

# WASHINGTON STATE'S REENTRY HOUSING PILOT PROGRAM EVALUATION: YEAR 1 REPORT

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## EXECUTIVE SUMMARY

These preliminary findings suggest that Washington State has successfully implemented the Reentry Housing Pilot Program (RHPP). When compared to the characteristics identified by national evaluations of successful reentry programs, the RHPP providers have identified the key components necessary to enhance the likelihood of success for high risk offenders reentering the community from prison or jail. Each pilot site combines wrap around services, treatment, and offender accountability with the provision of affordable and safe housing. This report provides descriptive findings for the first year of RHPP operation and a summary of the ongoing research plan.

### Preliminary Findings for Year 1:

- 154 offenders have been accepted into the RHPP program as of December 2008.
- 106 participants are actively participating in the program.
- Of the 154 offenders accepted to the program, 41 have been terminated with 4 of these committing a new crime, 6 using drugs, 17 absconding, and 13 for failing to comply with program rules. (1 offender died—see footnote 1 page 23 for details)
- Of the 154 offenders accepted to the program 7 have successfully completed.
- Two of the 3 programs are at capacity: Clark 93%, King 96% and Spokane 60%.
- It is too soon in the implementation of the program to determine whether the RHPP's are reducing recidivism.
- The average monthly rent per offender is \$441
- 71% of offenders live with 1 or more room mates.
- RHPP appears to have a positive effect on participants' monthly income.



## **WASHINGTON STATE'S REENTRY HOUSING PILOT PROGRAM EVALUATION: YEAR 1 REPORT**

Prisoner reentry has become a pressing issue for many states. Many offenders who reenter the community from prison find it difficult to secure affordable, safe, and stable housing. Without housing there is an increased likelihood to reoffend and return to prison. In an attempt to reduce the high financial and human cost of recidivism, the 2007 Washington State Legislature passed a bill (ESSB 6157) creating the Re-entry Housing Pilot Program (RHPP) for high risk, high need offenders who are being released from prison without a place to reside. The legislation provides for up to 12 months of housing support to qualified offenders who are willing to engage in treatment, secure employment, and work toward self sustainability.

The existing research on offender re-entry shows that there are multiple factors related to an offender's success or failure after being released from prison (see Petersilia, 2003 for a full review). The research is clear that in order for the treatment and support of offenders to be effective in reducing recidivism, it must be directly connected to an offender's criminogenic needs such as poverty, drug addiction, lack of education, and other factors directly linked to various types of offending (i.e., sex offending). It is also clear that various types of treatment programs, life skills related programs, and various community supervision approaches, all have an affect on the likelihood that an offender will be successful after release. Of most importance to the current study is the notion that access to stable housing is an important part in assisting offenders with their transition from prison to the community. Stable housing allows for an offender's primary needs to be met while they are preparing to engage in reestablishing their lives in areas related to education, employment, family, and successful DOC supervision.

Therefore, this evaluation of the RHPP analyzes how the provision of housing, along with other treatment and support services to offenders under DOC supervision influences recidivism and offender self sustainability. The following report provides a brief literature review related to housing and successful re-entry and describes the research conducted during the first year of funding for the RHPP. Included is a description of the RHPP programs being implemented in Clark, King and Spokane Counties, the RHPP participants, the measures necessary to conduct future analyses, and the ongoing research plan.

## **REENTRY AND HOUSING LITURARTURE REVIEW**

With the increasing number of offenders returning to society each year from jails and prisons the need for adequate reentry initiatives has become more apparent. Numerous studies have been conducted on the topic of prisoners and reentry and identifying the factors related to successful reintegration. The Urban Institute released findings in January of 2006 titled “Understanding the Challenges of Prisoner Reentry” (Baer, et al., 2006). Their findings are based on a multistate longitudinal study (Illinois, Maryland, Ohio, and Texas) that examines factors that contribute to unsuccessful or failed reentry, and how these factors can influence public policy. The goal was to gather information on each offender prior, during, and up to one year after their release. The Urban Institute uses five categories to document the challenges faced by offenders: individual, family, peer, community, and state (Baer, et al., 2006).

## **Challenges to Successful Reentry**

According to the Urban Institute Justice Policy Center, housing is the most immediate challenge facing offenders upon release (see Baer, et al., 2006; Visher, LaVigne, and Travis, 2003). Multiple barriers confront offenders upon release in regard to housing. First, those individuals who have no viable plan upon release from incarceration have limited housing options related to availability, affordability, and legal barriers, including sex offender regulations and eligibility requirements. Second, offenders who plan on living with family upon release may encounter bad influences or may only be allowed to stay there for a short or temporary period of time. A majority of prisoners believe that finding a stable place to live upon release is necessary to successful reintegration, and that they will require assistance in finding adequate housing. The Urban Institute also found that the majority of offenders (ranging from 60-88 percent depending on the state) reside with family members upon release. Finally, they found that there are few programs that target offenders with mental illness.

A second important factor that influences successful reentry is employment (Bernstein and Houston, 2000; Holzer, Raphael, and Stoll, 2004; Rossman and Roman, 2003; Western, Kling, and Weiman, 2001). According to Bernstein and Houston (2000), employment is associated with lower rates of reoffending and higher wages are associated with lower rates of criminal activity. However, there are numerous factors that contribute to acquiring employment including, low levels of education, limited experience and skills, as well as a criminal record. The Urban Institute through their Returning Home project and numerous roundtables report that offenders believe that gaining employment upon release is a necessary component of successful reintegration, yet few offenders have secured employment prior to release. Training in prison such as work release, and monitoring after release from prison may help increase the likelihood

of finding employment. Finally, those individuals who do find employment may only work part-time or inconsistently. Transportation can also be a significant barrier to acquiring employment and getting to the job once employment has been secured.

A third factor that hinders successful reentry is substance use (Harrison, 2000). Although many incarcerated individuals have substance abuse problems, few receive any form of treatment (Visher, La Vigne, and Travis 2003). Further, once released, many offenders do not seek the necessary treatment to help them maintain sobriety. Offenders who have participated in drug treatment while incarcerated have lower drug use and criminal activity rates, especially when paired with aftercare treatment upon release (Gaes, Flanagan, Motiuk, and Stewart, 1999). Recent research findings show that many offenders assert that substance abuse is the underlying cause of many of their past and present problems.

Fourth, family support and strong relationships are another component to successful reintegration. If the offender is in a relationship either with a spouse or children, it is necessary to continue that relationship while the individual is incarcerated. This has been shown to help both the offender and the family members (Hairston, 1998). Continued support upon release is also a crucial component to successful reentry. Continued communication while the offender is incarcerated is therefore necessary to make the transition back to the community as smooth as possible.

Finally, a challenge to successful reentry can include the community in which the offender is returning. Often, the community to which the offender is returning has its own problems or turmoil, is different from the offender's community of origin, is transitional in nature, and offenders are concentrated within a few areas (Visher, La Vigne, and Travis 2003).

## **Housing and Reentry**

Housing and homelessness has been identified as one of the leading concerns related to successful reentry. Rodriguez and Brown (2003) analyzed the efforts nationwide to decrease homelessness among offenders leaving prison. Most efforts consist of one of three things: prohibit inmates leaving prison from being homeless; provide housing as part of services to help ex-offenders stay sober or get a job; or provide comprehensive transitional services, including housing (Rodriguez and Brown, 2003).

The national initiative, called the Serious and Violent Reentry Initiative (SVORI), is similar in many ways to RHPP. SVORI was a jointly funded program between the United States Departments of Justice, Labor, Housing and Urban Development, and Health and Human Services. Total they provided over \$100 million to 69 grantees located across the United States (Lattimore, Visher, and Lindquist, 2005). Lattimore, et al., (2005) found that SVORI programs are locally designed and implemented and therefore vary significantly in approach, the services and treatment provided, and the target population. They also note that nearly one-third of the programs took more than 12 months to become fully operational.

Another program similar to SVORI is the Project Greenlight reentry program (Wilson, and Davis, 2006). The Project Greenlight program which was set in the state of New York, specifically New York City was a short-term, prison based reentry program relying heavily on literature for its implementation. According to Wilson and Davis, (2006) the program, although it had mixed results, shows that program implementation, design, and correctly matching offenders with services are just as important as the services provided. The services need to be of the highest quality, but just as importantly, the individuals who use those services need to be

matched carefully, and the services need to be implemented properly (Winterfield and Castro, 2005). Both SVORI and Project Greenlight targeted serious and violent offenders.

Some research focuses mainly on the type of service provided offenders. Culhane, Metraux, and Hadley (2002) determined that homeless people with mental disabilities who were placed in supportive housing in New York City, were less likely to use shelters, have fewer stays at local hospitals, and experienced shorter periods of incarceration. They also determined that annually they were saving almost \$16,300 per housing unit per year by providing these homeless individuals with shelter. It was found that the most prominent factors in shelter use and ultimately re-incarceration were time since release from prison and residential instability (Metraux and Culhane, 2004). This indicates that having permanent housing for longer periods of time can reduce the likelihood of returning to prison.

Similarly in 2007 the National Institute of Corrections in conjunction with the Urban Institute launched the Transition from Jail to Community (TJC) initiative. TJC involves the development, implementation, and evaluation of a model for jail to community transition. The goal of the TJC model is to improve public safety and reintegration outcomes. The TJC approach will be implemented in six jurisdictions and technical assistance products will be created for communities across the country. This program is currently in the planning phase and is not in operation at the moment.

Although progress is being made in addressing the housing issue for offenders releasing back into the community formidable barriers still exist. Some of these barriers occur while the offender is still incarcerated. Many offenders do not receive the appropriate advice regarding coordination between the prison and the probation office. Another issue is finding affordable housing and landlords willing to take chances on offenders who they think pose a threat to

personal safety within the community (Harding and Harding, 2006). Ultimately however continual progress may provide effective reentry strategies that have the potential to reduce recidivism and increase public safety, but also decrease homelessness (Roman and Travis, 2006).

### **Washington State Housing and Reentry**

For the last decade, the state of Washington has identified affordable housing and the prevention of homelessness as important to the safe transition of offenders from secure confinement to the community. Although the provision of housing to ex-offenders who are leaving prison or jail has been actively pursued through state and national level initiatives, few of these initiatives have been sustainable over time.

For example, the Community Transition Coordination Network (CTCN) was proposed, but has not been pursued for implementation. This program was anticipated to aid adult moderate to high risk offenders reentering the community from prison or jail through “a system of coordination that facilitates partnerships between supervision and service providers” (Drake, 2007). The CTCN requires each county to coordinate with the Department of Corrections to determine the offender’s risks and needs and to implement the appropriate services. The CTCN pilot program was intended to begin in July of 2008 (Drake, 2007), however, there is no indication that this program ever became operational. It should be noted however, that according to the Washington State Legislature (2007) the bill for this pilot project does not expire until June 30, 2013.

Another program to address the needs of prisoner reentry is the Reentry Partnership Initiative (RPI) which was implemented in eight locations nationally, one of which was Spokane, Washington. According to Young, Taxman, and Byrne (2002) the Reentry Partnership Initiative

(RPI) was developed by the Office of Justice Programs of the Federal Department of Justice and was aimed at reducing recidivism. The RPI was implemented in 1999 and was one of the Office of Justice Program's first efforts at offender re-entry initiatives. The RPI combines the criminal justice system, social service and community groups to develop and implement reentry processes (Young, Taxman, and Byrne, 2002). In this particular program, community members including neighbors, clergymen, employers, family members, or friends act as "guardians" or mentors who guide them through the reentry process. Each offender has an assigned community corrections officer (CCO) who helps them with counseling, finding employment, and transitioning from prison to the community. These guardians are coupled with the local COPS-Shops in Spokane. This program no longer appears to be active.

The nationwide Serious and Violent Offender Reentry Initiative (SVORI) program was also implemented in Washington State. The Washington State Department of Corrections was awarded \$2 million to implement an adult and juvenile rehabilitation program in King, Pierce, and Spokane Counties (SVORI website: [www.svori-evaluation.org](http://www.svori-evaluation.org)). The program lasted for three years (2004 and 2006) and admitted 150 participants (projected 200 participants). The target population for the adult program was offenders between the ages of 18 and 35. It took the program between nine and eleven months after the funds became available to become operational. Although there was hope to expand and continue the program, federal funds are no longer available.

Another Washington program is the Mentally Ill Offender Community Transition Program. This pilot program was implemented in 1998 to help serve 25 mentally ill offenders returning to the community from prison (Roman and Travis, 2004). The King County Regional Support Network (RSN) worked in conjunction with the Mental Health Division (MHD) of the

Department of Social and Health Services (DSHS) to provide the necessary services. The Department of Corrections makes referrals from four different correctional facilities and screens them for eligibility. The program consists of six main service components: (1) pre-release planning, (2) intensive post-release case management, (3) residential support services, (4) community supervision by the DOC, (5) treatment for co-occurring disorders, and (6) employment (Roman and Travis, 2004). According to the Mentally Ill Offender Community Transition Program's annual report to the legislature the program has received 115 participants between 1998 and March, 2008 (Arnold-Williams, Vail, and MacLean, 2008).

The state of Washington has also recently released a manual called the *Washington State Resource Guide: Housing for Homeless People with Mental Illnesses and Co-Occurring Disorders* (2008). It discusses the benefits of housing homeless people with mental illnesses and what community based housing models can work for mentally ill homeless individuals. It also provides a list of financial, technical assistance, and essential resources needed to implement the program.

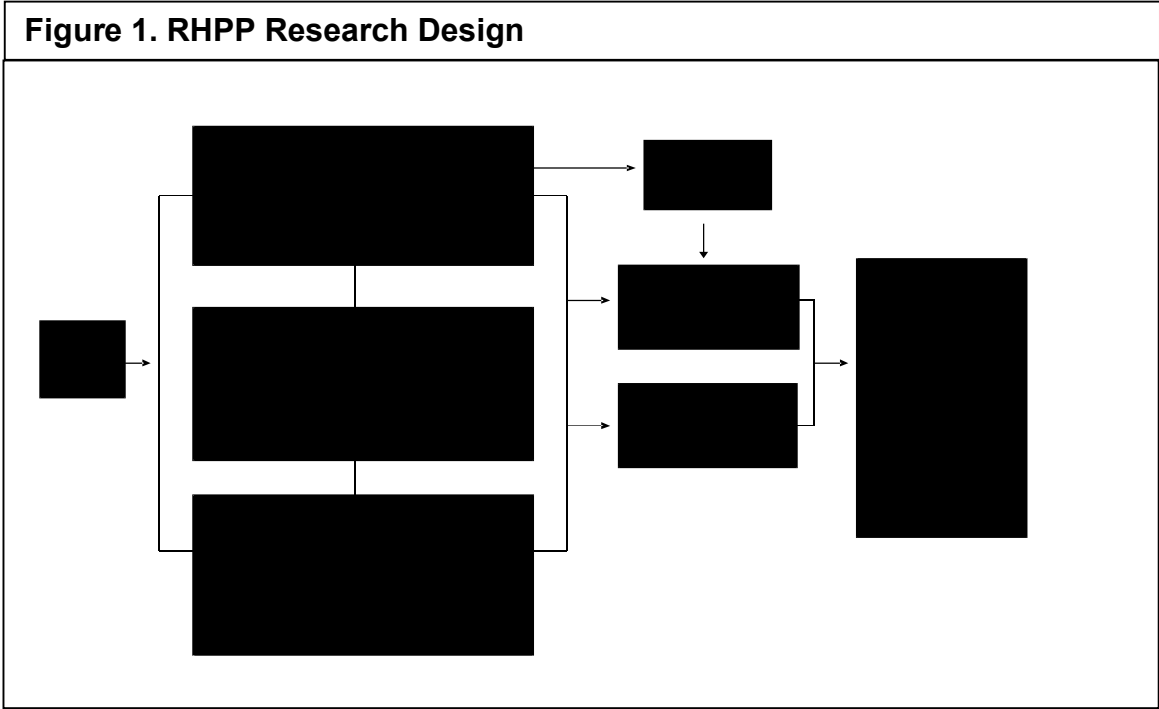
It is clear from the research nationally and within Washington State that safe and affordable housing is crucial to successful reentry. The research shows that programs vary widely in their implementation depending on the availability of housing, access to treatment and support services, the coordination of services to the offender's needs, types of supervision, and the target population being served. The remainder of this report describes the research methodology that will be utilized over the entire period of study, the reentry program designed and implemented by Washington State, and the preliminary findings for the first year of implementation.

## RESEARCH DESIGN

The Washington State Re-entry Housing Pilot Program (RHPP) provides up to 12 months of financial housing support to offenders being released from prison or jail. The RHPP also promotes interagency collaboration and information sharing between multiple stakeholders such as the RHPP Contractors, Community Justice Centers, the DOC, and other Supporting Agencies (i.e., social services, mental health, substance abuse treatment providers). Therefore, this study seeks to answer the question:

***Does the Re-entry Housing Pilot Program (RHPP) have an impact on recidivism for high risk, high need offenders, or those offenders leaving prison without viable release plans?***

To answer this question a quasi-experimental, longitudinal, design is being utilized. In a quasi experimental design, subjects are assigned to the treatment group (RHPP) by criminal justice decision makers and are compared to a group comprised of similarly situated subjects (high risk offenders not participating in the RHPP). These two groups are then compared, statistically controlling for any important initial group differences, to see if the treatment group performs differently than the comparison group. This methodological design increases the ability of the evaluators to isolate the effects of the treatment and to make sure that the outcomes are due to treatment effects (RHPP) and not some other relationship that may be influencing the behavior of RHPP participants.



The longitudinal design of the study is also important. Instead of capturing outcomes at any given moment in time, a longitudinal approach allows for the measurement of change over time and between groups. This is important in a study such as this one, because it measures RHPP duration (up to 12 months support), the complex changes that may occur during the RHPP period (i.e., eviction, supervision violations, jail, etc.), and the time that an offender is at risk to recidivate after completion of the RHPP (1 to 2 years post completion of RHPP). Due to the short period of time since the RHPP was established (January 2008) and implemented by the selected pilot sites (approximately April 2008), this *Year 1 Report* only includes RHPP participants with no comparison groups. A detailed list of measures is presented in Appendix A: Housing Provider Survey and Appendix B: RHPP Research Measures.

## **Research Settings: Clark, King, and Spokane**

The Washington State Legislature requires that the RHPP's be operated in collaboration with the Washington State Department of Correction's Community Justice Centers (CJC) existing in the counties selected as pilot sites. RHPP pilot sites are implemented in Clark, King, and Spokane Counties. Each county implemented a similar basic framework, but developed very different types of partnerships and housing resources based on their unique jurisdictions and the resources available in each geographic location. For instance, each county has a case management plan for offenders, targeted treatment services, offender accountability strategies, partnerships with criminal justice agencies including both corrections and law enforcement, and with treatment providers. Each county also includes identified housing units, self sufficiency plans for the participants, and coordinated safety plans to address issues that may arise for landlords, neighbors, or the community related to high risk offender behavior. Each county, however, differs somewhat in the RHPP team composition that manages participants, their identified target populations, criminal justice system partnerships, housing partnerships, and the types of housing available to offenders in their jurisdiction. The detailed RHPP delivery systems are outlined in each of the boxes below.

*Clark County.* RHPP in Clark County is designed to serve 30 active high risk offenders with one-half of the target population being men and the other being women. The RHPP team consists of a Community Corrections Officer (CCO) and a representative from YW Housing (serving women in the program) and Community Services Northwest (CSNW: serving the men in the program). The case management plan includes a monthly team meeting, 2-3 face-to-face contacts with offenders each week, and a 1:15 case manager to participant ratio. Primary direct services are provided by the DOC and the housing providers.

## RHPP Service Delivery System Clark County, Community Services NW & YW Housing

### PROGRAM DESIGN

#### Target Population

- total 46/active 30
- 15 men/15 women
- prefer fulltime employable
- RMA/RMB Risk

#### Case Management Plan

- monthly team meeting
- team: CSNW; YW; CCO
- ratio: 1:15
- contacts: 2-3 face per week

#### Treatment Services

- substance abuse
- mental health
- physical health
- life skills
- life support/legal
- education/vocational

#### Accountability/Sanctions

- work crew
- daily reporting
- detention
- arrest

### PARTNERSHIPS

#### CJ System

- DOC/CJC
- Law Enforcement
- Clark County Sheriff
- Vancouver City PD
- U.S. Marshall
- FBI

#### Housing Providers

- YW Housing (private)
- CSNW (private)
- Vancouver Housing Authority

#### Treatment Providers (primary)

- DOC direct services
- CSNW direct services
- YW Housing direct services

#### Treatment/Service Prov. (referral)

- YWCA of Clark County
- NW Justice Project
- Clark County Free Lawyers
- DSHS
- Clark College
- COMET (Meth Expanded Tx)

### HOUSING

#### Units Available

- YW: 36
- Vancouver Housing Auth: 5
- CSNW open #

#### Self Sufficiency Plan

- Offender 30% income
- RHPP 100% deposit
- Diminishing support  
100%~25% over 12
- Personal savings 12+

#### Safety Plan

- Neighborhood  
24 hour communication w/ team  
working relationship w/ LE
- Housing  
24 hour communication w/ team  
DOC release plan w/ property mgr

*King County.* RHPP in King County is designed to serve 50 active high risk offenders. RHPP is centralized within Sound Mental Health and is closely coordinated with CCO's working through the CJC. All housing and treatment services are centrally located and provided on-site through Sound Mental Health. The RHPP team consists of case managers from Sound Mental Health and CCO's co-located at the CJC. The case management plan includes a weekly team meeting to review participant progress, a 1:14 case manager to participant ratio, and a multi-systems approach that ensures that each case manager is familiar with all clients.

## RHPP Service Delivery System King County, Sound Mental Health

### PROGRAM DESIGN

#### Target Population

- total 75/active 50
- High Risk/High Need
- No viable release plan

#### Case Management Plan

- weekly team meeting
- team: SMH and CTC/CCO's
- ratio: 1:14
- Multi-System (Each Case Manager will know all of the clients)

#### Treatment Services

- mental health
- substance abuse
- life skills
- educational/vocational
- domestic violence
- sex offender

#### Accountability/Sanctions

- detention
- arrest
- Seattle day reporting Program (SDRP)
- King County Special Needs Unit (SNU)

### PARTNERSHIPS

#### CJ System

- DOC (CCO's, CTC, CJC)
- Law Enforcement  
King County Sheriff  
Seattle City PD  
U.S. Marshal  
FBI

#### Housing Providers

- Low Income Housing Institute (LIHI)
- GEM Property Management Company (private)
- Private Landlords

#### Treatment Providers (primary)

- DOC direct services
- SMH Direct Services

#### Treatment/Service Prov. (referral)

- A Second Chance (Employment Opportunities)
- DSHS

### HOUSING

#### Units Available

- LIHI: 30
- GEM: open #
- Private Landlords: 4 houses/12 rooms

#### Self Sufficiency Plan

- Offender 33% income
- RHPP 100% deposit

#### Safety Plan

- Neighborhood  
SMH, DOC rapidly meet, find a resolution and enact a plan. Team intervention, increased supervision, and police involvement
- Housing  
SMH has a 24/7/365 crisis response team, access to CTC/CCO 24/7 for consultation, and 2 assigned Seattle PD liaisons.

*Spokane County.* RHPP services in Spokane County are designed to serve 50 active high risk offenders. RHPP is centrally located within the CJC and is coordinated by Northeast Washington Housing Solutions (NWHS) in close collaboration with Spokane Neighborhood Action Programs (SNAP), Goodwill Industries of the Inland Northwest (GIIN), and the DOC's CJC. The RHPP team consists of members from each of the collaborating agencies. The case management plan includes a weekly team meeting to review participant progress, a 3:50 case manager to participant ratio, and frequent meetings with participants each week.

## RHPP Service Delivery System Spokane County, Northeast Washington Housing Solutions

### PROGRAM DESIGN

#### Target Population

- total 66/active 50
- men and women over 18
- required to report to CJC
- completed prerelease interview
- prerelease high risk/need
- No viable release plan

#### Case Management Plan

- weekly team meeting
- team: CJC, NEWHS, SNAP, GIIN
- ratio: 3:50
- frequent meetings each week with offenders

#### Treatment Services

- substance abuse
- mental health
- physical health
- life skills
- life support/legal
- education/vocational

#### Accountability/Sanctions

- work crew
- daily reporting
- detention
- arrest

### PARTNERSHIPS

#### CJ System

- DOC/CJC
- Law Enforcement  
Spokane County Sheriff  
Spokane City PD  
U.S. Marshal  
FBI

#### Housing Providers

- NEWHS
- SNAP

#### Treatment Providers (primary)

- DOC/CJC direct services
- NEWHS housing services
- SNAP life skills
- GIIN employment services

#### Treatment/Service Prov. (referral)

- Spokane County Regional Support Network
- GAU
- Medicaid

### HOUSING

#### Units Available

- NEWHS: open #
- SNAP: open #

#### Self Sufficiency Plan

- Employment Placement using life skills acquired from GIIN
- Addressing Supportive Service needs
- Pay greater portions of rent
- Conducting on-going assessments
- Following DOC re-entry plan

#### Safety Plan

- Neighborhood  
Entire team located at CJC;  
Local Law Enforcement,  
Neighborhood Resource Officers,  
COPS or SCOPE will be notified of  
offender's residences.
- Housing  
Landlords will be given a handbook  
with instructions;  
Violations will be address  
immediately by CCO;  
Local Law Enforcement will be  
notified when needed

## RHPP Participants Year 1

The majority of RHPP participants originate from the Washington State Department of Corrections (DOC). Inmates may volunteer for participation in the RHPP upon release from prison or jail. A classification counselor, community corrections officer, re-entry specialist, jail liaison, or other designated staff review offender's eligibility prior to release from prison (see box below). Offenders are then referred to RHPP teams who review the offender's application and determine whether the offender is suitable for the RHPP program prior to her or his release. Upon release, offenders are assigned housing, are interviewed by the RHPP team, and an individualized plan is created to address the participant's needs.

**Summary of Housing Program Eligibility Requirements for DOC Offenders.**

- **DOC offender with at least 12 months of community supervision to serve.**
- **Currently incarcerated on initial jail or prison sentence.**
- **The county of origin is an RHPP pilot site.**
- **The offender is high risk, high need, or without a viable release plan.**
- **The offender is willing to participate.**
- **The offender is free from any major infractions for the last 90 days.**
- **The offender is free from any felony warrants or detainers.**
- **The offender is eligible for release between January 2008 – July 2009.**

**(WA DOC Screening Tool, 2008)**

Table 1 summarizes the RHPP participant data for each of the counties for Year 1 of the project. It is important to note that these data more closely represent 6 months of RHPP's provision of services than 1 year due to a short start-up time between the notification of award to successful applicants and the distribution of funds. In addition the DOC had to develop a process to adequately screen offenders for participation in the RHPP program. Therefore, a lag time was created between the beginning of the RHPP funding period, the actual implementation of the programs, and the referral of offenders to the programs.

*RHPP Participants.* Preliminary findings based on the RHPP Provider Survey show that the RHPP teams are actively reviewing cases and admitting offenders to their respective programs. These data show that approximately fifty-two percent of offenders who are referred for participation in the RHPP are accepted. Those who are accepted are on average 38 years of age, the majority are male (79%), are unemployed (65%), and are transitioning to RHPP directly from prison (70%). Data on the race and ethnicity of offenders will be available in future analyses.

There appears to be a healthy population of offender applications pending review by the RHPP teams in each of the counties. Although nearly one half of offenders referred to the RHPP

are rejected, this is primarily due to a determination by the RHPP team that the offender is not from their county of origin, they have additional legal matters that prohibit participation, or an offender decides upon arrival to the community that they are not willing to adhere to the strict parameters of the RHPP program and therefore are determined to be unsuitable candidates by the RHPP team.

In general the RHPP teams are maintaining the estimated number of active participants relative to what is listed in their proposals with the exception of Spokane. This is similar to a national study of SVORI programs that reported one-third of programs taking more than 12 months to become fully operational (Latimore, et al., 2005). For instance, Clark projected that a total of 46 participants would be accepted into the program while maintaining an active participation rate of 30 offenders. As of December 2008, Clark has accepted 35 participants with 28 under active RHPP supervision, placing their RHPP at 93 percent capacity. Similarly, King County projected serving 75 participants overall with 50 active at any given time. King County has accepted 67 participants with 48 under active supervision, placing their RHPP at 96 percent capacity. Spokane County projected the acceptance of 66 offenders overall with an active participation rate of 50 offenders. Spokane has accepted a total of 52 offenders into the program with 30 active participants, placing the RHPP at 60 percent capacity. It must be noted, however, that Spokane County has also terminated the greatest number of offenders from the program (n=18: 34%) and has had the greatest number of offenders successfully complete (n=4: 8%) which directly influences their ability to maintain their proposed capacity. Given the number of pending cases in each county, it appears that the

**Table 1. Demographic Characteristics of the RHPP Sample by County**

<b>RHPP Measure</b>	<b>Clark n (%)</b>	<b>King n (%)</b>	<b>Spokane n (%)</b>	<b>Total N (%)</b>
<b>Offender Referred</b>				
Accepted	35 (47.9)	67 (67.0)	52 (43.0)	154 (52.4)
Rejected	38 (52.0)	33 (33.0)	69 (57.0)	140 (47.6)
<b>Applications Pending</b>	29	105	10	144
<b>RHPP Participants</b>				
Age - Mean	36.6 --	41.1 --	36.1 --	38.4 --
Male	17 (60.7)	43 (89.6)	24 (80.0)	84 (79.2)
Female	11 (39.3)	5 (10.4)	6 (20.0)	22 (20.8)
Employed yes	12 (42.9)	13 (27.1)	12 (40.0)	37 (34.9)
Race	- --	- --	- --	- --
<b>Enter RHPP from</b>				
Emergency Shelter	1 (3.6)	2 (4.2)	1 (3.3)	4 (3.8)
Transitional Homeless	2 (7.1)	1 (2.1)	0 (0)	3 (2.8)
Jail	3 (10.7)	5 (10.4)	1 (3.3)	9 (8.5)
Prison	21 (75.0)	38 (79.2)	15 (50.0)	74 (69.8)
Rent (Apt. or House)	0 (0.0)	1 (2.1)	1 (3.3)	2 (1.9)
Staying with friend	1 (3.6)	0 (0.0)	0 (0.0)	1 (0.9)
Hotel or Motel	0 (0.0)	0 (0.0)	2 (6.7)	2 (1.9)
Other	0 (0.0)	1 (2.1)	10 (33.3)	11 (10.4)
<b>RHPP Housing</b>				
House	23 (82.1)	32 (66.7)	1 (3.3)	56 (52.8)
Apartment	5 (17.9)	16 (33.3)	29 (96.7)	50 (47.2)
<b>RHPP Live With</b>				
Alone	5 (17.9)	4 (8.3)	22 (73.3)	31 (29.2)
1 roommate	9 (32.1)	9 (18.8)	1 (3.3)	19 (17.9)
2 or more roommates	13 (46.4)	35 (72.9)	5 (16.7)	53 (50.0)
Spouse or Partner	0 (0.0)	0 (0.0)	1 (3.3)	1 (0.9)
Children	1 (3.6)	0 (0.0)	1 (3.3)	2 (0.9)
<b>Housing Support (\$)</b>				
Rental Deposit - Mean (Range \$)	\$157 (0-500)	\$38 (0-1,750)	\$429 (75-735)	\$196 (0-1,750)
Rent \$ - Mean (Range \$)	\$459 (450-525)	\$463 (227-638)	\$428 (289-640)	\$450 (227-640)
RHPP Rent \$ - Mean	\$455	\$462	\$404	\$441
Client's Rent \$ - Mean (Range \$)	\$4.06 (0-112)	\$1.00 (1)	\$23.46 (1-335)	\$9.28 (0-335)

challenge is the ability to quickly review and admit offenders into the program to keep up with attrition.

*RHPP Housing Support.* Offenders accepted into the RHPP program are primarily assigned stand alone housing or apartments. This appears to differ by county with Clark and King relying upon stand alone housing (82% and 66% respectively) and Spokane relying primarily on apartments for housing offenders (97%). Approximately half of all RHPP offenders live with 2 or more roommates (50%) followed by those who live alone (29%), and those who live with 1 other person (18%). The mean cost of rent per month for all RHPP participants is \$450 and ranges from a minimum of \$227 to a maximum of \$640. The RHPP is designed to pay the majority of a participant's rent at the beginning of the program with the intent of transitioning offenders to self sustainability at the end of the program. This is reflected in that the RHPP currently pays the majority of participants' rent each month. The RHPP program pays on average \$441 in rent compared to the offenders' average payment of \$9 per month.

## **RHPP OUTCOMES YEAR 1**

Due to the relatively short period of time that the RHPP has been operating there are few outcomes to present. In addition these preliminary findings are descriptive and must be interpreted with caution due to the small sample size and the inability at this time to analyze the RHPP participants with a comparison group.

Table 2 shows the number of offenders who have successfully completed or have been terminated from the program. Based on a total sample of 154 offenders who were accepted into the program as of December 2008, 41 (38%) participants have been terminated from the program

with the remaining participants successfully leaving the program (7%) and or still active in the program (55%). Why offenders are terminated differs by county. For King County the majority of those terminated have absconded while for Clark and Spokane Counties terminations tend to be evenly distributed among the participant's use of drugs, committing a new offense, absconding, or failing to comply with program requirements.<sup>1</sup> (One offender died after blockading himself in his residence, threatening suicide, and was found dead

**Table 2. Outcome Measures by County**

<b>RHPP Measure</b>	<b>Clark n (%)</b>	<b>King n (%)</b>	<b>Spokane n (%)</b>	<b>Total N (%)</b>
<b>Offender Status</b>				
Active	28 (80)	48 (72)	30 (58)	106 (55)
Successful	1 (03)	2 (03)	4 (08)	7 (07)
Terminated	6 (17)	17 (25)	18 (34)	41 (38)
Total	35 (100)	67 (100)	52 (100)	154 (100)
<b>Reason Terminated</b>				
New Offense	0 --	1 --	3 --	4 (10)
Drug Use	2 --	0 --	4 --	6 (15)
Absconded	2 --	10 --	5 --	17 (41)
Non-Compliance	2 --	6 --	5 --	13 (32)
Deceased	0 --	0 --	1 --	1 (02)

Bivariate analyses that considers all RHPP participants combined regardless of county, show that there are no significant differences related to demographic characteristics and the likelihood to be terminated or to successfully complete the program (results not shown). The majority of RHPP participants are still active in the program. Of the men who leave the program, however, approximately 89 percent are terminated and of the women approximately 77 percent

<sup>1</sup> One offender died after blockading himself in his residence and threatening suicide. The participant was found dead after the Spokane Police Department's SWAT Team entered the residence. It appears that the RHPP safety plan worked in that the landlord notified the DOC that the RHPP participant was acting strangely. The CCO responded by attempting to make contact with the participant at his residence, the participant threatened himself and others, and the CCO notified the police.

are terminated. Those who are terminated are approximately 39 years of age (n=41) compared to the successful completers who are approximately 36 years old (n=7).

Although the current sample size is too small to determine with confidence whether the type of housing and the number of roommates a participant is assigned is relevant to termination or success within the program, there does appear to be a trend developing. For instance, of the 41 participants who have been terminated from the program, 66 percent lived in an apartment (n=27) and 73 percent lived alone or with one other roommate (n=30). For those who have successfully left the program, 57 percent lived in a house (n=4) and 71 percent lived with 2 or more roommates (n=5). These initial numbers suggest that living in a house or apartment may not matter as much as whether one has roommates. This initial trend may indicate that those participants who are assigned to live with others may be more successful in moving through the program.

At the beginning of RHPP the mean income per month for participants is \$115 (range: \$0-1,520) with approximately 45 percent of offenders (n =70/154) with some level of income. As time in the program increases, the mean income per month for participants generally increases to approximately \$509 (range: \$-1,100-3,000). Those who successfully move out of the program have a higher mean income (\$173 per month) than those who are terminated (\$78 per month). Thus, RHPP in general appears to have a positive effect on participant's income, but as expected during the period immediately following incarceration, the majority of offenders struggle to gain financial stability.

## COUNTINUING RESEARCH

These preliminary findings suggest that the RHPP providers have identified the key components necessary to enhance the likelihood of success for high risk offenders reentering the community. Each pilot site combines wrap around services, treatment, and offender accountability with the provision of affordable safe housing. Two of the 3 programs are functioning at capacity. It appears that the RHPP's are successful in placing offenders in housing and have a positive effect on participants' income generation. It is too soon in the implementation of the program to determine whether the RHPP's are reducing recidivism.

Data collection will continue from each of the providers through the RHPP Provider Survey. Data from the Washington State Institute of Public Policy's Criminal History Data Base (includes DOC and AOC data) and the Department of Corrections will also be used to compare RHPP offenders with a similar group of offenders who reside in each of the RHPP counties but do not participate in the RHPP program. As the sample size of completers and terminations increases over time, multivariate analyses will be conducted to determine whether the RHPP effectively reduces recidivism, what types of offenders are most likely to be terminated, and what types of offenders are most likely to be successful due to their participation in the RHPP.

The quasi-experimental, longitudinal, design will allow for a credible and statistically sophisticated analysis. The statistical analyses will make comparisons between the RHPP groups and the non-RHPP groups to determine whether there is a statistically significant difference between groups on recidivism. Because there may be multiple influences that can explain recidivism among high risk offenders, a multivariate analytic approach will be employed to control for potential influences on recidivism, other than housing support such as (1) the types of housing secured for offenders, (2) the type of DOC supervision monitoring offender behavior,

(3) the support services provided to offenders in addition to housing, (4) the demographic characteristics of the high risk offenders re-entering the community, and (5) the offender's prison experiences/record.

Several statistical approaches will be utilized in this ongoing evaluation. Descriptive statistics will be used to describe the research sample and its characteristics. These will describe the types of housing provided to offenders, the types of supervision and support services that offenders experience while receiving housing assistance, the type of prison experiences offenders in the sample share, and the demographic characteristics of those who participate in the study and receive housing support. Bivariate statistics will be used to determine whether significant differences exist between the RHPP groups and the non-RHPP groups. Statistical differences between groups will be controlled for in the multivariate analyses.

Multivariate statistics will be used to isolate the effects of the RHPP on recidivism. Logistic Regression will be used to examine influences on the likelihood of successful RHPP program completion, controlling for types of offender supervision, type of support services, prison experiences, and/or personal characteristics of the offenders. Survival Analyses (Cox Regression) will be used to examine any differences in the likelihood of- and time to re-offense, between RHPP subjects and non-RHPP subjects. Depending upon other study components to be determined after the project is fully implemented, more sophisticated statistical techniques may be used to determine whether variations occur based on how the data are nested within counties or various types of housing. For instance, Hierarchical Linear Modeling or Structural Equation Modeling may be possible, which would allow the researchers to examine possible interactions between individual level factors and RHPP-site specific influences on outcomes.

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## APPENDIX A: HOUSING PROVIDER SURVEY

### RHPP Client Information Survey

Please provide the following information for each individual client participating in the Reentry Housing Pilot Program. You may choose to either use your local Homeless Management Information System (HMIS) to collect this information (you may have to work with your HMIS provider to add certain fields and produce a customized report) OR you can use this form as it is to submit the information to the Community Trade and Economic Development Department (CTED). Whichever you choose, you need to submit this information to CTED in the timeframe specified for each section.

Thank you for your time and consideration in providing this important information.

Section 1: Client Identification: **The following information must be provided to CTED on every client every time a report or form is submitted.**

1. **Date Submitted:**
2. **Submitted by:**
  - Name:**
  - Organization:**
  - County:**
3. **First and last name**
4. **Personal ID number**
5. **DOC Number (if available)**
6. **Date of birth (MM/DD/YYYY)**
7. **Name that client was most recently convicted under at time of program entry (if different than name above):**

Section 2:

Housing and Rent. **Provide this information** only at the beginning of the entry into the program **for each client.**

1. **To what type of housing has the client been assigned?**

- Apartment**
- House**

**2. Date the client actually moved into the assigned housing (MM/DD/YYYY):**

**3. Where was the client living immediately before moving into the assigned housing with your agency?**

- Emergency Shelter
- Transitional housing for homeless persons
- Permanent housing for formerly homeless persons
- Psychiatric hospital or other psychiatric facility
- Substance abuse treatment facility or detox center
- Hospital (non-psychiatric)
- Jail
- Prison
- Juvenile detention facility
- Room, apartment, or house that you rent
- Apartment or house that you own
- Staying or living in a family member's room, apartment or house
- Staying or living in a friend's room, apartment or house
- Hotel or motel paid for without emergency shelter voucher
- Foster care home or foster care group home
- Place not meant for human habitation
- Don't Know
- Refused
- Other (please explain)

**4. How much was the rental deposit? \$**

**5. Who paid the deposit (check all that apply)?**

- RHPP funds
- Public funds (other than RHPP) (please describe)
- Private agency funds (please describe)
- Client

**6. Has the client been informed about the rules and conditions of residency?**

- No       Yes

**7. Has the client been informed about their rights and responsibilities as a renter?**

- No       Yes

Section 3.

Housing, Rent, and Safety Information. **Provide this information for each offender for each month they are in the program, beginning the first month of program involvement and every month thereafter until the participant has left your program. This information is necessary in order to report change over time for each offender related to their housing status, their rent support, and their behavior.**

Housing information:

**1. Who is the client living with?**

- Alone
- 1 room mate
- 2 or more room mates
- Spouse or partner
- Children
- Other (please explain)

**2. Has the client residence changed since last month?**

- No
- Yes. Date client changed residence this month:  
If yes, why:  New RHPP Program Participant (lived outside of program last month)
  - Moved to a new unit within your agency
  - Moved to new housing with another agency
  - Achieved self-sufficiency and remains w/ your agency housing
  - Achieved self-sufficiency and has moved elsewhere
  - Absconded/unknown
  - Returned to prison or jail
  - Abandoned housing and is homeless
  - Removed from the program by the program team
  - Other (please explain) \_\_\_\_\_

**3. Client's current address:**

- Check box if same as last month and skip to next question.  
Street number:  
City:  
Zip code:

Rent Information:

4. How much is the client's rent per month? \$
5. How much rent per month is the client receiving through the RHPP? \$
6. How much rent per month is the client paying from their personal income?  
\$
7. Is the client employed this month?
- No
- Yes, how many hours per week?
8. What is the client's personal income per month? \$

Safety Plan Information:

9. Under what type of correctional supervision is the client?
- Washington State Department of Corrections
- County Corrections
- No correctional supervision
10. Has the RHPP Staff or onsite manager been contacted because of the client's behavior?
- No
- Yes. If yes, by whom?
- Another RHPP Program Participant
- Neighbor of the house/apartment complex in which client resides
- Resident of house/complex in which client resides (non-program participant)
- Landlord
- RHPP Staff person or onsite manager
- Local Law Enforcement
- Corrections Officer
- Other (please explain)
11. Has the Department of Corrections staff or County corrections staff been contacted because of the client's behavior?
- No
- Yes. If yes, by whom?
- Another RHPP Program Participant
- Neighbor of the house/apartment complex in which client resides
- Resident of house/complex in which client resides (non-program participant)
- Landlord
- RHPP Staff person or onsite manager
- Local Law Enforcement
- Corrections Officer
- Other (please explain)

**12. Has local Law Enforcement been contacted because of the client's behavior?**

- No**
- Yes. If yes, by whom?**
  - Another RHPP Program Participant**
  - Neighbor of the house/apartment complex in which client resides**
  - Resident of house/complex in which client resides (non-program participant)**
  - Landlord**
  - RHPP Staff person or onsite manager**
  - Local Law Enforcement**
  - Corrections Officer**
  - Other (please explain)**

**13. Has local Law Enforcement visited the premises (check all that apply):**

- Due to complaints about the client's behavior by other residents of the house/complex**
- Due to complaints about the client's behavior by neighbors of the house/complex**
- For any other reason due to the client's behavior (please explain)**

*14. If you answered "Yes" to any question above (#10 – 13), please provide the following additional information:*

**What was the problem?:**

- New offense**
- Disorderly conduct**
- Noise violation**
- Property damage**
- Non-compliance with property rules**
- Absconded/unknown whereabouts**
- Complaints by other residents**
- Other (please explain)**

**13. Please provide additional explanation or comments as needed:**

## APPENDIX B: RHPP RESEARCH MEASURES

### Research Measures

The primary components measured in this study are (1) the types of housing secured for offenders, (2) the type of DOC supervision monitoring offender behavior, (3) the Community Justice Centers' support services provided to offenders, (4) the demographic characteristics of the high risk offenders re-entering the community, (5) the offender's prison experiences/record, and (6) recidivism. The research questions that may be answered through each measure are provided at the end of each section of measurement.

*Types of Housing Secured for Offenders* (Data collected from RHPP contractors). The housing measures are directly related to the offender and to the type of housing provided by landlords/contractors. These measures are important to determine whether the type of housing, the type and amount of support, and the duration of the support offered through the RHPP are related to an offender's likelihood to recidivate.

#### Offender Related Data:

- Type of housing secured—apartment complex, group home, single unit, size, etc.
- Roommates—live alone, with partner, extended family, peers, children
- Type and amount of funding provided—tenant based rental assistance (funding stays with offender), project based rental assistance (funding stays with unit), master leases (scattered sites), amount of funding received by the participant over time, consistency of funding (consecutive or broken), proportion of 12 month funding utilized by the participant, proportion provided by the participant up to 30% of their income.
- Location of housing—neighborhood stability, density of offenders living in the area (apartment building), distance to work/school/treatment, access to public transportation
- Time between release from prison and residency
- Housing disruption—loss of housing due to eviction, failure of offender to pay offender's portion of rent, DOC supervision violation, jail, etc.

#### Landlord Data:

- Type of contractor—primary or independent land holder, agency with subcontractors
- Landlord's actions related to reporting/halting of criminal activity
- Assessment of housing quality/safety—meet HUD Housing Quality Standards, CTED Housing Standards (records kept in participant files)
- Landlord's actions to educate offender about rights and responsibilities of renters

Research Questions Addressed by these Measures:

- Does the type of housing an offender occupies influence recidivism?
- Does the level of financial support given to an offender relate to recidivism?
- Does the location of the housing in relationship to other offender needs (transportation, work, etc.) relate to recidivism?
- Does the quality of the housing relate to recidivism?
- Does the stability of an offender's housing arrangements relate to recidivism?
- Does the time between an offender's release from prison and secured housing relate to recidivism?

***Type of DOC Supervision*** (Data collected from DOC). These measures are important because the type of supervision an offender is subject to may also influence their likelihood to recidivate. Therefore, the effects of supervision must be controlled for when considering the effects of RHPP's on recidivism.

- Type of supervision/monitoring—intensive, gang, neighborhood based, sex offender, electronic monitoring, traditional, number/type of contacts (phone, mail, in-person office, in-person field, kiosk), law enforcement contacts
- DOC offender assessments—LSI-R classification, substance abuse assessment, mental health assessment, other assessments
- Protective factors—case management related to employment, family support, social service support (transportation tokens, housing, health care, mental health care, childcare, food stamps)

Research Questions Addressed by these Measures:

- Does the type of DOC supervision in relationship to an offender's housing affect recidivism?
- Do technical violations serve as an indicator of housing transition and recidivism?

***Community Justice Center: Support Services Provided to the Offender in Addition to Housing*** (Data collected from DOC, CJC, RHPP contractors). Research has shown that the greater the level of support given to certain types of offenders the less likely they are to recidivate. Thus, housing support may interact with other types of support to reduce recidivism.

- Employment training, financial literacy, "ready to rent" skills
- Treatment related to substance abuse, mental health, sexual offending, etc.
- Social service support related to housing, transportation, food, childcare
- Support groups related to substance abuse (NA, AA), religious services, etc.
- Support/coordination with Department of Licensing to acquire driver's license for offender

Research Questions Addressed by these Measures:

- Do additional support services interact with housing support to impact recidivism?

***Demographic Characteristics of the Offender*** (Reported by DOC, WSIPP). Research on offender populations clearly show that some offenders are more likely to benefit from different types of support and that some are more likely to recidivate than others. Therefore, it is important to know the demographic characteristics of offenders to determine whether the RHPP may work differently for different types of offenders.

- Personal characteristics—age, race/ethnicity, sex, marital/partner status, education level, income, religious affiliation, gang affiliation
- Employment, criminal, substance abuse, mental health history
- Prison experience (see below)
- Risk/treatment assessment scores

Research Questions Addressed by these Measures:

- Do the demographic characteristics of the offender interact with housing support to influence recidivism?

***Prison Experience of the Offender*** (Data collected from DOC). The DOC's, *Re-entry Initiative: Smart on Crime*, focuses on changing the culture of corrections to focus on evidence-based approaches that will more effectively address the needs of offenders during prison and after their release. The DOC's goal is to create safe communities by reducing recidivism. Prior research on prisons strongly suggests that what happens to offenders during their incarceration (i.e., treatment, education, victimization, etc.) influences their chances for success after release.

- Re-entering community from prison or jail
- Length of incarceration and type of facility (security level)
- Program participation while in prison—education, vocational, work, recreation, religion
- Treatment participation while in prison—mental health, therapeutic community, sex offender, etc.
- Prison adjustment indicators—rule violations, conflict with staff/inmates, sanctions, protective custody, victimization
- Re-entry plan elements—existence of Community Transition Coordination Networks; what is in place for the offender before discharge from prison
- Who made referral to RHPP—DOC classification specialist, re-entry specialist, CCO, jail liaison, other

Research Questions Addressed by these Measures:

- Does the offenders' prison experience interact with RHPP to influence recidivism?

**Recidivism** (Recorded by NCIC, DOC, WSP, WSIPP). Although recidivism is often measured solely with straightforward information on re-arrests, it is important to think about recidivism in more complex terms related to offense severity, intensity, and the time in which an offender is at risk in the community. Behavioral change for offenders is a process and this is especially true for those who are high risk offenders who often live in high crime areas. Therefore, dichotomous measurements of recidivism (yes or no re-arrest) are often too vague to measure program effectiveness. In this study recidivism will be measured in the following ways:

- Offense severity—number of felony or misdemeanor arrest for violent, property, drug, sex crimes
- Technical violations related to place (curfew, out of area, absconding), relationships (interacting with known felons, PFA violations), substances (dirty U.A.'s, possession), supervision compliance (failure to report, find work, attend treatment, etc.)
- Time to re-offense—time remaining in the community before a new offense or technical violation occurs, if any.

Research Questions Addressed by these Measures:

- Does the RHPP reduce recidivism?
- If recidivism does occur, does the RHPP reduce the severity or intensity of recidivism?
- Does the RHPP extend the amount of time an offender lives in the community before re-offending?