

Re-entry Task Force
Colorado Commission on Criminal and Juvenile Justice
Minutes

May 11, 2016, 1:30PM-4:30PM
700 Kipling, 4th Floor Conference room

ATTENDEES:

CHAIR

Stan Hilkey, Dept. of Public Safety

TASK FORCE MEMBERS

Tom Giacinti, Representing Community Corrections

Alfredo Pena, Parole Board

Melissa Roberts for Rick Raemisch, Division of Parole

Mark Evans, Public Defender's Office

Monica Chambers, Department of Corrections

Evelyn Leslie, Colo. School for Family Therapy

Sherri Hufford, Division of Probation Services

Jennifer Bradford, Metro State University of Denver (phone)

Dave Young, District Attorney 17th JD

STAFF

Paul Herman/CCJJ consultant

Kim English/Division of Criminal Justice

Germaine Miera/Division of Criminal Justice

ADDITIONAL

Anne Carter, Parole Board

Jennifer Wagoner, Parole Board

Lisa Tibbetts, U.S. Department of Justice

Debbie Winans, Inside Out

ABSENT

Rick Raemisch, Dept. of Corrections

Pat Steadman, State Senator

Hassan Latif, Second Chance Center

Beth McCann, State Representative

Regi Huerter, Denver Crime Prevention and Control Commission

Christie Donner, Colo. Criminal Justice Reform Coalition

<p>Issue/Topic: Welcome and Introductions</p>	<p>Discussion: Stan Hilkey welcomed the task force members and reviewed the agenda.</p>
--	--

<p>Issue/Topic: Legislative Update</p> <p>Action:</p>	<p>Discussion:</p> <p>Responsible Re-entry Bill <i>DISCUSSION</i></p> <ul style="list-style-type: none"> • Stan reported that Representative McCann sponsored a bill (HB16-1388) which focuses on banning the box on employment applications that ask if the person has a felony record. In Representative McCann’s absence Stan reported that on May 4th the bill was postponed indefinitely by the Senate Committee on State, Veterans and Military Affairs. • Stan reported that Rep. McCann’s ‘Purposes of Parole’ bill which originated in the CCJJ (HB16-1215) was signed by the Governor on April 21st. <p>Restitution Interest Bill <i>DISCUSSION</i></p> <ul style="list-style-type: none"> • Stan provided information on Senator Steadman’s ‘Restitution Interest’ bill (SB16-065) in his absence. • Current law requires that unpaid balances on restitution be charged 12% interest a year. The bill aimed to lower the interest rate significantly along with making some other clarifications. • The bill was heavily amended lowering the rate to only 8%. As of this meeting it is on track to be sent to the Governor’s desk.
---	---

<p>Issue/Topic: Conditions Working Group</p>	<p>Discussion:</p> <p>Conditions Working Group <i>DISCUSSION</i></p> <ul style="list-style-type: none"> • Mark Evans provided an update on the progress of the Conditions Working Group along with proposed recommendations. • He reminded task force members that this working group was tasked with looking at the purpose of supervision conditions in Parole, Probation and Community Corrections. • He noted that this was challenging when it came to Community Corrections because there are 32 individual programs with divergent conditions that are neither cohesive nor prioritized. • He added that independent of this working group, the OCC has been trying to address this issue and is working to fix the problem through its BSMART initiative. • Mark directed task force members to a handout outlining a draft of the uniform comm. corr. conditions and basic facility expectations.
---	---

	<ul style="list-style-type: none"> • He noted the conditions are phrased in terms of expected behavior from a comm. corr. resident, rather than just a list of ‘You shall do this and you won’t do that’. • Working group members provided input and the OCC was also involved in the ongoing review. • Mark added that the current revisions are likely out of date as the document is in an ongoing process of upgrades. • The recommendation from the working group is to not adopt the OCC document in its current state since it is a work in process. • Mark finished by saying that right now the group has a ‘soft’ recommendation, FY16-RE#02 Provide Model Conditions of Placement in Community Corrections. The recommendation is basically for the OCC to continue its work moving programs in the right direction as far as violations. • The working group reviewed the recommendation and held a vote. • All were in favor of the recommendation including, Stan, Mark, Jennifer Wagoner on behalf of Alfredo Pena, Evelyn, Tom, Melissa, Sherri, Dave and Monica.
--	--

<p style="text-align: center;">Issue/Topic:</p> <p>Housing Issues Environmental Scan</p>	<p style="text-align: center;">Discussion:</p> <p>Stan introduced Jennifer Lopez, the Director of Homeless Initiatives for Governor Hickenlooper’s Office and Kristin Toombs, the Homeless Programs Manager for the Colorado Department of Local Affairs. Both women joined the meeting via conference call. Jennifer and Kristin then provided a PowerPoint presentation to task force members outlining ongoing initiatives in regards to homeless issues (full PowerPoint available on the CCJJ website). Presentation highlights are outlined below.</p> <p><i>DISCUSSION</i></p> <ul style="list-style-type: none"> • Jenn shared that she’s been with the Governor’s Office for two years and prior to her current position she worked on affordable housing initiatives for 16 years. • Kristin explained that she’s the Homeless Programs Manager for the Division of Housing and has been with DOLA since August 2015. • Both women shared that they are continuously looking at best practices both in Colorado and around the country. • Jenn described her work with the work plan for the HIT team, which is the Homeless Initiatives Team in the Governor’s Office. She explained that it is unique in its structure which includes the following: <ul style="list-style-type: none"> -Joint underwriting -A Capacity Building Toolkit -Medicaid Crosswalk -Pay for Success – C-SHARP Initiative (which deals uses evidence-based practices) -Coming Home Colorado (A veteran’s initiative) -Public Will Building Campaign (working with the Denver Foundation, just starting to ramp up). • She noted that the HIT team is close to the Governor’s heart and that
---	---

	<p>homelessness touches all agencies.</p> <ul style="list-style-type: none"> • First project, permanent supportive housing • Kristin went on to explain more about the Division of Housing which was created by statute in 1970 to improve the access of all Coloradans to decent, affordable housing. • Both women explained that they try to work together with local government and local communities in capacity building ways to increase affordable housing. • They explained that this presentation will give a big picture view about affordable housing, the homeless, and issues surrounding access to housing for re-entry populations. The PowerPoint also highlights what is happening with homeless communities that may work on re-entry. • This is an extremely costly problem for everyone. • Up to 82% of the homeless population was previously incarcerated, and there are two sides of the coin – one being homeless and the other being an offender. • Housing options include the private market, shelters, federally subsidized housing through vouchers/public housing, and state subsidized housing through vouchers, federally subsidized supportive housing and halfway houses. • Halfway houses are not quite supportive housing and not quite subsidized. • One of the goals is to build a strong continuum of housing resources, not just one kind of housing. • A continuum would include emergency shelters at the front end all the way to home ownership. In between there is rapid re-housing, permanent supportive housing, transitional housing and affordable rental housing. • Emergency housing should be as quick and brief and not recurring as possible. • HUD is trying to move away from transitional housing and move toward permanent housing. Some part of the re-entry population probably just needs a limited amount of time often just until they find a job. • Rapid re-housing centers on housing search assistance or helping someone with the logistics of moving in. It can include assistance with security deposits and setting up a kitchen. • Another goal is to constantly try to move someone toward affordable rental housing or even home ownership. • Barriers to housing include a shortage of affordable/federally subsidized housing, insufficient housing assistance, resistance by landlords and community residents, limited work histories and low income issues. • The best practices in re-entry housing include <ul style="list-style-type: none"> -Permanent supportive housing (PSH) which is a proven model in NYC and Ohio for re-entry. -Also, Regi's model in Denver is a great model • There just isn't that much out there • Housing is a platform to make sure people can get to best practices services. • Supportive housing is geared toward people struggling with addiction
--	--

	<p>and mental health issues.</p> <ul style="list-style-type: none"> • Another goal is to help put someone into housing but NOT require services. It's important to give people a lease like everyone else has with normal rights and responsibilities. • Types of supportive housing include: <ul style="list-style-type: none"> -Single site: Buildings developed/rehabilitated -Scattered site: rent-subsidized apartments -Mixed-income buildings -Master-leased buildings or units • Mental Health Denver has a model for 'hard to serve' populations. • Mixed income buildings may not be 100% homeless, part of this is for people to not feel stigmatized. • 'Housing First' is an approach to offer permanent supportive housing as quickly as possible. • The Mental Health Center of Denver has the first ever permanent supportive housing structures. Sanderson Gulch and North Colorado Station are the 1st ever permanent housing buildings. • The populations hardest to serve DO fair better all in one building with things like a community kitchen and services onsite. • DOH and the housing authority probably covered 80% of the cost of this building. • The Oxford House model has a democratic set-up and is typically run by non-profits. If there is any interest in this model Washington State has done a lot with these. Feds are not funding this type of housing. • There are some promising local models including C-SCHARP, which stands for Colorado Second Chance Housing and Reentry Program. • This is geared toward parolees leaving DOC with co-occurring mental health issues and substance abuse disorders. • C-SCHARP is managed by DOLA and began in 2010, with the first outcome report produced in 2013. • C-SCHARP outcomes include: <ul style="list-style-type: none"> -79% maintained housing for six or more months during the post-release treatment period -23% reported obtaining employment -51% improved their overall level of recovery supports (e.g., participants increased the number of services they received for recovery) -76% improved in the management of mental health symptoms • In 2015 the program expanded to include Colorado Springs and also hired DU as a third party evaluator. • DOC and DU are working together to look at how to improve type of data analysis and impact of the program. One goal is to capture the number of days in and out of the system. The hard part is how to do the right kind of tracking. • One of the main takeaways is that C-SCHARP is a good model but it is not permanent housing. • Rental assistance provided through C-SCHARP tops out at two years. • The 'Ready to Work' program is a transformational housing program out of Boulder. There is potential to replicate this model. • Ready to Work goals include:
--	--

	<ul style="list-style-type: none"> -Providing a pathway to self-sufficiency for homeless individuals through a 'work first' model -It changes the perception of homeless individuals in the community and with employers -Address persistent barriers impacting the ability of homeless individuals to work and find housing -Develop a sustainable transitional employment business model -Provide holistic model to break expensive cycles of homelessness, addiction and incarceration. - bullet points • Getting successful at work is the main goal. This is a homeless model, and they're starting to take folks in from the criminal justice system. • The director of the program found an old insurance building in Boulder, gutted the building and put in bunk beds. People work through the building from bunks to more of a private room. • Residents typically stay 9 months. • A majority of the work performed by residents is in landscaping and food service. • Ready to Work partnered with a healthcare provider and Medicaid. Residents get medical support right off the bat. • The group is always looking for capacity and financial support. • Private foundations in Colorado have embraced this model. • Another intervention is called Rapid Re-Housing (RRH) which has been used with the homeless population for about five years. • RRH connects families and individuals experiencing homelessness to permanent housing. • Rapid re-housing gives a little bit more support and housing for longer period of time. It provides a tailored package of assistance, resolves immediate challenges and barriers to housing and links people to community resources. It also includes case management. • With this model, oftentimes things are supplied like a security deposit and first month's rent along with linking people to community services. • Things we know about RRH include: <ul style="list-style-type: none"> -Rapid re-housing for medium risk focus -Rapid re-housing is a best practice, one of the most cost effective ways to end homelessness. Those assisted with rapid re-housing have lower rates of returning to homelessness -More for medium risk and short term assistance -Homelessness is often the direct result of a financial crisis or other crisis -Short-term assistance has shown tremendous promise in resolving the immediate crisis of homelessness • A tailored package of assistance includes: <ul style="list-style-type: none"> -Housing identification -Rent and Move-In assistance -Case management and services • There are also Landlord Recruitment Projects which contain the following: <ul style="list-style-type: none"> -Comprehensive programs to recruit and manage landlord relationships -Creation of an incentive package for things like damage deposits, etc.
--	---

	<ul style="list-style-type: none"> -Marketing programs, events and landlord recognition components -Management of relationships between landlords and tenants • Nothing along these lines has been tried in the country on a statewide basis. It might be good for Colorado to take this on. • It's difficult for individuals to be able to find units, especially in this housing market. They need the quick connection. • There's also work to be done to take away the stigma of being a section 8 landlord – trying to shift the perception. • 'Opening Doors Atlanta' is a private market landlord and real estate group. It's basically an intermediary and match maker helping landlord's get into the system. • We're not going to build our way out of this crisis. Need to start thinking more about landlord recruitment • Landlord incentive funds are important, but it's more important that a landlord buys into how important this is. Secondly, landlords want to know that any damage will be covered. • The landlord recruitment to scale is important. • When it comes to homelessness – the goal is for it to be rare, brief and non-recurring. • In the last five years there has been a decrease in veteran homelessness by 35%. • It's challenging to get systems started, but when they're in place they're incredibly effective. • One thing that can be done is an Action Lab. There is currently a Colorado Veterans Action Lab which has a focus on developing coordinated assessment and housing placement systems. During an action lab a community team is brought in to set a goal of how many people can be housed in 100 days (as an example). • The aim is instead of waiting to move systems forward; a community can take baby steps now on some more minor but significant changes. • Question: Could Medicaid be built to cover the cost of landlord work, etc.? • There are resources available right now, things like a housing choice voucher program (formerly section 8). • The Housing Choice Voucher Program releases approximately 6000 vouchers statewide with 83% of recipients being persons with disabilities. • There are a variety of homeless programs in Colorado. The Homeless Programs Team provides leadership on homelessness and housing in partnership with local, state and federal stakeholders to build, promote and support collaborative approaches that will connect housing and services to meet the needs of these populations. • Fort Lyon was formerly an army post. It is now a voluntary transitional residential community. • PSH consists of a shelter plus care vouchers funded by the federal government. • Individual's exiting prison after more than 2 or 3 years don't qualify for this resource. • VASH is a family unification program.
--	--

- ESG provides federal funds that assist with rapid rehousing.
- HPAP is small and focuses on the homeless. It's small but continuing to increase.
- TBRA stands for Tenant Based Rental Assistance. This is federally funded and funds are limited.
- It's important to keep in mind that homelessness is very much a local issue.

QUESTIONS

- Stan asked the presenters where there might be space for this committee to do its work on housing. Jenn answered that it might be beneficial to have a dedicated housing person looking out for the criminal justice populations. Someone to create plans for the CJ involved.
- Could there be a person dedicated to coming up with a strategy on how to come up with movement and how to pilot projects?
- Melissa commented that she believes there is room for improvement in at least two areas. First, there needs to be more flexibility in budget lines. For example, DOC can't use indigent housing funds for rapid rehousing. So there's definitely a need for conversations about budget line flexibility. The second issue that needs to be addressed is around zoning and supportive housing with services. There are major zoning issues and local agencies and state agencies are completely siloed.
- Jenn replied that 'Inside Out' is working diligently to build a 50 unit reentry project with four transitional homes.
- There's also some room to explore partnerships with churches. Many churches have come to the table with church parking lots and church space, which helps avoid zoning issues.
- Inside Out is currently partnering with a church that has 5.5 acres – the zoning is perfect and there could be parole liaison office space on site. Supportive after care services could be provided too.
- Where does Inside Out funding come from? Medicaid and several other resources.
- This group needs capacity to have someone focus on the issues, someone (for example a consultant) who could come in and give a strategic plan.
- There needs to be someone who can put numbers, scale and geography to what we're talking about.
- Need to prioritize on how to make the biggest dent.
- Need to look at where state money is going and isn't going. If we had a roadmap and could track it that would help.
- Stan asked how much of a difference could be made with one more FTE working in Jenn or Kristin's shop?
- Jenn replied that with an investment of (probably) 60K in a housing consultant they could lay out what's happening and where the need is. A consultant can also bring in a level of expertise that can't be found in an additional FTE.
- Jenn said she would share a 5 page executive strategy with this group.

Issue/Topic:	Discussion:
<p>Homeless Populations / Data Report Back</p> <p>Action:</p>	<p>Melissa Roberts with the Department of Corrections and Sherri Hufford with Probation provided data report backs on their homeless populations.</p> <p>PROBATION / Sherri Hufford</p> <ul style="list-style-type: none"> • Probation’s current case management systems are not structured to capture this information • Probation captures name, DOB, gender, and address but no historical record of housing. • There are also currently no set standards or protocols on how the info is entered into the system. • Sherri reported that Probation is doing its best to put some parameters around data collection moving forward. • She’s tried to gather some information for a snapshot of what the population currently looks like. She’s asked probation offices for estimates on homeless and accommodations but the feedback is not all encompassing. • Probation is working on plans for the future on how best to collect this data. • She reported that a very low estimate would be 1% of the Probation population is homeless. • That number is a result of searching 84,000 active cases for adults. Only 1% of those cases had key information listed such as ‘homeless’, ‘hotel’, ‘motel’, etc. • Alternatively on the high end, out of 84,000 active offenders, 30% are rated with ‘housing’ as a risk factor. • So, 30% of the Probation population struggles with accommodations as a risk factor – but there is no definition on these cases as to exactly ‘how’ the probationer struggles. • The amount of dollars Probation spends on emergency housing is close to \$700,000. That amount can be attributed to things from hotel vouchers up to several months in a sober living house. • Stan asked if there will be data entry standards going forward that would produce more accurate numbers any time soon. Sherri replied that this is a possibility. She noted that their system doesn’t account for mailing address vs. physical address and that this is just one of the problems. • Stan asked if Sherri had any anecdotal guess between 1% and 30%? Sherri replied that there is no way to answer that at this point, but that all probation officers and chief probation officers report that both affordable and temporary housing is a huge issue everywhere. <p>PAROLE / Melissa Roberts</p> <ul style="list-style-type: none"> • Melissa reported that as with Probation, the Parole case management system doesn’t currently track homeless numbers. She asked staff in field offices to do some pencil/paper tracking. The numbers she received back

	<p>captured the status someone has when they're released from prison, but it doesn't include those already on parole.</p> <ul style="list-style-type: none"> • She reported April data as follows: <ul style="list-style-type: none"> -542 parolees released -171 released homeless -Of those, 78 were mandatory releases -92 were discretionary -Out of the entire homeless population, 28% are sex offenders • Melissa said DOC has made a strategic initiative for better data collection during FY17, and that by then they should have much better data. • DOC is also continuing to look at property for transitional housing. • She said there are opportunities for supportive housing, but that there is also a group of people who just need a roof over their head. • DOC is currently working with property managers in Canon City on housing opportunities. • Melissa reported that last week she also went to Ft. Lyon to check it out. • DOC has 1.1 million budgeted every year for indigent housing. • Stan reported that his wife is a probation officer and that she believes (anecdotally) that her caseload shows 10% homeless for her district. • Kim reported that the LSI outcomes show 30% of people don't have supporting housing – which can lead to negative outcomes. • Melissa was questioned about the high number of mandatory releases. • She replied that oftentimes the parole board hears the case, grants parole, and THEN conducts the pre-parole investigation. She added that that system needs to be shored up. • Paul asked if DOC is looking at a way to change the process so field investigations are done <u>prior</u> to parole being granted. • Melissa replied yes, but that it's a work load issue. • She agreed that DOC needs to take a deeper dive about what appropriate residence looks like.
--	--

<p>Issue/Topic:</p> <p>Next Steps and Adjourn</p> <p>Action:</p>	<p>Discussion:</p> <ul style="list-style-type: none"> • Paul asked the group if they should entertain whether DOC and Judicial should have dedicated people on staff working on homeless offender issues. • Other options moving forward could include hiring a housing consultant, but questions remain about where they would be housed, and how a position could be sculpted and paid for. • How can this group support the work of DOC that is already underway? • How can we develop housing slots? • How could we work on landlord partnerships? • Melissa shared that a company called CSH is behind a lot of this work. She added that CSH is hosting a housing summit in Chicago the first week in June. CSH worked as consultants in Ohio as well. The headquarters for CSH is in NY.
--	--

- DOC has talked about this internally, they got a bid from CSH and it would have to be RFP'd so it's on hold for now. They could possibly make a sole source argument. This could maybe be some sort of CCJJ recommendation.
- CCJJ could make a recommendation on the line item budget.
- There could also be a recommendation from CCJJ for DOC to be allowed to use money differently. This wouldn't result in any sort of budget impact, just a recommendation for DOC to be allowed to use their housing budget as they see fit.
- Paul noted that the group needs to have more conversation about rapid rehousing and how we might take advantage of that concept with the structure that is in place. This wouldn't get in the way of a strategic plan, but would help the group move forward.
- He said it seems like there are several tracks to help move forward, either through funding opportunities in HUD or various other organizations.
- There could possibly be a recommendation to attach a specific assignment to money we're going to revert that could be used on the next cycle. All departments reverted a lot of money this year.
- Mark asked if there was anything that could be done at a state statute level for landlords that would release them from certain obligations, providing a sheltering effect somehow.
- The group agreed to ask Jenn and Kristin to meet with the task force again and to assist with next steps.
- The group also agreed to explore a housing consultant strategic planning process.
- Jenn and Kristin could also talk to the group more about rapid rehousing and next steps with that.
- Let's focus on those two items.
- Also, they can explain concerns with local zoning and landlord liability.
- This is an issue that community corrections runs into all the time as well.
- Paul summarized that he and staff will capture these thoughts for the next meeting.

Next Meeting

June 8th, 2016 1:30pm – 4:30pm 700 Kipling, 4th floor training room