



- 2) Requires HCD, upon appropriation from the Legislature, to do all of the following to create the Program:
  - a) Establish a process for referral of eligible participants to the program;
  - b) Work with the CDCR to establish protocols to prevent discharges from prison into homelessness;
  - c) Issue guidelines and a Notice of Funding Availability (NOFA) for five-year renewable grants;
  - d) Establish scoring criteria, as specified.
  
- 3) Specifies, among other things, the following eligible activities for funding:
  - a) Long-term rental assistance in permanent housing;
  - b) Interim interventions;
  - c) Operating subsidies in new and existing affordable or supportive housing units;
  - d) Incentives to landlords, including, security deposits, holding fees, and incentives for landlords to accept rental assistance or operating subsidies;
  - e) Innovative or evidence-based services to assist participants in accessing permanent housing, including supportive housing, and to promote stability in housing;
  - f) In-reach services to assist eligible participants at least 90 days before release from prison, to include any of the other services in this subdivision;
  - g) Parole discharge planning;
  - h) Wraparound services, including linkage to Medi-Cal funded mental health treatment, substance use disorder treatment, and medical treatment, as medically necessary.
  
- 4) Specifies the following services must be provided to participants in their home or made as easily accessible as possible:
  - a) Case management services;
  - b) Parole discharge planning;
  - c) Linkage to other services including education and employment services;
  - d) Benefit entitlement application and appeal assistance;
  - e) Transportation assistance to obtain services and health care;
  - f) Assistance obtaining appropriate identification; and
  - g) Linkage to Medi-Cal funded mental health treatment, substance use disorder treatment, and medical treatment.

- 5) Provides that for participants identified prior to release from prison, an intake coordinator or case manager shall:
  - a) Receive all pre-release assessment and discharge plans;
  - b) Draft a plan for the participant's transition into affordable or supportive housing;
  - c) Engage the participant to actively participate in services upon release on a voluntary basis;
  - d) Assist in obtaining identification for the participant; and
  - e) Assist in applying for any benefits for which the participant is eligible.
- 6) Requires recipients and providers to adhere to the core components of Housing First.
- 7) Requires grant recipients to report specified data annually to HCD.
- 8) Requires HCD to design an evaluation and hire an independent evaluator to assess outcomes from the program.

**COMMENTS:**

- 1) *Author's Statement.* "AB 1816 directs Department of Housing and Community Development to establish a Reentry Housing and Workforce Development program, working with community-based organizations and other relevant stakeholders. Using evidence-based housing and wraparound services, this program will bring comprehensive resources to bear to directly address the critical transition from incarceration back into the community and beyond, helping people find stable housing and jobs by providing permanent housing for this vulnerable population. This approach does not just improve community safety - it saves taxpayers money and helps address the state goals of reducing homelessness at the same time. It's the right idea, at the right time."
- 2) *Background on Incarceration and Homelessness.* According to a 2020 report by the Council of Criminal Justice and Behavioral Health, formerly incarcerated people are 10 times more likely to be homeless than the general public and 20 times if the individual has a mental illness. Seventy percent of people experiencing homelessness have a history of incarceration, according to a survey of the three most populous counties in the state. In addition, behaviors associated with homelessness are criminalized, and a criminal history serves as a barrier to housing and employment. Thus, people often cycle through homelessness and incarceration. This exacerbates health concerns; around 30% of inmates suffering from a mental health condition, and, during the first two

weeks of reentry, drug use and risk of death increases 12-fold.<sup>1</sup> Because of these issues facing formerly incarcerated people, supportive housing and employment programs can help people exit the cycle of prison and homelessness.

- 3) *Housing First*. This bill requires the program to practice Housing First, which the State adopted as policy in 2017.<sup>2</sup> Housing first approaches homelessness by providing permanent, affordable housing for families and individuals as quickly as possible, then providing supportive services to prevent their return to homelessness. This strategy is an evidence-based model that focuses on the idea that homeless individuals should be provided shelter and stability before underlying issues can be successfully addressed. Under the housing first approach, anyone experiencing homelessness should be connected to a permanent home as quickly as possible, and programs should remove barriers to accessing the housing, like requirements for sobriety or absence of criminal history. It is based on the “hierarchy of need:” people must access basic necessities—like a safe place to live and food to eat—before being able to achieve quality of life or pursue personal goals. Housing first values choice not only where to live, but whether to participate in services. This approach contrasts to the “housing readiness” model where people are required to address predetermined goals before obtaining housing. In other words, housing readiness means housing is “earned” and can also be taken away, thus returning to homelessness.
- 4) *Existing Programs*. There are a few programs that target this population for housing or employment. CDCR offers the Long Term Offender Reentry Recovery Program, Specialized Treatment for Optimized Programming, and Parolee Service Centers, among other to offer housing help or employment services, or both, for 180 days, with the possibility of an additional 185 days. The Board of State and Community Corrections administers the Adult Reentry Grant Program which offers rental assistance, warm handoff reentry services, and funds for rehabilitation of existing property and buildings that organizations can apply for. The Workforce Development Board administers the Prison to Employment Grant Initiative which tries to improve the process for reentering the labor force. In its 2021 interim report, the Workforce Development Board reported that the median wage in the 2<sup>nd</sup> quarter after exit was \$7,175. However, this is for the 239 people who voluntarily revealed their wage. Better

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<sup>1</sup> Council on Criminal Justice and Behavioral Health. *Improving Housing Outcomes for the Justice-Involved with Behavioral Health Challenges*. January 2020. <https://www.cdcr.ca.gov/ccjbh/wp-content/uploads/sites/172/2020/02/CCJBH-Housing-Brief-2.19.2020-FINAL.pdf>

<sup>2</sup> SB 1380 (Mitchell, Chapter 847, Statutes of 2016)

data will be in their final report.<sup>3</sup> These programs indicate that providing housing and employment services can help reentry of prisoners into their communities. This bill proposes such a program.

In particular, the State Auditor audited CDCR's Integrated Services for Mentally Ill Parolees Program (ISMIP) in 2020.<sup>4</sup> The report notes that CDCR performed little oversight, paid housing invoices without verification, lacked data of program participation, among other issues. In light of this report, this program no longer has funding.

- 5) *Cost Savings.* According to the Legislative Analyst's Office, it costs over \$100,000 annually to incarcerate and inmate.<sup>5</sup> A report in 2009 that studied Los Angeles found that, for a typical homeless person, the public cost is around \$34,700 (\$47,900 today), compared to \$20,400 (\$27,500 today) for someone in supportive housing. There is a 19% decrease in cost for individuals with serious problems (jail histories with substance abuse issues and received minimal assistance in the form of temporary housing).<sup>6</sup> This bill aims to prevent recidivism and homelessness among a particularly vulnerable population and, in return, be fiscally responsible.
- 6) *Budget.* This bill creates a program that would cost a significant amount of money. It is unlikely that this program will be funded in the budget this year. However, this bill can act as a framework for a program of this nature.
- 7) *HCD and CDCR.* The program proposed by this bill will be administered by HCD, but HCD must work with CDCR. Given that HCD has expertise in housing development and providing supportive services, and this program's main goal is to house and support people, while CDCR provides perspective in programming for this particular population.

## RELATED LEGISLATION:

**SB 282 (Beall, 2019)** — created the Supportive Housing Program for Persons on Parole program administered by HCD. *This bill died in the Assembly Appropriations Committee.*

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<sup>3</sup> California Workforce Development Board. *Prison to Employment Initiative Interim Report*. 2021. [https://cwdb.ca.gov/wp-content/uploads/sites/43/2021/10/P2E-Interim-Report\\_ACCESSIBLE.pdf](https://cwdb.ca.gov/wp-content/uploads/sites/43/2021/10/P2E-Interim-Report_ACCESSIBLE.pdf)

<sup>4</sup> California State Auditor Report 2020-103. *California Department of Corrections and Rehabilitation*. August 2020. Accessed June 2022. <https://www.auditor.ca.gov/pdfs/reports/2020-103.pdf>

<sup>5</sup> Legislative Analyst's Office. *How much does it cost to incarcerate and inmate?* Updated January 2022. [https://lao.ca.gov/policyareas/cj/6\\_cj\\_inmatecost](https://lao.ca.gov/policyareas/cj/6_cj_inmatecost)

<sup>6</sup> Flaming, Daniel; Burns, Patrick; Matsunaga, Michael. *Where We Sleep: Costs when Homeless and Housed in Los Angeles*. 2009. Economic Roundtable. <https://economicrt.org/publication/where-we-sleep/>

**FISCAL EFFECT:** Appropriation: No    Fiscal Com.: Yes    Local: No

**POSITIONS:** (Communicated to the committee before noon on Wednesday, June 8, 2022.)

**SUPPORT:**

Corporation for Supportive Housing (CSH) (Co-Sponsor)  
Housing California (Co-Sponsor)  
Los Angeles Regional Reentry Partnership (LARRP) (Co-Sponsor)  
Western Center on Law & Poverty (Co-Sponsor)  
1 Individual  
A New Way of Life Re-entry Project  
ACLU California Action  
Aids Healthcare Foundation  
All Home  
Asian Solidarity Collective  
Bread for The World  
Brilliant Corners  
California Apartment Association  
California Catholic Conference  
California for Safety and Justice  
California Housing Partnership Corporation  
California Public Defenders Association  
Californians United for A Responsible Budget  
Center for Living and Learning  
Chrysalis Center  
City of Oakland  
Community Health Improvement Partners  
Congregations Organized for Prophetic Engagement  
Corporation for Supportive Housing  
County of San Diego  
Courage California  
Democratic Party of The San Fernando Valley  
Disability Rights California  
Downtown Women's Center  
East Bay Housing Organizations  
Ella Baker Center for Human Rights  
Family Reunification Equity & Empowerment (F.R.E.E.)  
Fresno Barrios Unidos  
Friends Committee on Legislation of California  
HomeRise San Francisco

Hope Community Services  
Hope of The Valley Rescue Mission  
Housing and Economic Rights Advocates  
Housing Now! CA  
Initiate Justice  
Inner City Law Center  
Interfaith Solidarity Network  
Kitchens for Good  
LA Family Housing  
Law Foundation of Silicon Valley  
Legal Services for Prisoner With Children  
Long Beach Gray Panthers  
Los Angeles Homeless Services Authority  
Mental Health Advocacy Services  
Multi-faith Action Coalition  
National Association of Social Workers, California Chapter  
National Housing Law Project  
Nextgen California  
Orange County District Attorney's Office  
Orange County United Way  
PATH  
Pico California  
Pillars of The Community  
Public Advocates  
Public Law Center  
Re-entry Providers Association of California (REPAC)  
Root and Rebound  
Rubicon Programs  
San Francisco Public Defender  
Showing Up for Racial Justice (SURJ) San Diego  
Showing Up for Racial Justice North County San Diego  
Skid Row Housing Trust  
Southern California Pre-apprenticeship Program  
St. Joseph Center  
Starting Over, INC.  
Team Justice  
The Center for Common Concerns DbA Homebase  
Think Dignity  
Tides Advocacy  
Uncommon Law  
United Way Bay Area  
United Way of Greater Los Angeles

United Ways of California (UWCA)  
Uprise Theatre  
We the People - San Diego

**OPPOSITION:**

None received.

**-- END --**