



Supportive Housing for Homeless and Vulnerable People Leaving Prisons and Jails

**The Urban Institute
Overcoming Housing and Employment
Challenges for Returning Citizens
December 7, 2010**

Corporation for Supportive Housing

CSH is a national non-profit organization that helps communities create permanent housing with services to prevent and end homelessness.

CSH advances its mission through **advocacy**, **expertise**, **innovation**, **lending**, and **grantmaking**.



Typology of Housing and Service Needs among Justice-Involved People

Low Need

Individuals who are able-bodied and employable, who face an income/affordability gap; also may need short-term assistance with community reintegration

Moderate Need

Individuals with limited employment history and educational achievement, and who may have substance abuse, health or mental health challenges

High Need

Individuals with disabilities such as serious mental illness and chronic health and substance abuse issues who will need longer-term services

The Link Between Homelessness & Incarceration

Of people exiting incarceration....

- Three out of four have a substance abuse problem
- More than 10 percent of those coming in and out of jail and prison are homeless in the months prior to incarceration.
- An estimated 42% of inmates in state prisons and 49% in local jails were found to have both mental health and substance use issues.
- More than one in three jail inmates report some physical or mental disability.

The Link Between Homelessness & Incarceration

- A study in NYC documented the interrelationships between shelter use and re-incarceration.
 - 11% entered NYC homeless shelters, of this group, 33% returned to prison within 2 years
 - Survival analysis showed 'time since release' and 'residential instability' were the most salient risk factors for shelter use
 - Shelter use increased the risk of recidivism.
- A study of releasees from New York State Prison and New York City Jails and found that those who went to shelter were 7x more likely to violate parole as those who were discharged to family or housing.

Defining Supportive Housing



Supportive housing is
**permanent, affordable
housing**
combined with
a range of
supportive services
that help
**people with special
needs**
live stable and
independent lives.



St. Andrew's Court

- 42 units of supportive housing, 30 for homeless ex-offenders with disabilities and 12 for parolees.
- Includes integrated financing from HUD McKinney Homeless grants, Low-income Housing Tax Credits, IL Dept. of Human Services, IL Dept. of Corrections, and others.
- Conducts “in-reach” into correctional facilities to provide a smooth transition into supportive housing.
- Delivers tailored, comprehensive support services to all residents, including mental health, substance abuse, and employment services.



The Bridge's Iyana House

- 18 units of permanent supportive housing for women released from state prison on parole with SMI and histories of homelessness
- Building and property is master-leased from a private developer who “turn-keyed” the project
- The Bridge conducts in-reach at Bedford Hills Correctional Facility to identify and engage tenants
- Intensive 24/7 services include case management, weekly groups, peer counseling, and a “bonding period” where clients are re-acclimatized to community
- Project is funded by the New York State Office of Mental Health, and HUD McKinney-Vento Supportive Housing Program



CSH's Frequent User Systems Engagement (FUSE) Initiatives

FUSE Premise

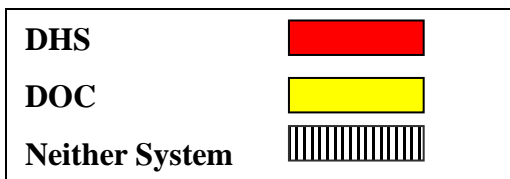
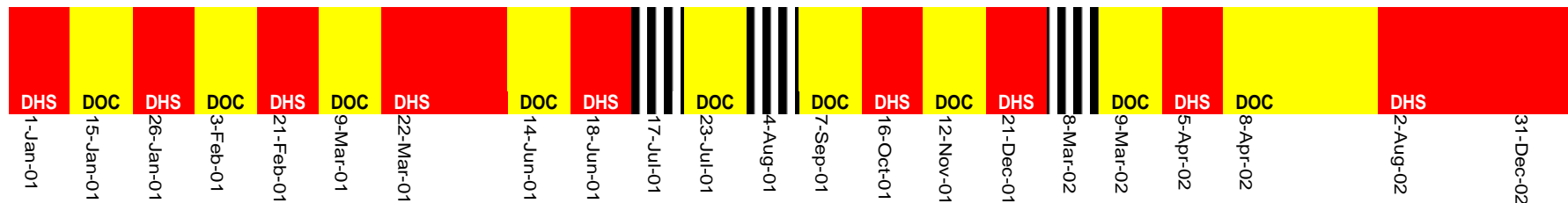
Thousands of people with chronic health conditions cycle in and out of crisis systems of care and homelessness - at great public expense and with limited positive human outcomes.

Placing these people in supportive housing will improve life outcomes for the tenants, more efficiently utilize public resources, and likely create cost avoidance in crisis systems like hospitals and shelter.

New York City FUSE

- Demonstration program designed to test whether PSH with enhanced engagement services can break cycle of homelessness and incarceration among individuals who are known “frequent flyers” of jail and shelter
- Supportive housing with “front-loaded” intensive case management services for 200 frequent users of jail and shelter, identified through pre-generated data match

Frequent User Case Study



Characteristics & Service Needs of Jail-Shelter Frequent Users

- High rates of co-occurring and complex issues:
 - Alcohol and substance use (approx. 80%); earlier data matches found high utilization of crisis drug treatment services (i.e. Medicaid-reimbursed detox)
 - Mental health issues (est. 30-50%), including serious mental illnesses (est. 25-40%)
- Criminal offenses largely consists of low-level misdemeanors (i.e. “quality of life” crimes), with minor felony histories
- Histories of transience and high level of involvement in multiple systems and services
- Lack of trust in service providers and inconsistent benefits enrollment
- Limited independent living skills and history of chaotic and unstable behaviors

Implementation through Collaboration

Partner	Role
NYC Dept of Correction	Data matching, program oversight, policy advocacy, service enhancement funding, facilitate jail in- reach
NYC Dept of Homeless Services	Data matching, program oversight, policy advocacy, service enhancement funding, facilitate shelter in-reach
NYC Dept of Health and Mental Hygiene	Services and operating funding and program oversight
CSH	Program design, assembled and coordinated funding, program oversight and troubleshooting, TA/training,
NYC Housing Authority / Housing Preservation and Development	Provide Section 8 vouchers
JEHT Foundation / Langeloth Foundation	Provided funding for service enhancements and evaluation
NYC Office of Management and Budget	Program oversight
John Jay College / Columbia University	Program evaluation

FUSE I Resources and Models

- 50 NYCHA Section 8 vouchers (Project Based)
- 50 existing single-site supportive housing unit set-asides
- Supportive services funded through other existing sources (e.g. COBRA, HUD)
- \$650,000 from JEHT Foundation for service enhancements + \$80,000 for training and TA

A. 50 Single-site (Congregate) supportive housing with front-loaded intensive services

B. 50 Scattered-site supportive housing with front-loaded intensive services

Total: 100 units of supportive housing with FUSE

FUSE II Resources and Models

- 40 NYCHA Section 8 vouchers (Project Based)
- 20 HPD Section 8 vouchers (Tenant Based)
- 16 City/State subsidies
- 17 existing supportive housing unit set-asides
- Services funding from NY/NY
- \$604,500 from NYC DOC and DHS for service enhancements
- \$250,000 from Langeloth Foundation for evaluation

A. 76 Single-site (Congregate) supportive housing with front-loaded intensive services

B. 17 Scattered-site supportive housing with front-loaded intensive services

Total: 93 units of supportive housing with FUSE

Single-Site Model with On-Site Front-Loaded Intensive Services



- Buildings operated by non-profits as special needs housing, but usually with mixed tenancy
- On-site services include case management, mental health services, independent living skills, and benefits coordination
- FUSE tenants are mixed with other formerly homeless or low-income tenants
 - Non-profit landlord accommodates tenant challenges
 - Given intensive support, but without special label or attention

Scattered-Site Model with Mobile Front-Loaded Intensive Services



- Scatter-site housing situations are market-rate apartments subsidized with rental assistance (Section 8)
 - Apartments master-leased by the provider and sub-leased to tenants
 - Places service provider in position of “middleman” between private landlord and tenant
- Services are provided through mobile case management teams or staff
 - Case management and ILS assistance provided at tenants’ apartments
 - Mental health or substance services provided at a central program office
- Placement in private-market apartment buildings facilitates “normalization,” but creates service delivery challenges

Providers and Units

Provider	Round I Units	Round II Units	Single / Scattered
BRC	3		Single
Brooklyn Community Housing and Services	18	1	Single
Community Access	19		Single
The Bridge	5		Single
Women's Prison Association	3		Single
Common Ground	26	19	Scattered
The Jericho Project	12	5	Single
Palladia	14	19	Scattered
CAMBA		10	Single
Pathways to Housing		36	Scattered
TOTAL	100	90	

In-reach, recruitment, and engagement

- Participating providers are responsible for conducting in-reach and recruitment of frequent user clients
- Client recruitment can take place in one of two ways:
 - Shelter match-up:
 - In-reach into shelters where frequent users are found in large numbers
 - DHS facilitates coordination with shelter operator/staff
 - Jail-based recruitment:
 - In-reach sessions in jail facilities
 - Must be able to attend to temporary housing needs, if housing is not ready upon release
- Providers conduct or arrange for psychosocial assessment and completion of housing applications
- Providers assist clients with benefits connections and resolution of eligibility restrictions

Frequent User Services Enhancements (FUSE)

- Supplemental funding to enhance services attached to unit during first year of tenancy in housing
- Uses include client engagement/recruitment, intensive case management, clinical supervision, and additional specialty services
- Providers used funding to lower client-to-case manager ratios, or create dedicated FUSE case manager to provide intensive support during first year of housing
- Grant from the JEHT Foundation provided \$650,000 on condition that if the program is successful, the City pick up funding in Phase II
- DOC and DHS now funding enhancements in Phase II

NYC Frequent Users of Jail and Shelter Phase I Evaluation Results

- Two years after placement into housing with services, tenants have experienced:
 - 91% housing retention rate
 - 92% reduction in use of homeless shelters
 - 53% reduction in use of city jails
- Reduction in jail & shelter use resulted in a net annual cost offset to the City of \$2,900 per person

Early Lessons

- Data matching across agencies helped to define a specific target population and facilitate tracking of outcomes
- Persistent “in-reach” and upfront engagement of individuals prior to placement is key to successful placement
 - Requires shift in provider practice required from passive tenant selection to active recruitment
 - Needs recognition that the most vulnerable clients are often those who are also the most resistant to help
 - Requires cooperation of institutional partners (jails, shelters) to facilitate access to and identification of potential clients

Early Lessons (continued)

- Service provider need training around unique needs and behavioral adaptations to incarceration of justice-involved people
- System-level implementation oversight involving multiple agencies and systems (corrections, homeless services, housing) is needed to overcome bureaucratic obstacles that perpetuate the “revolving door”
- Importance of rethinking how to use resources more flexibly and creatively
 - Although population is challenging, most challenges can be addressed through “front-loading” services and funding

Other FUSE Replications

Implementation

- Cook County, IL
- Hennepin County, MN
- Connecticut
- Seattle

Planning

- District of Columbia
- Denver

For More Information

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