



Metropolitan  Planning Council

# Re-Entry Housing Issues in Illinois

The Current Situation, Challenges, and Possible Solutions

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# Introduction

Housing is fundamental to personal stability, and when individuals lack it, the consequences are dire. This is especially true for those who are returning to local communities from prison. Experts who have studied our current corrections programs agree that every individual leaving prison needs three key things — employment, housing and healthcare. In fact, without the most basic of human needs — a roof over a head — justice-involved individuals struggle to reintegrate, at great cost to Illinois’ public safety and to the fabric of our communities.

Consider the following statistics about those re-entering communities

- Nearly 40% of people return to prison within three years, each time costing taxpayers over \$150,000.
- The majority of unsheltered people in Chicago were previously incarcerated — 60% of unsheltered men and 58% of women report being previously incarcerated in jail or prison.
- Illinois spends billions each year to incarcerate men and women, and disproportionately few resources to keep them from returning.

Many solutions have been advanced, but most seem to lack what’s clearly essential: a safe, supportive and affordable place to live. Without that, people cannot work or get essential treatment they may need to address mental health or substance abuse issues, causing them to engage in illegal activities and threatening public safety.

## About our Study: Re-Entry Housing Issues in Illinois

That’s why the Illinois Justice Project and the Metropolitan Planning Council launched an in-depth, three-year effort to address a major, unresolved problem facing public officials: how to find stable living conditions for the tens of thousands of individuals who depart state prisons and jails each year.

*Re-Entry Housing Issues in Illinois: The Current Situation, Challenges, and Possible Solutions* is the result of that work. We’ve met with leaders from over 60 organizations including the Illinois Housing Development Authority, the Illinois Department of Corrections, and others who interact daily with individuals leaving incarceration. Significantly, this project marks the first time the Illinois Department of Corrections and the Illinois Housing Development Authority have ever reviewed re-entry housing issues in depth.

Discrimination, combined with affordable housing shortages, perpetuates the exclusion of formerly incarcerated people from the housing market. But those aren’t the only challenges facing this population. Needs are both varied and complex, and in addition to housing, a justice-involved person may need health care, substance abuse counseling, and job training. He or she may also struggle to navigate a complicated, patchwork system that would overwhelm anyone.

At the same time, resources available at the state and local levels are fragmented and services lack coordination.

## Recommendations are feasible and can save the State over \$100 million annually

In our report, we’ve assembled more than a dozen realistic policy proposals that focus on housing and can

help state and local government officials in Illinois smooth re-entry, reduce recidivism, and improve quality of life for our state’s justice-involved.

Taken together, our research shows that the State of Illinois could save more than \$100 million annually if the demand for permanent supportive housing was adequately met.

We’ve drawn on both local and national initiatives that are addressing these challenges and we’ve offered ways to expand and fund current and new effective programs.

Successful action can start by reducing the number of individuals who are sent to prison for short stays. Diversion programs have proven successful and can be expanded. Job training and life skills training programs in prison can also be expanded, especially those which allow inmates to accumulate cash in bank accounts which will enable them to rent apartments when they leave the IDOC. Efforts can be made to encourage landlords to rent to low-risk ex-offenders. Opportunities for permanent supportive housing — housing with mental health and substance abuse services — can be expanded to serve those who still need such support when they leave prison.

Illinois’ incarceration system is vast, disproportionately impacting people of color. With better coordination and investment, justice-involved people will return to their communities and start anew, conserving public resources, improving the lives of the formerly incarcerated and their families, and preserving communities. Illinois can become a national leader in re-entry housing.



Source: Illinois State Commission on Criminal Justice and Sentencing Reform, Final Report, December 2016 and “The High Cost of Recidivism,” SPAC report, summer 2018.

# Executive Summary

In February of 2015 the Illinois State Commission on Criminal Justice and Sentencing Reform (the “Commission”) was formally created. In December of 2016 the Commission released its final report.<sup>1</sup> That report listed twenty-seven specific recommendations that “would make significant long-term changes to the criminal justice system and would, in turn, safely and significantly reduce the State’s prison population over the next decade.”

While broad in their scope, the recommendations did not address a key need of any long-term reform plan — housing for prisoners re-entering society as well as those already outside the IDOC having difficulty securing permanent housing because of their previous incarceration. Those with extensive knowledge of re-entry issues agree that jobs and job training, ongoing access to health care, general life skills, substance abuse counseling, and housing are all essential for successful re-entry into society. Without stable housing, a justice-involved person’s ability to find and hold a job becomes even more difficult. Without stable housing, periodic homelessness becomes a distinct possibility and the health of a justice-involved person can suffer. Without stable housing, a justice-involved person’s life frequently gets disrupted, often with negative consequences as the State’s current 40% recidivism rate attests.

This white paper focuses on housing for the formerly incarcerated. It starts with a brief history of this project and then turns to a review of the challenges being faced today by the Illinois Department of Corrections (IDOC), the Illinois Housing Development Authority (IHDA) and the Cook County Jail. It highlights the fact that every year roughly 28,000 people leave the IDOC<sup>2</sup>, nearly all left to find housing on their own. A significant number find temporary housing either with family or friends. A number end up homeless. Those individuals in need of ongoing treatment for substance abuse or mental illness issues are generally not served. IHDA, already hard-pressed to meet the State’s need for permanent supportive housing, does not have the resources to service the needs of the vast majority of those exiting secure facilities and in need of housing, particularly those with substance abuse and/or mental illness problems. IDOC, for its part, has other problems that directly affect its ability to help departing prisoners with housing. A significant number of its 40,000 inmates — 5,400 (13%) at present - are serving sentences of less than six months, hardly enough time to plan for housing after their release. IDOC is also hampered by the State’s ability to provide housing in mental hospitals for departing prisoners with serious mental health issues.

The paper then reviews both IDOC and other governmental and not-for-profit programs that deal with housing re-entry issues. Some of these programs occur within IDOC facilities, others focus on post-release housing. What becomes apparent in reviewing these programs is they are effective but significantly under-resourced. Finally, after identifying current barriers that impede a justice-involved person’s ability to find housing, the white paper then lists a series of recommendations that can address the current re-entry housing situation. Key recommendations include:

- Directly expanding housing options for exiting prisoners. Fifteen specific ideas are presented including:
  - Creating a new supportive housing rental subsidy program for those with high physical and mental health needs similar to the FUSE program called out by Public Act 100-575 signed in early 2018.
  - Creating an additional supportive housing rental subsidy program under IHDA’s direction that would focus on pre-selected individuals leaving the IDOC.

- The elimination, for non-violent offenders, of restrictions that bar them from living in public housing units.
- Offering modest tax incentives and a possible mitigation fund to landlords who are willing to rent to those leaving the IDOC or the Cook County Jail.
- Encouragement of housing rehabilitation programs that employ ex-offenders and train them for productive careers in the construction industry.
- Keeping some of those convicted out of prison. This recommendation directly mirrors recommendation nine of the Reform Commission Report.<sup>3</sup> It also notes the possible use of electronic monitoring as an alternative to prison confinement, still another recommendation of the Reform Commission.
- Expanding/investing in pre-release job and life skills training for those currently incarcerated so they can be more successful in terms of finding jobs and housing when they leave prison.
- Broadening support for post-prison transition programs such as those offered by St. Leonard’s Ministries, A Safe Haven and Oxford House — while also recognizing that the needs of this population may require changes and an extension of the amount of time served are offered.

While there are significant expenses involved in several of the proposed initiatives, these expenses must be weighed against the cost of no action at all including:

**\$151,600** — the cost of one recidivism event according to the Sentencing Policy Advisory Council (\$50,800 of taxpayer costs, \$75,400 of victimization costs and \$25,400 of indirect costs)<sup>4</sup>

**\$38,000** — the annual cost of keeping a prisoner locked up in the IDOC

**\$52,000** — the annual cost of keeping a person in the Cook County Jail

These costs, of course, omit the substantial human cost of recidivism. Incarceration disproportionately impacts people of color. 55.3% of the individuals in the IDOC are African-American. Another 12.9% are Hispanic. When they are released after serving their sentences, they typically return to the neighborhoods they came from. If they cannot find housing and jobs, they can become a disruptive force in the community before, as is often the case, they return to prison.

***We believe that positive action on re-entry housing can significantly reduce recidivism, help stabilize neighborhoods, and return thousands of individuals to a productive life.***

# Background

In 2015, two independent studies were launched which directly or indirectly addressed the issue of prisoner re-entry in the State of Illinois.

The first study was undertaken by a newly formed Illinois State Commission on Criminal Justice and Sentencing Reform (the “Commission”). In December 2015, the Commission published Part 1 of its Final Report.<sup>5</sup> The Report listed fourteen specific recommendations aimed at reducing the State’s prison population over a period of time. While the recommendations focused on a number of important issues, they did not address a critical issue impacting prisoner re-entry into society — housing.

The second study, one undertaken by the Metropolitan Planning Council (MPC) titled “Permanent Supportive Housing: An Analysis of Illinois, 2015 and Beyond”, was also published in December 2015. While not focused on the housing needs of those exiting prison, the study noted the significant potential demand for permanent supportive housing (PSH) for those currently in the Illinois prison system. It also pointed out that addressing that demand could save the State over \$100 million annually.

The MPC study formed a starting point for a more in-depth study of PSH needs by a special Working Group formed by the Illinois Housing Development Authority (IHDA). In January 2017, that Working Group issued a lengthy report on PSH in Illinois.<sup>6</sup> The report estimated that the unmet need for PSH in Illinois was roughly 23,000 units, including 8,000 PSH units needed by selected individuals with substance abuse and/or mental illness within the State’s prison population, a group that represented approximately 16% of the 49,600 people then in prison or jail in Illinois.<sup>7</sup> The Working Group recommended that a separate study of this population be made to “more accurately determine actual PSH need as well as to identify other barriers, e.g. employment.<sup>8</sup> It estimated that the cost of keeping a prisoner locked up in the Illinois Department of Corrections (IDOC) exceeded \$38,000 per year<sup>9</sup> and exceeded \$52,000 in a local jail. These yearly costs were compared to the estimated typical cost of community based PSH which ranged from \$20,000 to \$27,600. The Working Group report further noted that “virtually no PSH units are dedicated or allotted to this population at this time...so the unmet need [for PSH] is starting from zero which may explain the large need reflected...”<sup>10</sup>

During the summer and fall of 2017, a research team from the Illinois Justice Project and the Metropolitan Planning Council did extensive background research on the entire prisoner reentry housing issue and created an early version of this monograph for review by those statewide currently dealing with the issue.

In January 2018 a new Working Group convened, jointly chaired by IHDA and IDOC, to review, modify and enhance recommendations in the IJP/MPC research report. Specifically, the Reentry Housing Working Group was charged with identifying possible actions to better meet the housing, employment and social service needs of those leaving or those who had previously left the IDOC or county jails.

The Reentry Working Group also focused part of its work on addressing issues raised in Public Act 100-0575 (730 ILCS 5/5-8A-4.2) which was signed into law at the beginning of 2018. PA 100-0575 called for IDOC to “engage in re-entry planning to include individualized case planning for persons preparing to be released to the community.”<sup>11</sup> PA 100-0575 additionally called for IHDA to “create a Frequent Users System

Engagement (FUSE) Re-Entry rental subsidy supportive housing program for the most vulnerable persons exiting the Department of Corrections.”<sup>12</sup> While the idea of establishing such a FUSE program had merit, the Group’s feeling was that additional thinking was needed in terms of the design, scope, funding and aims of such a program.

## Overview of the Challenges

On a high-level basis, what are the housing challenges facing IDOC, IHDA and Cook County in dealing with individuals leaving the corrections system?

- IDOC currently has approximately 40,000 prisoners. 28,000 leave prison each year, many with ongoing substance abuse and/or mental illness issues. In an ideal world, IDOC would find housing (including housing with needed social services), employment, affordable healthcare, and necessary counseling to all 28,000 released prisoners. In fact, IDOC has limited resources to meet each one of these needs. As a result, only a small fraction of those leaving IDOC are successfully transitioned into the community, and nearly 40% return to prison within three years. It is worth noting that scholarly research and experts we have spoken with all agree that successful re-entry programming requires three key components – housing, employment and ongoing healthcare. While this white paper is focused on housing, employment and healthcare needs must also be addressed.
- IHDA, as part of its mission but with limited resources, actively seeks to expand permanent supportive housing (PSH) resources in the State of Illinois. It currently is financially supporting the construction of roughly 300-400 new PSH units each year, which, in conjunction with another 150-200 new PSH units created by continua of care programs across the state, add 450-600 new PSH units to the state’s existing PSH inventory, currently estimated at roughly 26,000 units.<sup>13</sup> Roughly 10% of existing PSH units turn over each year, which means that new and turnover units make available 3,050-3,200 PSH units per year to those in need. IHDA’s latest estimate of the current unmet need for PSH units, 14,800 units, while substantially lower than its earlier Working Group estimate, still represents a significant imbalance between the supply and demand for PSH units. Certain top priority populations are included in this unmet need including the chronically homeless (1,600 individuals), Williams Consent Decree members (1,300) and Colbert Consent Decree members (4,000).<sup>14</sup> Other needy populations include the 8,000 plus individuals leaving IDOC with substance abuse and mental illness issues, homeless youth, persons with HIV/AIDS at risk of homelessness and the non-chronically homeless. Given available resources and competing demands for PSH, IHDA is not in a position to meet all the specialized housing needs of those leaving the IDOC or local jails.
- The Cook County Jail, by far the State’s largest jail with a current in-house population of 5,800 prisoners as of June 2019,<sup>15</sup> has a very limited opportunity to plan for the housing needs of those it releases. The average time its prisoners spend in jail is under a year, and many prisoners are released in one to six months. Only 15-20% of its prisoners are sent to the IDOC. At any given time an order can come down releasing a prisoner, a release that must be carried out in a matter of hours. The jail, in partnership with TASC, opened a Supportive Release Center in the summer of 2017 to

serve the needs of those who had just been released and had substance abuse disorders, mental illness and/or physical health issues and did not have a place to go. Roughly 70 jail prisoners are released each day between mid-day and midnight, and approximately half of them are eligible for Center services. The Center has 12 beds which can be used for very temporary housing. Nearly 1000 men had received services from the Supportive Release Center by the end of 2018.

On a broader basis, what are the challenges the State of Illinois faces in terms of securing housing for Illinoisans after they exit the IDOC and the state's local jails?

First and foremost, the State does not set aside any resources to provide or support housing for those leaving prison or jail. While limited resources are provided to prepare prisoners for reentry — such as life skills training, job experience, vocational education and general education — exiting prisoners generally have few financial resources to find suitable housing for themselves. At best they return to their families or

find friends to shelter them. At worst they find themselves homeless. Referral networks to identify housing opportunities are limited at best.

Second, and perhaps most consequential, people are often hostile to allowing people leaving prison to re-enter society. Landlords are often resistant to rent apartments to them. Public housing authorities have rules that make it difficult for them to live on site and receive project-based rental assistance. And in some communities, neighbors do not want them.

Before identifying ways to address these challenges, we will review how current public and not-for-profit entities are dealing with re-entry populations.

## Current Approaches To Address The Re-Entry Challenge

### Homeless Shelters

Often overlooked, homeless shelters are often the first place some who are recently released from secure facilities go to find housing after they are released. In 2018 the City of Chicago had 3,788 emergency beds and 1,391 transitional housing beds in its shelter system.<sup>16</sup> 43.7% of males and 21.2% of females in Chicago shelters had been in jail or prison previously.

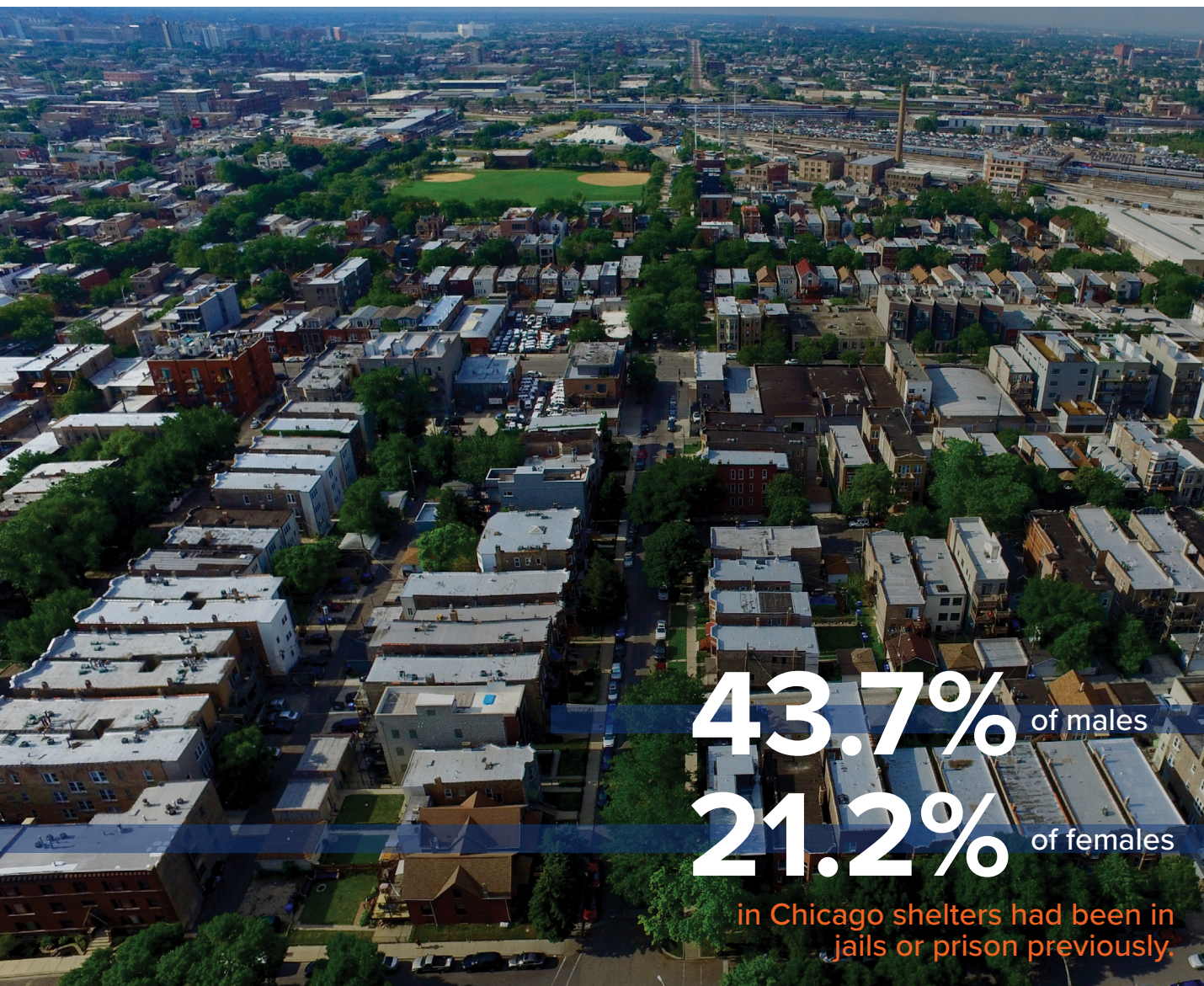
### IDOC

For a variety of reasons, IDOC is sharply limited in terms of what it can do to provide meaningful discharge planning and housing options for those released from its secure facilities.

### Short-term prisoners

As of January 1, 2018, 3,200 prisoners have sentences of less than four months, and 2,200 have sentences of between four to six months.<sup>17</sup> Given the very short time they are confined, IDOC's ability to plan any meaningful post-exit housing strategy is challenged. To make matters more complicated, many of those released have previously lived in housing authority properties which limit their ability to return home.<sup>18</sup> Others may face landlords who do not want to rent apartments to recent releasees from jail or prison. Often without financial resources on their IDOC exit date, these people can end up homeless and seek refuge in housing shelters. While no follow up studies have been published regarding where most short-term prisoners go after they are released, those familiar with the process suspect that they initially bunk up with friends in their former neighborhoods. We also have good reason to believe that these same people — without housing and without jobs — end up returning to prison in significant numbers.<sup>19</sup>

Another 5,200 individuals have sentences of more than six months but less than a year. IDOC is again given a very limited amount of time to effectively plan for their release. While these people may benefit to some degree from in-prison educational and life skill development programs, they may have little or no financial resources the day they leave prison. Their quest for permanent housing may be as difficult as that experienced by those who have served for less than six months.



Source: City of Chicago 2018 Homeless Point-in-Time Count & Survey Report

IDOC clearly recognizes that individuals leaving prison need jobs to afford to rent apartments. IDOC is currently hiring 90 social workers as reentry specialists to help those exiting its facilities find employment. The need for job placement is most pronounced north of I-80, especially in Cook County. For a variety of reasons, those exiting IDOC facilities have a better time finding jobs south of I-80. While initial job placement is clearly a good first step in the re-entry process, keeping a job is more important. Of those released from IDOC in the last ten years, approximately 40-45% report either gaining full or part-time employment.

## Adult Transition Centers

IDOC's planning options for those who are confined for longer periods of time are more viable. Its most effective program is one that sends selected prisoners who have less than two years remaining on their sentences to Adult Transition Centers (ATCs). IDOC gives priority for ATC placement to prisoners who in the past have been considered medium to high risk prisoners.

IDOC operates four ATCs:

- North Lawndale with a 200 bed operational capacity with 196 beds currently occupied.<sup>20</sup> This facility is operated by the Safer Foundation
- Crossroads with a 330 operational capacity with 320 beds currently occupied.. Crossroads is another Safer-operated facility.
- Fox Valley, operated by IDOC (female prisoners only) with a 130 bed operational capacity with 126 beds currently occupied.
- Peoria, operated by IDOC with a 248 bed capacity with 238 currently occupied.

ATCs are designed to maximize the ability of those released from IDOC to be self-sufficient, law-abiding citizens when they leave prison.<sup>21</sup> They provide educational programs, such as General Education Development (GED), and allow prisoners to attend college education programs at nearby community colleges. A variety of vocational training programs are also available. Safer, for example, encourages its IDOC participants to seek the skills and work opportunities they will need to succeed once they leave prison. After an initial 30 day period on site for orientation and training, Safer sends them on a daily basis to a growing number of employers nearby and expects them to work every day, have punctual work habits and remain drug and alcohol free. Employment offered is considered transitional. At the same time, those who complete training programs can receive industry recognized credentials in a given field, such as culinary arts, forklift operation, commercial driving, computer numerical control machine operator, welding and food service, among others. In other cases employment offered is permanent. The reliability of Safer program participants makes them attractive hiring targets for businesses. Upwards of 81% of work program graduates secure unsubsidized employment. More important, residents are allowed to earn money which they can later use when they complete their sentences and are released from prison.<sup>22</sup> The savings generated can be crucial when it comes to finding an apartment to rent.

Apart from these basic programs, ATCs provide general counseling, anger management classes, life skills, parenting training as well as substance abuse programs such as Alcoholics Anonymous.

The average length of stay for a program participant at an ATC is ten months.

ATCs have proven effectiveness. In the case of the Safer programs, the recidivism rate is just over 24%, far below the State's 40% recidivism rate.<sup>23</sup> It is even lower, only 17%, for those who retain jobs for more than 30 days.

The problem, of course, is that IDOC only has funding to support 908 beds to serve the potential needs the thousands of prisoners who are released each year and have been in prison for more than one year. It is worth noting, Illinois once operated eight ATCs across the state with a maximum capacity of 1,280 (in 2007). The program was trimmed for budgetary reasons to 750 in 2012 with an increase to 908 as of January 2019.

### Life Skills Centers

IDOC has opened Life Skills Centers at Kewanee, with a capacity of 382 beds and 264 current occupants), and Murphysboro, with a capacity of 240 beds and 93 current occupants. IDOC has also opened a third one at the Logan Correctional Center in Lincoln, Illinois for up to twenty-five women. According to feedback we have received, prisoners in the program are typically in their 30s and 40s and are committed to changing their lives.<sup>24</sup>

Life Skills Centers are aimed at providing low-risk prisoners with one to four years left in their sentences with basic skills that will enable them to successfully re-enter society. They offer educational, job readiness, and basic home skills training. They also provide limited job training related to specific occupations, such as warehousing and truck driving.

IDOC estimates that prisoners will spend up to 18 months in the program. At Kewanee, approximately 400 men should complete the program each year.

### Safer Foundation

While the Safer Foundation is IDOC's key partner in operating its Adult Transition Centers, Safer has its own Housing Initiative that utilizes funding from HUD to provide rental and utility assistance to recently released homeless individuals with criminal records, substance abuse issues, and/or chronic illness or other disabilities. The program operates under a permanent housing model and leases one-bedroom apartments to clients.

As part of the Initiative, Safer operates a ten-unit building in Chicago's Austin neighborhood, the Focus Apartments. Focus residents receive on-and off-site employment and drug abuse assistance while they undergo credit repair, guidance for home ownership and independent living counseling. Initially, as Focus clients were able to achieve self-sustainability, they were released to live independently, thus freeing up apartment spaces for additional participants. Unfortunately, due to prohibitive HUD regulations, Safer discontinued this initiative. Working with IDOC and the Cook County Department of Corrections, Safer is in the process of redefining its programming related to the Focus building and hopes to have its revised program in operation by the end of 2018.

### St. Leonard's Ministries

St. Leonard's Ministries provides interim housing, permanent and supportive services for formerly incarcerated men and women returning to the community from Illinois prisons and jails.<sup>25</sup> It has maintained a close relationship with IDOC for over 30 years. IDOC recommends St. Leonard's to a selective number of its prisoners who are approaching their release. Most of the residents have no family relationships and

would be homeless if it were not for St. Leonard's. The average resident has twenty-one prior arrests, nine prior convictions, and three prior incarcerations.

St. Leonard's currently operates four facilities on Chicago's near West Side. St. Leonard's House, which houses forty residents at one time and up to 125 each year. Grace House, which serves women only, houses 18 residents at one time and up to 45 women each year,<sup>26</sup> and St. Andrew's Court,<sup>27</sup> which serves men who have successfully completed the St. Leonard's House program, houses another 42 men at one time. St. Leonard's also operates one floor at Harvest Commons, a Heartland Alliance building, housing seventeen residents at one time. Resident rooms at St. Leonard's House and Grace House range from six-person occupancy to single-resident rooms. Programs for men last six to eight months. Programs for women last ten or more months. St. Andrew's Court and Harvest Commons residents typically remain in the program until they locate market-rate housing. The average length of stay for St. Leonard's House and Grace House residents is 266 days.

Apart from providing food, housing and clothing to its residents, St. Leonard's offers a wide variety of services including vocational training, individual and group counseling, life skills training, substance abuse treatment, educational and employment services and housing placement assistance, both transitional and permanent. In fiscal year 2017, 82% of the men at St. Leonard's House secured permanent supportive housing, 47% of the women at Grace House secured permanent supportive housing, 45% of Harvest Commons residents and 29% of St. Andrew's Court residents moved into permanent housing. It is noteworthy that 75% of St. Leonard's 54 employees are formerly incarcerated persons.

St. Leonard's additionally operates the Barlow Center for Education and Employment where residents and others can earn their high school diploma, develop financial literacy and job readiness skills, engage in individualized career counseling, participate in employment training programs, and work in a transitional job. For individuals to remain stably housed, they need consistent legal, living-wage employment. Barlow Center programs are a key component of St. Leonard's holistic care model. St. Leonard's has also identified access to affordable healthcare as an additional factor that makes a tangible difference in economic stability. Accordingly, St. Leonard's offers on-site health screening and treatment services in partnership with Rush University.

St. Leonard's is currently developing a new project that focuses vocational training on construction skills. While the first step is to conduct a feasibility study, the goal is to build an employment partnership with the Cook County Land Bank to rehab properties, expand employment options, and create new pathways to housing.

The St. Leonard's Ministries program, like IDOC's ATC program, is a proven success. Recidivism rates for former male residents range between 16-20% and for women only 5%, well under the State's current 40% rate.

St. Leonard's receives its funding from city, county, state and federal funding sources as well as from foundations, churches, corporations and individuals.

## A Safe Haven

A Safe Haven, founded in 1994, was initially established as a recovery program, but it has grown to a comprehensive organization serving the homeless population, veterans, families, youth, and formerly incarcerated individuals.<sup>28</sup> Among its services, A Safe Haven provides mental health treatment, basic life skills education including GED courses, job training, and a continuum of housing services.

Historically, A Safe Haven has had two significant collaborations with IDOC. In 1999, it created a Residential Recovery Program which provided housing and wrap around services for selected non-violent persons leaving IDOC and for those that had left the IDOC but were experiencing difficulty re-entering society. At its peak, the budget for this program was \$9 million per year and it serviced 1000 ex-prisoners. Average length of stay in the program was 90 days. After the State's budget crisis in 2007, the program was significantly scaled back to its current small operating size. The second collaboration, the Half Way Back Program, began in 2007 and provided technical parole violators a second chance on the outside as opposed to being sent back to prison. At its peak, 80 people were enrolled in the program that was housed in one facility with 88 beds. Once again, wraparound services were provided to program participants. The average length of stay was 90 days, enough time to get back into compliance with parole regulations. Once again, a State budget crisis in 2015 ended the program.

A Safe Haven also has an ongoing program with the Cook County Department of Corrections. An average of 100 persons, including men and women awaiting trial, are housed in A Safe Haven's main campus facility on Roosevelt Road. They are provided with transitional housing and a full array of treatment, educational and vocational services. All are monitored electronically. Successful completion of the programming is often considered as to whether continued incarceration is necessary.

A Safe Haven's housing locations include 40 sites throughout the Chicago region and include affordable, transitional, supportive, veterans and senior housing.<sup>29</sup> A Safe Haven's transitional housing has the capacity for 500 beds, including rooms for families. Participants stay at the facility for an average of four months although the length of stay may vary based on their needs. To qualify for this housing, participants must be currently homeless or at risk of homelessness and have no convictions of a violent crime, including a sexual offense. There is also an option for supportive housing that is accessible to people with records and provides referrals to outside medical services. Affordable housing units vary from studios to 4-bedrooms and are accessible to persons with housing choice vouchers.

Each year A Safe Haven handles a total of 1,062 job placements through its workforce employment and skills training programs.<sup>30</sup> Among these programs are a successful catering business that is fully staffed by Safe Haven participants as well as a landscaping company that employs 100 people.<sup>31</sup> The company serves businesses, municipalities and private clients for their landscaping needs on a year-round basis. A Safe Haven also has a Training Academy that provides courses on welding meant to connect the participant to job placement.

## Oxford House

Oxford House is a national organization which operates close to 2500 small group facilities, each housing 6-16 residents, that provide services, counseling and support to those dealing with drug and alcohol addiction, including a significant number of men and women who have previously been imprisoned. There are currently 49 Oxford Houses in Illinois, typically clustered in groups in small geographical areas. Each Oxford House is rented by Oxford House, Inc., and is owned by private landlords.

\$5,000 to \$6,000 is typically needed to start an Oxford House. Once established, Oxford Houses are self-sustaining. Future residents are recruited by outreach workers who visit treatment centers and provide information on the Oxford House program. Residents are admitted to a house after a vote of a given house's existing residents. Rent averages about \$100 per week per individual. The length of stay



in an Oxford House varies, with 50% of people leaving before six months because they have found other avenues for self-sustainability. Those with convictions of a sexual offense are also welcome as tenants of certain Oxford Houses as long as appropriate measures are taken to ensure these homes fit the requirements where such individuals can live, and there is the appropriate supervision available when children visit a tenant. Additionally, participants can use Oxford Houses as a permanent address, which is helpful for them when seeking employment or other services.

While Oxford House organizers have had to deal with community opposition when locating a facility, they have been aided by a Supreme Court decision<sup>32</sup> which supported their creation under the federal Fair Housing Act of 1968.

## DCEO Post-Prison Job Training Programs

Though the Illinois Department of Commerce and Economic Opportunity (DCEO) is not involved in housing issues, its post-prison job development programs provide a path for people with a criminal background to successfully re-enter society and earn enough income to rent apartments or secure other housing.

The key to DCEO programs that involves individuals with a criminal background is a combination of job skills training and on-the-job experience. DCEO, via its 22 local offices around the state, works with intermediaries like the Jane Addams Resource Center who provide the job training and link participants up with local employers.

## Inner-City Muslim Action Network

Based in the Chicago Lawn community on Chicago's Southwest Side, the Inner-City Muslim Action Network (IMAN) is a community organization that fosters health, wellness and healing in the inner-city by organizing for social change, cultivating the arts, and operating a holistic health center.<sup>33</sup>

IMAN's Green ReEntry program assists formerly incarcerated men and women by providing support in a number of areas to reduce recidivism by helping individuals become successfully re-acclimated to the community. The twelve-week program offers a holistic approach to helping participants meet these goals by offering individualized services that may include transitional housing, life skills training, case management, family and individual counseling. The program also includes a stipend-based job training program that prepares participants for careers as HVAC technicians, construction managers, carpenters, residential electricians and masons. The program consists of both academic classes and hands-on training provided in a group atmosphere that encourages personal development and independence. In 2017, IMAN partnered with Chicago CRED (Creating Real Economic Destiny) and Chicago Beyond to significantly expand Green Re-Entry to more participants and has opened its first Youth Leadership Home.<sup>34</sup>

IMAN's transitional housing model was established in 2007 and, until recently, has had a capacity for six beds. The youth housing units have a capacity of eight beds. For the adult housing, a participant needs to have served a minimum of ten years within IDOC, as the recidivism rate is lower at that point and there is a higher level of proven commitment on behalf of the participant.<sup>35</sup> Participants are also drug-tested upon intake and referred to substance use counseling within the organization as appropriate. Through a combination of mentoring and construction skills training, IMAN's Green Re-Entry program seeks to expand pathways that formerly incarcerated individuals can access affordable housing and even homeownership.

## LUCHA

Latin United Community Housing Association (LUCHA) is a not-for-profit organization based in the Humboldt Park neighborhood of Chicago that advocates for and provides affordable housing options to the community. In addition, the organization supports local public health initiatives and provides foreclosure prevention and home purchase counseling, as well as legal services and home repair for qualifying clients.<sup>36</sup>

Notably, LUCHA has purchased and rehabbed 198 housing units throughout the area and has leased them at affordable rates. It has also provided home repair and weatherization services for over 500 homeowners.

LUCHA has had challenges trying to serve the needs of ex-offenders. LUCHA's housing is in high demand and those applying get on wait lists that can last up to two years. LUCHA's SRO housing with shared bathroom facilities can seem too much like transition housing which ex-offenders have recently left. Others pass on LUCHA's family housing because they have not been re-united with their families.

LUCHA has been working with St. Leonard's Ministries and others to identify gaps in service for the formerly incarcerated and provide permanent housing for people as they complete their transition period into society.

## The Chicago and Cook County Housing Authorities

In 2015 the Chicago Housing Authority (CHA) created a special pilot program which permitted up to 50 formerly incarcerated individuals to live in CHA properties. Up until the creation of this pilot program, such individuals were barred from living in CHA properties. The pilot involved ongoing collaboration with the Safer Foundation and St. Leonard's Ministries in terms of picking participants. Those selected had to have completed a minimum of six months of a re-entry program at either Safer or St. Leonard's. An initial evaluation of the pilot is in the process of being developed through a partnership between the Chicago Coalition for the Homeless and Chicago State University. Since the pilot is available only to a small pool of participants, CHA has not experienced meaningful resistance to the program.

The Housing Authority of Cook County (HACC) similarly implemented policies and programs focused on opening access to housing for those with a criminal background. In its 2015 Admissions and Continued Occupancy Policy manual, HACC shortened its lookback period for criminal history to seven years for criminal activity (drug related and violent crime) and three years for drug use or possession of cannabis on a case by case basis. HACC additionally allows families who have previously been evicted from federally-assisted housing, as a result of drug-related criminal activity, admittance provided the household member with a background completes a HACC-approved drug rehabilitation program. Convictions of criminal sexual conduct, murder, voluntary manslaughter, elder abuse, production or manufacture of methamphetamine on the premises of federally assisted housing or being subject to registration as a sex offender under a state registration requirement are still utilized by HACC as a basis for denial of assistance.

## Partnership for Housing Access: The Housing Authority of Cook County and the Circuit Court of Cook County Problem Solving Courts

In July of 2018, the Housing Authority of Cook County began a collaborative partnership for housing access with the Circuit Court of Cook County with the assistance of Business and Professional People in

the Public Interest (BPI). The partnership has already agreed to commit up to 25 vouchers for selected drug court participants that can be used in the private rental market.

In addition to housing access, the partnership will provide much-needed cross system education between the public housing staff personnel and criminal justice systems both in Cook County and elsewhere in Illinois.

### The Peoria Jobs Partnership

Peoria's faith-based Jobs Partnership program targets the unemployed and underemployed in local communities and neighborhoods, as well as individuals who are transitioning out of incarceration. Started in Peoria in 2000, it now operates in Bloomington-Normal, many county jails, several state prisons, and the federal prison in Pekin, Illinois.

## Barriers To Finding Housing For Previously Incarcerated Persons

### Public Housing Policies<sup>37</sup>

A meaningful number of those who have exited prison after their sentences were served previously lived in public housing, most often with family members. They find that a return to their former residence may be difficult under existing public housing policy. Under federal law, public housing authorities are mandated to deny admission to individuals in very limited circumstances:

- Those previously convicted of manufacturing methamphetamine on federally assisted property
- Those on the sex offender registry for life
- People currently consuming drugs or abusing alcohol, and
- Anyone evicted from federal housing due to drug-related activity within the last three years with the exception of those who have undergone rehabilitation or when the circumstances that led to eviction no longer exist.

Aside from these narrow mandates, public housing authorities have the discretion to deny admission on the following grounds:

- Drug-related criminal activity
- Violent criminal activity
- Other criminal activity that interferes with the health, safety or right of peaceful enjoyment of the property by other tenants that interferes with the health, safety, or right to peaceful enjoyment of the property by other tenants.

These guidelines allow much room for discretion on behalf of the housing authority or project owner.

Federal law requires that criminal activity must have occurred during a "reasonable time" before the screening takes place. Although HUD has not defined "reasonable time", it has endorsed best practices that range from twelve months for drug-related criminal activity and twenty-four months for violent criminal activity. Not all PHAs, however follow these practices.

In addition to issues around discerning "reasonable time," public housing authorities also face the challenge of being clear on the type of criminal activity on which they may deny admission. For example, an arrest alone is not sufficient proof of criminal activity but can lead an authority to inquire further into the activity that took place. According to HUD, police reports detailing the circumstances of the arrest and witness statements may count as sufficient evidence.

The Chicago Housing Authority acknowledges the challenges formerly incarcerated individuals face when it comes to background checks and screening for housing, and CHA is in the process of changing its own criteria. The CHA had been assessing a person's criminal history from the date of conviction onward, regardless of how long ago the sentence was given, and has since reduced its "look-back period" from five years to three years.<sup>38</sup> This is in great variance from the practice of many private landlords who may not even accept vouchers, even though voucher-holders are a protected class in Cook County and should be safeguarded from discrimination.

### Lack of Financial Resources and Income to Pay Rent

For prisoners who have no other housing options and wish to rent an apartment, there are substantial barriers to find an apartment to rent. Finding a landlord who will rent to a released prisoner is difficult enough (see below). Having sufficient funds to pay a security deposit and initial rent charges is a bigger challenge. Often initially unemployed and lacking financial resources, a formerly incarcerated person may end up homeless.

With the exception of the Safer and IDOC Adult Transition Center programs supported by IDOC, there are no prison employment programs that allow prisoners to accumulate enough cash to rent an apartment upon release. In-prison work programs pay meager wages and are not designed to allow prisoners to build up cash reserves they can use once their sentences are complete.

We should note here that the Department of Justice has a Prison Industry Enhancement Certification Program that allows qualified state and local prisons to pay their prisoners prevailing wages for the work they do.

### Landlord Resistance to Renting to Formerly Incarcerated Individuals

While the Fair Housing Act prohibits housing discrimination on the basis of protected class such as race and disability, an individual's criminal history is often a stumbling block for those with a criminal background. Anecdotal evidence shows that a large number of landlords reject applicants that have arrest or prison records, and this is especially true when applicants indicate they have only recently been released from jail or prison. The good news here is that the Cook County Board passed on April 25, 2019 the Just Housing Initiative which amended the Cook County Human Rights Ordinance to ban unlawful discrimination in real estate transactions based on one's covered criminal history. This includes arrests, convictions that are older than two years or not substantially related to the offender's residence, and records of offenses that have been ordered sealed or expunged. A similar policy is already in effect in Urbana, IL. In Urbana, people with a criminal record are considered a protected class in housing-related transactions, and the use of criminal history in housing decisions is expressly prohibited.

Of additional concern is the impact crime-free or nuisance ordinances play in influencing landlords to deny housing based on an applicant's criminal background. These ordinances require criminal record screening of all applicants seeking housing within a municipal boundary. Due to racial disparities in the criminal justice system, these ordinances effectively reduce access to stable housing for large numbers of people of color.

## Lack of Discharge Planning and Housing Referral Services

While many of the service providers listed above like the Safer Foundation, St. Leonard's Ministries, and A Safe Haven work actively with program participants to find housing for them, the clear majority of those leaving IDOC and local jails are provided little if any information on available apartments that can be rented or any form of housing.

## Lack of Job Opportunities

The lack of accessible employment opportunities for people with criminal records contributes to a higher risk of recidivism and is a key component of the challenges that the formerly incarcerated population faces when it comes to finding and maintaining stable housing. Like landlords and public housing authorities, employers have discretion on the level at which they base their hiring decisions on an applicant's criminal record and how that information is sourced. According to the Urban Institute, "Prospective job candidates with certain court records may be inappropriately ruled out because records that did not result in a conviction may nonetheless appear on background check reports. Employers relying on criminal background checks may be unnecessarily limiting their prospective employee pool..."<sup>39</sup> Given that the majority of the U.S. prison population is African-American and Latino, race adds an additional variable to employers' use of discretion in hiring practices. Analysis from the Annie E. Casey Foundation shows that "employers are quick to presume that African-American applicants are likely criminals...there is some evidence that white individuals with a felony conviction may find it easier to get a job than African-Americans with no record at all."<sup>40</sup>

Reliance on background checks can also lead employers to depend on potentially inaccurate data. Arrests that did not lead to convictions may be included in background checks as well as misdemeanors that were erroneously listed as felonies, and so forth.<sup>41</sup> In addition to these barriers, there are few employment opportunities available to this population given that many may not fit the educational requirements or years of experience preferred.<sup>42</sup> According to the Urban Institute, "Attempting to regain status in the labor market after years lost in custody is a daunting task. Incomplete or inaccurate criminal background reports only exacerbate the issue."<sup>43</sup>

Compounding the challenge of finding a job is the fact that there are a number of job categories those convicted of a felony have been barred from pursuing. Thanks to the ongoing advocacy of the Safer Foundation, Cabrini Legal Aid, and others, formal hiring prohibitions are slowly being lifted. There are still eighteen professions for which licenses can be denied and informal barriers to certain professions continue. Jobs as wide-ranging as vehicle wrecker, slaughter processor and hearing instrument dispenser are off limits.

One final issue that impacts an employer's decision to hire an ex-prisoner: the cost of worker's compensation and unemployment insurance. Rates for both of these programs rise significantly if ex-prisoners are hired.

## Lack of Job Training

While the IDOC, via its Adult Transition Centers and Life Skills Centers, has made a meaningful effort to provide a select number of its prisoners with relevant job skills, most IDOC and jail prisoners are not being trained to seek available jobs upon their release. Through the Office of Adult Education and Vocational Services, IDOC provided vocational programs in its secure facilities to 4,431 men and women in 2017. Specifically, Auto Body, Automotive Technology, Barbering, Career Technologies, Commercial Custodian,

Construction Occupations, Cosmetology, Culinary Arts, Electronics, Graphic Arts, Horticulture, HVAC, Nail Tech, Restaurant Management, Warehousing and Welding.<sup>44</sup>

Correctional Industries are programs in correctional facilities that provide real-world work experience and training to offenders in order to prepare them for successful reentry and employment after their release. Illinois Correctional Industries (ICI) programming has some moderate capacity for training the incarcerated in real world work skills. Current programs serve over 900 participants and operate in 19 IDOC facilities. They produce a variety of products and provide various services supporting the operation of IDOC facilities including, but not limited to, Garment Manufacturing, Silk Screening and Embroidery, Furniture Making, Mattress Making, Engraving, Meat Processing, Milk Processing, Food Processing, Optical, Laundry, Dog Grooming and Canine Training.<sup>45</sup>

## Failure to Address the Problems of Women Leaving Prison

While justice-involved men and women face different challenges as it relates to housing, the Women's Justice Initiative (WJI) reports<sup>46</sup> that a lack of access to safe housing has proven to be a greater predictive risk factor among justice-involved women nationally. Formerly incarcerated women, particularly those with histories of substance abuse, have greater difficulties finding safe, affordable housing. Studies have shown that they often receive less financial and housing support from family members compared with returning men, and their challenges are compounded by the fact that an estimated 80% are mothers who must struggle to maintain their families while often finding safe, affordable housing options.

According to the preliminary results of a survey of 800 women incarcerated at the Logan Correctional Center,<sup>47</sup> women commonly face many housing concerns in the year prior to their incarceration. Almost 40% of the women reported being unable to pay rent. Another 20% had been evicted, and 28% were homeless at some point. Consistent with a 2018 study by BPI and the Roosevelt University Policy Research Collaborative,<sup>48</sup> the survey also illuminated ongoing challenges linked to sexual exploitation.

# Actions Currently Underway or Supported by IDHA and IDOC

The pilot programs listed below provide a brief overview of IHDA and IDOC's movement towards creating targeted program offerings focused on responding to the challenges associated with the needs and demand for stable housing for those either exiting secure correctional facilities and those seeking housing with a criminal background.

## Cook County Flexible Housing Pool

Chicago and Cook County lack affordable, supportive housing to meet the needs of its residents with behavioral health, justice involvement, complex medical conditions and chronic housing instability who are often unable to access traditional housing subsidies. To address the needs of the targeted population, the Corporation for Supportive Housing, the City of Chicago and two Cook County agencies are partnering to establish a Flexible Housing Pool (FHP), modeled after FUSE (Frequent Users of System Engagement) programs in New York City and elsewhere, that will position housing as a platform to increase access to needed services. The City of Chicago and the Chicago Housing Authority invested the first \$1.8 million to

initiate the FHP; IHDA provided an additional \$1.2 million. The goal of the FHP is to annually raise a total of \$12 million for housing and service costs with additional support coming from major public and not-for-profit hospitals in the region. The first 50 participants in the program will be identified through a data match between Chicago's Homeless Management Information System (HMIS) and the Cook County Collaborative Research Unit that has a data set across state psychiatric services, Cook County Jail, Cermak Correctional Health Services, as well as County Care. Program expansion will continue into 2019. If fully scaled to a \$12 million per year level, the FHP will be able to service several hundred individuals, most notably chronically homeless individuals with frequent engagement with hospitals, law enforcement and social services.

### IDOC Graduated Reintegration Initiative<sup>49</sup>

The Graduated Reintegration Initiative (GRI) is a collaborative pilot program between the Illinois Department of Corrections, New York University's Marron Institute, and the Winnebago County Housing Authority (WCHA) to improve the outcomes of persons returning to the community from incarceration through an intensive pre-release program. Its goal is to provide a safe and structured graduated pathway to reintegration to the community. Participants are screened by IDOC for participation in the GRI at its East Moline Correctional Facility. Participants must have a low or moderate risk of recidivism based on a validated risk screening instrument, be in IDOC custody for a non-violent offense, and not have been previously convicted of a violent offense. Individuals who have committed sex or domestic violence offenses are not eligible for the program. Participants range in age from 29 to 61 years of age.<sup>50</sup>

Individuals participate in an intensive evidence-based pre-release program for a period of three months before being released into the GRI. The Pre-Release program includes: "Thinking for A Change", an integrated 24 lesson cognitive behavioral curriculum designed to change criminogenic thinking, an anger management course, financial literacy training and substance use disorder services, if warranted. Each participant leaves with a carefully structured reentry plan.<sup>51</sup>

The post-release phase of the GRI is designed to maximize the success of participants in the community in a manner consistent with community safety. Participants are released approximately six months prior to their parole eligibility on electronic monitoring, and any movement in the community must be pre-approved by the parole unit. These restrictions are gradually relaxed as participants learn to accept greater responsibility and make progress in achieving re-entry goals such as employment, training, education, treatment and counseling. The program rewards participants with greater freedom as they demonstrate their ability to follow GRI program rules. It also minimizes risks to public safety by carefully monitoring the movement of GRI participants during the time they are under the custody of the Department of Corrections. An integral part of the post-release phase is an assisted housing program that utilizes housing choice vouchers, public housing and housing rentals in private sector properties.

## Action Steps To Address Prisoner Re-Entry Housing Issues

Having reviewed the current situation related to housing for those exiting the IDOC and Cook County Jail — including challenges, programs addressing needs, and barriers to successful re-entry — what can be done to address the housing issues identified?

### Keep some of those convicted out of prison

**Do not incarcerate people with short-term prison sentences:** As we pointed out in Section 2.2.1, approximately 5,400 prisoners in the IDOC have sentences of six months or less. Another 5,200 have sentences ranging from six months to one year. To the extent that the IDOC, working with local and county jails, can come up with an alternative method of dealing with these very short-term prisoners, one that will keep them outside of the prison system, it can reduce its prisoner population by approximately 25%, address overcrowding issues, and, most important in relation to the housing issues discussed in this white paper, reduce the eventual need to find housing for these people. Most of these people will remain living with family and friends. What alternatives are there? Perhaps supervised community work programs with strict oversight from parole officers. Even if the savings involved do not match the cost, would the value of the public work programs involved justify the expense? We note that the Illinois State Commission on Criminal Justice and Sentencing Reform (the CJSR Commission) has called for an increase in rehabilitative service and treatment capacity in high-need communities.<sup>52</sup> It also has called for improved and expanded use of electronic monitoring technology based on risk, need and responsivity principles. It specifically cites opportunities to use such technology on short-term prisoners or within local jurisdictions as an alternative to incarceration and pre-trial detention.

**Support effective prison/jail diversion programs like those operated by TASC (Treatment Alternatives for Safe Communities).** TASC offers outpatient and intensive outpatient treatment for substance abuse and related mental health conditions. In its FY 2018, TASC reached more than 44,000 people in the justice, corrections, child welfare and health systems across Illinois — 13,700 people with direct services and an additional 31,000 individuals with initial screening, assessment and other services. Between its fiscal years 2014-2018, TASC's court and probation services diverted 11,400 adults from prison in Illinois, saving the State millions of dollars and enabling individuals to recover while on probation. We should also note, in passing, that the Illinois General Assembly passed SB 3023 in 2018 which provides a roadmap for partnerships between law enforcement, substance abuse treatment providers and community members to guide the development of deflection programs in their communities.

**Expand Adult Redeploy Illinois:** The Adult Redeploy Illinois program has been in existence since 2010 and has a proven track record. The program was established by the Crime Reduction Act to provide financial incentives to local jurisdictions for programs that allow diversion of non-violent offenders from State prisons by providing community-based services. There are currently 22 Redeploy programs in 45 of the 102 counties in Illinois which serve over 1,700 individuals. Cook County has the State's largest program. The challenge, in terms of program expansion, is to come up with meaningful local programs that better the lives of participants, keep them out of the IDOC, and serve the communities they live in. A second challenge is cost: will cost savings at the IDOC pay for the program expansion? Again, the cost of recidivism must be taken into account.

**Improve screening of those convicted to identify non-violent individuals who would be better served by permanent supportive housing:** It is no secret that a significant percentage of these currently in prison — perhaps 15% — have substance abuse and/or mental illness issues that would be better treated in permanent supportive housing (PSH).<sup>53</sup> PSH costs much less than prison or jail and offers focused treatment of these conditions involved. Ideally, screening for possible candidates for PSH would occur pre- or post-trial but before an individual was sent to IDOC. We should note, in passing, that there are a number of challenges in creating a significant number of new PSH units to serve those convicted of crimes but not sent to the IDOC.<sup>54</sup> Can the current PSH system in Illinois be rapidly expanded to meet anticipated needs? Should those convicted of crime be mixed with others in existing PSH programs? Will communities accept

new PSH units house those with any kind of criminal history? Can the savings involved in prison diversion justify the cost of new PSH units? To the extent that the new units are rented, not newly built, their cost would be less.

**Encourage not-for-profit pilot programs to divert offenders from jail to treatment programs for substance abuse or mental illness.** The MacArthur Foundation, for example, recently announced a \$1.85 million grant program which, among other things, will fund a pilot program to send suspects of non-violent crimes to treatment programs shortly after their arrest.<sup>55</sup>

**Bail reform:** Steps are already being taken to reduce the number of people held in pre-trial detention at Cook County Jail because they cannot meet bail requirements. In September of 2017, criminal court judges were ordered to set bail only in amounts defendants could afford to pay. As a result, by June of 2019, the County Jail population had dropped to 5,800, a reduction of 1,600.<sup>56</sup> According to Pat Milhizer, a spokesperson for the Chief Judge's office, the vast majority of the felony defendants released had not committed a new offence in the subsequent two months, and nine out of ten had appeared for their scheduled court dates.<sup>57</sup> We should also note here that the Metropolitan Planning Council, in its Cost of Segregation Report,<sup>58</sup> calls for the elimination of wealth-based pre-trial detention by prohibiting the use of secured money bail. Further reduction in bail requirements could reduce still further County Jail population.

## Expand the Adult-Transition Center Program

IDOC's Adult Transition Center program is already a success and should be expanded.<sup>59</sup> As we pointed out in Section 2.2.2, Illinois ATC program is significantly smaller than that of other states. Over a five-year period ATC capacity could be at least doubled in size to serve approximately 2,000 prisoners. Experienced ATC not-for-profit organizations can continue to operate it. What impresses us about the program is that it allows prisoners to develop job skills and good work habits while, at the same time, accumulating income which can be used for housing and other purposes upon their release. Expanding the ATC program will cost money, but will the resulting reduced recidivism justify the added cost?

## Broaden support for post-prison transition programs

Key not-for-profit organizations like St. Leonard's Ministries, A Safe Haven, and Oxford House provide valuable post-prison services — housing, counseling, employment assistance, etc. — to ex-prisoners. Each of their programs and others like them can be expanded with public, philanthropic and private market support.

## Expand work opportunities for those leaving prison/jail

**People with criminal records are excluded from seeking employment in a number of professions** (see Section 3.5 above). Public action is needed to reduce excluded professions.

**Both the State of Illinois, the City of Chicago and Cook County should use procurement "clout" to urge vendors to consider working with DCEO local offices and their intermediaries on their combination training and on-the-job experience programs.** Active programs already exist to encourage or push suppliers to hire veterans and minorities. Formerly incarcerated people should be added to the list, especially if they have been screened by the IDOC or Cook County Sheriff and judged to be low risk prisoners.

Programs like the City of Chicago's recently announced plan to expand its programs to provide employment opportunities for formerly incarcerated citizens should be encouraged. The City is adding

an additional \$2 million to its existing \$5 million budget in its 2019 plan. The funds will be used to provide jobs at the CTA, the Department of Streets and Sanitation, the Chicago Department of Transportation, and the Department of Family and Support Services. It will also create job opportunities at community-based organizations to clean and beautify parkways, parks and vacant lots in communities affected by gun violence.

**IDOC should seek corporate support for programs like Pathway to Enterprise for Returning Citizens (PERC) recently launched in Illinois with the support of Citibank's Community Development Fund.**<sup>60</sup> The program will provide training and start-up capital for up to 125 men and women recently released from the IDOC. It will encourage them to open small businesses, create jobs, and provide economic opportunities for themselves and underserved Chicago communities.

**Illinois should establish a subsidy program that would eliminate worker's compensation and unemployment insurance extra charges for hiring those with criminal backgrounds.**

**Illinois should also consider expanding the current credit an employer can get for hiring those with a criminal background.** Section 216 of the Illinois Revenue Code currently allows a 5% credit on qualified wages to a maximum of \$600-\$1500 per year.

**IDOC should seek certification of its Correctional Industries Program in the federal Prison Industry Enhancement Certification Program (PIECP).** PIECP enables private industry to establish joint ventures with federal, state, local, and tribal corrections agencies to produce goods using prison labor. Prisoners are placed in realistic work environments that approximate private-sector jobs and are paid a prevailing local wage. In doing so, participants acquire marketable skills that improve their chances for successful rehabilitation and meaningful employment upon reentry. Studies have found that participants who work in PIECP jobs are significantly more successful in post-release employment, become tax-paying citizens more quickly, and remain so longer than workers in traditional correctional industries programming. PIECP participants also have less recidivism, as measured by arrest, conviction, and incarceration. One final note about an Illinois PIECP program — it should ask participating businesses to hire a meaningful percentage of prison labors on any joint venture project.

**Expand the IDOC ATC and Life Skills Centers programming around the state, preferably around population centers with high numbers of IDOC releasees.**

**Expand on the IDOC Parole Reentry Group.** Provide deeper investments that can support the department's fulfillment of its mission to reduce offender recidivism, foster public safety, develop, monitor and coordinate community resources and provide supportive services necessary to enhance an offender's successful reentry back into the community to become crime free law-abiding members of society.

## Directly expand housing options for exiting prisoners and those with criminal backgrounds

**Create and adequately fund a supportive housing rental subsidy program under IHDA management for pre-selected individuals leaving IDOC Life Skills Centers or ATCs utilizing funding sources that could include the Long Term Operating Support Fund, Medicaid and General Revenue.** The concept could be initially tested with 50-100 individuals and eventually ramped up to service 1000 people.

**Create a new supportive housing rental subsidy program for those with high physical and mental health needs similar to the FUSE program called out by the recently enacted Public Act 100-575.**

**Encourage public housing authorities to amend their administrative plans to eliminate restrictions on living in public housing or on project based rental assistance for those with a criminal background and review.** Likewise, upgrade rules related to tenant selection in multi-family projects supported by IHDA tax credits.

**Have IHDA financially assist Oxford House to enable it to set up additional clusters of Oxford Homes in key target areas like Cook County and St. Clair County.**

**Offer modest tax incentives and a possible mitigation fund to landlords who are willing to rent to those leaving the IDOC or Cook County Jail.**

**Review current restrictions on housing that apply to those convicted of a criminal sexual offense:** There were 7,300 individuals classified as sex offenders in the IDOC as of June 30, 2018, but only 173 classified as “sexually dangerous. Many of those not considered sexually dangerous individuals could be released if they could find a place to live. The housing restrictions they face are onerous and prohibit living near schools, churches and select other locations. Parole reporting requirements are problematic. Sexual offender regulations also apply to a wide variety of sex offences, not necessarily those committed by those identified as sexual predators. We should note that there are currently a number of lawsuits in Illinois and across the country that address this issue. Some jurisdictions are eliminating their housing restrictions on those convicted of a criminal sexual offense.<sup>63</sup>

**Actively identify landlords who will rent to people with a criminal history and set up a referral system to advise those leaving prison about available housing.**

**Support innovative ideas like the City of Chicago’s recently announced \$6 million Chicago Neighborhood Rebuild Training pilot program to acquire and rehabilitate 50 vacant homes in Garfield Park, Humboldt Park and Englewood through a partnership that will provide transitional jobs and training opportunities for about 200 youth to maintain homes until they are rehabilitated and sold.** The Cook County Land Bank will acquire and hold the properties, the Chicago Community Loan Fund will facilitate their acquisition by private developers and finance their renovations, the Community Investment Corporation will assist in identifying suitable properties, and the Safer Foundation and the CARA Program will provide educational workshops that include financial literacy, job training and placement.

**Have IHDA give extra Qualified Action Plan (QAP) points to multi-family housing projects serving the needs of those recently released from jails or prison.** This would encourage organizations like Safer and St. Leonard’s to expand their current housing programs.

**Stiffen penalties for illegal access to data bases that show past criminal convictions.** A recent change in Illinois law restricts access to youth offender data bases.

**Expand community resource centers in key neighborhoods which receive exiting prisoners.** Cook County’s Supportive Release Centers could be a model for such centers, and such centers could be jointly shared by IDOC and Cook County. One function such centers could house – parole reporting, including reporting required by ex-sexual offenders.<sup>64</sup>

**Expand the IDOC Graduate Reintegration Program to elsewhere, notably Cook County.**

**Work with the Metropolitan Mayor’s Caucus on getting local municipalities to revise their Crime Free Housing Ordinances to reduce barriers to obtaining for those with a criminal background.**

**Research and develop more housing options that are gender responsive.** Men and women face starkly different challenges in the housing market, yet both are hindered in finding housing options as a result of a criminal conviction.<sup>63</sup>

**IHDA should report yearly in its annual report to the Illinois legislature:**

- Any results from IHDA supported FUSE pilot programs
- Results from IDHA supported reentry housing programming
- Progress in growing the state’s permanent supportive housing and Statewide Referral Network resources in Illinois

## Paying For Needed Actions

While a number of recommendations we have made above can be done at little or no cost, most will require either the reallocation of current funding at IDOC or Cook County Jail or all new funding from local, state or federal sources.

In regard to reallocation of current funding, only executive leadership at IDOC or Cook County Jail will be able to determine what reallocation, if any, is possible.

In the case of IDOC, a reduction in prisoner population may not lead to meaningful savings unless it is significant and allows for the closure of one or more facilities. Keeping those with short-term sentences out of correctional facilities and on electronic monitoring supervised by parole personnel could lead to a significant prisoner population reduction.

In the case of the Cook County jail, increased community monitoring of non-violent offenders awaiting trial may lead to direct savings. We also note that excess personnel costs – most notably abuse of Family Medical Leave — could generate savings that could be directed to other more productive uses.

Are there other possible sources of funding for the ideas mentioned above? There are occasional federal sources such as the Second Chance Act or the Smart Re-Entry Program<sup>66</sup> that appear from time to time. With growing interest nationwide in criminal justice reform, it is quite possible that meaningful federal funding streams may be created in the next few years.

Over and above these possible sources of funding, the State of Illinois must carefully consider the cost of recidivism. The Illinois Sentencing Policy Advisory Council (SPAC) estimated that the total cost of a recidivism event at nearly \$151,600 (taxpayer costs of \$50,800; victimization costs of \$75,400; and indirect costs at \$25,400).<sup>67</sup> Quite clearly, reducing recidivism in Illinois can have major financial benefits to the State.

# Thoughts On Public Act 100-0575 (Frequent Users System Engagement (Fuse) Re-Entry Rental Subsidy)

As we said at the start of this white paper, Public Act (PA) 100-0575 has many provisions which directly address issues raised within this paper. The Act recognizes the need to provide a comprehensive solution to re-entry issues, a solution which includes providing those leaving prison with:

- The documentation they need to secure housing, jobs and medical care
- A basic level of education that will allow them to navigate in the outside world
- Access to healthcare, mental healthcare and chemical dependency treatment
- Living and transportation arrangements
- Family reunification, and, if appropriate, pro-social support networks.

It also calls for expanded use of electronic monitoring which can be a valuable tool in dealing with selected offenders who may not need to be sent to IDOC or held in local jails.

PA 100-0575, however, is not realistic in two important ways.

First, it assumes that the rental subsidy it calls for can be covered by the savings generated by reducing prison bed days. As we have pointed out above, meaningful savings will only occur if there is a significant reduction in prison population.

Second, and perhaps more troubling, it overlooks the huge challenge of community acceptance of housing units occupied by recently released prisoners in some communities. IHDA can testify to the community opposition it faces almost every time it creates new permanent supportive housing units. That opposition could significantly multiply if it became known that groups of rented or new housing units were to be occupied by the formerly incarcerated. A very carefully thought-out strategy will be needed to find housing units for those departing the state's jails and prisons.

## Programs of Note Outside the State of Illinois

### Returning Home Ohio

#### Program Description

The Ohio Department of Rehabilitation and Correction (ODRC) and Corporation for Supportive Housing (CSH), partnered to establish the Returning Home Ohio (RHO) program.<sup>68</sup> Currently there are nine sites across the state of Ohio with 10-40 units per site, depending on the site. The housing involved is supported by reentry housing subsidies provided to private landlords. Single family homes, duplex apartment buildings, and multi-family apartment buildings are utilized.

From the program's beginning in 2007 to 2016, 520 participants have been enrolled. The services offered at the sites include rental subsidies for housing, case management, behavioral healthcare, employment training and reentry support. The nine sites are operated by a mix of agencies with a mission of serving different target populations, each using a different housing model. There is considerable variation in the delivery of housing and services among the sites. The staff at each site varies widely, from clinical staff trained to help those with severe mental illnesses to staff trained in counseling and criminal justice issues. Some sites have a team of case managers while some might only have one. To be eligible for RHO, one must have either been involved in prerelease planning or been released from prison for less than 120 days. Eligible participants are identified as having a mental illness or HIV diagnosis as well as exhibiting a risk of homelessness. For RHO, mental illness includes development disorders, severe addiction and behavioral problems. ORDC uses the Ohio Risk Assessment System, a statewide risk assessment tool, to determine homelessness, risk of homelessness and disability. Exclusions to a few sites of RHO included arsonists and sexual offenders due to complications with the type of housing or the provider's own complications with serving certain populations.

The mechanism to recruit individuals into RHO is a four-step process. The first step is identification, where corrections staff identify appropriate individuals in the corrections system using administrative data systems, their own knowledge of individuals and discussions with potential participants. The second step is referral, where corrections staff refer an individual to a specific RHO site. The third step is contact and enrollment, where a provider from the RHO site contacts the referred prisoner, and makes the decision whether or not to accept the prisoner into the program. The last step of the process is when individuals receive the housing and support services at the site they were accepted to upon release. The program costs \$2.3 million a year and is funded primarily through ORDC and CSH's Returning Home Initiative. Residents pay 30% of their income to RHO once they obtain an income. From July 2012 through March 2016, of all participants that were currently enrolled, 8% returned to ORDC. From July 2012 through March 2016, of all participants discharged, 14% returned to ORDC.

### Harriet's House (Raleigh, North Carolina)

#### Program Description

Harriet's House is a faith-based facility, owned by the non-profit and lead by a collaboration of 10 congregations representing a multiracial, multiethnic population.<sup>69</sup> Harriet's House only serves women referred by social workers within prison facilities of North Carolina Department of Corrections. Women accepted to Harriet's House are those who are searching for employment, working to reunite with their children and seeking substance abuse rehabilitation.<sup>70</sup> Women who have a conviction of child abuse are not accepted into the program. Harriet's House serves no more than 14 families each year, totaling 64 women and 117 children since its opening in 1995.<sup>71</sup> The average residency period is 18 months.<sup>72</sup> Twelve percent of women who have previously been a resident at Harriet's House have been convicted of a crime since their departure.<sup>73</sup> 83% of the women are employed.<sup>74</sup> Four of the women now own a home.<sup>75</sup> The services offered include: intensive "wraparound" case management, budgeting, credit, debt management and savings assistance, peer support, parenting classes, Alcoholics Anonymous meetings, Narcotics Anonymous meeting, employment planning and support, as well as assistance finding permanent affordable housing.<sup>76</sup> Harriet's House is funded by HUD, North Carolina Department of Correction, local churches, corporations, foundations and individuals.<sup>77</sup> The funding totals to about \$113,000 per year.

## The Fortune Society (New York, NY)

### Program Description

The Fortune Society is a nonprofit organization that provides permanent housing for formerly incarcerated individuals. It provided 387 individuals with housing in 2016<sup>78</sup> and serviced nearly 7,000 individuals. The average resident length of stay in Society housing is 18 months. The services offered include substance abuse treatment, HIV/AIDS services, independent living skills training, education, career development, counseling and family services.<sup>80</sup> Residents are also expected to work and/or attend training approximately 25 hours a week and perform community service ten hours a week.<sup>81</sup> The entrance requirements are simple: the person must be a homeless released prisoner who “poses no current threat of violence.” Upfront costs of The Fortune Society’s two facilities – the Fortune Academy aka “the Castle” and Castle Gardens totaled \$61 million. Fortune reports an annual budget for both sites and some scatter site housing as \$2.5 millions.<sup>82</sup> Start up funding came from the New York State Homeless Housing and Assistance Program, New York State Division of Housing and Community Renewal, HUD, Historic Tax Credits, and Capital Campaign.<sup>83</sup>

## The Delancey Street Foundation (San Francisco)

### Program Description

The Delancey Street Foundation provides long-term residential housing, educational training, vocational training and rehabilitation services to former felons in San Francisco, Los Angeles, New Mexico, North Carolina, South Carolina and New York.<sup>84</sup> All six properties are owned by the Delancey Street Foundation. San Francisco is the headquarters, housing 500 residents. Delancey Street Foundation has an average of 1,500 residents at one time.<sup>85</sup> The direct cost of each resident is \$12,000, dropping to \$4,000 after program revenues are deducted.<sup>86</sup> The remaining \$4,000 comes from donations, investment income, net gain on investments and net assets released from restrictions.<sup>87</sup> The Delancey Street Foundation does not receive funding from the government.<sup>88</sup> 85% of Delancey Street residents are referred by the Courts, while also serving walk-ins.<sup>89</sup> The minimum stay at Delancey Street is two years, while the average length of stay is actually four years.<sup>90</sup>

During a resident’s time at Delancey Street, residents learn to live drug, alcohol -and crime- free lives through social extensive rehabilitation services, substance abuse programming and therapy.<sup>91</sup> Delancey Street offers vocational training programs, where each resident learns three marketable skills by working in the training schools.<sup>92</sup> These skills include at least one manual skill, one clerical/computer skill, and one interpersonal/sales skill.<sup>93</sup> The vocational training schools are managed and taught by residents themselves and includes a number of different programs. Outside of the vocational training programs, Delancey Street Foundation’s operations primarily consist of enterprises which provide services to the public and acts as a way to provide Delancey Street residents with vocational training and employment.<sup>94</sup> These enterprises feature Delancey Street residents developing marketable skills while creating positive interactions with customers in the community. Delancey Street residents also have the opportunity to obtain a minimum of high school equivalency during their stay. Delancey Street Foundation also offers services to juveniles through their charter school “Life Learning Academy,” (LLA) founded in 1998.<sup>95</sup> LLA serves high-school youths that are involved in the juvenile justice system and/or have experienced academic failure, family issues, abuse, gang involvement, poverty, or substance abuse.

The Delancey Street Foundation has graduated over 18,000 individuals into society as “successful, taxpaying citizens, leading decent, legitimate and productive lives.”<sup>96</sup> Over 10,000 formerly illiterate people have received high school equivalency degrees.<sup>97</sup> Over 1,000 have graduated with a diploma from DSF’s state accredited post-secondary three-year program.<sup>98</sup> Fifty students have received a BA through Golden Gate University of San Francisco State University.<sup>99</sup> The Life Learning Academy has an average attendance rate of 90% and average graduation rate of 92%.<sup>100</sup> The removal of a resident comes about under three primary rules of The Delancey Street Foundation: no physical violence, no threats of violence and no drugs or alcohol.

## Reach (Connecticut)

### Program Description

Connecticut’s REACH program provides housing for individuals re-entering the community from state prisons in scattered site, subsidized apartments based on the resident’s income. Participants are provided with intensive case management and have an estimated stay of 4-6 months. Services include referrals for behavioral health treatment, vocational and educational support, and transportation assistance. Established in 2005, REACH has served 3,712 program participants since its inception and 368 in its most recent fiscal year, 2016-2017<sup>101</sup>

The REACH program acts as a parole sponsor for individuals exiting the Connecticut Department of Corrections who do not have a family member or other contact to sponsor them. A designated intake specialist at REACH interviews potential participants while still in prison, utilizing five assessments covering risk to recidivate, criminal thinking, behavioral health, and self-reporting. The assessments serve as a vehicle for gathering information only and is not utilized to determine eligibility. Connection, Inc, the REACH program’s lead agency, holds leases to independent apartments in the community, with no staff on site. In total, REACH has 116 beds for people exiting the state’s prison system and 16 beds allocated for Connecticut’s probation system.<sup>102</sup> Of the 116 beds, 52 are allocated for individuals convicted of criminal sexual offenses and 18 for women.<sup>103</sup> Participants have their own bedroom but typically share an apartment with one other participant. Some participants may be on electronic monitors, all have a curfew. Each client participates in intensive case management services during a 4-6 month stay.<sup>104</sup>

## Breaking Barriers (Los Angeles, CA)

### Program Description

Established in July 2015 as a pilot program and formalized in July 2017, Breaking Barriers provides rapid housing for individuals on probation. Participants receive case management, housing, and employment services with a goal of self-sufficiency after 24 months. Its target population includes adult felony probationers in Los Angeles County who are homeless or at risk of homelessness, at a medium to high risk of re-offending, and willing and able to work.<sup>105</sup>

The Breaking Barriers program was initiated as a two-year pilot program with funds from Los Angeles County Probation Department (\$4M) and the Conrad Hilton Foundation (\$2M),<sup>106</sup> While the Hilton Foundation money has been spent, the program became institutionalized in 2017 and the Los Angeles County Probation Department continues to provide funding, with the County Department of Health



Services funneling funding to sub-contracting non-profit agencies. The program is also supported by funds from California’s Senate Bill 678, which diverts individuals from state prison into county supervision, thus redirecting money from state corrections to county oversight.<sup>107</sup> Breaking Barriers participants have been convicted of a wide range of offenses, and only individuals with criminal sexual offenses or arson convictions ineligible for participation. The Probation Department conducts an initial screening to certify eligibility, and then refers participants to a local non-profit, where they are connected to case managers.<sup>108</sup>

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# Citations

1. Illinois State Commission on Criminal Justice and Sentencing Reform, Final Report, December 2016
2. All IDOC figures appearing in this report reflect IDOC statistics as of January 1, 2019 unless footnoted otherwise.
3. See page 38 of the Report.
4. See the SPAC Summer Report from 2018
5. Illinois State Commission on Criminal Justice and Sentencing Reform, Final Report: Part 1, December 2015.
6. "Report on Activities and Recommendations", 2017 Supportive Housing Working Group of the Illinois Housing Task Force, January 2017.
7. The Working Group report noted that 30,369 individuals exited the IDOC system (either parolees or discharged persons) in 2015 and that the average local jail population was 19,221.
8. Working Group Report, page 15.
9. IDOC data from FY 2017 indicates that per capita cost is \$26,300 excluding medical cost but inclusive of fixed costs like pensions, overtime, etc.
10. The Working Group Report, page 45
11. PA 100-0575, Section 5-8A-4.2(a).
12. PA 100-0575, Section 5-8A-4.2(d)
13. Per an IHDA internal document December 2018.
14. The Williams and Colbert figures reflect the latest Court monitor figures as of June 2019.
15. We should note, in passing, that even fewer people would be incarcerated in the Cook County Jail if wealth-based pre-trial detention via the use of secured money bail was prohibited. For more information on this subject, review the Metropolitan Planning Council's monograph titled "Our Equitable Future", page 17.
16. Source: The Chicago Coalition for the Homeless.
17. Given their short sentences, we suspect that many of these people were arrested for minor drug and other offences
18. As we will discuss later, both the Chicago Housing Authority and the Cook County Housing Authority have embarked on very limited trial programs which allow select ex-inmates to live in housing authority properties.
19. The IDOC's current recidivism rate is 40%. Almost assuredly the rate is higher for those who have faced short-term confinement.
20. All ATC statistics from the IDOC quarterly report January 1, 2019.
21. It should be noted that the Illinois State Commission on Criminal Justice and Sentencing Reform calls for better use of ATCs. See the Commission's Final Report, December 2016, recommendation 20, page 61.
22. A percentage of what they earn must be paid back to the ATC to help cover room and board expenses.
23. Loyola University conducted a study of Safer program participants from FY 2008 to FY 2011 and published it in 2011.
24. Interview with Julio Rodriguez, DCEO, December 4, 2017.
25. While most of St. Leonard's residents come from IDOC, a few come from Cook County Jail.
26. These women come primarily from IDOC's Logan and Decatur facilities.
27. St. Andrew's Court is a joint venture involving the Lakefront SRO, the Chicago Department of Housing and IHDA.
28. <http://www.asafehaven.org/about/our-history/>
29. <http://www.asafehaven.org/housing/>
30. <http://www.asafehaven.org/results-by-numbers/>
31. <http://www.asafehaven.org/catering/>
32. City of Edmonds, WA vs Oxford House, Inc., 514 US 725 (May 15, 1995).
33. <https://www.imancentral.org/about/>
34. <https://www.imancentral.org/project-green-reentry/>
35. Personal communication, Nasir Blackwell, IMAN, August 17, 2017.
36. <https://luca.org/>
37. Comments in this section reflect work done by the Sargent Shriver National Center on Poverty Law. See the Center's report "'When Discretion Means Denial: Criminal Records Barriers to Housing," Presentation at Illinois-Indiana NAIRO Conference, August 16, 2017.
38. Kate Ludwig, personal communication, August 7, 2017.
39. Duance, Marina, Reimal, Emily, and Lynch, Mathew. "Criminal Background Checks and Access to Jobs: A Case Study of Washington DC," Urban Institute, June 2017.
40. The Annie E. Casey Foundation, "Reentry and Barriers to Employment: Lessons from Casey's Investments," September 2016, p. 6. <http://www.aecf.org/m/resource/doc/AECF-ReentryAndBarrierstoEmp-2016.pdf>
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42. Ibid.
43. Ibid, p. 7.
44. Illinois Department of Corrections, Quarterly Report to Legislature, July 1, 2018.
45. Correspondence from IDOC, April 11, 2018.
46. "The Facts: Gender Matters," Alyssa Benedict and Deanne Benos, The Women's Justice Institute, 2017 Web <https://www.womensjustice.net/the-facts>
47. "Findings from a survey of incarcerated women at Logan Correctional Facility", G. Fedock, School of Social Service Administration, University of Chicago, 2018
48. "No Place Like Home: Navigating Re-entry Housing in Chicago", 2018.
49. Illinois Department of Corrections Graduated Reintegration Program: Housing Assistance Program proposal with the Winnebago County Housing Authority. (January 2018) Shared via emailed correspondence on February 7, 2018.
50. Ibid.
51. Ibid.
52. Illinois State Commission on Criminal Justice and Sentencing Reform, Final Report, December 2016, page 18.
53. Estimates have seen range from 10-20% of those incarcerated.
54. The CJSR Commission has called for the expedited use of risk-and-assessment tools by the IDOC and the Prisoner Review Board. It also calls for promoting and expediting the use of risk and needs assessment tools by Illinois Circuit Courts in determining sentencing in felony cases. See recommendation 2 of the Final CJSR Report, page 23.
55. Chicago Tribune report, October 4, 2017.
56. Another 2,200 were in the Community Corrections program.
57. As reported by Megan Crepeau in the Chicago Tribune, Friday, December 22, 2017.
58. Metropolitan Planning Council, "Our Equitable Future", 2018, page 17.
59. The CJSR Commission (Recommendation 20, page 61) calls for better use of ATCs and suggests that their use should be primarily reserved for high and medium risk offenders.
60. See RiverBender.com release, November 7, 2017.
61. Source: An IDOC statistical report dated June 30, 2018. The IDOC defines "sex offenders" as inmates having registered as a sex offender and murderer against youth or as having a sex offense on the sentencing order excluding prostitution.
62. In the City of Chicago, for example, sex offenders must report in person to one location in the City. They may have to wait several hours to officially report. Holding a job under these circumstances is almost impossible.

63. We suggest readers review the December 2017 Final Report of the Sex Offenses & Sex Offender Registration Task Force of the State of Illinois.
64. We are told that sexual offenders in Cook County must report in person on a weekly basis to only one location and often must wait hours to officially report. Under these circumstances holding a job is almost impossible.
65. See "No Place to Call Home: Navigating Reentry Housing in Chicago" (2018). Roosevelt University Policy Research Collaborative & BPI, p.16.
66. Originally passed by the U.S. Congress in 2007 and renewed regularly since then. For information see "Information Regarding a Change to the Second Chance Act Comprehensive Community-based Adult Re-Entry Program FY 2018", March 2018.
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102. Ibid.
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105. Business & Professional People for the Public Interest, *Reentry Housing Profile: Breaking Barriers, Los Angeles, CA*, April 2018.
106. Ibid.
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