



STATEMENT FOR NEW YORK STATE DIVISION OF THE BUDGET  
Public Hearings in Preparation for the 2008-2009 Budget

The Corporation for Supportive Housing (CSH) is pleased to submit this written statement to this Public Hearing in Preparation for the 2008-2009 Budget. CSH is a national non-profit intermediary whose mission is to help communities create permanent housing with services to prevent and end homelessness. CSH strives for a day when homelessness is no longer a routine occurrence and supportive housing is an accepted, understood, and easy-to-develop response. In coordination with broader national efforts to end homelessness, CSH will help communities create 150,000 units of supportive housing during the next decade.

We advance our mission by providing high-quality advice and development expertise, by making loans and grants to supportive housing sponsors, by strengthening the supportive housing industry, and by reforming public policy to make it easier to create and operate supportive housing. One example of our role is the work that we have doing as part of the New York City Departments of Correction's (DOC) and Homeless Services' (DHS) Discharge Planning Collaboration. We have been serving in an advisory capacity to this groundbreaking effort, as well as leading one of the promising initiatives that emerged from this effort, the Frequent Users of Jail and Shelter Initiative.

Our goal today is to talk about how supportive housing can become an integral component of New York State's re-entry system to break the cycle of crime, incarceration, and homelessness among the most vulnerable New Yorkers. CSH believes that supportive housing is a cost-effective vehicle for ending and preventing homelessness as well as reducing recidivism among people leaving prisons and jails, particularly those who have chronic health and behavioral health challenges—mental illness, HIV/AIDS, and substance abuse—as well as histories of homelessness and institutionalization.

**The Need for Re-entry Supportive Housing**

As you are well aware, people leaving prisons and jails have complex challenges and need assistance to access and maintain employment, healthcare, family reunification, substance abuse, and housing. Many people leaving prisons and jails are also returning to communities that are struggling with poverty, high crime, lack of employment opportunities, failing schools, and a lack of safe and affordable housing options. While these needs may seem overwhelming and insurmountable, our experience has taught us that these challenges can be addressed and overcome once the problem is unpacked and specific aspects of the problem are better understood. Not all people leaving prisons and jails are the same, and it is important to remember that no single solution will solve the re-entry crisis.

CSH has been focusing its efforts on the subset of individuals leaving prisons and jails who face chronic health and behavioral health challenges, who have life histories or

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HOUSING WITH SERVICES

TO PREVENT AND END

HOMELESSNESS.

life trajectories of homelessness and institutionalization. Many of these individuals have been and will continue to cycle in and out of incarceration, homeless shelters, psychiatric hospitals, detox and drug treatment programs, and other emergency service systems. In short, these individuals represent the highest needs and most complex cases among returning inmates, as well as most costly, and most difficult to manage in institutional and community corrections settings. Because of their multiple challenges, they require more than traditional, single-purpose services can provide, but need integrated health and mental health care, drug treatment, employment, and housing.

Recent research and data analyses have brought to light several of these populations:

First, research both national and in New York City have identified groups of individuals who cycle repeatedly and frequently in and out of local correctional settings, and who also are “customers” of various public systems. Consistently across the country, these jail “frequent flyers” are homeless, have high rates of substance abuse, and serious mental illness, and are often repeatedly arrested for low-level misdemeanors, violations, and “quality-of-life” offenses. An October 2007 data analysis in New York City identified 1,143 individuals who have spent a minimum of four jail stays and four stays in homeless shelters over the past five years. Nearly all of these individuals have substance abuse problems, mental health challenges, as well as cognitive impairments that directly lead to their continued homelessness and incarceration. This phenomenon has also been documented in other jurisdictions around the country including Chicago, Hennepin County (MN), Portland (OR), Rhode Island, Volusia County (FL), and Reno (NV). One of the most poignant descriptions of the experience of jail frequent flyers was presented in an article called, “Million Dollar Murray” that described an individual that racked up a million dollars in public costs through jail stays, emergency room visits, and use of medical detox programs (Gladwell, 2006). Murray was a homeless veteran with chronic substance abuse issues who was often picked up by the police three times in a single day, and who persistently used emergency detoxification services. When Murray was placed in a residential setting with monitoring and services, he was able to stop drinking, maintain employment, and put money in the bank. Unfortunately, that setting was not permanent and as the services ended, the dysfunction returned.

Second, many individuals have more serious levels of involvement in the criminal justice system and are incarcerated in state prison whose incarceration is directly related to their serious mental illness, co-occurring substance abuse, and lack of community supports. These individuals were likely homeless or hospitalized prior to their incarceration and will likely return to homelessness or hospitalization once released. In other words, these individuals experience a cycle that includes prison, release on parole supervision, homelessness, hospitalization, technical violation, and re-incarceration. One study estimates that 11% of people leaving State prisons to New York City became homeless within a first few months after leaving prisons. Of this group, about a third returned to prison within two years. This risk was significantly higher for individuals who were homeless prior to their incarceration or following their release, and the risk of re-incarceration among this group was twice as high for those who were admitted from or released to the mental health system.

Through their collaborative work, the New York City Department of Homeless Services and the New York State Division of Parole have been tracking the number of parolees in homeless shelters. They found that parolees consistently represent about 8-9% of the adult shelter census, fluctuating between 600 to 750 individuals in any given month. These numbers also show that a consistent 25-33% (200) of these individuals leave shelters each month. While some of these individuals are success stories, leaving shelter for more stable forms of housing, we believe many of these individuals are probably returning to prison on technical violations and re-arrests. Tracking these individuals over time, you will probably find that they have done this cycle—homelessness to prison to parole to homelessness and back to prison—more than once.

The continuing cycles experienced by these frequent flyers and homeless chronic parole violators show us that the current system is not working for these individuals, for public safety, or for public policy and spending. Moreover, given that these individuals are likely not committing new serious offenses, but are nonetheless re-incarcerated and institutionalized over and over again, we have to ask ourselves if the costs associated with sheltering and institutionalizing these individuals is really promoting public safety, or whether an alternative to this institutional circuit is needed.

### Supportive Housing – an Alternative to the Institutional Circuit

Fortunately, there is a cost-effective alternative to this institutional circuit: Supportive Housing.

- Correlation between prison release and entrance into NYC homeless shelters. Shelter use and residential instability as risk factors for subsequent re-incarceration:
  - “This paper examines the incidence of and interrelationships between shelter use and re-incarceration among a cohort of 48,424 persons who were released from New York State prisons to New York City in 1995–1998. Results show that, within two years of release, 11.4% of the study group entered a New York City homeless shelter and 32.8% of this group was again imprisoned. Using survival analysis methods, time since prison release and history of residential instability were the most salient risk factors related to shelter use, and **shelter use increased the risk of subsequent re-incarceration.**”
  - Metraux, Stephen and Dennis (Culhane 2004). “Homeless Shelter Use and Re-incarceration Following Prison Release.” *Criminology and Public Policy* 3(2): 139-160.
- Increase in likelihood to abscond from parole for homeless individuals:
  - “This study sought answers to these questions by following a group of 49 people released from New York State prisons and New York City jails for... The majority of people lived with their families and were welcome to stay there indefinitely; **those who went to shelters were seven times as likely to abscond from parole.**”
  - Nelson, Marta, Perry Deess, and Charlotte Allen (1999). *The First Month Out: Post-Incarceration Experiences*
- Increase in prison recidivism attributable to residential instability:
  - “The Georgia Department of Corrections determined that, **with each move after release from prison, a person’s likelihood of rearrest increased by 25 percent.**”
  - Tammy Meredith, John Speir, Sharon Johnson, and Heather Hull. *Enhancing Parole Decision-Making Through the Automation of Risk Assessment*. (Atlanta, GA: Applied Research Services, Inc., 2003).

To the contrary, evidence shows that structure and stability provided by supportive housing can reduce these negative trends. The best summary of this comes from research done on the New York/New York cost analysis done by Culhane, Dennis P., Stephen Metraux & Trevor Hadley (2002). The quotes below are taken from the attached summary showing reductions in both jail and prison utilization.

- “The number of criminal convictions decreased for the NY/NY group after placement into NY/NY housing by 22%, while actually increasing for the control group who did not enter NY/NY housing.”
- “The number of persons incarcerated after placement into NY/NY housing decreased by 57%, while actually rising for the non-NY/NY placed group. In addition, the number of actual incarceration episodes fell by 63% from 93 to 34 cases, while also rising for the control group.”
- “The number of days incarcerated decreased by nearly 73%, while increasing among the control group.”

Even more convincing are the findings of the New York City Frequent Users of Jail and Shelter Initiative, a supportive housing demonstration program that CSH helped to launch working with the New York City Department of Correction and New York City Department of Homeless Services. The Frequent Users Initiative is a concrete example of how supportive housing, coupled with

enhanced services, can break this cycle, even amongst a group known to be high users of multiple systems, and how government can work collaboratively and effectively to create this cost-effective resource to solve public problems and reduce crime.

This initiative identified individuals who have a minimum of four jail and four shelter stays over the past five years. It is placing 100 individuals into supportive housing settings operated by eight different community-based providers, and that were linked to intensive support services to address their health and mental health needs and increase their housing stability. To help these individuals achieve stability, the program layered on a service enhancement—the Frequent User Service Enhancement (FUSE), funded by the JEHT Foundation—during the first year that these individuals were housed to fund *inreach* into jails and shelters and up-front intensive supports.

Preliminary outcomes from the evaluation being conducted by John Jay College Research and Evaluation Center show promising results. Of the 73 FUSE clients examined in the preliminary evaluation, 67 of 73 (92%) remain housed. 99% avoided shelter use after placement and 85% avoided any return to jail. When contrasted with a matched comparison group over a six-month timeframe after placement, FUSE participants reduced days spent in shelter by a 99%, while the comparison group reduced shelter utilization by only 57%. The jail numbers are even more striking. The FUSE group reduced days spent incarcerated by 57%, while the comparison group increased by 39%, a relative difference of 91%. All of these differences are statistically significant.

Based on these promising results, DOC, DHS, have funded a continuation of the program on a scale of 50 units, which will be supplemented by foundation support for a total expansion of between 75 and 100 units. Placements will begin in January of 2008, but with the most recent data match showing 1143 frequent users currently in the system, it is clear that the need far exceeds available resources.

### **Bringing Re-entry Supportive Housing to Scale**

The Frequent Users Initiative provides a concrete example of how supportive housing can break a costly cycle, and how government can work across silos and with the private and non-profit sectors to solve complex problems. Given the promising outcomes, the next question is how we can take this to scale to meet the needs of the full subset of individuals who are experiencing this and other institutional circuits of homelessness, incarceration, and public system use.

The beauty of supportive housing initiatives such as the Frequent Users Initiative is that they, by necessity, require interagency collaboration and public-private partnerships. They require capital funding from housing finance agencies, services funding from service agencies, rental assistance from housing authorities, and the direct service and know-how of community based providers. They can be “jump-started” through partnerships with foundations like the JEHT Foundation, whose investment helps “prime the pump” to reinvest public dollars.

The NY/NY III Agreement is the latest example of how City and State agencies worked together to invest in the large-scale production of supportive housing. It demonstrates a belief that supportive housing is a primary vehicle for ending long-term homelessness and institutionalization. While both the City and State intended that the scope of NY/NY III include criminal justice-involved persons, this main focus of this agreement is on chronic street or sheltered homeless persons, and the resulting eligibility definition therefore tends not to include individuals whose chronic homelessness is experienced as an institutional including prisons and jails.

While NY/NY III may not be the solution for re-entry, it provides the precedence and basis for a large-scale public investment in supportive housing for re-entry. Re-entry supportive housing can be created on a large scale through a similar approach, drawing upon and blending funding from

traditional sources (Office of Mental Health, the Homeless Housing Assistance Program, the City Department of Housing Preservation and Development, the City Department of Health and Mental Hygiene, and the City Department of Homeless Services), as well as new funds justified through future cost avoidance. Funding requirements for such an initiative would be significant, but not unattainable.

- Operating and service costs would be roughly equivalent for both scattered-site and single-site units, at roughly \$15,000 annually per unit.
- Capital costs for the development of single-site units might range between \$150-200,000 per unit.
- This new investment could be made to feed into or tap existing State and City funding streams for capital, operating, and services dollars without new line-item authorizations.

We respectfully urge that the New York State Division of the Budget build on New York's history of leadership in the area of reentry planning and work with New York State and City agencies to make a strategic investment in the creation of supportive housing, a proven solution to the re-entry crisis for the most needy and costly individuals incarcerated in prisons and jails in New York.

We are providing folders that provide more information on the populations and initiatives that we have discussed today, and hope that you find them useful in guiding your work in formulating an integrated strategy for successful re-entry. CSH is available to provide further information at your request. Thank you very much.

Respectfully submitted by the Corporation for Supportive Housing:  
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Enclosures:

*About CSH*

*About Supportive Housing*

*Frequent Users of Jail and Shelter Profile*

*Reentry Brochure*

*Re-Entry Supportive Housing Initiative Draft Concept*

# Supportive Housing: It Works



## About Supportive Housing

Supportive housing—permanent, affordable housing linked to health, mental health, employment, and other support services—is a proven, cost-effective way to end homelessness for people who face the most complex challenges. By providing chronically homeless people with a way out of expensive emergency public services and back into their own homes and communities, supportive housing not only improves the lives of its residents but also generates significant public savings.

## Why We Need Supportive Housing

Too many men, women, and children experience homelessness in the United States:

- At least a half a million Americans do not have a place to call home each night.
- As many as one percent of all Americans find themselves homeless at some point each year.
- As many as 250,000 American households—including at least 12,000 to 15,000 families with children—have nowhere to call home for years on end.
- Ten percent of those who become homeless every year are people who are homeless for the long term; they use 50 percent of shelter capacity.

For chronically homeless people—who measure their homelessness in years, instead of weeks or months—mental illness, substance use, and physical disabilities often create additional barriers to stability and a new life off of the streets.

## Supportive Housing is Permanent Housing

People who live in supportive housing sign leases and pay rent, just like their neighbors. Supportive housing and shelters are not the same thing, but they complement each other. Shelters work well for what they're designed for—emergencies and short-term situations, not as long-term housing.

## Supportive Housing is Cost Effective

It costs essentially the same amount of money to house someone in stable, supportive housing as it does to keep that person homeless and stuck in the revolving door of high-cost crisis care and emergency housing. CSH's cost studies prove that we can either waste money prolonging people's homelessness or spend those dollars on a long-term solution that produces positive results for people and their communities.

The most comprehensive case for supportive housing is made by a recently released study from the University of Pennsylvania's Center for Mental Health Policy and Services Research. Researchers tracked the costs associated with nearly 5,000 mentally ill people in New York City for two years while they were homeless and for two years after they were housed. Among their conclusions: supportive and transitional housing created an average **annual savings of \$16,282 per unit** by reducing the use of public services.

(continued...)



# Corporation for Supportive Housing

- 72% of savings resulted from a decline in the use of public health services
- 23% from a decline in shelter use
- 5% from reduced incarceration of homeless people with mental illness

This reduction in costs nearly covered the cost of developing, operating, and providing services in supportive housing. After deducting the public benefits, the average supportive housing unit created by a city-state partnership in New York City cost only \$995 per year.

In other words, based on the most conservative assumptions—without taking into account the positive impacts on health status and employment status, or improvements to neighborhoods and communities—**it costs little more to permanently house and support people than it does to leave them homeless.**

And further evidence shows that supportive housing provides public benefits beyond these savings. An analysis of the Connecticut Supportive Housing Demonstration Program found that supportive housing improved neighborhood safety and beautification, increasing or stabilizing property values in most communities.

Years of experience confirm that neighbors embrace supportive housing as an asset to their communities. Supportive housing projects and their sponsors are often among the “pioneers” in a neighborhood’s renaissance. The Times Square, a supportive housing project in New York that was featured in two *60 Minutes* stories, is a prominent example of how supportive housing can raise the development standard in a distressed area, helping to spur other developers and business to invest.

# Supportive Housing: It Works



## About the Corporation for Supportive Housing

- Mission:** CSH helps communities create permanent housing with services to prevent and end homelessness.
- Vision:** CSH strives for a day when homelessness is no longer a routine occurrence and supportive housing is an accepted, understood, and easy-to-develop response. In coordination with broader national efforts to end homelessness, CSH will help communities create 150,000 units of supportive housing during the next decade.
- Core Values:** CSH's core values are: **integrity, respect, persistence, and making a difference.** We set as a central priority creating opportunities for tenants to live with dignity in accordance with their own interests, and we work hard to open the doors of supportive housing to people who face the greatest challenges. To learn more about our core values, visit <http://www.csh.org/values>.
- What We Do:** CSH brings together people, skills, and resources. We advance our mission by providing high-quality advice and development expertise, by making loans and grants to supportive housing sponsors, by strengthening the supportive housing industry, and by reforming public policy to make it easier to create and operate supportive housing. CSH is a national organization that delivers its core services primarily through eight geographic hubs: California, Illinois, Michigan, Ohio, Minnesota, New Jersey, New York, and Southern New England (Connecticut, Rhode Island). CSH also operates targeted initiatives in Kentucky, Maine, Oregon, and Washington, and provides limited assistance to many other communities.
- Results:**
- CSH has raised over \$221 million from foundations, corporations, and through government contracts for use in expanding supportive housing nationwide, and has leveraged over \$1 billion in federal, state, and local public and private sector financing for capital, operating, and service dollars.
  - CSH has committed nearly \$119 million in loans and grants to support the creation of 17,318 units of supportive housing, with 11,882 units in the pipeline now. The units in operation have ended homelessness for at least 21,000 adults and children.
  - CSH's national resource center maintains state-of-the-art information on a wide array of supportive housing issues, and responds to hundreds of requests from throughout the United States.
  - Each year, CSH trains thousands of people to develop, manage, and operate supportive housing.
  - CSH reshapes public policies and public systems to improve the nation's response to long-term homelessness.
  - CSH has helped supportive housing advocates speak out—and be heard—on behalf of increased government investments in supportive housing.

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08/06



# Corporation for Supportive Housing



# BREAKING THE CYCLE: CREATING SUPPORTIVE HOUSING FOR FORMERLY CRIMINAL JUSTICE-INVOLVED PERSONS

## The Revolving Door of Homelessness and Corrections

More and more people are becoming homeless after release from prison or jail, either discharged directly into shelters or ending up there shortly after release. Homelessness among these individuals increases their chance of returning to criminal justice custody, either due to technical violations of parole conditions, or because of newly committed offenses. Many of these individuals include those with chronic health challenges and special needs like mental illness, HIV/AIDS, and chronic substance use.

### *Homelessness among Parolees*

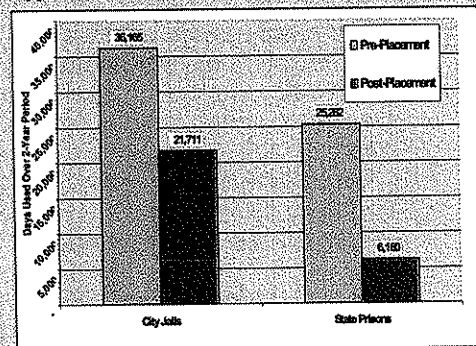
Each year, an estimated 11% of the approximately 26,000 parolees released from State prison to New York City on parole supervision become homeless within a few months after release. On any given day, homeless parolees make up 8-9% of the shelter census. Many of these individuals are sent back to prison for technical violations of their parole conditions—violations that could be prevented if these individuals could access safe and stable housing linked to supportive services.

### *Homelessness after City jails*

Approximately 30% of people who enter shelters have been incarcerated in New York City's jails. A six-month data match between the New York City Departments of Correction and Homeless Services identified 1,146 individuals who had a minimum of four jail admissions and four shelter admissions during the past five years. These frequent users of jail and shelter also had numerous contacts with detox and other emergency services. Combined with effective in-reach and engagement, supportive housing could help break the cycle of incarceration and homelessness for these individuals...and in doing so, would pay for itself.

### *On the other hand...*

#### **Supportive housing reduces criminal justice involvement**



Supportive housing is a proven tool for preventing homelessness and for reducing criminal justice involvement. The University of Pennsylvania's 2001 study of New York/New York housing found that placement into supportive housing reduces time spent in City jails by 40% and time spent in State prisons by 76%!

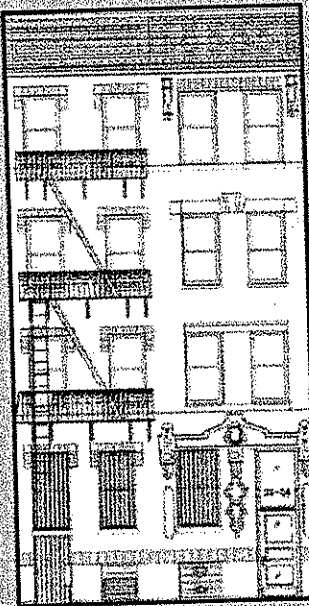
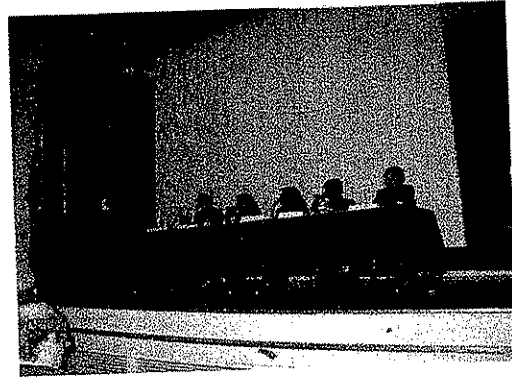
## CSH's Response

With support from the Jeht Foundation, the Open Society Institute, the Robert Wood Johnson Foundation and the Rhodebeck Charitable Trust, the Corporation for Supportive Housing has been helping communities address re-entry housing needs through public education, model development, and policy reform effort to expand supportive housing opportunities for people who become homeless after leaving prisons and jails. This initiative involves three components:

- **Model development:** CSH provides technical and financial assistance to help non-profit organizations develop new supportive housing projects and approaches for formerly incarcerated and justice-involved people.
- **Building provider capacity and expertise:** CSH co-founded and continues to chair the Re-entry Housing Roundtable, a coalition of 26 providers, advocates and experts convened to help design policy solutions and financing mechanisms to expand supportive housing options for people leaving prisons and jails.
- **Policy reform:** Working closely with our government partners, CSH is helping to advance several policy reforms that would greatly increase the inventory of re-entry supportive housing to serve formerly incarcerated and criminal justice involved persons in New York. These include:
  - The creation of an integrated re-entry supportive housing fund to provide capital, operating and services funding for projects targeted to people leaving prisons and jails;
  - The establishment of a jail-shelter reinvestment fund to enhance services for frequent users of jail and shelter; and
  - Development of a coordinated approach to create supportive housing for homeless parolees at-risk of technical violation.

## CSH's Recent Efforts and Accomplishments

- CSH, with generous support from the Robert Wood Johnson Foundation, launched the **Returning Home Initiative**—a national effort to establish supportive housing as an essential component of reintegrating criminal justice-involved people into communities, and promote local and national public policy changes to better integrate the corrections, housing and health and human services systems.
- CSH is working with The New York City Departments of Correction and Homeless Services, with assistance from NYCHA and DOHMH to implement the **Frequent Users of Jail and Shelter Initiative (FUSE)**. This ground-breaking structured demonstration initiative is placing 100 individuals into permanent supportive housing in an attempt to break their institutional circuit between jail, shelter, emergency health, and other public systems. An additional service enhancement for stabilization support was provided in year-one by the Jeht Foundation with an agreement to continue the program from the City Office of Management and Budget if successful. Preliminary analysis from the evaluation being conducted by John Jay College Research and Evaluation Center shows a 92% housing retention rate, 85% avoidance of avoidance of jail involvement, and 100% avoidance of shelter use.
- CSH provided its expertise around supportive housing for the Council of State Governments'-convened **Re-entry Policy Council**, a working group of 100 individuals and national organizations convened to catalog established and innovative approaches to addressing prisoner re-entry. The Report of the Re-entry Policy Council is available at <http://www.reentrypolicy.org>.
- CSH compiled the **New York City Parole Housing Directory** for the New York State Division of Parole to assist parole staff with accessing transitional and supportive for people released on parole supervision to New York City.
- CSH New York has provided technical and financial assistance to help develop **twelve supportive and re-entry housing projects totaling 235 units** for formerly incarcerated and justice-involved persons.



### CSH-Assisted Project Profile: *Hour Children's Hour Apartment House II*

Hour Children is a multifaceted family service provider established in 1995 by a group of Sisters of Saint Joseph to provide support to incarcerated mothers and their children. In June 2005, Hour Children will celebrate the opening of its newest permanent supportive housing project for families headed by homeless and formerly justice-involved women. Financed through the New York City Department of Homeless Services and low-income housing tax credits syndicated by the Enterprise Social Investment Corporation, the project will provide affordable two-bedroom apartments and social services to families leaving Hour Children's transitional housing and shelters.

CSH played a crucial role in initiating and developing this project, directing Hour Children to HPD for capital funding, retaining a capable development consultant on the organization's behalf, and providing Hour Children with a loan in the amount of \$100,000 to assist with predevelopment expenses.

For more information on CSH's work regarding supportive housing for justice-involved and formerly incarcerated people, please contact *Richard Cho*, Associate Director of the New York Office at [richard.cho@csh.org](mailto:richard.cho@csh.org) or *Ryan Moser*, Program Officer, at [ryan.moser@csh.org](mailto:ryan.moser@csh.org).

**Frequent Users of Jail and Shelter Initiative**

The New York City Departments of Correction (DOC) and Homeless Services (DHS), with assistance from the Department of Health and Mental Hygiene (DOHMH) and the New York City Housing Authority (NYCHA) are implementing the Frequent Users of Jail and Shelter Initiative. This ground-breaking structured demonstration initiative is placing 100 individuals into permanent supportive housing in an attempt to break their institutional circuit between jail, shelter, emergency health, and other public systems. An additional service enhancement for stabilization support provided in year-one by the JEHT Foundation administered by CSH allows providers to work in conjunction with DOC and DHS to perform jail and shelter "in-reach" and offer intensive engagement and stabilization services for a critical time following placement into housing.

**Targeting the Population**

Eligibility is determined through a quarterly data match between DOC and DHS to identify people with a minimum of four jail and four shelter stays over the last five years. This replenishing list of approximately 850-1,100 individuals is then cross-referenced with the current jail and shelter census to locate potential participants. The following timeline shows the utilization pattern of one individual with multiple incidents of jail (yellow), shelter (red), and little time spent outside of both systems (black and white) over a two-year time period.

Graphic Representation of a Frequent User Systems Usage



**Demonstrating Success**

The program is being evaluated by John Jay College Research and Evaluation Center. The study is utilizing a quasi-experimental design with a comparison group generated through propensity score matching. Although early, preliminary findings show promising results:

- For the 73 FUSE clients included in the research sample (as of 1/31/07), 92% – 67 of 73 – remain housed. Additionally, 100% have avoided shelter use after placement and 85% have avoided return to jail. Of the clients placed into housing at least 180 days prior, 89% – 31 of 35 – remain housed.
- For the same group, 100% have avoided return to shelter, 89% have avoided return to jail, and 94% have exceeded the average length of time they spent outside of both systems over the five-year period prior to placement.
- When compared to the matched comparison group, FUSE participants show a significantly lower average number of days confined after housing.

**Policy Implications**

Program expansion is currently underway in New York with a City-funded 50-unit increase being implemented in fall of 2007 and discussion for further expansion in the following fiscal year. Additionally, FUSE has provided a national model for replication. Chicago is implementing a FUSE program with modifications to fit the local context. Other jurisdictions planning similarly designed programs include Ohio, Rhode Island and Seattle.

**Key Features and Innovations:**

Housing Resources:

FUSE has a 100-unit capacity to house single adults.

- 50 sponsor-based Housing Choice Vouchers provided by the NYC Housing Authority (scattered-site)
- 50 set-aside units in larger supportive housing buildings funded by DOHMH and DHS (single-site)

Enhanced Services:

Assist with stabilization and housing maintenance are provided through the JEHT Foundation-funded Frequent Users Service Enhancement (FUSE) with an agreement to continue the program from the New York City Office of Management and Budget (OMB) if successful.

Criminal Justice Waiver:

NYCHA worked with DOC and DHS to develop a waiver for non-violent and drug-related convictions. The waiver is granted for "sponsor-based" vouchers that are linked with stabilization and support services that promote public safety and tenant success.

Public-Private Collaboration:

Monthly meetings were held with four Section-8 housing providers, four congregate housing providers, three government agencies, John Jay College of Criminal Justice, and CSH throughout implementation.

Initiative Partners:

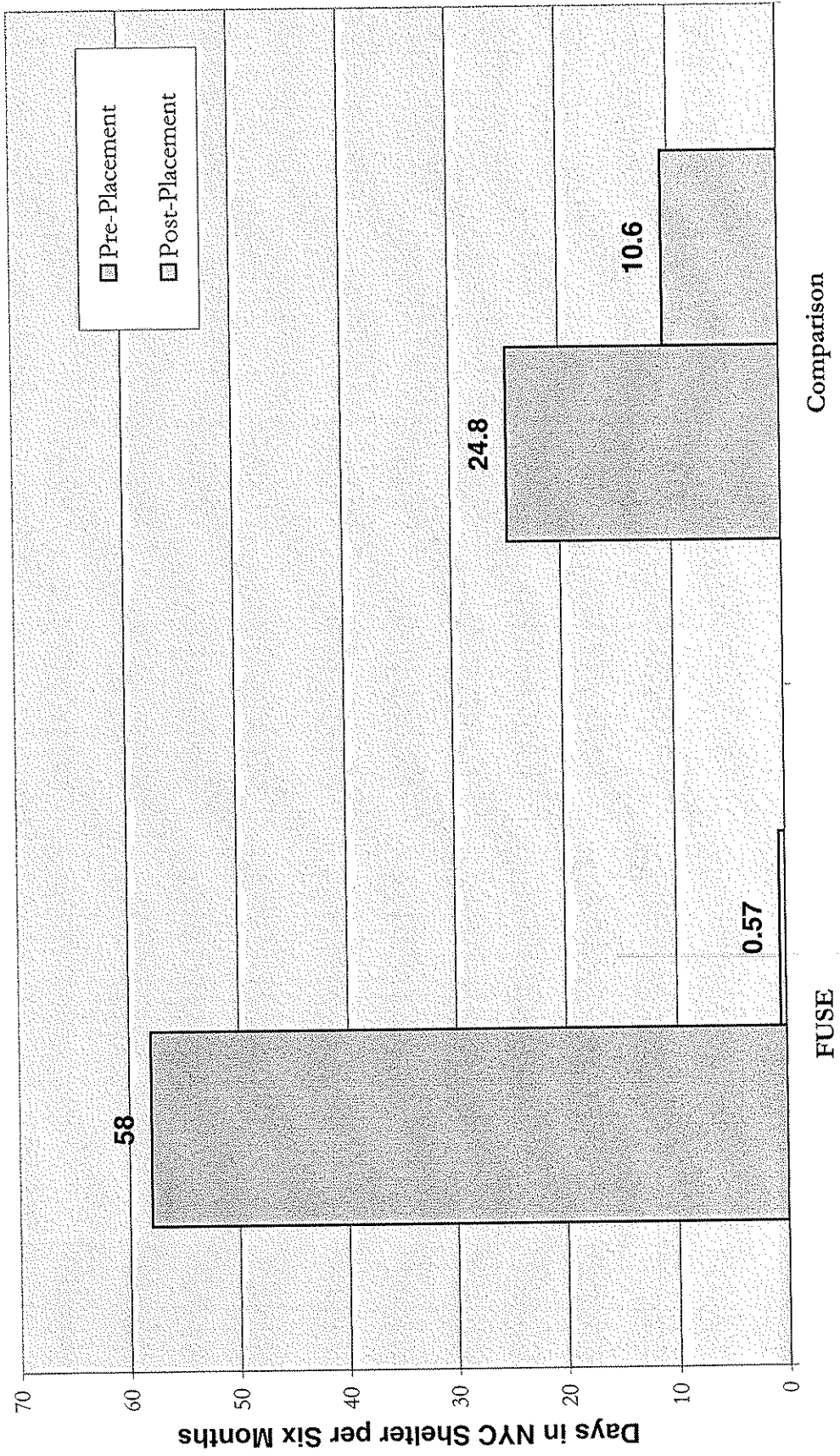
Administration and Program

- NYC Department of Correction
- NYC Department of Homeless Services
- Corporation for Supportive Housing
- John Jay College Research and Evaluation Center
- Eight Non-Profit Housing and Service Providers

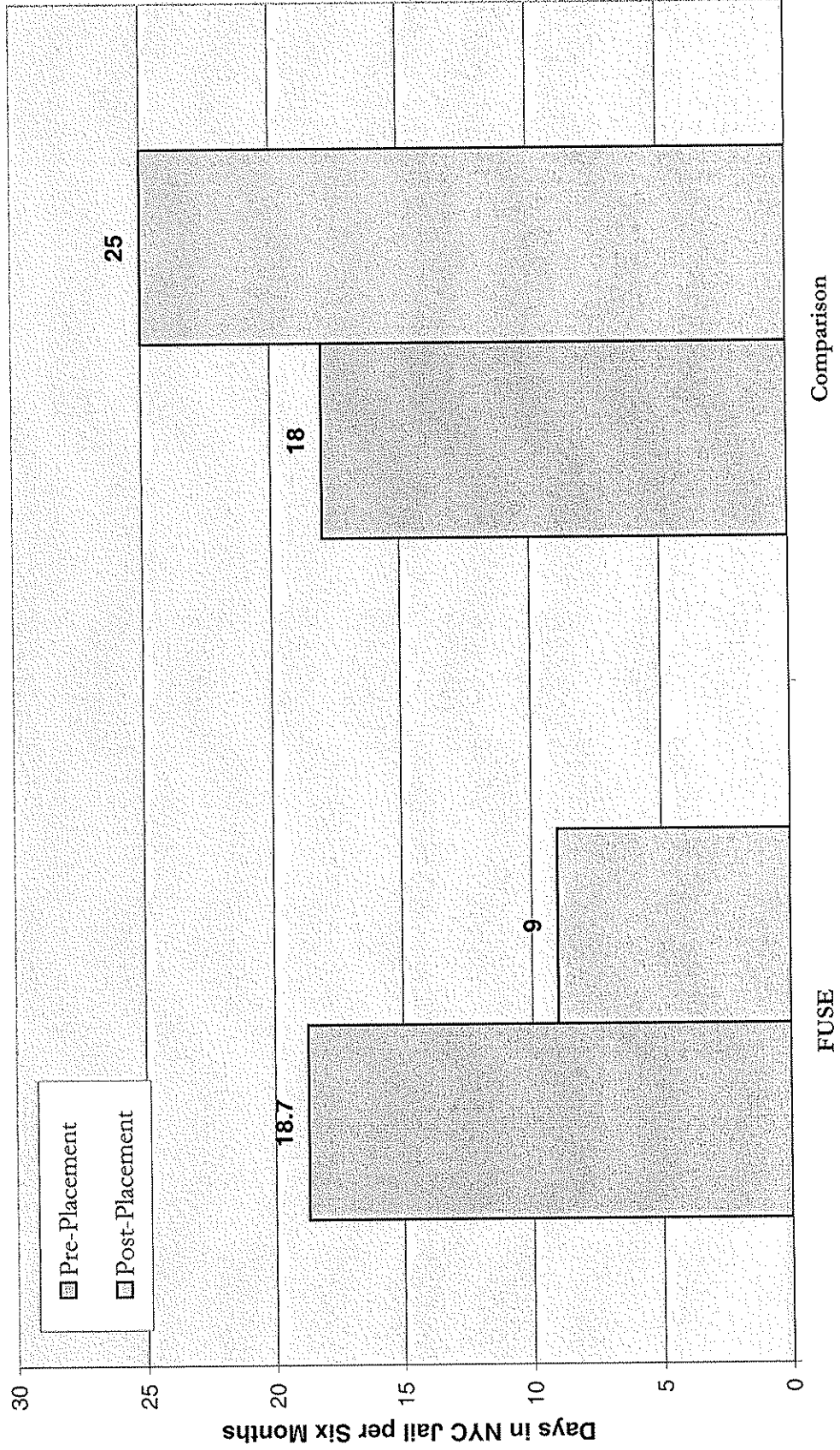
Funding and Policy Partners:

- NYCHA
- JEHT Foundation
- NYC DOHMH
- NYC Human Resources Administration
- NYC OMB

# Comparison of Days in Shelter: FUSE vs. Comparison Group Pre and Post Placement For Tenants Placed at Least 180 Days



# Comparison of Days in Jail: FUSE vs. Comparison Group Pre and Post Placement For Tenants Placed at Least 180 Days



# NEW YORK STATE AND CITY MUST INVEST IN RE-ENTRY SUPPORTIVE HOUSING

## The City and State Can Build on and Expand Existing Funding Streams to Create Re-entry Supportive Housing –

- A City-State agreement to create 500 units of Re-entry Supportive Housing—350 congregate and 150 scattered-site—targeted specifically towards individuals leaving jail and prison with mental health, substance abuse and other disabling conditions would fill a supportive housing need unmet by NY/NY III.
- Combined annualized operating and services costs would be \$7.5 million when the program reaches full capacity—roughly \$15,500 per unit for 500 units. The development of 350 units of supportive housing would require \$70 million in capital funding.
- This new investment would feed into or tap existing State and City funding streams for capital, operating, and services dollars without new line-item authorizations.

## The Time is Right for a City-State Re-entry Supportive Housing Agreement –

- Both Mayor Bloomberg and Governor Spitzer have embraced supportive housing and are committed to improving the re-entry process for jails and prisons.
- Governor Spitzer and State criminal justice agencies are actively seeking ways to improve the re-entry process from state prisons and local corrections
- By creating a parallel funding stream targeted exclusively at “revolving door” clients of criminal justice and other systems, it will be possible to extend the benefits of supportive housing to criminal justice-involved persons without competing for existing resources.
- The City and State have, in the past, created additional agreements (High Service Agreements I and II) to expand supportive housing resources to address the needs of persons not served through New York/New York I and II.
- There is significant potential for leveraging private investment on the scale of \$1–3 million dollars as evidenced by the interest on the part of several private philanthropic foundations in creating supportive housing for criminal justice-involved persons.

## Re-entry Supportive Housing is a Cost-Effective Vehicle for Stopping the Revolving Door of Homelessness, Incarceration, Detox, Hospitalization, and Other Emergency Public Service Use –

- Re-entry supportive housing is permanent, affordable housing coupled with assertive supportive services design to ensure that justice-involved people caught on an institutional circuit between homelessness, incarceration, and frequent use of other systems are kept stably housed, out of criminal justice involvement, and other emergency public services.
- Re-entry supportive housing increases public safety, reduces recidivism for both prison and jail populations, and promotes wellness and resiliency for individuals and communities.
- Re-entry supportive housing reduces chaotic use of expensive emergency health and homeless services, and thus helps City and State government avoid unproductive spending.

## Re-entry Supportive Housing is Successful in New York –

- The Frequent Users of Jail and Shelter Initiative is a New York City pilot effort that is showing promising results in breaking the jail-shelter cycle for 100 individuals who are frequent users of jail, shelter, and emergency other public systems.
- New York State’s Parole Treatment Support Program is a project jointly funded by the Division of Parole and the Office of Mental Health to end recidivism and prevent homelessness among on mentally ill parolees through housing and comprehensive supportive services.
- The Bridge, Inc.’s Iyana House, a dedicated 18-unit permanent supportive housing project for women with serious mental illness released from Bedford Hills Correctional Facility, demonstrates

the effectiveness of re-entry supportive housing for preventing homelessness and reducing technical violations among high risk parolees with serious mental illness.

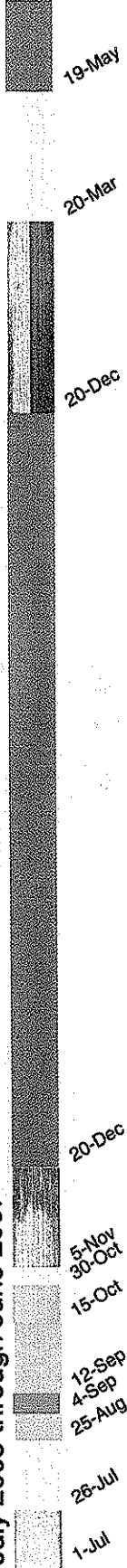
**A City-State Agreement is an Effective Policy Vehicle of Creating Re-entry Supportive Housing on a Large Scale –**

- The New York/New York III Agreement (NY/NY III) is an agreement between the Governor, Mayor, and ten State and City agencies that calls for an investment of \$1 billion in capital and \$150-200 million annually in operating/services funding to create 9,000 units of supportive housing in New York City over the next ten years. Signatory agencies include:
  - NYS Office of Mental Health
  - NYS Office of Alcohol and Substance Abuse Services
  - NYS Office of Temporary and Disability Assistance
  - NYS Division of Housing and Community Renewal
  - NYS Office of Children and Family Services
  - NYC Department of Homeless Services
  - NYC Department of Health and Mental Hygiene
  - NYC Department of Housing Preservation and Development
  - NYC Human Resources Administration
  - NYC Administration for Children's Services
- Although originally intended to include people leaving jail or prison, NY/NY III's main priority populations became chronic sheltered and street homeless persons, as well as other long-term users of single institutions. **No criminal justice agencies are signatories on the Agreement and there are no dedicated units for homeless justice-involved persons.**
- For signatory agencies, NY/NY III is breaking down silos, and demonstrating how agencies can work collaboratively and across sectors to fund and create supportive housing.

# Homelessness as an Institutional Circuit

A hypothetical timeline with associated public costs for a homeless individual caught in the institutional circuit who is neither chronically street or sheltered homeless.

July 2005 through June 2007



System	Days in System	Per Diem Rate \$	Total Cost \$
Shelter	160	*68	10,880
Jail	96	*129	12,384
Detox	8	**1,000	8,000
Prison	408	*79	32,232
Hospital Inpatient	15	*657	9,855
Parole	60	**7	420
Unaccounted	43	-	-
<b>Total</b>	<b>730</b>		<b>\$73,771</b>
<b>Annualized Cost</b>			<b>\$36,886</b>

\*Per diem rates taken from the New York/New York Cost Study (Culhane, Metraux, and Hadley, 2001).

\*\*Per diem rates based on internal estimates, subject to review.