

new beginnings

*the need for supportive housing for
previously incarcerated people*



Sarah Powell Huntington House



Providence House



Fortune Academy

Common Ground Community / Corporation for
Supportive Housing

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Dear Readers:

In the spring of 2002, Common Ground Community and the Corporation for Supportive Housing jointly initiated a Re-Entry Housing Roundtable (“Roundtable”). The Roundtable convenes an array of experts in the supportive housing and criminal justice fields to exchange knowledge about the housing and social service needs of persons re-entering the community after incarceration and to advocate for the expansion and creation of housing opportunities for these individuals and their families. The group, composed of representatives from over thirty not-for-profit organizations, housing development consultants and members of the legal community in New York City, has prompted significant discussion, research and, now, this publication entitled “New Beginnings: The Need for Supportive Housing for Previously Incarcerated People.”

In New York City, there is an average of 14,533 individuals incarcerated in the City’s jail every day, most for short term stays. Thirty percent of the individuals living in the New York City shelter system have also been incarcerated. These individuals tend to move back and forth between the two systems at an enormous human, social and financial cost.

There are superior and cost effective alternatives, however. Making supportive housing - affordable housing combined with needed support services - available and easy to access has proven a successful strategy for reducing and preventing criminal recidivism and homelessness in places throughout the country. Common Ground is currently planning the development of Transitional Re-Entry Housing for previously incarcerated, homeless women and their children and a residential work program for previously incarcerated single men. The programs will offer mental health and substance abuse counseling while their overarching focus will be twofold: reunification of families and permanent housing.

This report examines the housing needs of formerly incarcerated people, particularly those with special needs, and presents a national survey of existing models of re-entry housing. Our hope is that this publication will assist conversations already underway in New York and around the country on the tremendous need for and promise of supportive housing for ex-offenders.

Sincerely,

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New Beginnings: The Need for Supportive Housing for Previously Incarcerated People

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EXECUTIVE SUMMARY

The Need for Supportive Housing for Previously Incarcerated People

Persons exiting the criminal justice system contribute significantly to the growing number of homeless individuals throughout the United States. Supportive housing has proven itself the most cost effective strategy to end homelessness, but the supply of units is extremely limited. It is in the interest of city, state, and federal criminal justice systems to take the lead in providing capital and operating support to enable the creation of supportive housing for ex-offenders in partnership with non-profit organizations.

Supportive housing for ex-offenders is critical at this time when homelessness is rising. The number of individuals released from prisons is 300% greater than it was twenty years ago. In order to prevent ex-offenders from further contributing to the overall homeless population, we must first understand why many re-enter communities with no housing or prospect of housing. Some of those reasons include:

- Many are discharged without having received needed assistance, from the most basic, such as attaining photo identification, to the most specialized, including medical and mental health services.
- Because the lengths of incarceration are longer than they were twenty years ago, persons exiting prisons have more difficulty readjusting to life outside a correctional facility.
- Many are unable to cope with the new stresses and differences of life outside a correctional institution, which is often manifested in re-arrest.
- Many are likely not to have participated in prison-based programs such as vocational training, education, or drug treatment, leaving them inadequately prepared to succeed on their own.
- Many return to a relatively few disadvantaged urban communities where the prevalence of crime and lack of legal, living wage employment opportunities are disproportionately greater than in other areas of the U.S.

In urban centers, such as New York City, *between 30-50% of parolees are homeless.*¹ Many ex-offenders who always had stable housing in the past have a difficult time finding and keeping housing once released. With little to no discharge planning prior to release, many newly released prisoners tend to return to or enter the shelter system. Housing placement must be part of re-entry services provided to released offenders. Without homes, ex-offenders struggle to tackle the many other issues that they face upon re-entry to the community.

Persons in and exiting incarceration experience significant disadvantages:

- 65% of state prison inmates have not completed high school.²
- Over one-third of all inmates report having some physical or mental disability.³

¹ Joan Petersilia, "When Prisoners Return to the Community: Political, Economic, and Social Consequences," Sentencing and Corrections, US Department of Justice, November 2000: 5 < <http://www.ncjrs.org/pdffiles1/nij/184253.pdf> >.

² Conquest Offender Reintegration Ministries Online – Facts about Prisons and Prisoners, <http://www.conquesthouse.org/sentproj1.html>

³ *Criminal Offenders Statistics*, Bureau of Justice Statistics, DOJ

- 20-26% of all HIV/AIDS cases in the U.S. were releasees from correctional facilities; releasees with hepatitis B accounted for 12-16% of all cases in the U.S.; releasees with hepatitis C accounted for 29-32% of all cases in the U.S.; and those with tuberculosis accounted for 38% of all cases in the U.S.⁴
- 70-85% of state prisoners are in need of drug treatment, however only 13% receive it while incarcerated.⁵

As of December 31, 2002, 1,440,655 inmates were under federal or state jurisdiction in the United States.⁶ In 1999, nearly 600,000 individuals were released from state and federal prisons and returned to their communities.⁷ Of these individuals released, 67.5% were rearrested for a new crime and 51.8% were sent back to prison within 3 years after release.⁸ *In New York City, nearly 75% of the inmates released from Rikers Island jail return within one year.*⁹

According to the Vera Institute, approximately 350 inmates are released into New York City every day.¹⁰ In New York City, it is common for released prisoners to be dropped off at Queens Plaza in Queens or the Port Authority Bus Terminal in Manhattan before dawn with only a few dollars and subway fare. The immediate needs of ex-offenders, including food stamps, methadone, emergency cash, or a shelter bed therefore cannot be met.

Supportive housing providers report that significant numbers of tenants are ex-offenders. Unfortunately, these numbers have not been formally tracked since the tenants came to supportive housing through the Department of Homeless Services (DHS), and historically, DHS does not keep records of the number of ex-offenders served.

Nonetheless, ex-prisoners have been integrated into supportive housing and have thrived therein, along with the overwhelming majority of other supportive housing tenants. The success of supportive housing in helping ex-offenders become productive members of society demonstrates that it is an effective re-entry housing option for this population.

Benefits of Supportive Housing for Ex-Offenders

According to the results of a recent University of Pennsylvania study, supportive housing significantly decreases the chance of recidivism into New York City jails and prisons. This study reveals that a “substantial and statistically significant decline in both the numbers of prison terms and in the number of days served following a NY/NY [supportive] Housing placement,

⁴ Jeremy Travis, Amy Solomon and Michelle Waul, “From Prison to Home: The Dimensions and Consequences of Prisoner Reentry,” Urban Institute Justice Policy Center, June 2001.

⁵ *ibid*

⁶ “Prisoners in 2002,” report, Bureau of Justice Statistics Bulletin: Department of Justice July 2003 <http://www.ojp.usdoj.gov/bjs/pub/pdf/p02.pdf>.

⁷ Petersilia 5.

⁸ Patrick Langan and Davis Levin, “Recidivism of Prisoners Released in 1994,” Bureau of Justice Statistics Special Report, US Department of Justice June 2002.

⁹ Jennifer Wynn, Inside Rikers (New York: St. Martin’s Press, 2001) 7.

¹⁰ Wynn 33.

even after comparing the persons placed in NY/NY [supportive] Housing with a set of matched controls.”¹¹

Supportive housing is an effective and efficient approach to meeting the housing and specialized service needs of ex-offenders in one comprehensive program. In addition to a home, supportive housing provides the services such as employment counseling/training, substance abuse treatment, mental health counseling, and access to quality health care that are necessary to address individual circumstances and maintain independent living. In fact, the experiences of most service providers indicate that stable housing is a prerequisite for receiving and maintaining such services. Furthermore, the average cost of maintaining a permanent apartment with supportive services in New York City is far less than that of a maintaining an inmate in a New York prison, jail, shelter, hospital or psychiatric institution.¹²

Current Funding and Legislation

Despite growing momentum within the government and the private sector to address prisoner re-entry issues, available funding to develop and operate supportive housing for ex-offenders remains scarce. Developers of these projects are forced to use patchwork financing schemes, drawing upon homeless assistance resources and funding targeted to people with special needs, to underwrite their projects. For this reason, many projects targeting ex-offenders are not likely to be developed in the present economy without new, dedicated resources.

Advocates and providers have been looking to the corrections system to fill the funding gap. Although some state corrections agencies have begun to express interest in undertaking this role, few projects have yet been developed.

Financial Impact

The amount of money spent per person on inmate programs in state prisons far exceeds the cost of maintaining a single resident in a supportive housing facility. The average cost of maintaining a permanent apartment with supportive services in New York is approximately \$34 per day per person. In comparison, a New York State prison cell costs \$88 per day per person.¹³ A New York City jail cell costs \$175 per day per person, a New York City shelter cot costs \$68 per day per person, a New York City hospital bed costs between \$600-1600 per day per person, and a New York State psychiatric bed costs \$350 per day per person.¹⁴ Additional costs must be considered for female prisoners with children in the foster care system. Approximately seventy-six percent of incarcerated women in New York State are mothers and many of them have children in foster care, which costs \$20,000 per year per child in New York and adds significantly to the cost of incarceration.¹⁵

¹¹ Dennis Culhane, Trevor Hadley and Stephen Metraux, “NY/NY Housing and The Use of New York City Jail Services: An Analysis Merging Administrative Data,” Preliminary Report to the Corporation for Supportive Housing, January 2001.

¹² Supportive Housing Saves Money – and Benefits Our Communities!, ed. Corporation for Supportive Housing, 20 October, 2003 <http://www.csh.org/index.cfm?fuseaction=Page.viewPage&pageId=345>; (1999 figures).

¹³ “Basic Prison and Jail Fact Sheet,” March 2002, The Correctional Association of New York, < http://www.correctionalassociation.org/prison_facts.htm >.

¹⁴ “Supportive Housing Saves Money – and Benefits Our Communities!,” ed. Corporation for Supportive Housing, 20 October 2003 < <http://www.csh.org/index.cfm?fuseaction=Page.viewPage&pageId=345> >.

¹⁵ “Reclaiming Lives, Reuniting Families, Rebuilding Communities,” Project Greenhope: Services for Women, Inc. Pamphlet.

Conclusion

Creating supportive housing for individuals leaving the criminal justice system represents a socially, morally and fiscally smart imperative. It offers significantly to reduce the rates of homelessness and recidivism in a segment of society so prone to both. This paper illuminates the multiplicity of reasons why ex-offenders struggle to re-integrate into free society and argues convincingly that affordable housing tied to support services such as alcohol and substance abuse treatment, job training and placement, mental health counseling, family re-unification and permanent housing placement has the capacity to save individual livelihoods, entire families, and many millions of local, state and federal dollars. There is no single model for how re-entry housing should look. As illustrated in this publication, organizations around the country are experimenting and succeeding at developing flexible, responsive models that address and eliminate the myriad issues associated with a prisoner's re-entry. In light of this, it is incumbent upon constituencies and governments at all levels to advocate for both heightened awareness and increased funding of supportive housing for previously incarcerated people.

I. THE NEED FOR SUPPORTIVE HOUSING FOR PREVIOUSLY INCARCERATED PEOPLE

Homeless Ex-Offenders: The Numbers

At the end of 2002, 1,440,655 inmates were under federal or state jurisdiction.¹⁶ The number of inmates in state and federal prisons has increased more than six-fold since 1970, when there were fewer than 200,000 persons incarcerated.¹⁷ Over the last decade, the number of people in correctional institutions and programs has increased steadily.¹⁸ From 1990 to 2000, there was a 49% increase in the total estimated correctional population, a 36.5% increase in the total parole population, a 43.8% increase in the total probation population, a 53.2% increase in the total jail population, and a 76.5% increase in the total prison population.¹⁹

At the end of 2000, state prisons were operating between full capacity and up to 15% above capacity while federal prisons were operating at 31% above capacity.²⁰ As the number of incarcerated prisoners is increasing, the number of prisoners released is also expected to grow.²¹ In 2001, about 592,000 state prison inmates were released to the community after serving time.²²

The number of released prisoners has increased significantly over the years. Twenty years ago, only about 150,000 people returned each year from prison. In 2001, nearly 600,000 inmates were released from state and federal prisons.²³ According to the Vera Institute of Justice, approximately 350 inmates are now released into New York City every day.²⁴ Many ex-offenders re-enter life outside of correctional facilities with no identifiable housing and few have support networks available in the communities to which they return. As a result, ex-offenders are a population at particular risk of becoming homeless.

In the late 1980s, an estimated one-fourth of the nation's homeless had served a prison sentence. In the State of California, the Department of Corrections reports that 10% of all parolees are homeless, and in urban areas such as San Francisco and Los Angeles, *30-50% of all parolees are homeless*.²⁵ In New York City, 30% of those in the New York City shelter system have a history of incarceration.²⁶

¹⁶ *Prison Statistics*, Bureau of Justice Statistics, Department of Justice, "Prisoners in 2002," report, Bureau of Justice Statistics Bulletin: Department of Justice July 2003 <http://www.ojp.usdoj.gov/bjs/pub/pdf/p02.pdf>.

¹⁷ "Facts about Prisons and Prisoners," The Sentencing Project, Conquest Offender Reintegration Ministries Online, <http://www.conquesthouse.org/prisoner%20facts.pdf>.

¹⁸ *ibid*

¹⁹ "National Corrections Population Reaches New High," National Alliance to End Homelessness: Alliance Online News 31 August 2001 < <http://www.endhomelessness.org/pub/onlinenews/news08-31-01.pdf> >.

²⁰ *Prison Statistics*, Bureau of Justice Statistics, Department of Justice, www.ojp.usdoj.gov/bjs/prisons/htm

²¹ *ibid*

²² "Inmates Returning to the Community After Serving Time in Prison," Reentry Trends in the United States, ed. Timothy Hughes and Doris Jamis Wilson, 20 August 2003 <http://www.ojp.usdoj.gov/bjs/reentry/reentry.htm>.

²³ "Prison" refers to a state or federal correctional facility, "Jail" refers to a city correctional facility.

²⁴ Wynn 33.

²⁵ Petersilia 5.

²⁶ NYC Department of Homeless Services and NYC Department of Correction Data Match, 2003.

Why are ex-offenders homeless?

There is no simple or single reason why ex-offenders become homeless; a variety of factors contribute to their uneasy transition and reintegration into society. Some ex-offenders were homeless when sentenced while others were sentenced because they were homeless. At the same time, many ex-offenders who had stable housing before being incarcerated have a difficult time finding and keeping it once released.

People living on the streets often face arrest for public “nuisance” crimes such as public urination, indecency, intoxication, or common activities such as sleeping, standing, or begging in public spaces.²⁷ Local jurisdictions adopt such ordinances to criminalize these acts that are almost exclusive to people who are homeless.²⁸

Of the approximately 600,000 prisoners who return to communities each year, most have not completed high school, have histories of substance abuse and health problems, and have limited employable skills. Despite evidence showing that in-prison education, job training, and drug treatment programs are cost-effective and beneficial, surveys indicate that few inmates receive these services.²⁹ Upon release from prison or jail, ex-offenders tend not to have valid photo identification, have little or no contact with or support from family, and are equipped with only a small amount of money. Few have begun the application process for Medicaid or other financial support systems.³⁰ Without income, identification, or treatment, ex-offenders lack many of the essentials for acquiring a place to live.

A supportive family member or friend can provide the right amount of encouragement to ease an ex-offender’s transition into the community and deter behavior or situations that could lead to re-arrest or homelessness. This support is critical within the first three months after release, directly after the shock of re-entry, when the highest percent of re-arrests occur.³¹ The Vera Institute of Justice conducted a study in which they monitored a group of released prisoners for one month after release. They found that a supportive presence at the moment of re-entry was an indicator of success across the board, including a correlation with lower drug use, greater likelihood of securing employment, and less criminal activity.

While this supportive presence is ideal, the reality is that most people leaving prison re-enter the community alone. Without adequate discharge planning, many newly released prisoners are referred directly to the shelter system or find their way there eventually. Due to the length of time spent in a correctional institution, ex-offenders tend to be isolated and unable to cope with the stresses of daily life outside the institution.³² The Vera Institute study found that, upon

²⁷“Incarceration, Homelessness, and Health,” policy statement, National Health Care for the Homeless Council, June 2001.

²⁸ While “nuisance” crimes are criminalized in most U.S. cities and states, New York City has been at the forefront of penalizing such offenders without sending them to prison. Specifically, Midtown Community Court was created as a national model to provide alternatives to incarceration in an attempt to reduce the numbers of people entering prisons. See http://www.courtinnovation.org/demo_01mcc.html

²⁹ Jeremy Travis, Amy Solomon, and Michelle Waul, *From Prison to Home: The Dimensions and Consequences of Prisoner Reentry*, Urban Institute Justice Policy Center, June 2001.

³⁰ Marta Nelson, Perry Deess, Charlotte Allen, “The First Month Out: Post-Incarceration Experiences in New York City,” Vera Institute of Justice, September 1999.

³¹ *ibid*

³² *New York Consolidated Plan* Volume 2: 2003, 23.

release, *ex-offenders who went to shelters were seven-times more likely to abscond from parole than those who went home with their families.*³³

Service Needs

The service needs of ex-offenders are extremely high immediately following release. Many ex-offenders experience feelings of anxiety as a result of the transition into community life. Adapting to independence is especially difficult for ex-offenders who served relatively long sentences. Dependence habits formed while institutionalized often result in poor choices upon release.

Ex-offenders enter communities, towns, and, most often, cities from which they have been severely isolated for an extended period of time. Oftentimes they are bused to a central location, arriving at night when it is inconvenient to be met by a family member or friend, and very few businesses are open for service. In New York City, it is common for released prisoners to be dropped off at Queens Plaza in Queens or the Port Authority bus terminal in Manhattan before dawn with only a few dollars and subway fare.³⁴ The immediate needs of ex-offenders, including food stamps, methadone, emergency cash, or a shelter bed, therefore cannot be met. The first night back from prison or jail without the most basic supports can set the tone for a grim and hopeless reintegration.

Beyond the initial night of release, ex-offenders have extended everyday needs for which they are typically not prepared. The Vera Institute of Justice study suggests that, upon release, ex-offenders usually need assistance obtaining documentation for work and a photo identification; job search assistance, including tips and referrals to potential employers; help applying for Medicaid so that it is active immediately upon release; housing; mental health assessment and connections with clinics; connections to representatives from community-based programs who might be able to meet inmates on the day of release and help for their families in knowing how to provide support for their recently released relative.³⁵

Women prisoners face additional challenges upon release. The incarceration rate for women in New York State prisons has more than tripled in recent years, from 609 in 1985 to 2,590 in 1995, and needs specific to them are of growing importance. Specifically, nearly 80% of women committed to New York State prisons in 1995 were convicted of non-violent drug offenses, 95% have histories of substance abuse, 78% reported a history of physical and sexual abuse, and 76% were mothers.³⁶

Employment Needs

Without vocational experience or advanced education, attaining a job is nearly impossible. Due to their lack of training, skills, and knowledge of the current job market, ex-offenders are at a serious disadvantage for securing employment. In 1991, 33% of jail inmates were not employed

³³ Nelson, Deess, and Allen, [The First Month Out](#).

³⁴ Alan Feuer, "Out of Jail, Into Temptation: A Day in a Life," [New York Times](#), 28 February 2002.

³⁵ Nelson, Deess, and Allen, [The First Month Out](#).

³⁶ "Reclaiming Lives, Reuniting Families, Rebuilding Communities," Project Greenhope: Services for Women, Inc. Pamphlet.

prior to their arrest and, in 1997, 68% of state prison inmates had not completed high school.³⁷ On the other hand, studies show that inmates with at least two years of college have a 10% re-arrest rate compared to the national re-arrest rate of 60%.³⁸

Furthermore, the stigma attached to incarceration makes it especially difficult for ex-offenders to compete for jobs. Sixty-five percent of employers in major US cities said they would not knowingly hire an ex-offender regardless of his or her offense.³⁹ Formerly incarcerated people are also legally banned from working in certain fields including law, real estate, medicine, nursing, physical therapy, and education.⁴⁰ *In New York during 2000, 60% of former prisoners were unemployed.*⁴¹

An additional complication of post-prison employment is the lack of skill-appropriate jobs in the neighborhoods to which ex-offenders return.⁴² Ex-offenders are increasingly concentrated in a few urban counties, yet the labor market is swiftly shifting to the suburbs. This supply and demand discrepancy becomes even more noticeable when considering that ex-offenders may compete with persons leaving welfare for the same low-skill jobs that do exist and pay minimally.

With very little hope of finding legal, living wage work, ex-offenders are less likely to be able to meet the financial responsibilities of a home and may be more vulnerable to living on the streets and/or engaging in illegal activities. In 1991, 32% of jail inmates released for at least one year were earning an annual income of under \$5,000.⁴³ According to one estimate, a 10% decrease in an individual's wages is associated with a 10-20% increase in his or her criminal activity and likelihood of incarceration.⁴⁴ By housing ex-offenders in supportive facilities after release, it is possible to provide the services that enable self-sufficient, pro-social living habits and potentially decrease the rates of repeat jail sentencing and imprisonment.

Housing Needs

Given the restrictions of the private housing market, the policies of public housing authorities and the many other issues returning prisoners face, it is not surprising that many ex-offenders end up living on the streets. Federal housing policies permit – and in some cases require – public housing authorities, Section 8 providers, and other federally-assisted housing programs to deny housing to individuals who have engaged in certain criminal activities, including ones that are drug-related, violent, or may negatively affect the health and safety of other residents.⁴⁵ Even if

³⁷ "Facts about Prisons and Prisoners," The Sentencing Project, Conquest Offender Reintegration Ministries Online, <<http://www.conquesthouse.org/prisoner%20facts.pdf>>.

³⁸ Wynn 155.

³⁹ Joan Petersilia, "When Prisoners Return to the Community: Political, Economic, and Social Consequences," Sentencing and Corrections No.9 (2000), 20 October 2003 <<http://www.ncjrs.org/pdffiles1/nij/184253.pdf>>.

⁴⁰ Travis, Solomon and Waul, *From Prison to Home*.

⁴¹ Marta Nelson and Jennifer Trone, brief, "Why Planning for Release Matters," Vera Institute of Justice, 2000.

⁴² James P. Lynch and William Sabol, "Prisoner Reentry in Perspective," Urban Institute Justice Policy Center, September 2001.

⁴³ "Facts about Prisons and Prisoners," The Sentencing Project, Conquest Offender Reintegration Ministries Online, <<http://www.conquesthouse.org/prisoner%20facts.pdf>>.

⁴⁴ Testimony of Rudy J. Cypser, *Transition*, NYC, August 10, 2001

⁴⁵ Travis, Solomon and Waul, *From Prison to Home*.

former inmates manage to find openings, most of them do not have enough money to pay for a security deposit or other initial payments required for an apartment.

The prevalence of homelessness in New York City is exacerbated by an extreme housing shortage and a tight housing market that is becoming even more strained. The citywide vacancy rate for rentals went down from 4.1% in 1990 to 2.94% in 2002, the lowest rental vacancy rate of the last decade.⁴⁶ The few existing vacancies rent at very high rates in the city, requiring a percentage of income disproportionate to that earned by most people in the State of New York. Today, a fulltime worker in New York City must earn 401% of the minimum wage (\$5.15 per hour) in order to afford a two-bedroom unit at the area's Fair Market rent. In 2002, over 25.5% of all New York City renters paid more than 50% of their household income for rent.⁴⁷ Moreover, in the past three years, the number of vacant apartments renting under \$700 decreased by approximately 14% while those renting under \$400 decreased by 66%.⁴⁸

Special Needs

The number of incarcerated individuals with special needs is greatly disproportionate to the overall special needs population in the U.S. Specifically, the prevalence of mental illnesses, drug and alcohol abuse, and diseases such as tuberculosis, HIV/AIDS, hepatitis B, and hepatitis C is growing in prisons and jails. While prisoners sometimes have greater access to medical care than persons with similar sociodemographic characteristics who are not incarcerated, the prison experience can also exacerbate or create adverse physical or psychological conditions. Either way, treatment is especially necessary for these populations both during and after incarceration.

People who are mentally ill make up a significant portion of the population in correctional facilities. Approximately 300,000 prison and jail inmates have a recognized mental illness, which is four times greater than the number of mentally ill persons in state psychiatric hospitals and two to four times higher than the number of people with a mental illness in the entire U.S. population.⁴⁹

Approximately 16% of all of released prisoners suffer from mental illness.⁵⁰ Mentally ill inmates represent a population in need of specialized services and at risk of becoming homeless upon release from a correctional facility. *Mentally ill inmates in state prisons were more than twice as likely as other inmates to have been homeless before their arrests.*⁵¹ More than three-fourths of mentally ill inmates had previously been sentenced to jail or prison, and one-half had served three or more prior sentences.⁵² In Los Angeles, more than 70% of the severely mentally ill homeless have been arrested at least once.⁵³

⁴⁶ Patrick Markee, "Housing a Growing City: New York's Bust in Boom Times," Coalition for the Homeless July 2002: 38 and 2003 Income and Affordability Study, New York City Rent Guidelines Board April 25, 2003: 2.

⁴⁷ "Out of Reach 2003: America's Housing Wage Climbs," National Low Income Housing Coalition, 21 October 2003: 1, <<http://www.nlihc.org/oor2003/>> and "Mayor Michael R. Bloomberg Releases Initial Findings of 2002 New York City Housing and Vacancy Survey," 7 February 2003 <www.nyc.gov>.

⁴⁸ "New York's Affordable Housing Crisis," Housing First!, July 2001 <www.housingfirst.net>.

⁴⁹ National Health Care for the Homeless Council – Policy Statement and Travis, Solomon and Waul.

⁵⁰ Travis, Solomon and Waul.

⁵¹ Fox Butterfield, "Prison Brim with Mentally Ill, Study Finds," New York Times, 12 July 1999.

⁵² *ibid*

⁵³ Fox Butterfield, "Asylums Behind Bars: A Special Report," New York Times, 5 March 1998.

Over one-third of all inmates report having some physical or mental disability.⁵⁴ Rikers Island in New York City annually admits between 120,000 and 130,000 people into custody, of which roughly 25,000 (or 20% of total inmates) have a diagnosed mental illness.⁵⁵ Jails and prisons house such a high number of mentally ill individuals today largely because of the massive emptying out and shutting down of mental hospitals that occurred during the 1970s. As a result of this era of *deinstitutionalization*, more people with mental illnesses than ever before became homeless, and many ended up in prisons or jails for “nuisance crimes.”⁵⁶ While hardly their designated purpose, prisons and jails have been forced to function as de facto mental health treatment centers.

Experts agree that a prison or jail sentence is an inappropriate response to housing or treating people who are mentally ill. Rarely will inmates with mental illnesses remain incarcerated long enough or have access to proper and effective psychiatric treatment even though they tend to serve longer sentences than other inmates. On Rikers Island, the average length of stay is 42 days; however, for people with mental illnesses, it is 215 days.⁵⁷ During incarceration, mentally ill inmates are seldom stabilized on the right medication, offered adequate therapy, or assisted with planning for care upon release.⁵⁸

The percentage of prison and jail inmates with a recognized disease is also disproportionately greater than the percentage in the larger U.S. population. As of 1997, releasees from correctional facilities diagnosed with HIV/AIDS accounted for 20-26% of all such cases in the U.S.; those with hepatitis B accounted for 12-16% of all cases in the U.S.; those with hepatitis C accounted for 29-32% of all cases in the U.S.; and those with tuberculosis accounted for 38% of all cases in the U.S.⁵⁹ Stable housing, medical care, and sufficient medication are critical to ensuring the health and well-being of medically frail ex-offenders and of those with whom they come in contact upon release.

Lastly, abuse of drugs and alcohol is extremely prevalent amongst offenders. In jail and prison, a large proportion of current and former users, sellers, and dealers are concentrated in a single confined area. In fact, three out of every four inmates have a history of using drugs or alcohol, yet most will not receive formal treatment while in custody.⁶⁰ Approximately three-quarters of this population are released from prisons annually.⁶¹

⁵⁴ *Criminal Offenders Statistics*, Bureau of Justice Statistics, Department of Justice, <<http://www.ojp.usdoj.gov/bjs/crimoff.htm>>.

⁵⁵ New York City Correction Department, www.ci.nyc.ny.us/html/doc/html/overview/html and “Prisons as Mental Hospitals,” *New York Times*, 7 September 1999.

⁵⁶ Joan Petersilia, “When Prisoners Return to the Community: Political, Economic, and Social Consequences,” *Sentencing and Corrections* No.9 (2000), 20 October 2003 <<http://www.ncjrs.org/pdffiles1/nij/184253.pdf>>.

⁵⁷ Butterfield, “Asylums Behind Bars.”

⁵⁸ *ibid*

⁵⁹ Travis, Solomon, and Waul, *From Prison to Home*.

⁶⁰ Nelson, Deess, and Allen, *The First Month Out*.

⁶¹ Travis, Solomon, and Waul, *From Prison to Home*.

Recidivism Rates

The number of ex-offenders who violate the condition of their parole or conditional release and return to prison has directly affected the increase in the total number of annual incarcerations. Of the roughly 600,000 people released from prison each year, 67.5% were rearrested for a new crime and 51.8% were sent back to prison within three years after release.⁶² *In New York City, nearly 75% of inmates released from Rikers Island return within one year.*⁶³

As the length of prison sentences increases, so does the rate of persons returning to prison. Of the inmates who served less than one year in prison, approximately 14% returned to federal prison while of those who served five or more years, 25% returned.⁶⁴ This alarmingly high recidivism rate begs us to consider the effectiveness of existing in-facility rehabilitation programs and to examine the circumstances in which ex-offenders find themselves upon release.

The Urban Institute found that there is a population of people, labeled “churners,” who cycle through prison and parole multiple times and are more likely than first time releasees to go back to prison.⁶⁵ They tend to be former drug or property offenders rather than violent offenders, and between 1995 and 1998 they served more time in prison on their subsequent sentences than their original one.

Parole and Ex-Offenders

At the end of 2002, 4.7 million adult men and women were on probation or parole in the U.S., an increase of almost 84,242 people from the previous year.⁶⁶ This is a population which ideally should be “reformed” or on the way to a legal lifestyle. Unfortunately, this is increasingly not the case.

Ex-offenders who violate parole technicalities or commit another crime account for 35% of all prison admissions.⁶⁷ Between 1990 and 1998 there was a 54% rise in the number of individuals returning to prison for parole violations. Parolees are much less likely to complete their parole term today than they were ten years ago. In 1985, 70% of parolees successfully completed their parole term; by 1998, the number had dropped to 45%.⁶⁸ This dramatic decrease indicates that parole supervision is not properly addressing the needs of parolees.

Changes in sentencing practices and cutbacks in prison rehabilitation programs have placed new demands on the institution of parole. While correction agencies have scrambled to pay for new

⁶² Patrick Langan and Davis Levin, “Recidivism of Prisoners Released in 1994,” report, Bureau of Justice Statistics, US Department of Justice, June 2002.

⁶³ Wynn 7.

⁶⁴ “Offenders Returning to Federal Prison, 1986-1997,” report, Bureau of Justice Statistics, US Department of Justice.

⁶⁵ James P. Lynch and William Sabol, “Prisoner Reentry in Perspective,” Urban Institute Justice Policy Center, September 2001.

⁶⁶ “Probation and Parole Statistics,” Bureau of Justice Statistics, Department of Justice, <www.ojp.usdoj.gov/bjs/pandp.htm>.

⁶⁷ Joan Petersilia, “When Prisoners Return to the Community: Political, Economic, and Social Consequences,” *Sentencing and Corrections* No.9 (2000), 20 October 2003 <<http://www.ncjrs.org/pdffiles1/nij/184253.pdf>>.

⁶⁸ Travis, Solomon, and Waul, *From Prison to Home*.

prisons and more corrections officers, the probation and parole agencies typically responsible for assisting ex-offenders in their transition from detention have suffered budget reductions.

The amount of money allocated and available attention of parole officers for each parolee is decreasing in response to the growing numbers of parolees. National per capita spending decreased from \$11,000 to \$9,500 per parolee per year from 1985 to 1998.⁶⁹ At the same time, the number of parolees assigned to each parole officer has increased. It is now common for one parole officer to manage approximately 70 caseloads compared to 45 caseloads in the 1970s.⁷⁰ Such a large caseload makes it almost impossible for a parole officer to dedicate enough time to a parolee to address effectively his or her re-entry needs.

Changes in Types of Convictions

The average profile of persons on parole or conditional release and the types of crimes they have committed are changing. The average age of parolees has increased as has the number of female and Hispanic parolees. More drug law violators and fewer violent offenders are on parole today and parolees today have served longer sentences. Drug law offenders now outnumber violent offenders both in prison and on parole. In 1996, 71% of state prison inmates were convicted for non-violent crimes, including 30% for drug offenses and 29% for property offenses.⁷¹

The increase in drug offense sentences is the major reason for the overall increase in prison admissions since 1980. However, despite the population shift, there has been little or no shift to emphasize rehabilitation or alternative income sources. The Office of National Drug Control Policy reported that 70-85% of state prisoners are in need of drug treatment, however only 13% receive it while incarcerated.⁷² A drug offense is different from a violent offense in that it is usually a lifestyle choice which economic disadvantage and physical addiction help perpetuate. Once released from a correctional facility, ex-drug offenders are likely to return to the situations and behavioral patterns that led to the initial drug offense.

The addition of treatment or specialized rehabilitation during incarceration has proven to lower rates of recidivism among substance abusers. One study found that in-prison drug treatment combined with aftercare resulted in a 28% reduction of criminal recidivism and a 62% reduction in drug use.⁷³ Preparing offenders who are about to leave the prison system and assisting them in post-release can enable them to reenter their communities facing with fewer challenges and temptations.

Ex-drug offenders usually re-enter the community and social situations in which they lived prior to incarceration. They return to what is familiar and, often, to illegal activities. Providing both housing and supportive services that address the needs of ex-offenders creates a new environment in which individuals truly have the opportunity to start over.

⁶⁹ *ibid*

⁷⁰ Joan Petersilia, "When Prisoners Return to the Community: Political, Economic, and Social Consequences," *Sentencing and Corrections* No.9 (2000), 20 October 2003 <<http://www.ncjrs.org/pdffiles1/nij/184253.pdf>>

⁷¹ "Facts about Prisons and Prisoners," *The Sentencing Project*, Conquest Offender Reintegration Ministries Online, <<http://www.conquesthouse.org/prisoner%20facts.pdf>>.

⁷² *ibid*

⁷³ Travis, Solomon and Waul, *From Prison to Home*.

Community Impact

The impact of recidivism is felt disproportionately within the relatively small number of disadvantaged communities to which ex-offenders return. The cycle of arrest, removal, incarceration, and re-entry is concentrated in our nation's poorest communities, particularly poor communities of color. As of December 31, 2000, there were 3,457 sentenced black male inmates per 100,000 black males in the U.S.; 1,220 Hispanic male inmates per 100,000 Hispanic males in the U.S.; and 449 white male inmates per 100,000 white males in the U.S.⁷⁴

There are identifiably few communities from where many offenders come and to where many ex-offenders will return. Overall, returning prisoners are concentrated in a few states, a few core urban counties within those states, and a few metropolitan areas within those counties. Both the volume and concentration of returning prisoners in these urban counties have increased over time. In 1998, five states accounted for half of all releasees and sixteen states accounted for 75% of all releasees.⁷⁵ For example, an area in Brooklyn, New York that makes up 11% of all its city blocks and accounts for 20% of its total population is also home to 50% of the total parolee population in Brooklyn.⁷⁶

As research has shown, incarceration is related to lower levels of employment and earnings upon release. This being so, the removal and return of larger volumes of ex-prisoners into poor communities has negative consequences on these communities.

Cost Analysis

Data released by the Bureau of Justice Statistics on state prison expenditures in fiscal year 1996 indicates that on average, states spent a total of roughly \$22 billion on prisons each year.⁷⁷ This number has more than tripled since 1984, when the average total spending was \$7 billion. According to another source, operating costs for prisons in 2000 was roughly \$40 billion, up from just under \$13 billion in 1985.⁷⁸ Based on the steady increase in prison spending, experts rightfully project further increased spending.

In 1996, the average operating expenditure was \$20.7 billion, or 94% of the total money spent. This includes spending on prison employee salaries, wages, and benefits. The average capital expenditure was \$1.3 billion, or 6% of the total, and includes new construction, renovations, major repairs, equipment, land, buildings, and other non-reoccurring outlays. As of February 2000, *the cost to maintain a prisoner in a New York State prison for a year was \$32,000, and a New York City jail was \$64,000.*⁷⁹

⁷⁴ *Prison Statistics*, Bureau of Justice Statistics, Department of Justice, www.ojp.usdoj.gov/bjs/prisons/htm.

⁷⁵ Travis, Solomon and Waul, *From Prison to Home*.

⁷⁶ *ibid*

⁷⁷ James J. Stephan, "State Prison Expenditures, 1996," Office of Justice Programs, US Department of Justice, August 1999, NCJ 172211.

⁷⁸ Wynn 10.

⁷⁹ "Basic Prison and Jail Fact Sheet," The Correctional Association of New York, February 2000, www.correctionalassociation.org/visiting_fact.html.

In New York State, \$2.2 billion were spent in total operating and capital expenditures in 1996.⁸⁰ This is the second largest state prison total expenditure after California. Of this total, 88% was spent on operating costs and 12% on capital costs. Of the operating expenditures, \$28,426 was spent in New York State per inmate per year, which includes inmate medical care, inmate programs, food service, utilities, and transportation or travel.

In total, states spent an average of approximately \$1.2 million, 5.9% of the annual operating budgets, in FY 1996 on inmate programs involving academic and vocational training, substance abuse awareness and treatment programs, religious activities, parenting, job search preparation, life skills training, recreation and exercise, and related activities. On average, this works out to be \$1,196 per inmate per year.

A recent University of Pennsylvania study found that the average homeless person with severe mental illness in New York used an average of \$40,449 per year in services provided by Department of Homeless Services, Office of Mental Health, Health and Hospital Corporation, inpatient Medicaid, outpatient Medicaid, Department of Veterans, Department of Correctional Services (State), and Department of Corrections (City). The results continue to reveal that placement of homeless persons with severe mental illness in NY/NY supportive housing reduced the cost of service use by \$16,282 per housing unit per year while also reducing their use of emergency shelters, hospitals, and correctional facilities.⁸¹

The amount of money spent on inmate programs in state prisons far exceeds the cost of maintaining a single resident in a supportive housing facility. The average cost of maintaining a permanent apartment with supportive services in New York is approximately \$34 per day per person. In comparison, a New York State prison cell costs \$88 per day per person.⁸² A New York City jail cell costs \$112 per day per person, a New York City shelter cot costs \$68 per day per person, a New York City hospital bed cost between \$600-1600 per day per person, and a New York State psychiatric bed costs \$350 per day per person.⁸³ Additional costs must be considered for female prisoners with children in the foster care system. Seventy-six percent of incarcerated women are mothers, many of whom have children in foster care, which costs \$20,000 per child per year in New York and adds to the cost of incarceration.⁸⁴

Supportive housing is an appropriate means to meet the housing and service needs of ex-offenders because it provides a comprehensive needs-based approach. In particular, ex-offenders in supportive housing facilities in Chicago and San Francisco have a significantly lower recidivism rates than the overall rate for each city (see section "Existing Programs"). In addition to a home, supportive housing provides services such as employment training, mental health counseling, and access to quality health care that are necessary in order to address individual circumstances and maintain independent living.

⁸⁰ Stephan, *State Prison Expenditures*.

⁸¹ Culhane, Metraux and Hadley, "The Impact of Supportive Housing."

⁸² "Basic Prison and Jail Fact Sheet," The Correctional Association of New York, February 2000, <www.correctionalassociation.org/visiting_fact.html>.

⁸³ Corporation for Supportive Housing: <http://www.csh.org/ny.html>; (1999 figures).

⁸⁴ "Reclaiming Lives, Reuniting Families, Rebuilding Communities," Project Greenhope: Services for Women, Inc. Pamphlet.

II. EXISTING FUNDING AND LEGISLATION (by Richard Cho, Corporation for Supportive Housing)

Background

Despite supportive housing's promise as a means of assisting in the community re-entry of ex-offenders and thereby ending homelessness and reducing recidivism, few housing development or supportive services funding streams exist that are specifically targeted towards ex-offenders or other criminal justice-involved persons. Instead, most community-based providers are forced to creatively finance their projects, drawing upon funding from other 'categorical' streams that may not be designed to create supportive housing for persons leaving incarceration. The result of this creative use of alternative funding streams is both a limited ability to create effective projects that meet the actual housing needs of persons leaving incarceration, and the draining of resources from other funding streams designed to meet the needs of other "special needs" populations.

In large part, the lack of funding and resources available to create re-entry supportive housing is due to the past three decades' trend in state and local government towards politically attractive "tough on crime" and "truth in sentencing" policies that have increased the number of people incarcerated, lengthened the incarceration terms for many inmates, as well as removed traditional means of facilitating community re-entry. States that once allocated funding for halfway houses have been steadily shrinking or completely cutting these budget items in the last several decades. Meanwhile, the numbers of people released on parole supervision has increased, while the number of community-based parole staff has remained constant or even decreased.⁸⁵ The result of this combination of draconian criminal justice policies is clear: more individuals are leaving prisons than ever, with fewer resources than ever to help them re-establish their lives in the community upon their release, thus leading to higher rates of homelessness and recidivism.

The funding sources that managed to survive through the past three decades are dismally small and insufficient to support the new creation of halfway or re-entry housing, or to alone support the continued operation of these residences. Some states, including New York, provide small annual grants for alternatives-to-incarceration (ATI), probation programs, and other residential programs that remain under the purview of the criminal justice system. These funding streams may be provided through state probation or parole agencies, or through state or city corrections departments, and are often used to fund operating costs of residential ATIs or probation/parole programs.

Funding for projects targeting ex-offenders released without any formal supervision are almost non-existent. However, recent advocacy efforts have been working to create new funding streams for re-entry housing projects from state corrections departments. Advocates have been looking to either resurrect and refashion outdated funding streams for halfway houses, or have been lobbying for new allocations that would fund the capital, operating, and services costs of post-release supportive housing.

⁸⁵ Jeremy Travis, Laurie Robinson, and Amy Solomon, "Prisoner Reentry: Issues for Practice and Policy," *Criminal Justice Magazine*, December 2001, 4.

In the meantime, most community-based developers of new residential projects targeting ex-offenders are being made possible through the use of funding streams in other silos or areas of government other than corrections. These include homeless housing funding, substance abuse funding, mental health funding, and affordable housing funding (including tax credits). The challenge with the use of these patchwork financing schemes continues to revolve around their targeting, which may or may not include ex-offenders as an eligible population. Since few of these funding streams were designed with returning prisoners in mind, developers have faced the challenge of narrowing their target populations to meet funding program eligibility requirements. In many cases, persons leaving incarceration are forced to become ‘technically’ homeless, by entering and temporarily residing at local emergency shelters, simply in order to become eligible for supportive and affordable housing.

Homeless Assistance Funding

By far, most supportive housing projects have relied heavily on the use of public funds designed for homeless assistance or to create homeless housing. These funds include federal, state, and local government streams that provide capital, operating, and social services subsidies for the development of emergency, transitional, or permanent supportive housing.

Current providers of housing targeted towards ex-offenders can speak to the difficulty of using homeless housing funds to develop supportive housing for ex-offenders. The oft-encountered problem lies in the fact that most homeless housing funding streams restrict eligibility through the use of a formal definition of homelessness. These definitions often exclude persons who are not residing in shelters or on the street. As a result of these definitions, non-profit developers face the challenge of convincing funders and program administrators that ex-offenders fit within the given definition of homelessness, and are indeed homeless (or at least, at-risk of becoming so). Most projects that have successfully accessed homeless assistance funding are those projects that target ex-offenders released from incarceration as opposed to alternative to incarceration or probation programs that have been less successful. In other cases, projects meet eligibility requirements by providing housing to an ex-offender only after a brief stay at a shelter.

The most widely-used funding stream for projects targeting the homeless are HUD’s McKinney-Vento Act programs, including the Shelter-Plus-Care, the Supportive Housing Program, and the Section 8 SRO Moderate Rehabilitation programs. All of these programs are restricted to persons who fit within the Federal definition of homelessness:

Sec. 11302. - General definition of homeless individual

(a) In general

For purposes of this chapter, the term "homeless" or "homeless individual or homeless person" ⁽¹⁾ includes -

- (1)** an individual who lacks a fixed, regular, and adequate nighttime residence; and
- (2)** an individual who has a primary nighttime residence that is -
 - (A)** a supervised publicly or privately operated shelter designed to provide temporary living accommodations (including welfare hotels, congregate shelters, and transitional housing for the mentally ill);
 - (B)** an institution that provides a temporary residence for individuals intended to be institutionalized; or
 - (C)** a public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings.

(b) Income eligibility

(1) In general

A homeless individual shall be eligible for assistance under any program provided by this chapter, only if the individual complies with the income eligibility requirements otherwise applicable to such program.

(2) Exception

Notwithstanding paragraph (1), a homeless individual shall be eligible for assistance under the Job Training Partnership Act ([29 U.S.C. 1501](#) et seq.) or title I of the Workforce Investment Act of 1998 ([29 U.S.C. 2801](#) et seq.).

(c) Exclusion

For purposes of this chapter, the term "homeless" or "homeless individual" does not include any individual imprisoned or otherwise detained pursuant to an Act of the Congress or a State law

Particular controversy has risen around the ‘(c) Exclusion’ clause that excludes persons incarcerated or otherwise detained under state or federal law. In some localities, this clause has been interpreted as meaning that former state or state felons are ineligible to receive any subsidies under the McKinney-Vento Act. However, some localities have received clarification from local and regional HUD offices that the clause is only meant to exclude persons who are currently detained or other imprisoned; it does not exclude people who have been released from prison.

The case remains open as to whether or not people released from prison are considered homeless as a result of their “de-institutionalization” from prison. A February 2000 letter ruling from HUD clarifies that ex-offenders can indeed be considered homeless if they have no housing options upon release from prison, and if successive (in-prison) attempts at identifying housing and/or support networks for the individual have failed. Despite this clarification, few providers have been able to successfully use McKinney funds to provide supportive housing to ex-offenders just after their release from incarceration.

Perhaps the most important obstacle in accessing homeless, low-income, or affordable housing funding is the lack of flexibility that these funding streams allow in the design of projects. Many providers seeking to develop transitional housing projects, alternative-to-incarceration projects, or other non-traditional forms of supportive housing, may find it difficult to adapt their programs to fit within the guidelines of these funding streams. These providers struggle to strike a balance between obtaining available sources of funding simply to make a project happen and ensuring the integrity of a particular program design/concept.

One homeless housing funding stream in New York State stands out as a viable source of capital financing for projects targeting ex-offenders. The Homeless Housing and Assistance Program (HHAP), administered by the Homeless Housing and Assistance Corporation (Office of Temporary and Disability Assistance), has successfully been used to develop various models of housing targeting ex-offenders, parolees, and people diverted from prison. Much of this success is attributable to HHAP’s broad definition of homelessness, which can include individuals and families at-risk of homelessness due to their lack of housing alternatives. Ex-offenders, parolees and other de-institutionalized persons fall within this category of persons who lack viable or unsuitable housing alternatives. HHAP has also been used in combination with other funding streams, including homeless housing funding from other federal and municipal agencies, and special needs funding.

Special Needs Funding

Non-profits interested in developing supportive housing for ex-offenders may find that development and services funding is more readily available in streams that are targeted towards people with particular categories of special needs. For example, mental health agencies in many states have begun to understand the need for post-release housing targeting ex-offenders with a mental illness. Similarly, federal and state government agencies that administer HIV/AIDS housing funding have also recognized the need for post-release housing targeted to ex-offenders living with HIV/AIDS. Often, these agencies define eligibility for housing funding based upon the disability or health profile of individuals, rather than on the individual's homelessness status. As a result, government funding may be more available for projects targeted towards ex-offenders living with mental illness, HIV/AIDS, or other chronic health challenges.

HIV/AIDS Funding

One source, the federal Housing Opportunities for People With AIDS (HOPWA) program, has been particularly useful in the creation and operation of housing for formerly incarcerated persons. Across the country, providers have successfully used HOPWA funds to either develop or operate supportive housing for formerly incarcerated people living with HIV/AIDS. There are two streams of HOPWA funding that may be used for program support or housing development. The first and more significant stream is a non-competitive allocation to localities or regions that demonstrate significant HIV/AIDS prevalence. These funds are distributed through local administrative agencies, which then award HOPWA funds to non-profits as either capital grants or operating/services contracts. These local administrative agencies have a great deal of discretion in how HOPWA funds are used, and in many localities, including New York City, have made housing for formerly incarcerated persons a priority. The second source of funds is the HOPWA Special Projects of National Significance (SPNS) program. These competitive HOPWA SPNS funds are awarded directly by HUD to non-profits that can demonstrate innovation in terms of program concept or population served. HOPWA SPNS funds have been used in New York City, Baltimore, and other cities to develop or expand supportive housing opportunities for ex-offenders living with HIV/AIDS.

The Ryan White CARE Act Title I Funds have been another federal source of funds that have been used in projects targeting ex-offenders living with HIV/AIDS. Ryan White Title I funds are allocated by the federal government to local planning councils, who determine priority uses of the funds. For example, New York City's local planning council, the Medical and Health Research Association (MHRA) released a Request For Proposals (RFP) in 2001 for grants to support the development or operation of emergency transitional housing targeting released inmates and parolees living with HIV/AIDS.

Mental Health and Substance Abuse Funding

In addition to funding targeted towards people with HIV/AIDS, several states have created dedicated funding streams for the development and operation of supportive housing targeting people living with mental illness and/or substance abuse. Such funding streams, if sufficiently flexible, may be used to target ex-offenders who are living with mental illness or chemical addiction. These funds are usually administered by state mental health, substance abuse, or

public health agencies, and may require sponsors to obtain a formal license to operate funded housing.

One example of a mental health funding stream is the New York State Office of Mental Health's 'SRO Housing for Adults with Serious and Persistent Mental Illness Who Can Be Characterized as Having High Service Needs' Program. This program, known simply as 'High Service Needs' funding, grew out of the New York/New York Agreements to House the Homeless Mentally Ill, and was created to target mentally ill persons who were not living on the street or staying in shelters, but were in need of supportive housing. The RFP states that eligible individuals "may currently be in State Psychiatric Hospitals or incarcerated in jails and prisons." Furthermore, OMH High Service Needs funding may be used for people "diagnosed as having co-occurring disorders, such as mental illness and substance abuse and/or alcoholism."

The New York State Office of Alcoholism and Substance Abuse Services (OASAS) also offers capital and operating funding to licensed non-profit substance abuse service providers. Licensed providers may request capital funds from OASAS as part of the organization's annual need review process. Programs must provide in-house substance abuse treatment to residents.

Criminal Justice System Funding

As discussed earlier, state corrections and criminal justice agencies seldom offer funding directly for community-based housing or other programs targeting ex-offenders or people leaving incarceration. Much of this lack of funding stems from the belief that the mission of corrections is limited to the "care and custody" of inmates and that its responsibility towards these individuals ends once their sentence is complete. This belief does not, however, preclude the provision of funding for programs (including residential ones) in which individuals remain under their custody of the criminal justice system. Indeed, many state criminal justice systems do provide funding targeted towards programs that assist individuals released on probation or parole.

In New York State, for example, the Division of Probation and Correctional Alternatives (DPCA) has provided annual grants to fund the operation of residential probation and alternative-to-incarceration programs. These grants are relatively small, and are therefore used to supplement private foundation funding as well as funds from other state agencies. DPCA once served a more significant role in the state criminal justice system, but has been steadily shrinking in importance, facing several cuts in its state budget allocation.

State criminal justice agencies and parole boards have also historically provided funding for community-based housing and services targeted towards parolees. New York State's Division of Parole provides a small number of contracts to non-profit providers of community-based treatment and services. More recently, the New York State Division of Parole collaborated with the New York State Office of Mental Health on a new initiative—the Parole Support and Treatment Program—a demonstration program that provides 50 transitional scattered-site housing units for parolees living with serious and persistent mental illness.

In other states, corrections administrations have taken on a more important role in funding post-release housing for former inmates. The Illinois Department of Correction, for example, provides annual per diem rental subsidies for parolees placed at the Chicago-based residential supportive housing program, St. Andrew's Court. The Minnesota Department of Correction also provides funding to several community-based housing programs targeting parolees and ex-offenders, which are heavily focused on substance abuse treatment.

At the federal level, the U.S. Department of Justice provides states with grants under the Edward Byrne Memorial State and Local Law Enforcement Assistance Program. These grants, often referred to simply as Byrne Formula Grants, are awarded to states on the basis of population-based formulas; they can be used broadly to improve the functioning of the criminal justice system, with emphasis on violent crimes and serious offenders, and to enforce state and local laws that establish offenses similar to those in the Federal Controlled Substances Act. In some states, Byrne funding has been used to provide operating grants to non-profit providers of alternative-to-incarceration programs and post-release community re-integration programs.

New Funding and Legislation

In the past year, there have been several attempts at creating funding streams for housing and services targeted to ex-offenders and other criminal justice-involved persons. These include either new initiatives on the part of federal and state agencies, or attempts by Congress and state legislatures to create new allocations for dedicated funding. Three attempts at creating new funding or legislative allocations are worthy of discussion:

- Serious and Violent Offender Reentry Initiative, "Going Home";
- A recent Senate Bill focusing on Prisoner Re-entry;
- A recent House Bill proposing the creation of a re-entry housing tax credit; and
- Attempts by the New York state government to reform the Rockefeller Drug Laws

Serious and Violent Offender Reentry Initiative, "Going Home"

The Reentry Initiative is the complete and final version of the Young Offender Initiative that was temporarily retracted by the agencies involved in November 2001. The new Reentry Initiative, released winter 2002, was developed by the U.S. Department of Justice, the Office of Justice Programs, and the National Institute of Corrections; with collaboration and support from the US Department of Labor, Health and Human Services, Education, and Housing and Urban Development. The Reentry Initiative will fund groups that demonstrate creative improvements to existing state and local efforts to ensure success and reduce recidivism among serious and violent adult (ages 25-35), young adult (ages 18-24 in some states), and juvenile (ages 14-17) offenders upon exit from penal institutions. The program is intended to target offenders who, after an assessment, are likely to commit crimes once again. The Reentry Initiative will encompass three phases implemented through appropriate programs:

- Phase I – Protect and Prepare – institution-based programs designed to prepare offenders to reenter society

- Phase II – Control and Restore – community-based transition programs that will work with offenders prior to and immediately following release from correctional institutions to ensure support and housing services.
- Phase III – Sustain and Support – community-based long-term support programs that will connect individuals who have left the supervision of the criminal justice system with a network of social services agencies and community-based organizations to provide ongoing services, mentoring relationships, and housing.

The goal of the program is to fund at least one program in each of the 50 states and the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, American Samoa, Guam, and the Northern Mariana Islands. Each site would receive approximately \$500,000-\$2,000,000 depending on 1) number of offenders to be served by the program, 2) number of target populations the program will include (e.g. juvenile and adult), 3) how many communities will be partnering with a state department of corrections or juvenile department of corrections.

The Senate Prisoner Re-entry Bill

On January 29, 2001, Senator Joseph Biden introduced a bill authorizing “funding for successful reentry of criminal offenders into local communities”. The bill proposed enactment of the Offender and Community Safety Act of 2001 and called for the appropriation of \$40 million for 2002-2003 to: 1) establish reentry demonstration projects in several Federal judicial districts targeting inmates of the Federal Bureau of Prisons; 2) establish court-based program to monitor the return of offenders into communities through the use of court sanctions; 3) establish offender reentry demonstration projects in states; 4) establish intensive aftercare demonstration projects that address public safety and ensure the special reentry needs of juvenile offenders; and 5) evaluate these reentry programs in terms of their effectiveness in reducing recidivism and promoting successful offender reintegration.

The Prisoner Re-Entry bill became null and void when the 107th Congress ended. Small pieces of it, however, were incorporated into the 21st Century Department of Justice Appropriations Authorization Act. The Act includes several key initiatives authored by Senator Biden aimed at combating juvenile violence and boosting drug abuse prevention and treatment efforts including \$71 million over six years for Reentry Courts. It calls for changes to distribution and allocation of grants for drug courts, clarification of the definition of violent offender for purposes of juvenile drug courts, the extension to courts that supervise non-violent offenders with substance abuse problems of eligibility for grants under drug court grants programs, and a term of Residential Substance Abuse Treatment program for local facilities.⁸⁶

“Public Safety Ex-Offender Self-Sufficiency Act”

On February 7, 2002, Congressman Danny K. Davis (D-IL) proposed an amendment to the IRS code to “provide for a temporary ex-offender low-income housing credit to encourage the provision of housing, job training, and other essential services to ex-offenders through a

⁸⁶ United States. H.R.3036. Department of Justice Appropriations Authorization Act, Fiscal Years 2004-2006; <http://thomas.loc.gov/cgi-bin/query/F?c108:11:./temp/~c108FD29if:e814:>

structured living environment designed to assist the ex-offenders in becoming self-sufficient.”⁸⁷ Modeled from the Low Income Housing Tax Credit of 1986, Davis’ bill called for the provision of a housing tax credit that would help to create new community-based housing projects targeted directly towards persons leaving incarceration.

This bill, which was referred to the House Committee on Ways and Means on May 20, 2003, is significant as the first example of legislation that specifically calls for the creation of new housing projects targeted specifically towards ex-offenders.

Reform of New York’s Rockefeller Drug Laws

In 2003, both Governor George Pataki and the State Assembly under Speaker Sheldon Silver submitted proposals to reform the controversial Rockefeller Drug Laws, New York’s mandatory sentencing laws for felony drug offenders. These laws, enacted in 1973, were long viewed by advocates and policymakers alike to be overly harsh, contributing to a five-fold growth in state prisoners over less than twenty years, as well as unfairly targeted towards communities of color. For this reason, many viewed these reform attempts as long overdue and necessary, if somewhat limited.

While neither the governor’s nor the State Assembly’s proposal repeals the Rockefeller Drug Laws, the Assembly represents a much more concerted effort to achieve real reform. The Governor’s proposal includes such measures as: the reduction of statutory minimum sentence for drug offenders; determinate sentences for repeat drug felons with no violent histories; drug treatment prison diversion programs, including residential treatment; and transitional planning services for drug offenders returning to New York City after serving time in prison. The Assembly proposal called for additional measures such as giving judges greater discretion to sentence non-violent offenders to drug treatment instead of mandatory incarceration, changing drug penalties, and shifting resources away from new prison construction and operation and towards the creation and operation of drug treatment programs.

As of this writing, the Governor and Assembly have yet to reach agreement on a plan that would substantially reduce drug sentences across the board, allow judges to divert those currently incarcerated for drug offences into treatment, and adequate funds for community-based drug treatment.⁸⁸ However, it is likely that the proposals will reemerge in upcoming legislative sessions.

⁸⁷ United States. H.R. 2166. Public Safety Ex-Offender Self-Sufficiency Act of 2003. Sponsor: Rep Davis, Danny K. [IL-7] (introduced 5/20/2003) <<http://thomas.loc.gov/cgi-bin/bdquery/D?d108:1.:/temp/~bd9YGv:@@L&summ2=m&/bss/d108query.html#status>>.

⁸⁸ Ibid

III. OVERVIEW OF EXISTING MODELS

Pre-Trial Diversions/Alternatives to Incarceration

Pre-trial diversions and alternatives to incarceration are designed for non-violent, non-assaultive felons and misdemeanants. Defendants, usually ones who have been charged with non-violent crimes, are selected or referred to participate in pre-trial diversion programs by court personnel. Clients are referred to appropriate social service agencies that help develop a case plan to follow in order to keep the client from prison or jail. There are agencies such as the Center for Alternative Sentencing and Employment Services (CASES) in New York City that act as a liaison between the courts and the social service agencies (see section: “Existing Models”). All referrals to programs are carefully screened and placed accordingly.

There are many different rehabilitative and monitoring options for this type of offender, including:

- Community service – Offenders are assigned to work for non-profit and government agencies in lieu of paying fines or service jail time. They are sometimes compensated at a set rate.
- House arrest or electronic monitoring – Clients, usually nonviolent offenders, are sentenced to remain home, except for during approved work hours or counseling services.
- Community supervision – Clients check in several times a week to report on counseling attendance and work performance. They also may be tested for drugs and alcohol.
- Domestic Abuse Intervention – As mandated by State law, offenders convicted of acts of family violence must attend 25 hours of counseling.
- Work-release detention – Largely at their own expense, offenders are placed in a halfway house to serve their sentence.
- Minor in Possession (MIP) services – Adolescents convicted under the MIP statutes receive alcohol and drug counseling. This type of prison alternative is also available to adult offenders.
- Deferred Prosecution – Offenders agree to a program of self-help, restitution, and community service in lieu of prosecution. Volunteers supervise the development of a “contract” of requirements and meet weekly with clients. Upon completion of the program, clients’ arrest records are expunged.
- Drug treatment with diversion programs or under direct supervision of a drug court.
- The Steps Program – Provides alternatives to incarceration for women who were abused as children or adults and arrested on charges related to this abuse. For those women already incarcerated and ready for release, the program provides educational workshops on family violence in prison, post-release, and at the agency’s office. The program also offers weekly support groups and parenting groups for women who are survivors of abuse and have children.

Pre-trial diversions and incarceration alternatives have additional benefits. By placing non-violent offenders into community sanctions rather than prison or jail, more corrections space is available for more serious offenders. Additionally, alternative justice methods are less expensive than incarceration and may do a better job at rehabilitating certain offenders.

While a fair number of pre-trial diversion and alternatives to incarceration programs exist in the United States, they are not used on a regular basis. In New York City, Midtown Community Court sets the standard as a national model for such programs and is at the forefront of penalizing selected offenders without sending them to prison. It was created to provide alternatives to incarceration in an attempt to reduce the numbers of people entering prisons.

The Center for Community Alternatives (CCA) also has an alternative to incarceration program, called Client Specific Planning (CSP), the sentencing service of CCA and the foundation of all agency programs. This model relies on defense counsel referral and targets felony-level defendants who will likely face incarceration. CSP typically includes referrals to specific treatment programs, employment, vocational or educational programs, housing, and other support services. Approximately 70% of program plans have consistently been accepted by court and about 80% of clients successfully complete their alternative sentences and are not rearrested.⁸⁹

Discharge Planning

Prior to release, some inmates are eligible for professional assistance in planning their immediate future upon release and prepare them to reenter their communities in a healthy and law-abiding fashion. Selected inmates work with a case manager to solidify links to necessary services. Such services may include qualifying for disability benefits and Medicaid, housing assistance, mental health treatment assistance, and rehabilitation services.

Discharge planning is more commonly provided to inmates with special needs such as mental illnesses or HIV/AIDS. Persons with HIV/AIDS who are incarcerated become eligible for Ryan White-funded discharge planning within six months of their release. Overall, discharge planning increases the likelihood of eligible persons to receive continuous care and ease the transition into existing service provider structure.

Pre-Release Services with Aftercare

Prisoners within a year of their release are eligible for pre-release services with aftercare intended to ease the transition into communities and provide an incentive to succeed. Pre-release programs are not provided to all releasees nor are they available in all correctional facilities. Instead, private agencies work with a state's Department of Corrections (DOC) to develop and implement such programs.

Usually a coordinator visits an inmate within a year of his or her release to assess the needs of potential clients and to advocate on his or her behalf with parole officers and correctional staff. Areas of need that are commonly evaluated include education, vocational training, substance abuse, self-help groups, counseling, boot camp, housing assistance, and work release location. This coordinator then makes initial contact with appropriate social service agencies to which clients will be referred upon release.

⁸⁹ www.communityalternatives.org/orgstatement.html

Inmates participating in pre-release programs work, most often, with a DOC case management staff person to develop an after-care case plan based on individual needs and progress. Once released, program participants are required to meet with a community-based case manager and/or a parole agent to ensure program compliance and quality control. The after-care program usually lasts up to two years after release.

Some pre-release services are specifically aimed at planning and preparing for the prison-to-work transition. One such program in Austin, Texas called Project RIO, provides job preparation services to incarcerated inmates so they may have a head start on post-release job hunting. Job workshops, a resource room, one-on-one assistance, and a post-placement follow-up are the foundation of this program.

Prison-based treatments and services have proved to be more effective and beneficial when released inmates participate in aftercare programs. Forever Free is a pre-release program in California operated by the California DOC for female inmates with substance abuse approaching their parole dates. The rate of return to custody for program graduates is 38%, compared with 62% for program dropouts.⁹⁰ Additionally, graduates who participated in community-based treatment for at least 5 months after release further decreased the rate of return to custody to 10%.

Re-entry Services with Housing Referrals

Re-entry planning prepares selected inmates to return to the community and the workplace. Specifically, post-release planning aims to keep ex-offenders on the right track by ensuring they have access to necessary services, agencies, and treatments to help prevent recidivism. This planning sometimes begins within the last year of an inmate's sentence and continues anywhere from a month to two years after release.

A system of continuum care, assessment, supervision, and follow-up are critical components in the post-release planning stage. Not many re-entry services prioritize housing as an offered service during or after re-entry, although it is frequently needed.

Persons on parole or probation tend to be eligible for re-entry services as well as persons with special needs, such as HIV/AIDS and substance abuse issues. The Amity Rightturn program in San Diego offers a three-month community re-entry component for ex-offenders with substance abuse issues. Only 26% of Amity graduates who completed aftercare were rearrested within their first year out.⁹¹

Site-Specific Short-term Transitional Housing

Short-term transitional housing is a single facility designed to house ex-offenders upon release from a correctional facility and provide intensive support networks and services to smooth their transition. Short-term transitional housing for ex-offenders most often comes in the form of residential treatment programs that last anywhere from 30-90 days and also includes emergency

⁹⁰ This and the following data for this organization were found in the following: www.cchi.org/cgi-bin/cchi/doc.asp?ID=3925

⁹¹ This and the following data for this organization were found in the following: www.cchi.org/cgi-bin/cchi/doc.asp?ID=3925

housing, which usually lasts up to 30 days. The combination of services offered depends upon the focus of the facility and generally targets ex-offenders with specific needs. For example, some programs are designated for women only, some only for persons with HIV/AIDS, some for non-violent ex-offenders, and some for ex-offenders with addictions. After a client has completed a transitional program, he or she may have the option to enter a long-term transitional housing facility or permanent supportive housing.

Providence House is a community-based transitional housing program for women in New York State who are on parole or are ex-offenders who cannot return to their place of residence. Providence House operates a house in both Queens and Brooklyn. A residence for 14 single women is located in Crown Heights, Brooklyn and a residence for 6 mothers and their babies is located in Jamaica, Queens. Residents can stay from three months to a year and are provided with mentors and access to a full range of supportive services, including housing referrals. At this time, there is no measured data of the program's success.

Site-Specific Long-Term Transitional Housing

Supportive housing for ex-offenders, whether short-term, long-term, site-specific, scattered-site, transitional, or permanent, offers an extensive range of services. Most often these services include some combination of family counseling, case management, housing assistance, medical services, substance abuse counseling, socialization skills groups, domestic violence groups, anger management groups, bereavement groups, men's issues groups, women's issues groups, parent groups, individual and group psychotherapy, vocational/educational training, and assistance with obtaining vital papers such as birth certificates and a social security card.

Site-specific long-term transitional housing facilities for ex-offenders are relatively common in the United States. They offer housing units and services, such as the ones listed above, to ensure ex-offenders have the opportunity to re-enter society and recover from problems that may have led them to prison or may have been exacerbated while incarcerated. Most long-term transitional housing allows clients to stay anywhere from one to four years, during which time they are expected to begin searching for permanent housing once they are ready to move on.

Long-term transitional supportive housing has proven effective in reducing recidivism rates and improving the lives of clients, according to studies in Chicago and one in New York. Ex-offenders who complete programs offered at two long-term transitional housing facilities in Chicago, St. Leonard's House and Grace House, have a 20% recidivism rate compared to the over 50% recidivism rate of the general population leaving Illinois prisons.⁹²

A study in New York City that examined supportive housing for ex-offenders with mental illnesses uncovered similar patterns of success. They found a "substantial and statistically significant decline in both the numbers of prison terms and in the number of days served

⁹² "Round Twelve Casebook (2000), Fannie Mae Foundation, www.fanniemaefoundation.org/grants/casebook12/shhl-profile.shtml

following a NY/NY housing placement, even after comparing the persons placed in NY/NY housing with a set of matched controls.”⁹³

Scattered-Site Transitional Housing

Tenants of scattered-site transitional housing are often both ex-offenders and non-ex-offenders who most commonly live in a group home or apartment where mandatory services are either on-site or readily available. This type of housing offers ex-offenders many of the same services as site-specific transitional housing. Units of scattered-site housing are usually located within the communities where ex-offenders previously lived and where they often return. By integrating housing and support services within their home neighborhood, ex-offenders are able to remain in these communities while in close proximity to the networks that support their re-entry.

There are very few scattered-site transitional housing facilities specifically for ex-offenders. The most common facilities exist for homeless individuals and families and/or victims of domestic violence and/or persons with HIV/AIDS. For example, Span Inc. offers transitional scattered-site single residence occupancies (SROs) in the Boston area for 12 male ex-offenders living with HIV/AIDS.

While some scattered-site housing does not require tenants to keep a lease, others follow a “scattered-site leasing model” in which tenants are responsible for up to 30% of their own resources toward rent and utilities. Since this is transitional housing, residents are expected and helped to find permanent housing.

Scattered-Site Permanent Housing

Scattered-site permanent housing is much like scattered-site transitional housing except that tenants are able to permanently settle in their housing unit. Support services, including a case manager, remain available to the tenants and is often times required.

According to our research, no scattered-site permanent housing for ex-offenders exists at this time.

Site-Specific Supportive Housing

Permanent supportive housing has not traditionally been designed specifically for ex-offenders. Rather, formerly homeless persons, persons earning low incomes, persons with mental and physical disabilities, and persons with drug and alcohol addictions have been eligible. Although no formal statistics are available, New York-based providers report that many residents have a history of incarceration.

St. Andrew’s Court in Chicago is one of the first permanent supportive housing facilities designed specifically for ex-offenders in the United States. It is a 42-unit development that provides housing and offers on-site services to ex-offenders who have completed a transitional

⁹³ Dennis Culhane, Trevor Hadley, and Stephen Mettraux, “NY/NY Housing and The Use of New York City Jail Services: An Analysis Merging Administrative Data,” Preliminary Report to the Corporation for Supportive Housing, January 2001.

housing program beforehand. Residents of St. Andrew's Court are required to pay an average of \$153 per month in rent and work one-on-one with a case manager. St. Andrew's Court is the newest project of the St. Leonard Ministries, a larger organization that has successfully provided transitional housing and a variety of services to ex-offenders for over 45 years.

IV. SURVEY OF EXISTING PROGRAMS FOR EX-OFFENDERS (by region)

New York

Brooklyn Mental Health Court

In an effort to craft a more meaningful response to the problems posed by mentally ill defendants, the Brooklyn Mental Health Court opened on October 1, 2002 as a joint project of the New York State Office of Mental Health, the New York State Unified Court System, and the Center for Court Innovation. The Mental Health Court offers judicially-monitored mental health treatment as an alternative to incarceration in both misdemeanor and low-level felony cases. Operating out of a dedicated courtroom in Kings County Supreme Court, the Court works with defendants who have serious and persistent mental illnesses, such as schizophrenia and bipolar disorder, but who are not believed to be incompetent or not guilty by reason of mental disease or defect. The goal of the Brooklyn Mental Health Court is to use the authority of the court to link mentally ill offenders to treatment, stabilize their illness and prevent their return to the criminal justice system. How It Works:

1. *Better Information:* An on-site clinical team performs detailed bio-psycho-social assessments of each defendant referred to the Mental Health Court. This information is used in two ways. First, it allows the judge to make more informed decisions about defendants, enabling him or her to gauge the nature of the defendant's illness - and the risks he or she poses to public safety - in a much more nuanced way. Second, the information is used to craft individualized treatment plans for each defendant, matching him or her to appropriate counseling and service programs.
2. *Judicial Monitoring:* Every defendant in the Mental Health Court is required to return to Court regularly to meet with case managers and appear before the judge to report on his or her progress in treatment. This keeps the judge engaged with the defendant for the life of the case and underlines for the defendant the seriousness of the process.
3. *Accountability:* The Court has at its disposal an array of graduated sanctions and rewards as a response to progress (and failure) in treatment. Regular monitoring of progress in treatment also holds service providers accountable to the judge. Defendants who complete all program requirements have their criminal charges dismissed or reduced.
4. *Coordinated Services:* In addition to grappling with mental health issues, many defendants also must confront homelessness, unemployment, substance abuse, and serious health problems. Accordingly, the Mental Health Court works with a broad network of government and not-for-profit service providers to address these interrelated issues.

Brooklyn Mental Health Court
360 Adams Street, Room 445
Brooklyn, NY 11201
Phone: 718.643.5603
Fax: 718.643.8274
http://www.courtinnovation.org/demo_mhealth.html

Center for Alternative Sentencing and Employment Services (CASES)

CASES provides alternative sentencing and employment services to youths and adults in the NYC area. In addition to their justice partnerships and training and technical assistance, CASES offers six programs for youths and adults prior to, and after, incarceration:

1. *Community Services Sentencing Project (CSSP)*: CSSP offers the Criminal Courts of the Bronx, Brooklyn, Manhattan, and Queens a sentencing option for non-violent repeat misdemeanor offenders. Offenders are sentenced to a conditional discharge requiring them to complete the community service sentence under the supervision of CSSP. The offenders must complete 70 hours of community service in low-income, non-profit facilities and gardens and attend a mandatory substance abuse education course. Support services are provided to participants as needed, including links to community-based drug treatment programs, housing, public assistance, in-house services, and job and vocational training program referrals upon completion of CSSP.
2. *Court Employment Project (CEP) for Supreme Court*: CEP is a non-residential alternative to incarceration for youths between the ages of 16 and 19 charged with a felony or who have a prior felony conviction. Youths are referred by the Supreme Courts in Manhattan, the Bronx, Brooklyn, and Queens, and participants must complete the 6-month program of intensive supervision and services. It is a structured, rigorous program of education, employment preparation, job placement, and counseling. Each year more than 700 teen offenders referred from Family and Supreme Court receive supervision and comprehensive services rather than traditional prison sentences through CEP. The Project employs a variety of well-tested models to engage at-risk youth, including arts-based learning, mentoring programs, peer education, and activity-based skills development. CEP teaches participants to relate actions to consequences, resolve conflicts without violence, respond appropriately to authority, and identify positive role models. Those who fail to meet the conditions of their sentence will return to court and face a prison term. Approximately 60% of participants complete the CEP program; those who do are less likely to commit offenses than youth who serve time.
3. *Court Employment Project (CEP) for Family Court*: This CEP program offers the same services to youths between the ages of 13 and 16 at the time of their arrest. Participants are referred from the Family Courts in the Bronx, Manhattan, and Queens to a 12-month program that focuses on the special needs of these young offenders, particularly school and education. Youth development principles and services are provided as in the Supreme Court program above.
4. *Nathaniel Project*: This is a two-year program for adults diagnosed with serious mental illness, indicted on felony charges in Manhattan Supreme Court, and subject to a prison sentence. The program offers integrated psychotherapeutic intervention, supervision, and intensive forensic case management to coordinate services, including psychiatric and substance abuse treatment, housing, and health care. During the first year, project staff make arrangements for temporary or transitional housing prior to the client's release from custody and provide intensive case management and links to various forms of treatment. During the second year, case management sessions are reduced, participants are expected to have a stable housing situation, and to continue relationships with other mental health treatment providers.
5. *Parole Restoration Program (PRP)*: PRP is a voluntary program for detained technical parole violators with special needs, including individuals with mental illness, substance

abuse problems, women with dependent children, and youths aged 22 or under. The program works to restore participants to parole supervision and provides program placement for services and monitoring; the program also submits reports for Administrative Hearings. PRP is a public/private partnership between the NYS Division of Criminal Justice Services, NYS Division of Parole, NYC Department of Corrections, the Osborne Association, the Women's Prison Association, and the Friends of the Island Academy.

6. *Treatment Readiness Program*: This two-day treatment readiness program accepts first and second time misdemeanor drug offenders, women arrested for prostitution, and men arrested for soliciting sex workers who are referred from the Manhattan Criminal Court. The program covers education, HIV harm reduction, referrals to treatment, counseling, and tours of treatment centers.

CASES

346 Broadway, 3rd Floor
New York, NY 10013
Phone: 212.732.0076
Fax: 212.619.2821
www.cases.org

Center for Community Alternatives (CCA)

CCA is a private non-profit agency that provides effective alternatives to incarceration for youths at risk, families in crisis, people with substance problems, and people with HIV/AIDS. CCA has established many models throughout New York State that fall into several distinct categories.

Community justice programs for youth include:

1. *Youth Advocacy Project and Family Court Client Specific Planning*: This program serves youths in detention or facing placement in juvenile or adult correctional facilities and operates in Syracuse and New York City. Participants are referred by law guardians, defense counsel, and the courts, and individualized programs are developed for all participants that meet the needs of justice, life circumstances of the youth, and the community. Each participant is assigned a case manager with whom contact is maintained for up to one year following release. Between 1988 and 2000, more than 1,500 youths have participated in this program and only between 15-20% per year have returned to court for any reason.⁹⁴ In addition, Youth Advocacy services are more cost effective than placing a youth in an institution with costs ranging between \$7,500-\$10,500 per year per youth.
2. *The Community Corps and Self-Development Projects*: At-risk youths participating in Community Corps are trained to be volunteers, educated about the importance of volunteerism, and placed on community service sites in their neighborhoods. Self Development is a job preparation and work experience program that benefits both the youths and small businesses in struggling neighborhoods. Youths participate in a job preparation curriculum and upon completion, are placed at a job site. Each youth receives a stipend from CCA for their work and are assigned to a case manager to help resolve any issues that may arise.

⁹⁴ These data and the data for this organization that follows are from the following website:
www.communityalternatives.org/orgstatement.html

3. *The Juvenile Mentoring Project (JuMP)*: This is a mentoring program in Syracuse, New York that matches at-risk and court-involved youths with older adults and works in collaboration with the Syracuse City School District.
4. *Strategies for Success and the After School Program*: This after-school program, also located in Syracuse, New York, provides educational, creative, and productive activities for students at risk of dropping out of school.
5. *Children of Incarcerated Parents Support Groups (ChIPS)*: Many of the youths who participate in these programs are the ones who also participate in CCA juvenile justice programs. In fact, 80% of CCA juvenile justice program participants in Syracuse have experienced the incarceration of at least one parent. The groups meet weekly and links to other services and youth development programs are offered.

Community justice programs for adults include:

1. *Assigned Counsel Evaluation Program (ACEP)*: ACEP operates in collaboration with the Onondaga County Bar Association's Assigned Counsel Program and is designed to intervene in cases on indigent defendants arrested on drug or drug-related charges. ACEP staff identifies eligible defendants, assess their need and desire for treatment, and make referrals to an appropriate community-based treatment program. This program operates as a link between the criminal justice system and treatment program and also provides services to the Syracuse Community Treatment Court.
2. *The Syracuse Community Treatment Court (SCTS)*: SCTS is a special "drug court" designed to move drug-addicted defendants into court-supervised treatment. As of 1997, there were more than 200 such courts around the country. The SCTS addresses the problem of drug addiction from a holistic perspective including job, educational, and family support services.
3. *The Onondaga County Drug Diversion Program*: CCA is collaborating with the District Attorney's office to implement this project that diverts offenders who would otherwise serve a prison or jail sentence upon conviction of a drug or drug-related crime. Eligible criteria include: felony-level count involving drugs or nonviolent felony, prior conviction for nonviolent felony offense, no drug sale to children or to produce profit, and community ties. Each client is assigned a case manager and upon completing the program drug- and crime-free, charges against the defendant are dismissed.
4. *The Crossroads Treatment Program*: Crossroads is an alternative to detention program for women offenders with substance abuse problems and a special emphasis on working women who are pregnant or have children. Eligible women are referred and program participants attend day treatment followed by community case management. Crossroads incorporates counseling, acupuncture, Alcoholics Anonymous/Narcotics Anonymous (AA/NA), life skills training, health education, HIV prevention and support, assistance finding housing and parenting education. Particular attention is given to issues of sexual and physical abuse that tend to be prevalent among the clients' histories. The final phase of the program includes development of a "community schedule" involving participation in job, school, or special vocational training and continued treatment. Crossroads has been commended by many institutions including the Vera Institute, which found in an evaluation that Crossroads has a successful completion rate of 63% and the cost of the program is \$10,000 per year per client.
5. *Client Specific Planning (CSP)*: CSP is the alternative sentencing service of CCA and the foundation of all agency programs. This model relies on defense counsel referral and

targets felony-level defendants who will likely face incarceration. CSP typically includes referrals to specific treatment programs, employment, vocational or educational programs, housing, and other support services. Approximately 70% of program plans have consistently been accepted by the court, and about 80% of clients successfully complete their alternative sentences and are not rearrested.

Other areas in which CCA has programs are health promotion and family support services and research, training, technical assistance, and policy work. They operate educational services focused on issues such as HIV/AIDS.

Center for Community Alternatives
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212.691.1911
Fax: 212.675.0825

115 East Jefferson Street, Suite 300
Syracuse, NY 13202
315.422.5638
Fax: 315.471.4924

www.communityalternatives.org
cca@communityalternatives.org

Center for Employment Opportunities (CEO)

The Center for Employment Opportunities is an employment agency and human resource center for non-violent felony parolees, individuals on work release and probationers. They intervene at the most critical phase—immediately after release—providing rigorous pre-employment training, short-term work crew experience and long-term job development services leading to permanent employment. CEO serves an average of 1,800 people each year and places 65-70% of its graduates in full-time jobs within 3 months. The average age of the participants is 26, and 90% are male, 10% are female. CEO operates three cornerstone projects:

1. *Neighborhood Work Project (NWP)*: NWP creates paid transitional employment for returnees within a week of their release. Short-term, supervised day labor generates much-needed cash, exposure to the world of work, and confidence. NWP work crews do maintenance, repair and sanitation jobs for dozens of government facilities in the New York City area. NWP currently coordinates 35-40 work crews with 5-7 members each. At the end of each shift, participants receive a pay check. In addition to providing much needed cash, daily pay helps reinforce each participant's sense of self-worth and responsibility – a tangible reward and confirmation of the value of a day's work.
2. *The Vocational Development Program (VDP)*: VDP offers comprehensive and continuous job training, counseling, and job placement. Intensive job preparation workshops emphasize responsibility, productivity and effective communication. VDP employment specialists work one-on-one with applicants, playing an active role in searching for appropriate employers and positions.

3. *Rikers Island Initiative:* In July 2003, CEO and the Criminal Justice Coordinator of the City of New York initiated a comprehensive two-track transitional work experience and job placement strategy that will engage thousands of city-sentenced inmates leaving Rikers Island. CEO has staffed, outfitted and stationed a mobile bus on Rikers Island to serve all city-sentenced individuals leaving the Island who are interested in work. Once engaged, all eligible individuals are issued a pair of steel-toed boots and picture identification cards, and transported directly to a transitional work site where they immediately begin to earn wages and build work skills. All participants go through a 1-day orientation at CEO's Rikers training site, Bronx Community College, where they learn program expectations and are trained on specialized equipment before beginning work. CEO then offers two levels of supervised transitional work: a 2-Week Track for those with the most work experience and the highest likelihood of finding work, and a 6-Week Track for those with more limited work experience who are most in need of CEO's job placement services. The 2-Week Track links participants to our local network of service providers, thereby providing resources to assist them in a self-directed job search. The 6-Week Track partners participants with a job developer through CEO or a consortium of providers.

Rebuilding and reinforcing family ties that were broken during an offender's incarceration are also important components of CEO's reentry program. Its *Responsible Fatherhood Program* coaches, mediates and advocates for CEO clients who are working hard to resume their roles as responsible, attentive fathers. Added to the agency's job preparation and work programs, the initiative is designed to improve client wages, job retention, child support and parental engagement among non-custodial fathers. In addition, CEO offers follow-up services and assistance in obtaining housing, medical services, and education and training programs. Parole or probation officers must refer participants. Spanish is spoken and the agency is accessible to people with disabilities.

Center for Employment Opportunities (CEO)
32 Broadway
New York, NY 10004
Phone: 212.422.4430
Fax: 212.422.4855
www.ceoworks.org

The City University of New York CUNY Catch Program

The CUNY Catch Program is designed to assist adolescent offenders in the New York City jail system in their transition back to their home communities. Operating in both detention and sentencing facilities, the program provides outreach and career counseling on Rikers Island and post-release aftercare at three CUNY campuses. The emphasis is on entry to academic and vocational training, family counseling, career development services, and preparation for entry into the labor market. The Director of the CUNY Catch Program can be reached at 718.482.5326.

CUNY Catch Program Locations:

La Guardia Community College
31-10 Thompson Avenue (C238)
Long Island City, NY 11101
Phone: 718.482.5391
Fax: 718.609.2003
Attention: Assistant Director

Bronx Community College
University Avenue at 181st Street
Bronx, NY 10453
Phone: 718.289.5852
Fax: 718.289.6032
Attention: Program Coordinator, Elizabeth Payamps

Medgars Evars College
1150 Carroll St., Room CP-28 (mailing address)
Brooklyn, NY 11225
One Metro Tech N. 3rd Fl. (office address)
Brooklyn, NY 11201
Phone: 718.270.6294
Fax: 718.270.6913
Attention: Program Coordinator

Edwin Gould Services for Children (EGSC)

EGSC serves women and children who have been directly affected by domestic violence. Their programs for offenders and ex-offenders include:

1. *Incarcerated Mothers Program*: The Incarcerated Mothers program helps prevent placement of children in foster care and/or helps women regain custody of their children. The program also provides counseling to children and mothers, working directly in their homes.
2. *Steps to End Violence Program*: The Steps Program helps provide alternatives to incarceration for women who were abused as children or adults and arrested on charges related to this abuse. For those women already incarcerated and ready for release, the program provides educational workshops on family violence in prison, post-release, and at the agency's office. The program also offers weekly support and parenting groups for women who are survivors of abuse and have children. Therapeutic play groups and individual counseling are available for children of all ages. Housing is not a component. Services are also available in Spanish.

Edwin Gould Services for Children
1968 Second Avenue
New York, NY 10029
Phone: 212.410.4200
Fax: 212.410.4345

Exodus Transitional Community

Exodus Transitional Community, Inc., located in East Harlem, welcomes men and women who have been recently released from prison. The services that Exodus Transitional Community, Inc. offer are: Peer support groups, domestic violence and substance abuse groups, skills needed to complete the college application process, assistance with resume writing, acquiring necessary employment skills, housing placement, clothing to those in need and referrals to other agencies that help ex-offenders with homelessness, HIV and psychiatric issues.

Exodus Transitional Community, Inc. embraces those who have been recently released and allows them to transition into the “free world” with the dignity and grace they so richly deserve.

Although Exodus Transitional Community Inc., began as a Christian-based organization, it welcomes all denominations.

The true essence of Exodus Transitional Community, Inc. is to provide a stable atmosphere for those just coming out of prison by showing them that there is hope after their prison experience and to help them realize that they truly are self sufficient, worthwhile human beings strong enough to endure what life has to offer.

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Fax: 917.492.8711
exodustranscom@aol.com
www.exodustransitionalcommunity.org

Exponents, Inc.

Exponents Inc. is a non-profit organization. Its mission is to assist individuals and their families in their struggle through some difficult transitions in their lives—from addiction to recovery; from incarceration to civilian life; from welfare to work. Services are free and confidential, dedicated to helping people take better care of themselves. Services include help with benefits, relapse prevention techniques, harm reduction for active users, support groups, drug treatment, health and HIV education, job readiness, case management, stress reduction, acupuncture and meditation. Spanish is spoken and the agency is available to people with disabilities.

Exponents, Inc.
151 West 26th Street
New York, NY 10001

For more information:
Ivette Melendez at imelendez@exponents.org
Phone: 212.243.3434x117
Fax: 212.243.3586
www.exponents.org

The Fortune Society

The Fortune Society is a unique organization that offers self-help programs for ex-offenders. It is also very active in advocating against the harsh realities of life inside prisons. The staff is primarily comprised of ex-offenders and recovering substance abusers that have the knowledge and experience to serve as mentors to new ex-offender clients and offer the assistance they need. Clients are offered counseling, career development and job placement, GED tutoring, basic literacy classes, HIV/AIDS counseling and treatment referrals, substance abuse treatment, case management, discharge planning, prisoner correspondence, voter registration, recreation, acupuncture and massage therapy, as well as alternatives to incarceration for selected individuals facing incarceration on felony charge convictions. Their programs include:

- *The Fortune Academy*, their new housing facility located on Riverside Drive at 140th Street houses 59 homeless ex-offenders who are working to rebuild their lives. The facility includes 6 residential units of emergency housing for 18 formerly incarcerated individuals, phased-permanent housing for 41 formerly incarcerated individuals, an industrial kitchen to provide food service to all residents, group rooms and an auditorium available for community meetings and events, a computer lab, an in-house school, counseling staff and a live-in Resident Advisor.

Service Unit	Services Provided
ETHICS (Empowerment Through HIV Information, Community and Services)	HIV education in jails and prisons, HIV education in the community, counseling, Case management and supportive services, life skills and peer training
Counseling Services	Crisis intervention, individual and group counseling, referrals for services
Education	Individual tutoring /classes in literacy, pre-GED services, mathematics, ESOL, computers
Career Development	Job readiness, job search training, placement services, job retention services for two years
Court Advocacy	Alternatives To Incarceration advocacy, progress reports to the courts
Alternatives to Incarceration	Six programs including programs for substance users, Spanish-speakers, and women
Substance Abuse Treatment Services	Licensed outpatient substance abuse treatment services
Family Services	Individual and family counseling sessions, parenting workshops, sexual abuse and domestic violence workshops
Recreation and Food	Daily hot lunch program, recreation
Aftercare	Aftercare is available to all program participants as needed and requested, regardless of the program in which they participated or length of time since participation ended.

The Fortune Society
 52 W. 23rd St., 8th Floor
 New York, NY 10010
 Phone: 212.691.7554
 Fax: 212.255.4948
www.fortunesociety.org

Harlem Reentry Court

The New York State Division of Criminal Justice Services in collaboration with the New York State Division of Parole, the New York State Department of Correctional Services and the Center for Court Innovation developed and implemented the Harlem Reentry Court. The Court is a model of intensive parole supervision and judicial monitoring, designed to facilitate the reintegration of 100 non-violent parolees each year into Harlem.

Program participants are transferred to one of two facilities in New York 45-60 days before they are released from incarceration. Pre-release programming includes an intake and family assessment, orientation sessions with the Center for Employment Opportunities, educational assessment, substance abuse treatment orientation and assessment, and workshops covering accountability, personal responsibility, and civics. Supervision plans and needs assessments are drafted in the pre-release phase.

For a period of six months after they are released, parolees are expected to maintain sobriety, adhere to conditions of intensive parole supervision, participate in substance abuse treatment, employment training and transitional employment, and follow through with community agency referrals. These expectations are incorporated into a behavioral plan reviewed and monitored bi-weekly by the reentry court judge and the parole staff. A system of incentives and sanctions facilitate this process, and a treatment team comprised of parole staff, resource coordinators, and service providers make progress reports to the court.

After successful completion of the court phases of the program, the parolees will have access to all services for an additional year. The reentry court judge will be available to hear matters requiring judicial review, both positive and negative, during the aftercare period. Housing is not a specified service, though it is an area of ongoing concern. Homeless parolees are currently housed in residential substance abuse treatment facilities

Harlem Reentry Court

170 E. 121st St.

New York, NY 10036

Phone: 212.360.4100

Fax: 212.397.0985

http://www.courtinnovation.org/demo_10hcjc.html

For more information, contact Alfred Siegel, 212.373.1699

Harlem Restoration Project, Inc.

This organization is committed to hiring ex-offenders (preferably Harlem residents) to help with its administrative or building renovation projects. HRP works with all ages and skill levels. Housing is occasionally available to ex-offenders and their families.

Harlem Restoration Project, Inc.

461 West 125th Street

New York, New York 10027

Phone: 212.662.8186

Fax: 212.222.9671

Magic Program

The Magic Program offers vocational and education assessment, educational programs (including college), job placement, and individual counseling for persons coming out of the New York City Correctional Facilities. Spanish is spoken, and the agency is accessible to people with disabilities.

Magic Program

500 8th Avenue, Suite 1207

New York, NY 10018

Phone: 212.714.0600

Fax: 212.714.0617

Mid-Bronx Community Preservation Coalition, Inc.

Mid-Bronx provides GED preparation classes; job readiness instruction; career counseling; teen pregnancy prevention and health awareness workshops; employment referrals and computer literacy training. Participants must be between 16-20 years old. Documentation needed: birth certificate, social security card and most recent school transcript.

Mid-Bronx Community Preservation Coalition, Inc.

489 St. Pauls Place

Bronx, NY 10456

Phone: 718.590.0655

Fax: 718.681.2411

Osborne Association, Inc.

The Osborne Association assists ex-prisoners, prisoners, prisoners' families, defendants, and people on probation or parole. They provide programs that fall into several areas. Health, mental health and chemical dependency services include:

1. *AIDS in Prison Project*: This is a collect hotline for incarcerated and soon-to-be-released prisoners throughout New York State. Prisoners can call to learn about HIV/AIDS and Hepatitis C general information and treatment, referrals for services within the correctional facilities, transitional planning for prisoners living with HIV (including assistance finding housing, medical care, and counseling), peer counseling and support, advocacy, and medical parole.
2. *El Rio*: El Rio is located in the Bronx and provides a highly-structured and effective alternative to incarceration for parole violators and felony defendants who are mandated to treatment by the courts or community corrections agencies. New York City's first intensive (all-day) outpatient alternative to incarceration, El Rio accepts referrals from judges, prosecutors, probation and parole officers, and community-based programs.
3. *Risk Reduction Services*: This program offers low-threshold (easy-access, on-demand) treatment and support services for people involved in the criminal justice system who are at risk for, or coping with, substance use and HIV/AIDS or other infectious diseases. Each client is provided with a case manager, a counselor, and services that include housing placement assistance.

4. *Treatment Intervention Program (TIP)*: TIP offers court-based treatment readiness services.
5. *Safe Landing*: Safe Landing provides services for people whose mental health has been affected as a result of incarceration. Discharge planning provides intensive case management.

The Osborne Association operates three youth and family services. Although the employment and training services do not provide housing or referrals to housing, they are two distinguished programs worth mentioning:

1. *Fresh Start*: Fresh Start is a program for male inmates incarcerated in Rikers Island New York City jail and continues after release. Overall, the program aims to improve the lives of the participants through vocational training (journalism/computer or culinary arts) and life-skills training. Once released from the prison, Fresh Start graduates are offered assistance in finding and maintaining employment and for other difficult issues they may face.
2. *South Forty Employment and Training Services* is a nationally-recognized job placement program that secures employment for over 750 men and women annually. Services include assessment, testing, career and educational counseling, resume preparation, job placement assistance, and social service referrals.

Finally, the Osborne Association operates Assigned Counsel Services (ACS), which serves felony defendants represented by Assigned Counsel Plan attorneys in NYC. ASC staff provide plans for alternative sentencing and makes referrals and facilitates intake to numerous community-based programs that provide mental health, educational, and substance abuse treatment services.

Administrative Offices
 36-31 38th Street
 Long Island City, NY 11101
 Phone: 718.707.2600
 Fax: 718.707.3103

Brooklyn Site
 175 Remson Street, 8th Floor
 Brooklyn, NY 11201
 Phone: 718.637.6560
 Fax: 718.237.0686

Queens Site
 South Forty Organization and Fresh Start
 36-31 38th Street
 Long Island City, NY 11101
 Phone: 718.707.2600
 Fax: 718.707.3105

Bronx Site
 809 Westchester Avenue
 Bronx, NY 10455
 Phone: 718.842.0500
 Fax: 718.842.0971

www.osborneny.org
info@osborneny.org

Phoenix House

Phoenix House, founded in 1967, is the nation's largest nonprofit drug abuse services organization. It treats some 5,500 adults and adolescents each day at more than 100 programs in eight states. It offers both long-term residential and outpatient treatment for drug abuse, including individualized treatment plans, medical and dental services, vocational and educational courses, and an array of community-based services.

Phoenix House
164 West 74th Street
New York, NY 10023
Phone: 212.595.5810
Fax: 718.222.6683
www.phoenixhouse.org

Project Greenhope: Services for Women, Inc.

Located in East Harlem since 1975, Project Greenhope's commitment to providing quality services to predominantly poor African-American and Latina ex-offenders has made it a leader in working with women to address the problems that lead to a life of drugs and crime. It is one of the few woman-centered facilities operating in New York State which serves both women on parole and those referred by the courts as an alternative to incarceration (ATI). Project Greenhope operates three programs:

1. *Day Treatment* - Serves women on parole and community residents seeking treatment. This six to nine month program meets Monday through Friday from 9:00 am to 3:00 pm.
2. *Outpatient Services* - Serves women on parole and those in recovery who are working or in school. This six-month program meets Monday, Wednesday, and Friday from 4:00 pm to 8:00 pm.
3. *Residential Treatment* - Serves women on parole and those referred by the courts as an alternative to prison. Parolees remain on-site for six months and ATI clients participate in a twelve-month on-site program.

As of November 2002, Project Greenhope supported 42 clients in its residential program and 70 clients in its ambulatory (day treatment/outpatient services) program. Project Greenhope's comprehensive approach to recovery incorporates a variety of academic enrichment and personal development strategies in order to address the various needs of the clients. The program activities include health and nutrition, case management for women with HIV, HIV/AIDS education, parenting skills training, domestic violence workshops and intervention, self-empowerment and spiritual affirmation activities, GED preparation, vocational training assistance, job placement, on-site library and computer learning center, and creative, literary and dramatic arts. Project Greenhope also provides advocacy services for mothers in the program to assist them in re-unification efforts. Family ties were established with 96% of the mothers in the program.

In 1988, Greenhope Housing (GHH) was created by Project Greenhope: Services For Women, Inc. The two, well-designed and impressive buildings on 119th Street in East Harlem consist of a 20-unit, two bedroom complex for single mothers and their children and a 48-bed single room occupancy (SRO) facility for single women. Greenhope Housing is a residence that offers homeless women and children an opportunity to live in a peaceful and dignified home while acquiring effective vocational training, psychological and social supports.

When a resident signs a lease at Greenhope Housing, she receives several comprehensive social services on site: substance abuse counseling, life skills training, job readiness, training and placement, GED classes, legal aid referrals, child custody assistance, government aid assistance, AIDS education,

computer training, and in-house workshops. GHH also refers residents to other services in the community which promote self-sufficiency and independent living.

In 2004, Project Greenhope will begin construction on a seven-story women's residential substance abuse treatment facility for 72 homeless ex-offenders, an estimated 28 of whom will have children residing with them in the program. The facility will be located on 119th Street in East Harlem, Manhattan.

Project Greenhope: Services for Women, Inc.
448 East 119th Street
New York, NY 10035
Phone: 212-369-5100
Fax: 212-348-3684

Palladia, Inc.

Thirty years of experience have proven Palladia, Inc (formerly known as Project Return Foundation) programs and services to be effective in helping individuals and families whose problems stem from substance abuse, homelessness, HIV disease, mental illness, criminality and/or domestic violence. Palladia offers its wide range of services along a continuum of care - from outreach, prevention and treatment through supportive, permanent housing. The services are designed to promote independence and responsible living and include family counseling, case management, housing assistance, medical services, substance abuse counseling, socialization skills groups, domestic violence groups, anger management groups, bereavement groups, men's issues groups, parent groups, individual and group psychotherapy, and vocational/educational training. Palladia pursues its mission by working in partnership with government, communities, academic institutions and the private sector.

Palladia provides three treatment programs that are cost-effective jail or prison alternatives for people in need of drug treatment:

1. *The Parole Transition Program* provides a short-term, residential, comprehensive, and drug-free residential transitional treatment program for men with drug-related felony convictions who are technical parole violators. Participants have access to various services including housing assistance, vocational assessment and job readiness, and family re-unification.
2. Included in the *Parole Transition Program* are ten beds for men who are HIV+. This program is funded through the AIDS Institute and provides the same services for all PTP residents as above and includes a strong medical assessment and follow-up.
3. *The Transitional Treatment Program* is a 60 bed, short-term, residential alternative to incarceration program designed to assist selected parolees develop skills and resources needed to sustain a drug-free, law-abiding, and productive lifestyle. Participants have access to various services including housing assistance.

In addition, Palladia, Inc. has several contracts (Drug Treatment Alternative-To-Prison Program (DTAP), Brooklyn Treatment Court, Harlem Re-Entry Court) to provide services within its other residential and outpatient programs.

Palladia, Inc.
10 Astor Place, 7th Floor
New York, NY 10003
Phone: 212.979.8800
Fax: 212.979.0100
www.palladiainc.org
info@palladiainc.org

Providence House

A community based residential program for women who are on New York State parole and who cannot return to their place of residence after they are released from prison. Each of the two houses, one in Brooklyn and one in Queens, has a core community of volunteers who live permanently in the house and who participate in the communal life with the residents. There are also paid staff that assist with federal services and housing. Length of stay: from three months to a year. Write to Providence House before you go up before the parole board or ask your parole officer for a referral.

Providence House, Transitional Housing Program
P.O. Box 210529 (mailing address)
703 Lexington Ave. (street address)
Brooklyn, NY 11221
Phone: 718.455.0197
Fax: 718.455.0692
www.providencehouse.org

Volunteers of America Greater New York

Volunteers of America is a national, non-profit organization that helps many underserved populations including parolees and ex-offenders. Volunteers of America has statewide affiliates and serves and houses hundreds of thousands of individuals and families each year. The two programs in the New York City area for ex-offenders and pre-parolees are:

1. *Project O*: Project Oasis operates three community residences in Newark, NJ, helping more than 300 offenders each year prepare for reentry into their communities. All residents are required to complete an 18-month life-skills and employment-training program. In addition, participants are assisted in finding housing, employment, and treatment for chemical addictions. Project O collaborates with other service providers, government agencies, area social services, churches, schools, and corporations to involve communities in providing effective and comprehensive programs.
2. *Queens Forensic Link*: The Forensic Link program serves 750 adult male and female mentally-ill chemically dependent parolees. Eligible inmates from Rikers Island and the Queens House of Detention begin working with a case manager prior to their discharge and continue this support for at least two years following their release. The goal of the program is to reduce recidivism by linking clients with the services they need to successfully reenter community life.

Volunteers of America Greater New York
340 W. 85th St
New York, NY 10024
Phone: 212.873.2600
Fax: 212.769.2629
www.voa-gny.org
www.voa.org

Volunteers of America Project Oasis
155 Washington Avenue
Newark, NJ 07102
Phone: 973.642.0424x204
Fax: 973.596.9482

Volunteers of America Queens Forensic Link Program
163-12 Jamaica Avenue
Jamaica, NY 11432
Phone: 718.725.1560

Women's Prison Association

The Women's Prison Association (WPA) has worked to create opportunities in the lives of criminal justice-involved women and their families since 1844. Agency services are designed to meet the multi-faceted needs of clients through a broad continuum of care. WPA's 8 programs provide comprehensive services including case management, supportive counseling, discharge planning, field supervision, HIV/AIDS education, support groups, mentoring, life skills training workshops, housing and job placement assistance and residential services to help women make positive choices for themselves and their families.

WPA has two residential programs serving the needs of women transitioning from incarceration to independent living:

1. The Hopper Home Alternative to Incarceration (ATI) program offers a transitional residence for up to 20 women under court-mandated supervision. The residential piece is complemented by an intensive reporting component for women who have transitioned into independent living in their communities. Women in the residential program stay in residence between 8-12 months and advance through four phases to completion. Before advancing to the next phase, clients assess their progress with the case management team to determine if they are entitled to additional privileges. While in residence, ATI staff ensures that client's begin to address needs related to mental health, medical care, family counseling and reunification, education and employment. Before transitioning to the community reporting phase, residents must demonstrate proof of housing and continue participating in structured activity as required.
2. The Sarah Powell Huntington House (SPHH) is a transitional residence for homeless women ex-offenders seeking to reunite with their children. SPHH is designed to assist women become self-sufficient through a comprehensive case management and supportive services program. Clients have access to a wide range of services both on-site and at other WPA programs to assist them with vocational and educational training, housing and employment assistance and developing parenting and independent living skills. The residence has 28 one and two-bedroom units and a children's center to serve 19 families and 18 single women working toward family reunification. Women typically reside at SPHH for a period of 6 to 18 months before rebuilding their lives in the community.

In the spring of 2004, WPA, in collaboration with Housing + Solutions, will open a self-governed residence to provide permanent housing for 8 women in a 2-family rowhouse in East New York. Founded on the principles of self-help, the house will be managed by the women who live there. Residents will maintain sobriety, employment and a commitment to group-living; attend trainings on house governance, finance and household repair; pay rent and utilities and manage the up keep of the house.

Women's Prison Association
110 Second Avenue
New York, NY 10003
Tel: (212) 674-1163
Fax: (212) 677-1981
www.wpaonline.org

California

Amity Rightturn

The Amity Rightturn program offers a three-month community re-entry component for soon-to-be ex-offenders with substance abuse issues. Twenty-six percent of Amity graduates who completed aftercare were rearrested within their first year out.⁹⁵ Of the graduates who did not complete aftercare, 43% were rearrested within the first year out, 50% of program dropouts were rearrested, and 63% of a matched comparison group were rearrested.

Amity - R.J. Donovan Correctional Facility
480 Alta Road
San Diego, CA 92179
Phone: 619.661.6500x6370
Fax: 619.661.6253

Delancey Street Foundation

The Delancey Street Foundation is an innovative organization that provides long-term transitional supportive housing for approximately 1,000 former ex-offenders and substance abusers in New York City, San Francisco, Los Angeles, New Mexico, and North Carolina. The minimum stay is two years; the average stay is four years. During that time, all residents earn a high school equivalency and learn three marketable skills before graduating. They also learn the interpersonal and social survival skills necessary to be independent, self-reliant, and drug-free in mainstream society. The Foundation supports itself primarily through a number of training schools that offer vocational skills to all the residents, including a moving and trucking school, restaurant and catering services, a print and copy shop, retail and wholesale sales, paratransit services, advertising specialties sales, Christmas tree sales and decorating, and an automotive service center. In addition to the housing for ex-offenders, the Foundation now has a program that provides a charter public high school for at-risk youths.

⁹⁵ This and the following data for this organization were found in the following: www.cchi.org/cgi-bin/cchi/doc.asp?ID=3925

Delancey Street Foundation
600 Embarcadero Street
San Francisco, CA 94107
Phone: 415.957.9800
Fax: 415.512.5186
www.delanceystfndtn.citysearch.com

Northern California Service League

NCSL works to reduce crime by helping offenders and ex-offenders become responsible and productive citizens. The services for ex-offenders provided by NCSL include in-jail and post-release education and social services, intervention, job development and placement, job fair, rehabilitation, substance abuse counseling, social services, and children's services. NCSL also operates a transitional housing program, Cameo House, for 11 homeless female ex-offenders and up to two of their children. Cameo House provides clients with a case management team that offers a host of on-site support services: child reunification, treatment plans, recovery skills and relapse prevention, transition planning towards independent living, independent living skills, anger management, health workshops and nutrition education, skills for employment stability, money management, counseling for families and children, and parenting workshops.

Northern California Service League
28 Boardman Place
San Francisco, CA 94103
Phone: 415.863.2323
Fax: 415.863.1882
www.norcalserviceleague.org
ncsl@norcalserviceleague.org

Weingart Center Association

The mission of the Weingart Center Association is to provide high-quality services and innovative solutions to break the cycle of homelessness. One of their many programs is the STAIRS program for men and women on parole to help them reenter the community. This is a multi-service residential treatment program that progresses through phases to graduate. STAIRS is a collaborative effort of the Weingart Center Association and the California Department of Corrections.

Participants are provided with a single room and three meals per day, individual case management, adult education, access to the computer lab, life skills classes, community service projects, sports and recreation activities, employment and job development services, self-help recovery groups and relapse prevention, HIV/AIDS education and referrals, clothing and hygiene supplies, after-care for clients living in the community, and long term case management.

Weingart Center Association
566 South San Pedro Street
Los Angeles, CA 90013
Phone: 213.689.2151

Fax: 213.623.0403
www.weingart.org
center@weingart.org

Connecticut

Community Partners in Action (CPA)

Community Partners in Action is a nonprofit agency created in 1875, which builds community by providing services that promote accountability, dignity and restoration for people affected by the criminal justice system. They currently offer 20 diverse programs, 4 of which are either residential programs or offer assistance finding housing:

1. *Hartford Transitional Housing Program (HTH)*: Thirty-three beds are available to men referred by the Intake Assessment and Referral (IAR unit), Probation, and Parole. The program is housed in the same complex as the Hartford Alternative Incarceration Center, a program that monitors individuals referred by the criminal justice system. HTH clients participate in everyday activities, which include community service, recreational activities, substance abuse counseling, anger management, men's group, sexually transmitted infections group, and employment skills. The Program Manager can be reached at 860.525.6691.
2. *Work Release Program*: This 28-bed program is funded by the Department of Correction to provide a transitional residence to male clients released from DOC institutions on Community Release status. Residents receive employment readiness training and life and work skills development in a multi-phase program. During their training, residents are offered a variety of support services. The average residential stay is four months and the program received a score of 100% on the Department of Corrections Standards Audit in July 2002. The Program Manager can be reached at 860.543.8929.
3. *Resettlement Program*: This program helps offenders prepare for a successful return to their communities from incarceration and operates statewide. Program staff has developed liaisons with service providers in the community to provide participants with assistance locating food, shelter, clothing, education, medical services, and mental health treatment. In fiscal year 1999, this program helped more than 600 people establish transition plans and make the transition back to their communities. The Program Manager and can be reached at 860.522.7400.
4. *Hartford Juvenile Detention Center for Girls*: Funded by the Court Support Services Division, this program provides community-based residential supervision and programming for young women up to age 16. The Program Manager can be reached at 860.244.0700.

Community Partners in Action
110 Bartholomew Avenue, Suite 3010
Hartford, CT 06106
Phone: 860.566.2030
Fax: 860.566.8089
www.hartnet.org/cpa

CO-OP Center

CO-OP Center, begun in 1973, is a program of The Council of Churches of Greater Bridgeport, Inc. Its purpose is to support accused persons, offenders, and ex-offenders in their efforts to reorient their lives and become contributing members of society. Eligible clients are referred through the Office of Adult Probation, the Office of Parole, the Community Enforcement Division, Alternative to Incarceration Programs, the Superior GA2 Court, or contracted half-way houses in the greater Bridgeport area. CO-OP Center also provides limited services to ex-offenders released without community supervision. Services range from assistance in obtaining legal identification to computer training. CO-OP Center receives funding from the Connecticut Dept. of Correction, the Court Support Services Division, and the Department of Mental Health and Addiction Services. Additional funding comes from the United Way of Eastern Fairfield County, the Watkinson Prisoners' Aid Society, member congregations of The Council, and other individual supporters.

CO-OP Center

180 Fairfield Ave., 3rd Floor
Bridgeport, CT 06604
Phone: 203 367-8441
FAX: 203 367-9985

District of Columbia

Conquest House Offender Reintegration Ministries

Conquest Offender Reintegration Ministries is a faith-based criminal justice ministry founded in December 1995. Their mission is to respond effectively to the needs of ex-offenders and at-risk youth by providing support services in order to help prevent crime and reduce recidivism. They operate Conquest House Transitional Housing Center for male ex-offenders in Washington D.C., which provides transitional housing for six months to a year. In helping ex-offenders reintegrate into the community, Conquest House provides services such as resume preparation, assistance with obtaining vital papers such as birth certificates and a social security card, clothing for job interviews, counseling, limited transportation funding to get to/from job interviews, emergency food, job and education assistance, mentoring, case management, financial management services in budgeting and saving, and housing referrals. In addition, ex-offenders receive counseling, referrals for services such as health, legal, and housing and each resident is assigned a mentor and conducts a fellowship at a local Christian church.

Conquest House Ministries, Inc.

P.O. Box 73873

Washington, DC 20056-3873

Phone: 202.723.2014

Fax: 202.291.1759

www.conquesthouse.org

cormdc@erols.com

Illinois

The Safer Foundation

The Safer Foundation provides a variety of services to offenders and ex-offenders in the Chicago area as well as in the South Suburbs. It also has offices in Rock Island, Illinois and Davenport, Iowa. Services are provided by appointment and include job readiness training, employment help, basic educational enhancement, preparation for passing the GED, supportive service referrals, health awareness, substance abuse prevention, life skills training groups and case management services to address transitional issues of their clients for one or more years. They also operate a private school within the Cook County Jail for jail inmates and two Adult Transition Centers for inmates of the Illinois Department of Corrections who have been authorized to spend the last part of their sentences in the community.

Safer Foundation

571 West Jackson Boulevard
Chicago, IL 60661
Phone: 312.922.2200
Fax: 312.922.0839
Website: www.safer-fnd.org

St. Leonard's Ministries

St. Leonard's Ministries, first established as a non-profit organization in 1954, offers residential and comprehensive case management assistance to approximately 300 ex-offenders a year. They also have collaborated with the Adler School of Professional Psychology, which provides residents with counseling and therapy on an individual and group basis. In addition, a neighboring Episcopal charity offers residents GED preparation and other educational opportunities. There is also a health and mental health center located across the street from the building. St. Leonard's operates in three distinct settings:

1. *St. Leonard's House* provides transitional supportive housing to 40 men
2. *Grace House* provides transitional supportive housing to 16 women
3. *St. Andrew's Court* is a 42-unit SRO building that provides second-stage permanent housing with support services to males who have completed the St. Leonard's House program. SAC residents pay an average of \$153 per month and have access to a range of support services.

While recidivism rates for the general population of those leaving Illinois prisons exceeds 50%, the recidivism rate of former St. Leonard's Ministries participants is only 20%.

St. Leonard's Ministries

2100 W. Warren Blvd.
Chicago, IL 60612
Phone: 312.738.1414
Grace House Phone: 312.733.5363
Fax: 312.738.1417

Louisiana

Community Service Center

The Community Service Center (CSC) is a non-profit United Way member agency founded in 1965 to reduce recidivism in the adult ex-offender population of the Greater New Orleans area. CSC offers a step to freedom, self-sufficiency, and productivity by providing ex-offenders with counseling (individual and family), case management, emergency assistance, employment readiness, employment facilitation, GED preparatory classes, support groups, HIV/AIDS services, services for homeless offenders, parenting, family reunification, and other services. There are no costs to the ex-offender for services.

Community Service Center
4000 Magazine Street
New Orleans, LA 70115
Phone: 504.897.6277
Fax: 504.897.6281
CSCNOUW@aol.com

Project Return

Project Return is a 90-day program that helps prepare ex-offenders to become self-reliant, law-abiding citizens. They provide services including group therapy, job training, and job placement. The overall cost is \$4,000 per individual.

Project Return
2703 General de Gaulle Drive
New Orleans, LA 70114
Phone: 504.988.1000
Fax: 504.988.1019
www.projectreturn.com

Maryland

Fresh Start, Living Classrooms Foundation

Fresh Start provides individualized vocational training, work experience, and remedial academic support for adjudicated youth, aged 16-21, who are school dropouts. Fresh Start is a 40-week program that provides youth with training in vocational, academic, and social skills development. The program is designed to mirror the workplace by giving participants an opportunity to practice job skills and attitudes as well as interpersonal skills that will help them in their careers and future endeavors. In addition to GED classes, the program uses carpentry and woodworking as a medium to teach skills that are needed to be successful in any job: self-motivation, work quality, and staying on task.

Fresh Start also provides opportunities for students to learn and practice entrepreneurial skills. The youth in Fresh Start have established a "student company" that secures contracts to build Fells Point chairs, small boats and other wooden products. Fresh Start provides a venue for

teaching basic business skills, including math, writing, social skills, and money management, and also offers realistic on-the-job experience, and 3 years of after-care. Fresh Start has been training youth since 1990 in partnership with the Maryland Department of Juvenile Justice and has been selected by the U.S. Department of Labor National Youth Employment Coalition as one of the best programs nationwide providing Promising and Effective Practices for Youth (PepNet Award) for the last six years. Fresh Start has also recently been named as an extension of Baltimore's Harbor City High School.

Dates: year-round

Eligibility Requirements: High-risk youth aged 16-21 who dropped out of high school and are in need of special services. Many of the youth in the Fresh Start Program have been involved in non-violent criminal activities, typically come from very low-income, high-crime neighborhoods in Baltimore City, and are in residential placement with the Department of Juvenile Justice or other agencies.

Cost to Student: none

Fresh Start, Living Classrooms Foundation
802 South Caroline Street
Baltimore, MD 21231
Phone: 410.685.0295
Fax: 410.752.8433
www.livingclassrooms.org

Prisoner's Aid Association of Maryland, Inc.

The Prisoners Aid Association of Maryland, Inc. provides housing and supportive services for inmates and ex-offenders. They have three types of housing that are available to both men and women:

1. *The Shelter Plus Care:* This program is sponsored by the City of Baltimore and funded by HUD. Clients who meet HUD's eligibility requirements are provided with long-term housing up to five years, usually in a one-bedroom apartment. Residents are offered individual and groups counseling as well as various financial supports.
2. *Emergency Housing:* The emergency housing facility accommodates 16 men and women daily and provides them with two meals per day. The daily operations are performed by ex-offenders who are responsible for preparing the meals, assigning beds, and for cultivating the well-being of the residents. Clients are placed in case management, provided with information on Social Service programs, and are automatically assigned a seven-day stay in the shelter.
3. *Transitional Housing:* Some clients are eligible to remain in emergency housing for up to six months, and these folks are entered into the Transitional Housing program. Residents are placed in case management, and the program requirements change for each individual. All residents are required to acquire full-time employment and are assisted in forming a budget and savings plan.

All clients receive services that include counseling, mental health treatment, substance abuse treatment, GED and computer classes, employment readiness, job placement, limited transportation to interviews, and career development. All services and programs are free or cost a minimal fee.

Prisoner's Aid Association of Maryland, Inc.
2000 North Calvert Street
Baltimore, MD 21218
Phone: 410.727.4677
<http://jewel.morgan.edu/~nmiles/index.html>

204 E. 25th Street
Baltimore, MD 21218
Phone: 410.552.1870

Massachusetts

Span Transitional Housing

Span Transitional Housing provides transitional scattered-site SRO housing for male ex-offenders living with HIV/AIDS in the Boston area. Residents with a history of substance abuse are required to participate in substance abuse and reintegration treatment. The facility offers services including furnished rooms, on-site staff, housing search assistance, case management, substance abuse counseling, reintegration counseling, health education, GED classes, anger management, employment assistance, life skills training, and a drop-in center (Horizon House). In addition, Span also operates a short-term rental assistance program for non-HIV/AIDS ex-offenders in sober house settings, where they will pay for up to three weeks of rent.

Span Inc.
110 Arlington Street
Boston, MA 02116
Phone: 617.423.0750
Fax: 617.482.2717

Michigan

Macomb County Community Corrections

The Macomb County Community Corrections is a community-based punishment and rehabilitative program aimed at relieving prison and jail overcrowding through court-approved sentencing alternatives. They place non-violent offenders into community sanctions where their rehabilitative and monitoring options include substance abuse inpatient and outpatient treatment, daily reporting services, urine testing, community service work, job training assistance, cognitive restructuring, and pre-trial release supervision.

Central Intake and Referral Center
Macomb County Jail
43565 Elizabeth Road
Mount Clemens, Michigan 48043
Phone: 586.307.9443
Fax: 586.469.6436
www.co.macomb.mi.us/communitycorrections

New Jersey

Criminal Justice Program

Begun in 1975, the Criminal Justice Program has worked to ensure the protection of prisoners' rights, the successful reentry to society by ex-offenders, the choice of productive options by young offenders, and to increase public awareness of the causes of crime and the costs to society of the penal system. The Program increases public awareness of the cost of the current criminal justice system and increases the number of individuals advocating reform. It works through discrete and interrelated projects. The Prisoners Resource Center, a self-help center, assists 600-800 soon-to-be released prisoners, ex-prisoners, and members of prisoners' families to prepare successful parole plans, access emergency needs, obtain employment and education, and receive emotional support. Staff and volunteers include ex-prisoners who have first-hand experience with the obstacles of positive reintegration. The Prison Watch Project monitors human rights concerns, violations, and abuses of prisoners in county, state, and federal facilities. Staff advocate for the resolution of the complaints through appropriate channels. The New Directions Youth Project works with young people, who have had some contact with the law, to consider options besides becoming repeat offenders. The project works with 12-15 youth, most of whom are African-American and Hispanic, aged 15-17. It provides highly motivated young adults with an opportunity to serve their community through training and implementation of the mentor role. Group activities, a twenty-seven week curriculum, a summer employment program, and a gala graduation ceremony focus on personal, cultural, and historic awareness, life goals, and community concerns.

American Friends Service Committee
New York Metropolitan Regional Office
Criminal Justice Program
972 Broad Street
Newark, NJ 07102
Phone: 973.643.3079
Fax: 973.643.8924
www.afsc.org/pdesc/pd245.org

New Jersey Association on Corrections

The New Jersey Association on Corrections is a citizen's organization that works to make the criminal justice system work more effectively. They operate eight residential programs and four out-client programs:

1. The Clinton House in Trenton, New Jersey serves as a community corrections program for male pre-release state inmates.
2. The Sanford Bates House in New Brunswick, New Jersey is a community corrections program for female pre-release state inmates.
3. The Millicent Fenwick House in Paterson, New Jersey is a co-ed community correction and addiction treatment program for pre-release state inmates.
4. The Passaic County Women's Center in Paterson, New Jersey is a shelter for victims of domestic violence.
5. The Broughton House in Newark, New Jersey provides housing and support services for people who are homeless and living with HIV/AIDS.

6. The Scattered Site Housing Project in Newark, New Jersey provides transitional housing and support services to clients who have been successfully stabilized at Broughton House.
7. PARTS (The Parents and Their Children Recovering Together Successfully), or PERTH AMBOY, is a residential treatment program for homeless mothers in recovery from alcohol and/or drug addiction with their young children.
8. Project FIRST (Families In Recovery Stay Together) is a residential treatment program for homeless mothers living with HIV/AIDS in recovery from drug and/or alcohol addictions with their young children.
9. The Rape Crisis Program offers a 24-hour hotline and support services for survivors of rape.
10. The Resource Center provides emergency and support services in the Middlesex County area. These include: transportation, counseling, HIV/AIDS outreach, and help in securing education, employment, and emergency housing.
11. POW (Prevention Outreach Works!).
12. Get Safe provides HIV prevention and education services to youth, women, and men.

New Jersey Association on Correction
 986 South Broad Street
 Trenton, NJ 08611
 Phone: 609.396.8900
 Fax: 609.396.8999
<http://community.nj.com/njac>

Texas

Gulf Coast Trades Center (GCTC)

Gulf Coast Trades Center operates a residential facility and transitional housing program that serve as an intermediate sanction for young men and women aged 16-19 who have not succeeded on probation. The youth train in a selected trade and prepare for the GED. The program also provides work experience, job placement, and follow-up services. Over 1,000 youths were served in the agency's Community Service and parole programs between September 1999 and August 2000. A recent study found that GCTC youth have a re-arrest record of 16% compared to rates of 26.5% for youths in group homes and 54.7% for youths in other contract programs.⁹⁶ Furthermore, 84% of students enrolled during that time completed the program and 70% of the completers were employed when they left.

Gulf Coast Trades Center
 143 Forest Service Road
 New Waverly, TX 77358
 Phone: 936.344.6677
 Fax: 936.344.2386
www.gctcw.org
gctc@gctcw.org

⁹⁶ <http://www.nyec.org/pepnet/awardees/gctc.htm>

Re-Integration of Offenders (Project RIO)

Project RIO is a joint undertaking of the Texas Workforce Commission (TWC), the Texas Department of Criminal Justice, and the Texas Youth Commission. It is designed to facilitate the re-entry of Texas State ex-offenders and adjudicated youth back into society through the provision of academic, vocational, and employment services. Project RIO works with inmates and youth, while incarcerated, through the provision of counseling, academic, and vocational training, and through the tailoring of work assignments. Once released, the ex-offender and youth have access to specialized placement services through the Texas Workforce Commission. Through a Statewide network of 84 offices, services such as job counseling and referral, free fidelity bonding services, and certification under a Federal tax credit program are provided. Additionally, Project RIO provides releasees with information regarding supportive services that are available in the local community to assist with the client with his/her re-entry. Project RIO has an established working relationship with employers, and served over 28,000 releasees, 77% of who secured employment. Housing is not a direct part of Project RIO.

Project RIO

Texas Workforce Commission
101 East 15th Street Room 202T
Austin TX 78778-0001
Phone: 512.463.0834
Toll Free In Texas: 800.453.8140
Fax: 512.936.3090
<http://www.texasworkforce.org/svcs/rio.html>

Re-Integration of Offenders Youth Project (RIO-Y), Texas Youth Commission

RIO-Y operates in the Texas Youth Commission's residential facilities. Participants receive help entering the workforce with services such as pre-employment counseling, job readiness skills, and career exploration in addition to education, specialized treatment, and tailored aftercare services.

Re-Integration of Offenders Youth Project (RIO-Y), Texas Youth Commission

4900 North Lamar Boulevard
Austin, TX 78765
Phone: 512.424.6130
Fax: 512.424.6024
www.tyc.state.tx.us/programs/workforce/rio_y.html
tyc@tyc.state.tx.us

Washington

Pioneer Human Services (PHS)

Pioneer Human Services (PHS) is an entrepreneurial nonprofit organization that improves the lives of its clients through employment and training, social services, and housing. Pioneer Human Services is recognized as a world class example of a private, nonprofit social enterprise organization that successfully integrates self-supporting businesses with an array of training, rehabilitative services, and housing. Pioneer Human Services provides employment, training,

counseling, community corrections, and housing services to 6,500 clients a year, primarily ex-offenders and former substance abusers. The Counseling and Housing services of PHS is divided as such:

- *Housing and Residential Recovery Services* – approximately 650 units of low-income and alcohol and drug free housing are provided in 17 apartment buildings in Seattle and Tacoma. The St. Regis Hotel provides 132 beds of residential recovery services, low income, and overnight rooms to the public;
- *Community Corrections* – PHS directly operates six correctional programs, including the Bishop Lewis House and Madison Recovery House, which serve males in work release under state jurisdiction. The Helen B. Ratcliff House helps transition female offenders. Pioneer Fellowship House and Tacoma Comprehensive Sanctions Center focus on federal offenders. Selma R. Carson Home serves juveniles returning from state facilities;
- *Behavioral Health Services* – Pioneer Counseling Services provides outpatient mental health and chemical dependency counseling. Case Management Services coordinate support services for residents of the residential units. School-based counseling offers counseling to middle-school students and their families in various Seattle Public Schools. The Spruce St. Inn serves runaway youth and their families. Pioneer Center North and Pioneer Center East are in-patient chemical dependency facilities, which provide involuntary services to persons with long histories of addiction.

The Employment and Training services of PHS are divided as such:

- *Food Operations* – PHS operates a retail food business, the Mezza Café, at 3 locations in Seattle and Bellevue. Central Food Services prepares and delivers over 750,000 meals annually to PHS programs and to third-party customers;
- *Pioneer Construction Services* – Sixty persons are employed to do remodeling and construction projects for both PHS properties and third-party contracts;
- *Pioneer Distribution Services* – Contract Services provides assembly, packaging, and warehousing services for customers. Food Buying Service distributes food to over 400 food banks and nonprofit groups in 25 states;
- *Pioneer Industries* – two manufacturing plants specialize in producing cargo liners for Boeing and sheet metal fabrication and finished products for customers. A 12-month Basic Training Program offers on-the-job training, which can be followed by an apprenticeship program.
- *Pioneer Consulting Service* – Pioneer consults with nonprofits, foundations, and other agencies in assessing social enterprise capabilities and opportunities.

Pioneer Human Services
7440 West Marginal Way South
Seattle, WA 98108
Phone: 206.768.1990
Fax: 20.768.8910
www.pioneerhumanserv.com

INTERNATIONAL:

London, England

National Association for The Care and Resettlement of Offenders (NACRO)

Nacro was first established in 1966 and is the leading crime reduction charity in England and in the UK, helping over 25,000 people a year. They provide living accommodations for ex-offenders and prisoners in self-contained flats, shared houses, and in hostels, with over 1,400 spaces throughout England and Wales. In some areas, they have special projects for people leaving prison, people with mental health problems, people with drug or alcohol problems, and pregnant young women. In addition, they help ex-offenders and other homeless people to access permanent and temporary housing provided by others. Nacro has specialist knowledge and expertise in the fields of youth crime, crime reduction, community safety, race and the criminal justice system, and mental health. Nacro believe addressing a wide range of social problems, such as unemployment and homelessness, will help prevent and reduce crime.

NACRO

169 Clapham Road

London SW9 0PU

Phone: 020 7582 6500

Fax: 020.7735.4646

www.nacro.org.uk

communications@nacro.org.uk



505 8th Avenue, 15th Floor
New York, NY 10018
P: 212.389.9300
F: 212.389.9312
www.commonground.org

50 Broadway, 17th Floor
New York, NY 10014
P: 212.986.2966
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www.csh.org

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