
Springfield Area

Offender Reentry Housing Collaborative Report



The Old State Capital



The New State Capital

August 31, 2009

**Submitted to:
The Corporation for Supportive Housing**

**Submitted by:
Tower of Refuge, Inc.
host of the
Community Support Advisory Council (CSAC)
Springfield, IL**

In partnership with Land of Lincoln Goodwill



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I. Foreword: The State Capital



From 1820 through 1837, the political capital of the young state of Illinois was the small village of Vandalia, Illinois in the south center of the state. On the National Road, Vandalia was initially well-situated to fulfill its governmental role. As northern Illinois opened to settlement in the 1830s, however, public pressure grew for the capital to be relocated to a location closer to the geographic center of the state.

A caucus of nine Illinois lawmakers, including the young Whig Party lawyer Abraham Lincoln, led the effort to have the capital moved to the Sangamon County village of Springfield. Their efforts were successful in 1837, when the Illinois General Assembly passed a law creating a two-year transition period and asking the state to move its capital to Springfield in 1839.

Workers built a state office building, large for the time, on the central square in Springfield in 1837-40. The structure contained chambers for both houses of the General Assembly, offices for the Governor of Illinois and other executive officials, and a chamber for the Illinois Supreme Court.

As a result of economic growth spurred by the American Civil War and consequent industrialization, this fifth or *Old State Capitol* was, by the 1870s, too small to serve the purpose for which it had been built. Illinois built a sixth and final State Capitol building nearby in Springfield.

The relocation of the state capital from Vandalia to Springfield is symbolic of the reentry process for many offenders. Often they return to their own communities, which at face value are not the same. The physical structure change from the Old State Capitol to its permanent home is parallel to the need for reentry permanent housing. As the government leader and central focus of this State, Springfield is positioned to successfully take the lead in establishing permanent supportive reentry based housing.



The CSAC helps offenders take the proper steps to become crime-free, drug-free and productive citizen and creates a linkage to the community for IDOC. We are community organizers working to bring together critical area partners to ensure a successful transition of offenders into the community. With the purpose of improving the quality of life, strengthening capacity and sustainability, building relationships with individuals and organizational bodies will encompass the resources that can assist parolees in their successful transition.

It is the mission of the CSAC to build a relationship with the inmate prior to their release, to better serve them by easing the pressures the individual faces upon release, to continue this relationship after release through regularly scheduled support group meetings, mentoring and advocacy, to allow the offender access to a network of local services and stakeholders who are working to remove the barriers to successful reentry. Removal of these barriers promotes community safety, builds community trust, and develops cooperation throughout the region.

II. Mission Statement

To establish a connection between the correctional center population and community providers, vendors and agencies that provide a variety of comprehensive services and resources including education, job training and employment resources, housing, counseling/mentorship, health care, education, conflict resolution, anger management, life skills, family re-unification, chemical dependency treatment, mental health services, transportation, food and clothing.

These connections are made in order to channel these resources to those re-entering their community, which enables the success of the re-entry. The CSAC works in partnership with correctional centers, parole/probation, substance abuse treatment providers, Safer Foundation, TASC, and other community based and faith-based organizations.

To advance this mission, the CSAC has assessed the needs of the community and is leading efforts to develop the necessary partnerships and cooperation throughout in this region to meet those needs. Relationships are established with the inmate prior to their release in order to better serve them by easing the pressures the individual faces upon release. This relationship is continued and further developed after release through regularly scheduled support group meetings, mentoring and advocacy. A strong network has been established with local service providers and stakeholders who are working to remove the barriers to successful re-entry. Removal of these barriers promotes community safety, builds community trust, and develops cooperation throughout the region.

The Springfield CSAC serves as a direct link to the IDOC Assistant Director's Office and Parole to ensure that the community needs and the parolee needs are being met, and any concerns are addressed. Another ongoing function of CSAC is to assist in the development of best practices for prisoner re-entry.

III. Acknowledgements

The following individuals and organizations have and continue to demonstrate a compelling commitment to assisting offenders as they reenter the city of Springfield and its surrounding communities within Sangamon County. Their dedication and effort is an important part of the development of a strategy to improve our local capacity to better address the needs of ex-offenders and ensuring community safety. The significance of their time and participation in the Springfield CSAC and individual feedback has been a noteworthy contributor to the information contained in this Offender Reentry Housing Collaborative Report.

- *Mary Alexander, TASC*
- *Gail Beard, Storybook, LSSI*
- *Joshua Carter, State Appellate Expungement Unit*
- *Julie Carter, TASC*
- *James Coleman, CSAC, IDOC*
- *ShiLynn Coleman, LSSI/AmeriCorps*
- *Diane Cycholl, Sangamon County*
- *Maria Crawford, Triangle Center*
- *Jerrilyn Dixon, FAITH*
- *Gina Dockins, Safer Foundation*
- *Sharmin Doering, Sangamon County Community Resources*
- *Debi Edmund, Project Return*
- *Neil Einsele, Safer Foundation*
- *Monica Farquhar, Mental Health Center of Central Illinois*
- *Archie Ford, Salvation Army*
- *Frankie Garner, Sherman Church of the Nazarene*
- *Michele Graham, Tower of Refuge*
- *Nina Harris, Springfield Urban League*
- *Beverly Harvey, Springfield Community Federation*
- *Tara Hickman, Catholic Charities*
- *Cory Hoedebecke, Land of Lincoln Goodwill*
- *Diane Hopewell, Catholic Charities*
- *Don Hunt, Chosen Generation Gospel Ministries, Freedom Transition Home*
- *Aremelder Johnson, Abundant Faith Supportive Services*
- *Bill Johnson, IAODAPCA*
- *Judy Jozaitis, LLCC*
- *Trenda Kennedy, Tower of Refuge*
- *Bennett Krause, IDES*
- *Keith Kuhn, Gateway Foundation*
- *Gail Leonard, Rochester Christian Church*
- *Jeff Lester, Parole, IDOC*
- *Bevey Loudon, Tower of Refuge*
- *Lorenzo Loudon, Tower of Refuge*
- *Ellen Meyers, Secretary of State*
- *Jane Moskus, Parole, IDOC*
- *Jackie Newman, Springfield Housing Authority*
- *Jeff Polk, Parole, IDOC*
- *Paulette Roberts, Project Return*
- *Sandy Robinson, Community Relations, City of Springfield*
- *Leshonda Rogers, Primed For Life*
- *John Sakach, PRU, IDOC*
- *Ann Schneider, Land of Lincoln Workforce Alliance (WIA)*
- *Steve Simmons, Chicago Job Council*
- *Frank Spaulding, Parole, IDOC*
- *Mike Steinhauer, Land of Lincoln Goodwill*
- *Johngylene Stewart, Tower of Refuge*
- *Deanna Temple, TASC*
- *Rose Thomas, LLCC*
- *David Upchurch, Rochester Christian Church*
- *Alison Williams, IDES*
- *Assistant Chief Rob Williams, Springfield Police Department*
- *Regena Wilson, Primed For Life*
- *Allan Woodson, The Greater Springfield Chamber of Commerce*

IV. Guiding Principles

The Community Safety and Reentry Commission appointed by the governor prepared the report “Inside Out: A Plan to Reduce Recidivism and Improve Public Safety.” The report was issued by the governor’s office in May of 2008 which contains the following Guiding Principles:

- **Reducing recidivism will help improve public safety.** By working to reduce risk among prison inmates and returning offenders, society will reduce the likelihood of reoffending and thus improve public safety.
- **Recidivism is costly.** The personal toll on families, on new victims, and on the communities when the formerly incarcerated re-offend and return to prison is profound. The economic toll is equally large. Therefore, effective reentry practices will enhance the quality of life for Illinois residents and save taxpayer dollars.
- **Inmates’ challenges are long-standing and extensive.** Reentry strategies must be comprehensive to address these myriad issues. The efforts must also be systematic and regularly evaluated to ensure that they are still effective.
- **Just “doing time” is not enough.** Planning and preparation to address the fundamental causes of criminal behavior and reduce risk must begin the moment an inmate enters prison. Providing inmates with the tools to ensure a crime-free re-entry must become the focal point of the prison experience. Prison sentences must be viewed, by IDOC staff and prisoners, as opportunities to create and build the capacity of inmates to change their lives.
- **Learn from past success.** A handful of model programs are already underway. These efforts should be expanded statewide. All programs must also be regularly evaluated and fine-tuned where needed.
- **The long-term success of reentry strategies goes well beyond corrections reform; it will require increased accountability among city, county, state and community leaders to leverage resources and target the root causes of recidivism.** In addition, it will require a long-term review of the legal and social challenges faced by rehabilitated ex-offenders that prevent them from becoming contributing members of their communities. This will rely upon sustained values and sustained partnerships among community groups, private citizens, families, local law enforcement, treatment providers, and religious leaders.

V. CSAC Membership

The Springfield Community Support Advisory Council (CSAC) has worked on overcoming reentry barriers through regularly attended monthly sessions since its inception in 2008. The CSAC member agencies and Tower of Refuge (TOR) partners are listed below.

Chairpersons: Lorenzo Louden, Executive Director, Bevey Louden, Associate Director, TOR

CSAC Member Agencies and Tower of Refuge Partners

- Capital Township
- Catholic Charities
- Chamber of Commerce, The Greater Springfield
- Chicago Job Council
- Contact Ministries
- Chosen Generation Gospel Ministries
Freedom Transitional Home
- City of Springfield
 - Mayor’s Office
 - Community Relations
 - Police Department
- F.A.I.T.H. – Fathers Are Important to Their Heirs
- Gateway Foundation
- Helping Hands of Springfield
- Heartland Continuum of Care
- IL Dept of Corrections - Parole, PRU
- IL Dept of Employment Security
- IL Dept of Public Health
- Land of Lincoln Goodwill
- Land of Lincoln Workforce Alliance (WIA 20)
- Lawrence Adult Education Center
- Lincoln Land Community College
- Lutheran Social Services
- Mental Health Center of Central Illinois
- Perfecting Business, Inc.
- Primed For Life
- Project Return of Central Illinois
- Rochester Christian Church
- Safer Foundation
- Salvation Army
- Sangamon County Community Resources
- Sangamon County Criminal Justice and Mental Health Consortium
- Sangamon County Probation
- Secretary of State
- Sherman Church of the Nazarene
- Social Security Administration
- Springfield Community Federation
- Springfield Housing Authority
- Springfield Urban League
- TASC (Treatment Alternatives for Safer Communities)
- Triangle Center
- Union Baptist Church
- Youth Service Bureau

VI. Collaborative Efforts

To support the housing recommendations in the Governor’s Reentry Report the Corporation for Supportive Housing (CSH) partnered with the Illinois Department of Corrections (IDOC) and the Illinois Division of Mental Health in awarding 14 planning grants to assist ten target communities in assessing the need for reentry housing and supportive services in their areas.

Due to its extraordinarily high rate of commitments to IDOC and the large numbers of returning offenders, the city of Springfield received one of the planning grants. The grant was awarded to Land of Lincoln Goodwill, who has contracted Tower of Refuge, Inc. (TOR) to produce this report detailing the services needed to meet the current and future needs of the ex-offender population. The report provides guidance for the Springfield community in meeting the needs of individuals reentering the community following incarceration.

Tower of Refuge’s primary purpose is to reduce recidivism in Illinois through various programs and collaborative efforts with other entities which share the same goals and outcomes. TOR specializes in empowering the formerly incarcerated with opportunities for a lifestyle change, fostering employment opportunities, leading to successful, crime-free citizenship. TOR also cultivates connections among our government agencies, service providers, people who want to help and those who need help. As a well-respected community-based agency with programs servicing inmates and the ex-offender population over several central Illinois counties, TOR is the lead agency for the Illinois Department of Corrections Community Support Advisory Council (CSAC) in Springfield.

In November of 2007, Springfield Mayor, Tim Davlin, wholeheartedly supported a partnership establishing a CSAC with the Illinois Department of Corrections in the City of Springfield. In June 2009 Mayor Davlin stated he was “very pleased with the progress of the CSAC thus far and are expecting even greater success in the future. The presence and function of our local CSAC, organized and coordinated by TOR, has enhanced the odds of success for parolees returning home to the Springfield community. We have worked in conjunction with TOR in their role as lead agency of the CSAC and have supported that role in the areas of provider collaboration, community safety, and building community trust.

In 2008, a coalition of local public/private sector organizations and social service agencies formed the “Serving the Formerly Incarcerated” (SFI), which merged with the Tower of Refuge’s CSAC in 2009. A member of the former SFI, Dr. Allan Woodson, Director of Workforce Development, represents The Chamber of Commerce at the monthly CSAC meetings and stated that “The Chamber’s involvement in ex-offender programs shows our commitment to the community and ties in with the Continuum of Learning’s Stage 5 goal of having individuals achieve their highest employment potential through continued education and career development.” Dr. Woodson continues, “If we do nothing then we are segregating a whole section of the population of Sangamon County.” Dr. Woodson went on to indicate the Chamber’s support of the CSAC and recognized the initiative as “investments in human and economic capital designed to increase personal self-esteem and to decrease continued expenditures of tax payer monies on funding incarceration associated with recidivism.”

Over the past 13 months, the CSAC has addressed reentry barriers during its regularly attended monthly sessions. Its membership is comprised of over 35 professionals representing community organizations, government agencies, faith-based groups, and clinical providers whose services include the areas of community corrections, employment, housing, substance abuse, treatment, mental health, and education.

VII. About the Community

Sangamon County was formed in 1821 out of Madison and Bond Counties. The County was named for the Sangamon River, which runs through it. The name of the river comes from a Pottawatomie word Sain-guee-mon (pronounced "sang gä mun") meaning "where there is plenty to eat."

Prior to being elected President of the United States, Abraham Lincoln represented Sangamon County in the Illinois Legislature. Lincoln, along with several other legislators, was instrumental in securing the Sangamon County seat, Springfield, as the state's capital. Sangamon County was also among the area represented by Lincoln when he served in the US House of Representatives. Another legislator who represented Sangamon County was Colonel Edmund "Dick" Taylor, who is said to have been the one who suggested the Greenback policy to President Lincoln.

Springfield is the capital of the U.S. state of Illinois and the county seat of Sangamon County with a population of 116,482 (U.S. Bureau of the Census, 2006). Over 200,000 residents live in the Springfield Metropolitan Statistical Area, which includes Sangamon County and adjacent Menard County. Present day Springfield was first settled in the late 1810s, around the time Illinois became a state. One of the city's most important and prominent past residents is Abraham Lincoln, who moved from Indiana to the area in 1831 and lived in the city until he left to become the 16th President of the United States, in 1861. From that moment on, the city's history and future have been inexorably tied to this most famous and beloved American citizen.

In 1908 a large race riot erupted in the city which culminated with the lynching of two African American residents and led to the founding of the NAACP. The event cast a negative shadow over the town's image.

Springfield is the center piece of Illinois political activity. The state capitol building contains a flurry of legislative activity each fall and spring as Illinois is one of the largest and most influential states in the U.S. The city also serves as the seat of Sangamon County government. The Springfield municipal government utilizes a strong mayoral aldermanic council form of government to provide representation to over 120,000 residents.

The city is governed by a mayor-council form of government. The city proper is also the "Capital Township" governmental entity. In addition, the government of the state of Illinois is also based in Springfield. State government entities located in the city include the Illinois General Assembly, the Illinois Supreme Court and the Office of the Governor of Illinois. There are three public and one private high school in Springfield. Public schools in Springfield are operated by District No. 186. The economy of Springfield is marked by government jobs, which account for a large percentage of the work force in the city.

Residents are typically philanthropic in nature regarding most social service needs. However, when discussing the ex-offender population, most residents are in denial that there is a significant issue in Sangamon County. When discussing reentry services, most individuals were concerned that the returning offenders receive wrap around services in addition to housing and employment assistance with intense case management.

VIII. Sangamon County Background Information

Centrally located, Sangamon County is the 10th largest county in terms of population, with 191,875 residents (488 parolees and 723 prisoners as of November 2004 and 545 probationers in 2003) and is second only to Winnebago County in terms of index offense rates, with 3,240 offenses/100,000 persons (Winnebago has 3,460 offenses/100,000 persons). Sangamon had the third highest number of violent offense in 2003 (1,811) and the eighth highest number of arrests for controlled substances (482 in 2003). Sangamon is also in the top number of child abuse/neglect cases reported (2,537 in 2003). Sangamon is also in the top 10 for substance abuse treatment admissions, with 1,744 (a 300+ increase in admissions over 2003). Sangamon's recidivism rate is the same as the statewide average (55 percent).

	Sangamon County	City of Springfield
Population:	191,875	114,706
Unemployment Rate:	7.5%	7.7%
Adult IDOC Parolees:	488	460
Rate of Offenses:	3,240/100,000	Not available
Rate of Parolees:	2.4/1,000	238/100,000

Outside of healthy family housing, the parole population has acquired housing through very limited resources. Most resources are consistently full with no open beds. Resources within the city of Springfield include:

NuFocus, Oxford House, Shelters – Salvation Army, Helping Hands, Fift Street Renaissance, Sara Center, Cook St. Renaissance, Phoenix Center, Tower of Refuge, and Private Landlords

IX. Planning Process

Information gathered over a span of just over one year of monthly CSAC meetings provided input from local providers of mental health services, substance abuse treatment, educators, advocates, parole agents, municipal officials, law enforcement, grassroots agencies, case managers, shelter management, residents, offenders, elected state officials, workforce development professionals, family service providers, TASC counselors, IDOC reentry counselors, IDOC administrative staff, IDOC Placement Resource Unit staff members, Illinois Department of Public Health, faith-based providers, local churches, and community groups such as the Heartland Continuum of Care and the Springfield Provider's Council.

Typical to most communities, Springfield suffers from the adverse NIMBY (not in my backyard) syndrome. The existing housing stock is very limited. Successful programs such as Oxford House have strict guidelines and other transitional housing options are always full to capacity with an extensive waiting list. The City of Springfield is pursuing housing improvement plans and opportunities through the Neighborhood Stabilization Program (NSP) and is very supportive of wrap around services for individuals qualifying for such a program. With a coordination of services for ex-offenders currently in place through the CSAC, expansion is highly probable upon implementation of the NSP.

With Tower of Refuge's reentry success pattern over the past three years, most representatives involved felt a sense of confidence and trust in supporting a scattered site housing approach with TOR as the lead agency. This approach would include wrap around services with extensive case management and structured living guidelines from transitional housing through the permanent supportive housing phases.

Tower of Refuge has worked diligently to develop healthy and mutually beneficial relationships with municipal leaders and landlords. TOR has expanded its relationship with local landlords to acquire a sincere commitment to participate in this plan. This commitment gives TOR access to over fifty single residential houses. Coupled with the appropriate programmatic components, clients will have an opportunity for long-term success.

This plan addresses the needs of Springfield and its surrounding communities within Sangamon County. With the commitment of the CSAC members and partners, we are certain that a collaborative effort of developing discreet housing for returning exoffenders would provide much financial benefit to our communities.

X. SWOT Analysis

The Corporation for Supportive Housing asked each planning area to conduct a SWOT analysis.

The Springfield CSAC conducted a SWOT analysis exercise at its May 2009 meeting. The attending members were broken up into focus groups: Housing, Employment, Supportive Services, Mental Health, Education, Recovery and Treatment. Each focus group then brainstormed entries for the four lists: Strengths, Weaknesses, Opportunities and Threats. Once the lists were completed, each group developed a community solution and a client solution.

The results from the SWOT analysis exercise for each of the designated focus groups is as follows:

HOUSING

Strengths: shelters, landlord relationships, recovery homes, transitional housing, churches, Second Chance Act & City of Springfield

Weaknesses: community relations, no SHA voucher, lack of affordable housing, lack of permanent housing, homeless parolees, lack of ID & documents required, funding sources, no sex-offender housing, stigmas

Opportunities: TOR housing, Springfield housing authority, rental assistance & prevention funds, new relationships with additional providers & landlords

Threats: funding cuts, economy, housing market, city ordinances, recidivism & crime, politics (nationally, locally, DOC)

Client Solution: education, intense case management, participation in supportive services & recovery

Community Solution: educate community, town hall meetings, educate government agencies, churches, etc., and obtain SHA project vouchers

EMPLOYMENT

Strengths: ISM, WIA, IL WorkNet, LLCC computer classes, work ethics, persistence, consistency, community initiatives

Weaknesses: lack of skills, background checks, lack of education, lack of work ethic, transportation, lack of supportive services, rejection, employers attitudes, competition

Opportunities: stimulus money, green jobs, community service, WOTC & Bonding, re-entry summits, transitional jobs programs

Threats: employer attitudes, repeated rejection, competition for jobs

Client Solution: increasing agency referrals & networking & mentoring

Community Solution: continuous promotion, awareness to employers & clients of free basic computer class training and GED

SUPPORTIVE SERVICES

Strengths: multiple agencies in the Springfield community, family support, values and passions of case managers, location of agencies, bus routes

Weaknesses: lack of continuity of care, lack of state halfway houses similar to the federal halfway house (Triangle Center), case overload, negative family influences, grant matching funds

Opportunities: pool reference lists with other CSAC participants, attend other agency's training sessions (like MHCCI lunch & learn), partnering on grants

Threats: lack of funding, personal beliefs, community perceptions, battle over grant money

Client Solution: detailed service plan

Community Solution: implement a coordinated referral system

MENTAL HEALTH

Strengths: several psychiatrists in community, 3 hospitals w/ adult units, 1 child/adolescent hospital, juvenile at-risk program, MHCCI takes self-pay and Medicaid, flexibility of hours, electronic records

Weaknesses: client privacy issues, repeat assessments, unaware of services, rural areas underserved due to funding, waiting lists, no discharge planning from prisons, continuity of medications

Opportunities: One-stops shopping, create better background services, area wide electronic records

Threats: funding sources / shifts / cuts, direct service providers, too large case loads

Client Solution: knowledge, get copy of records, cooperating and engaging in services

Community Solution: networking, outreach education

EDUCATION

Strengths: Job training, Job Fairs, GED, Soft Skills (communication, dressing for interviews, etc)

Weaknesses: Transportation, funding, low self-esteem, ID, clothing, housing, resources unknown, mentally unstable, no desire to work, impatient, low reading level, low math scores

Opportunities: creativity, self-help centers, mentoring, churches

Threats: Testing, filling out job applications, stigma of mental health services, lack of computer skills, physical health, job interviews

Client Solution: mentoring & agency referrals / networking

Community Solution: continuously promote awareness to employers and clients of free basic computer class training & GED test preparedness

RECOVERY & TREATMENT

Strengths: strong recovery community, committed staff, church participation, shared goals, good treatment centers

Weaknesses: intake process too many steps, lack of motivation, lack of transportation, lack of availability, gaps in services, inability to afford treatment, more SAT training needed, political motivations, dual diagnosis MISA

Opportunities: networking among providers, CSAC meetings, educate community, grants

Threats: lack of communication between providers, environmental factors, resistant providers, stigma of felon, budget constraints

Client Solution: consumer friendly support services, self-motivation, honesty, compliance, address mental health & substance abuse issues

Community Solution: focus on strengths rather than threats and weaknesses, more church community involvement, marketing of CSAC, streamlining intake process

XI. Statement of Need

The development of permanent supportive housing for ex-offenders in Springfield, Illinois is completely consistent with and in support of the City of Springfield's 2009 Recalibrated 10-Year Homeless Plan. According to this plan, Springfield needs to increase its overall number of permanent supportive housing units by 150-200 over the next five to seven years. The report's recommendations speak to the urgency for this undertaking by indicating that the Low Income Housing Tax Credit (LIHTC) program, the Neighborhood Stabilization Program (NSP), HUD Community Development Block Grant (CDBG) and HOME programs, and any other available funding sources be immediately explored in order to address this major housing need.

The City of Springfield has indicated its willingness to strongly support any initiatives that are aimed at the development of permanent support housing in all of its forms for the purposes of addressing the critical housing needs of those that are homeless or without the development of supportive housing would be homeless. The ex-offender population clearly is a significant segment of the homeless population according to the City of Springfield 10-Year Homeless Plan. The plan notes that there were 274 individuals that identified their institutional release from Illinois correctional facilities as their stated reason for their current homelessness. The percentage of individuals attributing the "institutional release" as the cause of their homelessness in Springfield runs at a higher rate than the overall average for the State of Illinois as a whole. This indicates that correctional institutional releases may be more profound in the Springfield area than many other areas around the State of Illinois.

The significant need for permanent supportive housing in Springfield can be summed up in the following quote from Sandy Robinson II, Director of Community Relations for the City of Springfield (the City's point person on the issue of homelessness):

"The need and urgency for permanent support housing developments in Springfield is real and represents the only significant strategy to address our long-term issues related to homelessness and its related subpopulations...of which ex-offenders are certainly a great segment. The City is in support of any and all efforts to comprehensively address these critical needs."

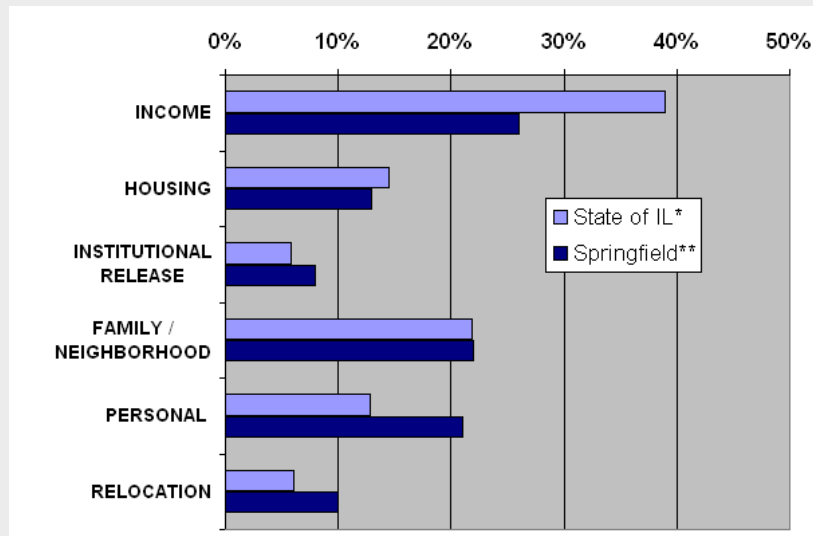
Homeless Causes

- **INCOME** (Loss of Job/Public Aid, Insufficient Income, Mismanagement)
- **HOUSING** (Condemned, Disaster, Evicted, No Affordable Housing)
- **INSTITUTIONAL RELEASE** (Mental or Prison)
 Correctional Facility Released Persons who used F&ES services:
 1,633 released in the State of IL / 274 were released in Region 4 (incl. Sangamon Co.)
- **PERSONAL** (Alcohol, Substance, Medical)
- **FAMILY/NEIGHBORHOOD** (Gangs, Domestic Violence, Overcrowd, Dispute)
- **RELOCATION**

Prepared in conjunction with the Mayor's Taskforce on Homelessness and the Heartland Continuum of Care



Homeless Causes



*Emergency Food & Shelter Program FY08 Report, p. 17

**Point-in-Time Count Interview Data 1/30/09

Prepared in conjunction with the Mayor's Taskforce on Homelessness and the Heartland Continuum of Care



XII. Challenges and Barriers Experienced by Ex-Offenders

The following are bullet points summarizing the concerns of offenders who are soon to be released or who are on parole:

- There is a consistent concern over bias and prejudice with some government or private agencies that work with parolees in the community.
- Firearms and drug convictions prevent felons from getting an apartment in section 8 housing complexes.
- There is significant concern over finding housing for sex offenders.
- Lack of employment and financial resources upon release from prison makes it difficult to find housing due to the offender's inability to pay.
- Reentry Counselors should be kept up to date with new information and program changes which can be share as a part of their parole release plan.
- Most common concerns are basic needs of who will hire an ex-offender, where will I live, how will find a mentor or support system to keep the offender focused.

XIII. Challenges Identified by the Springfield CSAC

- Shared Information/ Service Coordination: The challenge was identified several months ago. Since that time, the CSAC members have agreed and implemented the requirement of all exoffender clients to begin their services with Tower of Refuge. This coordination as eliminated duplication of services and relieved funding strains related to those services.
- Transitional Jobs Program: There is a great need for this program in the Springfield area. A transitional job affords offenders an adjustment period, an immediate work history and experience.
- Community Awareness/Education: members of the community do not accept ex-offenders and have not been educated on how to assist them;
- Technology: clients suffer from a tremendous disconnect to the world of technology; most are computer illiterate and struggle with learning the very basic computer skills;
- Money Management/Independent Living Skills (Life Skills): clients are uncertain of realistic lifestyles and what their income can afford and are in need of lifeskills
- Housing: Lack of housing available upon release; limited funding for housing; unable to obtain individual unsubsidized housing; unable to live in HUD funded housing.
- Employment: Often able to obtain employment, but unable to maintain employment once an employer completes the background check; unable to obtain disability waivers for occupations such as barbering, CNA, etc.; clients are resistant to minimum wage rate of pay;
- Identification: clients lack personal documents required to acquire a photo ID
- Medication: small amount of medication received from the facility upon release doesn't last; clients are unable to get a referral, acquire medical records or sometimes an appointment with a doctor to acquire a prescription; upon receiving a prescription, often no funding available to pay for the prescription.
- Mental Health/Aftercare: clients are unconcerned about mental health services and are often embarrassed for their families to learn of any issues which may have been identified during their incarceration;
- Treatment/ Follow up: clients experience what seems to be an impossible mandate for treatment services, due to extensive funding cuts, local services have a very long waiting period and limited funding;
- Dependent/Children Services: non-custodial parental rights of visitation are difficult to execute; clients need assistance with back child support arrangements; large outstanding amounts of back child support deters some clients from participating in work search related efforts;
- Support Groups/ Mentors: almost all clients are in need of a healthy support system involving mentors and support groups
- Sober Activities: lack of activities that are not related to the consumption of alcohol
- Affordable Recreational: activities are needed that are reasonable in cost; scholarships are available for local memberships to the YMCA but are difficult to acquire;

XIV. Recommendations from the Springfield CSAC

- Develop a marketing campaign on the success of existing collaborations and programmatic outcomes/results to solicit employers, sponsors, faith-based support, and to educate the community.
- Identify the cost-effectiveness of supported housing, work programs, and support services for returning offenders compared with the costs of recidivism and maintaining them in institutions.
- Utilize local champions (successful ex-offenders) who are willing to speak out for the needs of returning offenders.
- Petition the faith-based community for support based on their stated mission of extending mercy and understanding to all vulnerable and troubled people, and ask them to approach member employers for job development opportunities.
- Expand the funding opportunities of the CSAC; continue to build capacity.
- Require residents in transitional housing programs to participate in life skills, support groups, work search, and employment readiness and retention training.

XV. Proposed Project

Successful community reentry approach for offenders requires a linkage to wraparound supportive services, employment resources, appropriate housing, and educational opportunities. The level of assistance and support varies widely dependent upon on the individual's disability status, recovery status, income, support system, level of education, drive and motivation.

Nationally, research suggests that supervision and parole, as it exists today, has a limited effect on recidivism with many offenders. However, the parole team in District 3 has successfully exercised IDOC's case management approach very extensively in Sangamon County, particularly in the city of Springfield.

The parole function in Sangamon County has notably shifted from strictly monitoring and enforcement to a community corrections monitoring, enforcement and case management approach. The CSAC partnership with parole has enhanced a number of strategies to improve individual-level recidivism and improve the effectiveness of community corrections approach which includes:

1. Use of strength-based assessments and case management approaches.
2. Balance surveillance and treatment approaches using collaborations between community-based services, correctional officers, and natural supports such as family.
3. Use of motivational interviewing to enhance engagement.
4. Provide incentives for behavior change.

Transitional housing (TH) will be used to facilitate the movement of recently released parolees, possibly homeless individuals, to permanent supportive housing. The program participants will receive supportive services that enable them to live more independently. The supportive services may be provided by Tower of Refuge, CSAC partners or by other public or private agencies. The transitional housing may be provided in one structure or several structures, at one site or in multiple structures at scattered sites.

Permanent Supportive Housing placement assistance would be a part of the transitional housing project in order for the project to meet the program goals. Transitional housing residents will receive assistance with all the tasks and stress involved in locating, obtaining, moving into, and maintaining the housing.

A comprehensive approach to locating housing will include preparing and training clients in searching for, securing, and maintaining their own housing, relying on present relationships with local landlords and managers of housing to which graduates could move, and helping clients establish a savings plan so they can afford to move. In many instances, assistance will also entail direct contact and negotiation of rental terms in tandem with graduates and money to help pay move-in costs.

Goals and Objectives

- Engage all returning offenders entering transitional housing through the Springfield CSAC in wrap around services to improve transition success from prison to productive citizenship to self-sufficiency assisting residents with employment, identification, and clothing with intense case management.
- Provide guided work search and employment through transition jobs obtained through the Tower of Refuge's Network of Employment Opportunities (NEO) program.
- Address reentry barriers related to cognitive distortions in offenders onsite utilizing the Tower of Refuge's *Finish Line* cognitive behavior adjustment reentry program, which has a 90% success rate with offenders.
- Match each participant with an appropriate mentor for a period of 2 years.

Proposal

We propose the use of intense case management strategies linked to community supports to improve the outcome of supervision. The existing proactive approach to supervision and parole in Sangamon County affords a seamless implementation of this strategy for this project due to its current existence and success.

Tower of Refuge has used intense case management linked with housing resources in programs designed to address homelessness, addictions, mental health, and medical problems. These programs have demonstrated positive outcomes with criminal justice involved clients using intense case management, motivational interviewing, and strength-based approach.

We recognize that many factors, including age, race, ethnicity, culture, language, sexual orientation, literacy, education, preferred learning style, and gender persuade consumer preferences and response to services. Because of the emphasis placed on engagement and natural supports it will be critical that offenders are actively engaged with the program and other community supports. By choosing to develop, design, and implement services with offender input at all levels, we create opportunities to promote communities of caring and recognition of individual differences.

Because this program draws heavily on community and environmental supports, it is important that offenders have community ties and access to resources. The focus of the program is reintegration with natural community and family supports.

Offenders participating in the program have the opportunity to establish their own goals and to direct the services they receive. Clients have the opportunity to instruct staff regarding their cultural and individual preferences and beliefs. Because the model calls for individual goal-setting and service design, the program can easily adapt to preferences while maintaining the fidelity of the model. Contingency management has consistently been shown to be effective in changing behavior (Higgins & Petry, 1999). These methods can be a low cost way of enhancing

effectiveness. An example would be placing the names of all participants completing life skills course into a drawing for a gift card to a local retail store.

Critical to the success of the program will be open communication between the offender, the case manager, parole and/or probation officers, and other community service providers. Services will be planned and directed using strength-based assessments, motivational interviewing, and natural support systems.

The program includes a housing component to address the needs of offenders at risk of homelessness. The city of Springfield's homeless prevention plan identified 274 offenders currently on supervision or parole at risk of becoming homeless in Sangamon County.

At the onset of the project, two case managers will serve as service coordinators for the targeted population. Case managers will have a caseload of approximately 20-30 offenders. The offenders involved with the program can be selected pre-release or post-release based on their need for community support services and the risk of becoming homeless.

Services will be planned using a strength-based assessment drawing heavily on natural community supports and coordination with parole/supervision officers. Case managers will be trained in the use of motivational enhancement techniques including motivational interviewing, stages of change approaches, and contingency management.

Close communication will be maintained with the case manager and supervision/parole officers to coordinate activities. Program participants must maintain valid releases of information for employers, landlords, and supervision/parole officers as a condition of program participation.

Newly paroled participants will be placed in transitional housing for a period of up to 12 months. The project budget incorporates rent allowance which includes transitional housing. Case managers will utilize existing resources for housing assistance and supportive services. In most cases, participation in rental assistance programs is limited to those who meet eligibility requirements.

Because of the importance of intervening when offenders are at serious risk of becoming homeless, we propose to seek funding to provide housing assistance to offenders who lack the resources to maintain safe and suitable housing. Such assistance is intended to be short term and linked to case management services to provide financial planning, employment, and other services.

All housing assistance payments are paid directly to the provider, property owner or utility company. If the property owner wishes to receive additional assurances related to payment of rent in the case of default by the tenant, a lease addendum is required.

Housing Phase I

Newly paroled participants will be placed in transitional housing. Program participation requirements will include support groups, life skills, employment, education, income savings plan, and fulfillment of parole requirements.

Housing assistance will be administered by the Heartland Continuum of Care using the model developed by HUD for supportive housing program. The level of assistance and eligibility will be determined by income. Participants at or below very low income as established annually by HUD, are eligible to receive full security deposit payments, rent and utility assistance for up to six months. During this time case managers will enroll clients in a savings plan, emphasizing the importance of savings and developing a plan to successfully manage their own housing expense.

Participants will be required to participate in transitional housing and demonstrate a level of responsibility and compliance with program guidelines prior to receiving rent assistance. Case management will focus on obtaining employment, developing a budget and savings plan. Case managers will assist offenders in obtaining the necessary documents i.e. birth certificates and identification to obtain employment.

Housing Phase II

The phase II housing plan's purpose is to begin to prepare participants for permanent supportive housing. After the first six months of transitional housing residency, participants will develop a plan with the residential housing coordinator to move into permanent supportive housing by the end of their 12-month residency. At this phase, participants will have gainful employment. After the first six months in phase I, participants must contribute to rent and utilities an amount equal to 30% of their gross income. Participants may receive assistance for an additional six months.

Housing Providers

A key component of program implementation is Tower of Refuge's established relationship with local landlords and responsible property owners willing to participate in the program. Because the intent of the program is to develop stable housing for participants, at the end of phase II the participants will be named on the property lease. In this way, a transition to full participant responsibility can be facilitated at the end of the first year when the lease is renewed with the tenant fully responsible for rent payments.

The program will not interfere with property owner's rights regarding managing their property. Additional assurances may be provided in the form of rent guarantees in the event a tenant leaves the unit or fail to pay their share of the rent. These guarantees will require the landlord to enter into a lease addendum with the program administrator.

Oversight and Planning

The CSAC partners involved in this planning process have considerable experience in administering housing programs, case management, and supportive services. It is anticipated that Tower of Refuge will administer the program. Coordination and linkage will be assured through a memorandum of understanding of CSAC partnering members.

Funding

The two elements of the model, case management and housing assistance, are considered critical to the program's success. The two activities may require separate funding sources. Whenever possible, mainstream funding sources such as Medicaid, HUD funded housing assistance, or

other community resources will be utilized for eligible participants in order to expand the services available to other offenders.

Funding for housing must ensure continuity to provide a viable option for program participants. At a minimum, a 2-year funding commitment will be required prior to implementation.

References

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XVI. Budget: Tentative / Annual

Personnel

Job Title	Annual Salary	Level of Effort	
Workforce Dev. Specialist	27,000	1	27,000
Program Administrator	32,000	1	32,000
Residential Housing Coord	30,000	0.75	22,500
Reentry Case Managers	27,000	2	54,000
Program Support Staff	20,000	.5	10,000
			SUBTOTAL Personnel Salaries 145,500
Fringes @ 28%			40,740
			SUBTOTAL Personnel 186,240

Travel

Conference/Training on Reentry Support 5 staff X \$150 expense			750
Use of Agency Van (Maintenance & Fuel @ \$180/mo)			2,160
Local Travel: 4 staff X 500 mi/mo X 12 mo. X .50/mi			12,000
			SUBTOTAL Travel 14,910

Supplies

Wireless internet access @ \$56/mo X 4 staff X 12 mo			2,688
Curriculum Materials			500
Marketing and Program Materials			1,000
			SUBTOTAL Supplies 4,188

Equipment/Furniture

Office Furnitures			1,000
Cell phones @ \$50/mo X 4 staff X 12 mo			2,400
4 laptop computers with wireless cards & software @ \$1,500 ea.			6,000
			SUBTOTAL Supplies 9,400

Housing Costs

Rent Vouchers--20 one bdrm units FMR w/utility allow. @ \$681 X 12 mo			163,440
Rent Vouchers—10 partial @\$275 per month			33,000
			SUBTOTAL Housing 196,440

Other

Staff Occupancy @ \$600/mo X 12 months			7,200
Training/Conferences			4,000
Administrative			42,237
			SUBTOTAL Other 53,437
			Total 464,615