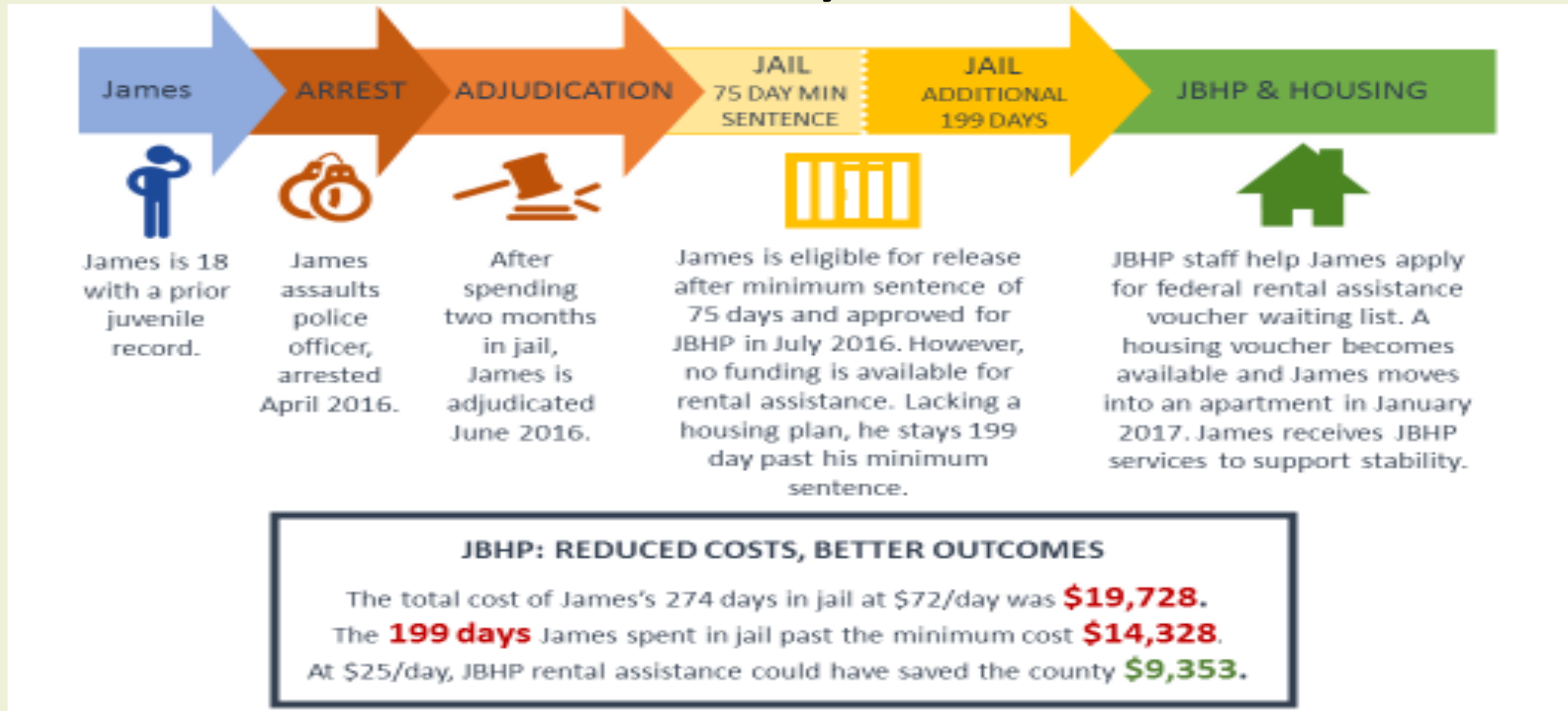


Funding

Our supposition is that this program model promises such significant net savings that monies should be redirected from the areas where the savings occurs—in the justice system—to support program replication and establish permanent funding.

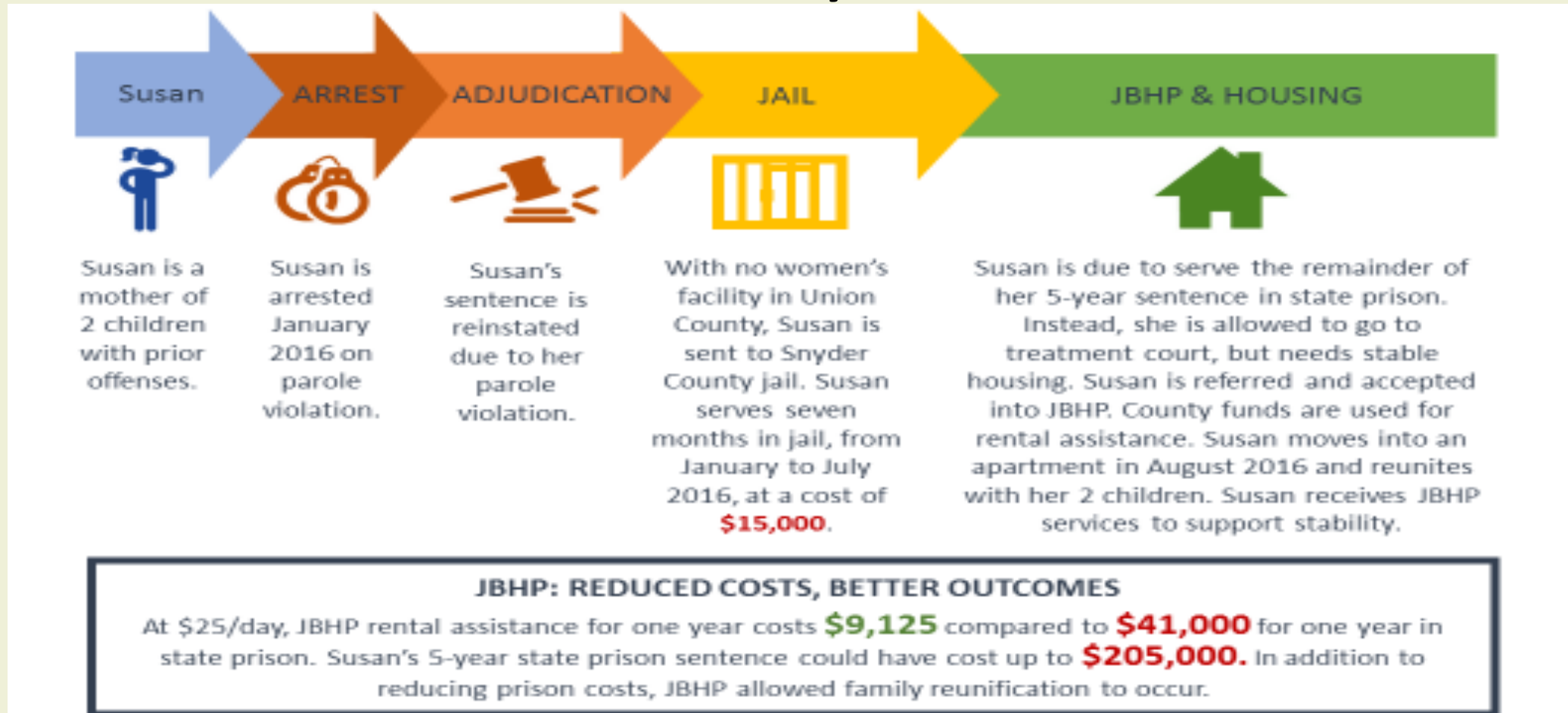
JBHP is cost-effective and improves outcomes

Case study: James



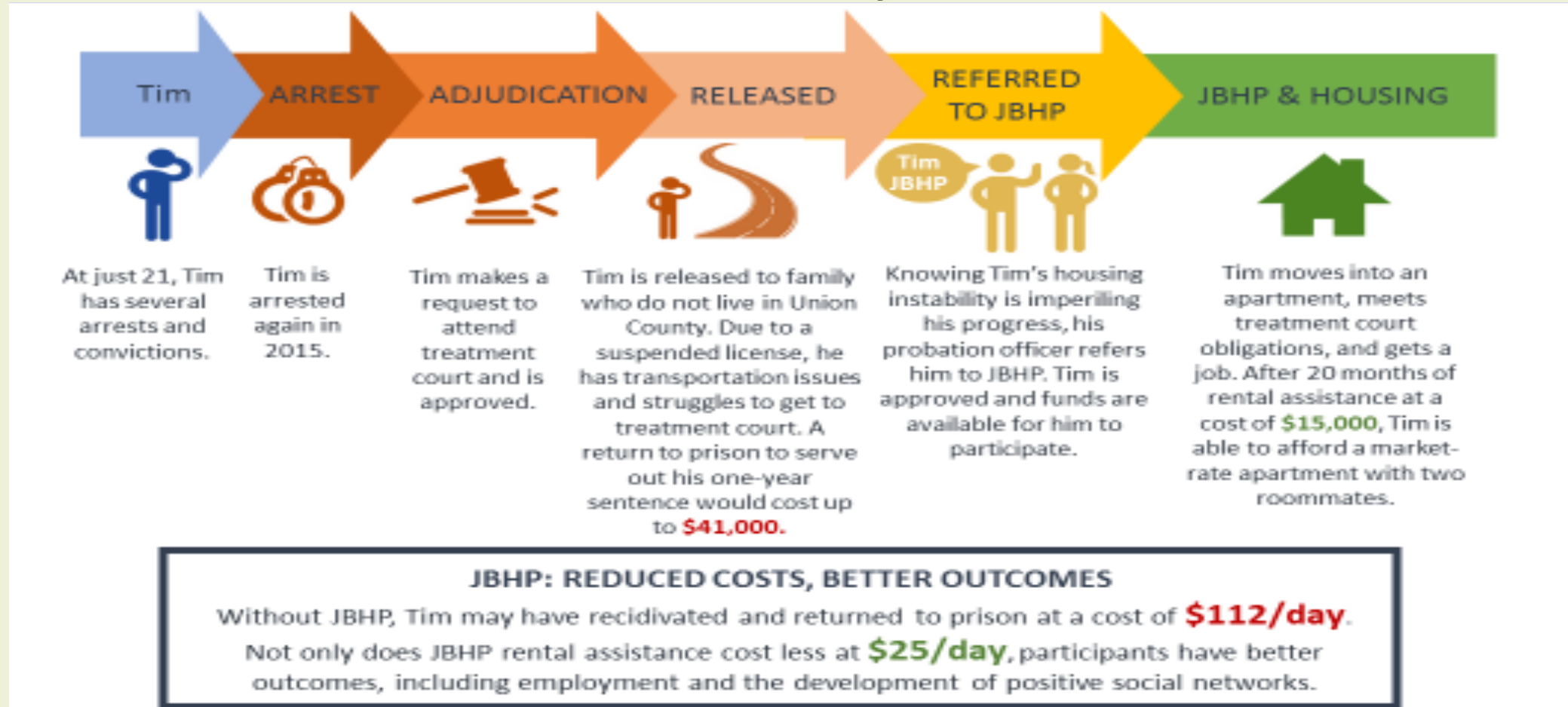
JBHP is cost-effective and improves outcomes

Case study: Susan



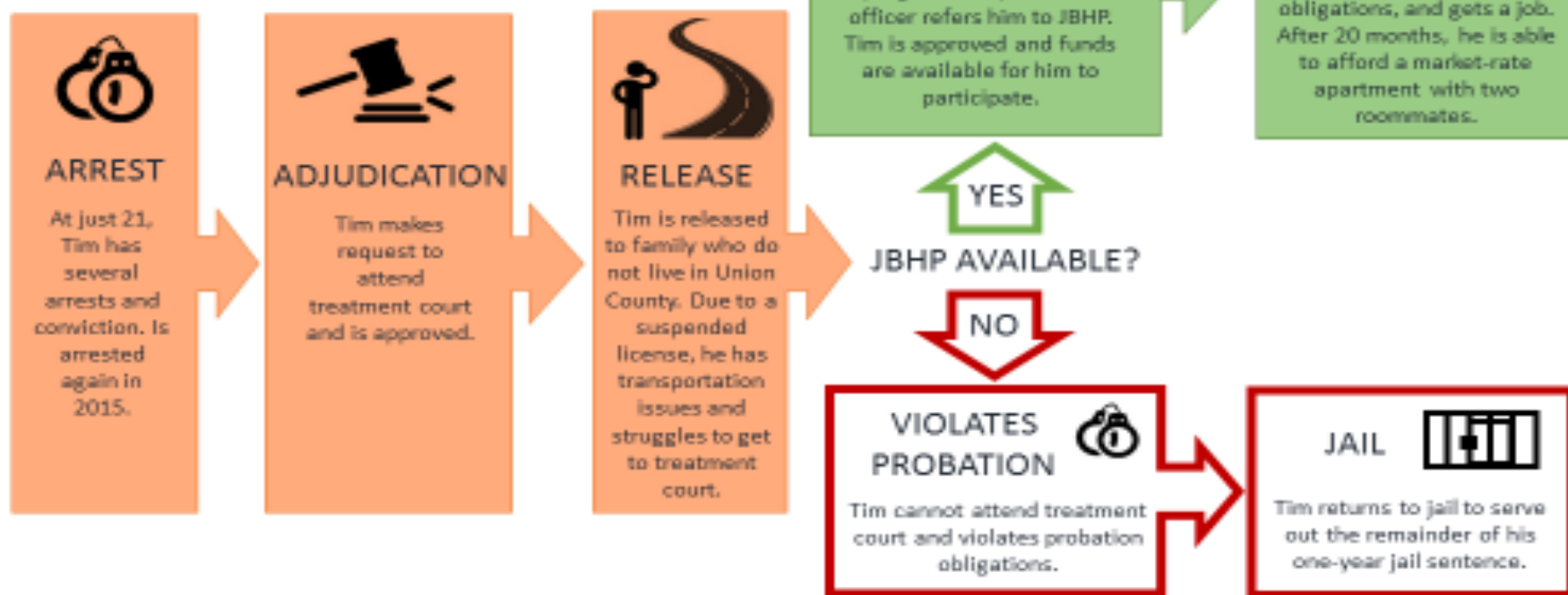
JBHP is cost-effective and improves outcomes

Case study: Tim



TIM WITH & WITHOUT JBHP:

Justice Bridge has made a difference in Tim's life. Without the program, it is likely he would have returned to jail given his lack of stable housing and transportation. JBHP provided Tim with housing and services, enabling him to gain employment, connect to positive social networks, achieve self-sufficiency and avoid recidivating.



JBHP: REDUCED COSTS, BETTER OUTCOMES
 Without JBHP, Tim may have recidivated and returned to jail at a cost of **\$72/day** or prison at a cost of **\$112/day**. Not only does JBHP rental assistance cost less at **\$25/day**, participants have better outcomes, including employment and the development of positive social networks.



“That program saved my life, really. I wholeheartedly, genuinely believe that,” he says.



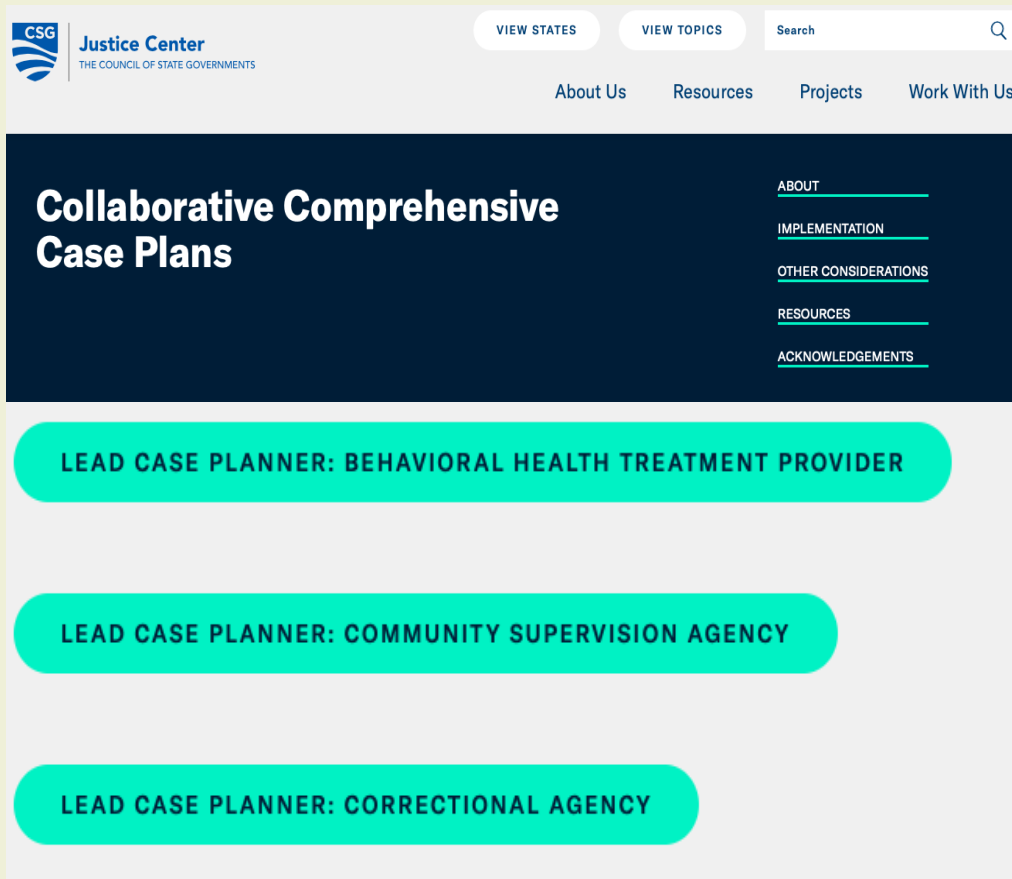
Union County Housing Authority b.quigley@unioncountyhousingauthority.org

Resources to Support Collaboration

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Web-based tool to support case planning



The screenshot shows the CSG Justice Center website. The header includes the CSG logo, the text "Justice Center THE COUNCIL OF STATE GOVERNMENTS", and navigation links for "VIEW STATES", "VIEW TOPICS", and a search bar. Below the header, there are links for "About Us", "Resources", "Projects", and "Work With Us". The main content area features the title "Collaborative Comprehensive Case Plans" and a sidebar with links for "ABOUT", "IMPLEMENTATION", "OTHER CONSIDERATIONS", "RESOURCES", and "ACKNOWLEDGEMENTS". Three teal buttons are displayed: "LEAD CASE PLANNER: BEHAVIORAL HEALTH TREATMENT PROVIDER", "LEAD CASE PLANNER: COMMUNITY SUPERVISION AGENCY", and "LEAD CASE PLANNER: CORRECTIONAL AGENCY".

- Online tool that helps behavioral health and criminal justice professionals integrate the risk/needs information gathered from assessments into case plans that engage the person reentering the community.
- “Collaborative Comprehensive Case Plans,” the CSG Justice Center, <https://csgjusticecenter.org/publications/collaborative-comprehensive-case-plans/>.

Policies, Processes, and Partnerships: Reentry and Homelessness During COVID-19

- Draft collaboration assessment: **Policies, Processes, and Partnerships: Reentry and Homelessness During COVID-19**
- Helps align policies and practices to address homelessness and provide continuity of services, particularly in light of COVID-19.

The Council of State Governments Justice Center October 2020
 Collaborative Assessment for Jail Reentry and Homelessness Service Providers During COVID-19:
 Policies, Processes, and Partnerships

Parole/Probation Agency: _____
 Point of Contact: _____

Parole/Probation *Why parole/probation are so important. What information supervision can bring to the table to allow people to find appropriate community settings and identifying people most at-risk of severe illness from COVID-19.*

	Questions to assess	Yes	No	Comments
Policies	Is parole/probation screening and tracking homelessness?			
	Do parole/probation funds pay allow for funding for housing until someone obtains permanent housing?			
	Do parole/probation funds allow payment of first months rent, past due utilities, etc.?			
	Do parole/probation policies allow for people under supervision to reunify with family?			
Processes	Do parole/probation have discretion to consult with housing services on potential geographic or neighborhood restrictions?			
	Are responses to screenings of homelessness included or recorded in parole/probation case management referral systems?			
	Can parole/probation case management referral systems send information to Coordinated Entry?			
	Is screening/testing information for COVID-19 communicated to people tested? To community providers?			
Partnerships	Are jail staff following COVID-19 specific reentry procedures (e.g., Preparing People for Reentry Checklist for Correctional Facilities)?			
	Are jail staff (such as reentry coordinators) assigned to make referrals to community-based services such as homelessness services?			
	Is parole/probation part of the local Stepping Up Initiative ?			
	Is the parole/probation office part of the local Continuum of Care ?			
	Is the parole/probation office part of the local reentry coalition?			

Probation and parole's role in housing

“The Role of Probation and Parole in Making Housing a Priority for People with Behavioral Health Needs,” the CSG Justice Center:

<https://csgjusticecenter.org/publications/the-role-of-probation-and-parole-in-making-housing-a-priority-for-people-with-behavioral-health-needs/>

The Role of Probation and Parole in Making Housing a Priority for People with Behavioral Health Needs

Safe, affordable, and permanent housing is widely recognized as one of the most crucial components of successful reentry. But finding permanent housing is often a challenge for people leaving prison or jail due to collateral consequences that restrict their access to certain housing options.¹ For Black and Hispanic Americans leaving incarceration, racial discrimination in rental markets makes it that much harder to secure affordable housing and avoid homelessness.² Yet, even when these barriers are mitigated, people reentering the community can find the housing search and application processes difficult to navigate or struggle to afford the considerable move-in costs.

For people with behavioral health needs, these challenges are even more acute. Many times, people face stigmas or misconceptions from providers and landlords that they will relapse or be difficult tenants. As a result, people with behavioral health needs experience higher rates of homelessness compared to the general population³ and often cycle between shelters, jails, and psychiatric institutions.⁴ Probation and parole officers are well positioned to reimagine their roles in helping people with behavioral health needs reentering the community obtain safe and affordable housing. By increasing access to housing through a two-pronged approach that includes collaborating with homelessness system providers, these officers can make housing a priority and help their clients achieve other positive outcomes.

Assessing for risk of homelessness

Traditionally people reentering the community have been connected to short-term housing options, such as halfway houses. While these can be useful as part of a larger continuum of services, the best way to achieve good outcomes is to connect people to permanent housing.⁵ To make these connections, officers must have an understanding of who is most at risk of experiencing homelessness and their specific housing and behavioral health needs. By incorporating these assessments into standard practices, officers will be able identify the person's needs, use that information to connect them to homelessness service providers (such as those using the Housing First approach), and identify additional supportive services that can set the person on a path to recovery.

Housing First Approach

Housing and supportive services that use the Housing First approach⁶ are an important option for probation and parole officers who want to help their clients access safe and affordable permanent housing that also provides a platform for addressing behavioral health needs. Below are two of the most effective Housing First models:

Permanent supportive housing is an evidence-based model for providing affordable housing, paired with tenant-driven, wraparound services and supports (e.g., case management, mental health treatment, supported employment). With the high level and intensity of the supports involved, it is best used for people with the greatest behavioral health and housing needs.

Rapid rehousing relies on short-term rental assistance and other supports to reduce the likelihood that a person experiences homelessness. Usually beginning with a high level of support, such as case management and rental assistance, rapid rehousing services taper as people achieve stability in the community, making it a better fit for people with fewer long-term needs.

*Housing First is an evidence-based approach that considers housing a basic need that sets the foundation for other interventions. Once housed, people are better able to engage in treatment and supports that improve their chances for recovery and reduce recidivism.

¹ In some communities, up to 70 percent of all people experiencing homelessness report being on parole or probation. See Applied Survey Research (ASR), Santa Clara County Homeless Census & Survey 2017 Comprehensive Report (Watsonville, CA: ASR, 2020). [Link](#)

² Some examples include permanent evictions for people convicted of producing methamphetamine in federally subsidized housing and for people who are subject to lifetime “sex offender” registration. However, outside of these requirements, the U.S. Department of Housing and Urban Development all six public housing authorities include in how they consider criminal justice history when making housing decisions. This has allowed many public housing authorities to enact rules, regulations, and common practices that limit access to housing for people with criminal records.

³ Julius Cook, “Wardens to Go: Homelessness Among Formerly Incarcerated People” (Northampton, MA: Prison Policy Institute, 2019). [Link](#); Office of Policy Development and Research, Housing Discrimination Against Racial and Ethnic Minorities 2021 (Washington, DC: U.S. Department of Housing and Urban Development, 2021). [Link](#)

⁴ Greg A. Greenberg and Robert J. Rosenheck, “Jail Incarceration, Homelessness, and Mental Health: A National Study,” *Psychiatric Services* Vol. 59, 2 (2008): 170-173. [Link](#)

⁵ People experiencing homelessness who face increased risk of psychiatric hospitalization, substance use disorders, HIV infection, and trauma. See Margaret K. Nohel et al., “Revolving Doors: Incarceration Among the Homeless and Marginally Housed Population,” *American Journal of Public Health* 95, no. 10 (2005): 1747-1752. [Link](#); and Greenberg and Rosenheck, “Jail Incarceration, Homelessness, and Mental Health.”

⁶ Daniel Dubits et al., Family Options Study: 3-Year Impacts of Housing and Services Interventions for Homeless Families (Washington, DC: U.S. Department of Housing and Urban Development, Office of Policy Development and Research, 2018). [Link](#)

Follow-up session

Is there interest in a follow-up session or cross-training with local housing partners?

If so, please let us know in the chat.

Questions and Answers



Thank you!

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