



Homelessness Among Offenders Released from Federal Correctional Facilities in Saskatchewan

July 23, 2010



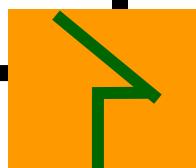
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2.0 EXECUTIVE SUMMARY

A growing body of research has identified housing as a key component in the successful reintegration of offenders into the community following a period of incarceration. Federal offenders are likely to face greater challenges obtaining stable housing than provincial offenders because, by law, they have been sentenced to longer periods of custody (i.e., a minimum of two years, although most are released within 16 months). Longer time away from the community may result in additional difficulty obtaining stable housing for reasons, which include the loss of past contacts.

The purpose of this project was to examine issues related to housing and homelessness of federal offenders released from custody into the Saskatchewan community. More specifically, an examination of current services available to assist offenders in finding appropriate housing, characteristics of offenders who are homeless and housing services that are needed was conducted.

Three kinds of research methodology were utilized:

1. A search of Saskatchewan housing services and programs available to released federal offenders was undertaken.
2. In-depth interviews were conducted with a broad cross-section of key informants involved in housing related activities with federal offenders.
3. Data were collected from offender files and interviews with 41 inmates residing in Saskatchewan federal correctional facilities. Two sets of interviews were conducted. One interview took place prior to the offenders' release from prison and the other interview took place after they were released to communities in Saskatchewan.

Both qualitative and quantitative analyses were conducted in order to address the research questions of this study. Qualitative content analyses were conducted in order to provide detailed descriptive information of the current services and the housing needs and issues of federal offenders. Quantitative research methods were used to analyze numerical data and conduct analyses to determine whether offender characteristics are related to homelessness. The use of multiple data sources and methods of analyses increases the validity of the findings.

Prior to analyzing the findings that address each of the research questions, a description of the housing situation of the participants was provided. Homelessness was found to increase after incarceration. For the 11 participants interviewed in the community only, homelessness decreased to similar levels as pre-incarceration when in the community. It is difficult to state that the levels of homelessness would have decreased to the pre-incarceration levels for the whole sample since they were a more serious offender group. Therefore, the small sample size at follow-up was a limitation for this specific analysis. However, the community sample may be more representative of offenders actually remaining in the community as more serious offenders are more likely to re-offend and be re-incarcerated. The following main findings are presented as they address each of the research questions below.

1. Are there adequate housing resources and support for released offenders?

To determine whether there are adequate housing resources and support for released offenders the inventory of housing services, key informant interviews and offender interviews were analyzed. The inventory of housing services available for released offenders indicated that single males who are high risk/high needs with a violent or sexual criminal history and not on parole or conditional release have the least options.

Key informant interviews found that a number of positive housing programs and services are available. However, waitlists and accessibility to these programs pose a barrier to offenders trying to access them. Federal offenders stated that more housing support and resources are needed prior to their release in order to help them better establish their housing plans and avoid some of the difficulties they face when trying to obtain housing, such as finding safe and affordable accommodation.

2. How can we prevent federally released offenders from becoming homeless?

Federal offenders and key informants identified factors that would prevent offenders from becoming homeless. Federal offenders stated that support/access to resources, financial assistance and accommodation was needed to prevent them from becoming homeless. Key informants stated that a central housing registry and/or an offender housing complex, housing life skills programs, less discrimination, and an appropriate minimum wage to keep up with housing costs was needed to prevent federal offenders from becoming homeless.

3. Are there characteristics that differentiate those who find stable housing from those who do not?

Offenders who were homeless prior to incarceration were likely to be more violent and have higher needs than those who had more stable housing. Those who had more stable housing were also more likely to have greater community support. Furthermore, sex offenders and those who engaged in Aboriginal programming were less likely to have an adequate housing plan at release. Key informants reported that offenders who were more likely to be homeless were those who lacked finances, needed housing resources, lacked life skills, had to search for a new home, and did not have a job.

4. Is there a need for specific programs for federally released offenders?

Lastly, a review of the information provided through the inventory of housing services available, key informants and federal offenders indicated the need for programs that create more accessibility to housing resources and increase pre-release planning, and the creation of a central housing registry and supportive living unit for federal offenders with no other housing options.

Recommendations:

Data analyses pertaining to the four research questions lead to the development of six housing-related recommendations.

- 1. Are there adequate housing resources and support for released offenders?*
 - ❖ Housing programs should be more accessible to federally released offenders.
- 2. How can we prevent federally released offenders from becoming homeless?*
 - ❖ Financial support should be provided to released federal offenders in order to secure housing.
- 3. Are there characteristics that differentiate those who find stable housing from those who do not?*
 - ❖ Community and institutional housing programs should be targeted to federal offenders who are high risk for housing problems.
- 4. Is there a need for specific programs for federally released offenders?*
 - ❖ A comprehensive central housing registry specific to federal offenders in Saskatchewan should be created.
 - ❖ Appropriate accommodations should be developed for federally released offenders.
 - ❖ Federal offenders should spend more time and gain more support in preparing their housing plans prior to release.

3.0 INTRODUCTION

3.1 Background

Obtaining stable housing is an important part of the offender's successful reintegration back into the community. Offenders who are released without a home to go to are three times more likely to re-offend than those who have kept their accommodation (Banks & Fairhead, 1976). Sex offenders, in particular, often face housing restrictions that cause increased isolation, financial hardship and emotional stress, all of which can then lead to decreased personal stability and reoffending (Levenson & Cotter, 2005). Furthermore, women who repeatedly go to jail are being released without adequate housing, income or connections to community services (Lasovich, 1996). Stable housing was also cited by offenders and correctional service professionals as one of six critical domains for successful offender reintegration (Graffam, Shinkfield, Lavelle & McPherson, 2004).

Being homeless has also been linked to a criminal lifestyle. Baron and Kennedy (1998) found that serious street (i.e., homeless) youth are immersed in a lifestyle of crime, drugs, and criminal peers. In addition, long-term homelessness has been found to increase risk for violence on the street (Baron & Hartnagel, 1998) and it was reported that many serious chronic offenders are drawn from the street youth population (Baron, 1995). Proper housing has been found to create a safer society and housing the homeless has been found to create financial savings in criminal justice and correctional services (British Columbia, 2001). Furthermore, Parhar and Grant (2003) found that the most frequent barriers to stable housing reported by Housing Crisis Workers were problem behaviours, mental health issues and substance abuse.

Offenders represent an important sub-group of the homeless. Many of them face a multitude of issues, such as mental health and substance abuse, which prevent them from finding stable housing. Stable housing is important for individuals with substance abuse issues and mental disorders as they also require more support due to increased needs (Somers, Druckers, Frankish, & Rush, 2007). Evidence suggests supportive housing is effective for rehabilitating these individuals.

Federal offenders are likely to face greater challenges obtaining stable housing than provincial offenders because, by law, they have been sentenced to longer periods of custody (i.e., a minimum of two years, although most are released within 16 months). Longer time away from the community may result in additional difficulty obtaining stable housing for reasons which include the loss of past contacts.

3.2 Statement of the Problem

Most Canadian housing initiatives focus on increasing affordable housing (e.g., Canada's Affordable Housing Initiative); however, few focus on specific factors that lead to homelessness, which can provide longer-term solutions. Identifying the characteristics of individuals who become homeless can aid in addressing the root causes of homelessness. Many people who become homeless face a multitude of problems preventing them from obtaining stable housing other than financial issues. For example, offenders being released into the community not only

experience poverty, but also frequently experience emotional instability, difficulty finding jobs, mental illness, and a lack of social support. The current research may aid in developing programs to terminate the cycle of homelessness by identifying preventative programs and services.

In addition, the extant research literature on housing issues for ex-offenders remains minimal in spite of the fact that many offenders being released from prison are at risk for being homeless and homelessness has been linked to criminality (Lindelius & Salum, 1976). In particular, there is increasing concern about the housing situation and the community reintegration of offenders who are being released from prisons in Saskatchewan, in part, because the number of inmates who are released under supervision in Saskatchewan has showed a steady increase from 1999 to 2003 (Statistics Canada, 2003).

Furthermore, the greatest demand for affordable housing in Saskatoon comes from Aboriginal persons, low income families, single men over 40, and single men recently released from correctional facilities (City of Saskatoon, 2006). Aboriginal persons are also over-represented in the offender population. For example, Aboriginal Peoples (Métis, Inuit, First Nations) comprise 3% of Canada's population but about 20% of the prison inmate population, and in Saskatchewan Aboriginal offenders make up 10% of the adult population, but about 57% of adults under correctional supervision (Statistics Canada, 2006). Therefore, housing issues are of particular concern for those of Aboriginal descent.

Not only has there been a scarce amount of research about housing issues of offenders released into the community, but there has also been little research on general and criminal characteristics that may be related to homelessness. By identifying detailed characteristics of offenders who are able to find stable housing and those who are not, those who are at high risk for being homeless upon their release from custody may be identified. Then they may be earmarked for more support and services prior to their release. Furthermore, the identification of characteristics of individuals who are high risk for homelessness may also aid in preventing homelessness and providing long-term solutions.

3.3 Research Objectives

The *objectives* of the current research are to:

- a) To determine the services available and those needed to help federally released offenders find stable housing.
- b) To identify factors related to homelessness in federal offenders and how to improve housing services for this group. This will include identifying characteristics that differentiate offenders who find suitable housing when released from those who do not.

The *scope* of this report is on factors related to homelessness among federally released offenders in Saskatchewan, including those with mental illness. In addition, the proposed research will also look at programs and services that may help improve the housing situation of federally released offenders.

The purpose of this research endeavour is to decrease homelessness among federally released offenders. The present report focuses on federal offenders, serving sentences of two years or more. Provincial offenders, serving less than two years, are not the subject of this investigation.

The specific ***research questions*** that are to be answered are:

- Are there adequate housing resources and support for released offenders?
- Are there certain characteristics that differentiate offenders who obtain stable housing from those who do not?
- How can we prevent federally released offenders from becoming homeless?
- Is there a need for specific programs for federally released offenders?

3.4 Research Methods

In order to address the research questions outlined in the present study, data were collected from a variety of sources. Major sources of need-relevant information include objective data about the community, facts and opinions that those who are personally involved provide, and the conclusion of experts who know the subject well (Posavac & Carey, 1997).

3.4.1 Inventory of Housing Services Available

In order to determine what housing services are needed and which are available for released offenders trying to find stable housing, an inventory of housing services available in Saskatchewan was compiled. The inventory was assembled by searching the following key electronic databases using any combination of Saskatchewan, housing, ex-offenders, and community programs:

- General Internet searches (e.g., Correctional Services of Canada website, Province of Saskatchewan website)
- PsycInfo
- Expanded Academic ASAP
- Criminal Justice Abstracts
- Social Service Abstracts / Sociological Abstracts

Information was also gathered from print materials and telephone calls. Print materials, such as pamphlets, were gathered from some Saskatchewan housing agencies to provide outstanding and supplementary information. Furthermore, agencies listed in the inventory were contacted to the researchers' best ability to confirm that the information gathered was accurate and current, to provide outstanding information and to ensure they served federal offender populations.

The inventory excludes housing services specific to those under the age of 18 in order to be relevant to adult federally released offenders. Housing services specific to senior citizens were also excluded to keep the table concise and applicable to the sample. The Saskatchewan federal correctional institutions from which these offenders are being released are also briefly described in the inventory prior to listing the housing services available to federally released offenders.

3.4.2 Key Informant Interviews

Participants

Approximately 7 to 10 key informants were invited to participate in the study. Key informants who worked in different capacities with federal offenders in regards to housing from various agencies and a range of cities in Saskatchewan were invited to participate.

Materials

A key informant interview guide was developed (See Appendix A) which listed a number of questions, such as identifying the need and quality of housing services available to released offenders in Saskatchewan and barriers to obtaining stable housing. The semi-structured interview took approximately 20 minutes to complete.

Procedure

Key informants were initially contacted by telephone. If an agency was contacted, the individual with the most experience and knowledge of housing issues for released offenders was invited to participate. The researcher explained to the potential participants that she/he was chosen to provide her/his input regarding housing issues for released offenders. The participant's anonymity and confidentiality was ensured. If the potential participant chose not to participate, she/he was thanked for her/his time. If interest in participating was stated, an appointment to conduct a face-to-face interview was scheduled. At the time of the interview, the respondent was informed again that participation is completely voluntary, that the information collected is confidential and anonymous, and that she/he has the right to withdraw at any time. At the end of the interview, the participants were asked if they had any further questions or comments. Further, the researcher took notes during the interview and the interview was audio-taped. The participant was informed that she/he may change any answers.

3.4.3 Offender Interviews

Data were collected from criminal case files and interviews with inmates residing in Saskatchewan federal correctional facilities. Two sets of interviews were conducted. One interview took place prior to the offenders' release from the institution and the other interview took place after they were released to communities in Saskatchewan. Interviewing participants prior to their release in the community allowed, not only the opportunity to capture a larger sample (prior to release and possible re-offence), but also provided the opportunity to obtain current information regarding planning for housing upon release. The participants were also interviewed once released into the community in order to actually witness the living conditions of the participants and to gain information about their housing situation in the community.

Participants

A target sample of up to 100 federal offenders released in Saskatchewan was the anticipated goal of the study. This number was deemed reasonable since approximately 200 to 250 federal

offenders are released to the community, somewhere in Saskatchewan every year and data collection for the current study was planned to cover 4 to 6 months.

Materials

Criminal record information was collected using a data collection sheet (See Appendix B) consisting of a list of questions on the criminal histories of the participants, information relevant to release, and some descriptive information. The offender interview schedule (See Appendix C) consists of a list of questions which asks the inmates to describe their housing situation prior to their last offence and whether they were satisfied with their prior housing situation. They were also asked, for example, to describe their housing plans upon release, how satisfied they are with their release plans, if they had any difficulties planning a place to live, and community support or services they think are needed to help ex-offenders obtain stable housing.

The follow-up, or community interview (See Appendix D), asked released offenders to describe their past and current living situation. For example, the interview enquired about their living arrangements since they were released, any difficulties they experienced trying to find housing in the community, a description of their residence, who they lived with and how satisfied they were with their past and present living situation.

Procedure

A list of offenders being released from federal correctional facilities in Saskatchewan was obtained from the Correctional Service of Canada's Offender Management System (OMS). The OMS database was searched to obtain data on the criminal histories, demographics and background of the sample. Agreement from the Correctional Service of Canada was given to make this information available to the researchers involved in this study. All offenders being released in Saskatchewan from a federal correctional institution in Saskatchewan during the time of data collection were contacted through their parole officer to participate in the study. Data collection involved reviewing criminal records and offender interviews. The participants were first interviewed while they were still incarcerated and then follow-up interviews were conducted at their place of residence two to three months¹ after their initial interview in order to determine their current housing situation. The community interview involved not only a description of their housing situations but also the interviewer's observations of their current residence.

3.4.4 Data Analysis

In order to best address the research questions and analyze the data collected in this project both qualitative and quantitative research methods were utilized. A multimethod approach was utilized as it is a strategy for overcoming each method's weaknesses and limitations by deliberately combining different types of methods within the same investigations (Brewer & Hunter, 1989). Some potential benefits of combining qualitative and quantitative methods are that when used together for the same purpose, the two method-types can build upon each other to

¹ Since the approval for the female offender portion of the project was granted at a later date than approval for the male offender portion, the female offenders were interviewed less than a month after release instead of the usual 2 to 3 months.

offer insights that neither one alone could provide and because all methods have biases only by using multiple techniques can the researcher triangulate on the underlying truth (Reichardt & Cook, 1979). Qualitative methods can provide more detailed information regarding housing needs of federal offenders in Saskatchewan and quantitative methods can summarize and compare quantitative data. This method of triangulation was implemented in order to counter threats to the objectivity and validity of the results (Caudle, 2004).

The method used to analyze the qualitative data included data reduction and pattern identification based on the research questions of the study. Content analysis was used to sort the data by identifying, coding or categorizing, clustering and labelling to identify primary themes or patterns. Codes or categories were derived inductively during the data analysis. These codes reflected reoccurring concept phrases overtly stated by program, by people being studied or by those named by the analyst when those being studied did not concretely name concepts. Data summaries, coding, and finding themes helped to identify patterns (Caudle, 2004). Data displays were used to organize and summarize the results in order to produce objective analytic conclusions that addressed the study's initial propositions, ruled out alternative explanations, and communicated the essence of what the data revealed. Relevant and significant findings in the identified patterns were sought out and interpreted.

In order to present descriptive information, tables with frequency and percent of participants in each category are presented. Statistical analyses were conducted when sample sizes were large enough to determine what characteristics were associated with homelessness in federal offenders and look at group comparisons. More specifically, when the groups being compared were large enough, *t*-tests were conducted to compare groups with interval data and chi-square analyses were used to compare groups with nominal/ordinal data. Pearson *r* correlational analyses were conducted in order to determine whether specific offender characteristics were related to homelessness or expected homelessness. When sample sizes were less than the minimum number of participants for adequate power in statistical analyses, only frequency and percentages are provided. For example, for adequate power, *t*-tests need a cell size of no lower than 7 per cell, for correlations approximately 50 participants are needed and for chi-square at least 20 overall and no cells smaller than 5 are needed (Wilson-VanVoorhis & Morgan, 2007). Table 1 summarizes the methods used in the current study.

Table 1. Method Table

Issue/Question	Indicators/Evidence	Data Source	Method
1. Are there adequate housing resources and support for released offenders?	Housing resources and support are available to released federal offenders in Saskatchewan	Literature/Internet searches Key informants Federal offenders	Reviewing an inventory of housing services available to released offenders. Listing services available Content analysis.
2. How can we prevent federally released offenders from becoming homeless?	Barriers to obtaining stable housing	Key informants Federal offenders	Content analysis
3. Are there certain characteristics that differentiate offenders who obtain stable housing and those who do not?	Characteristics related to homelessness.	Key informants Federal offender interviews Federal offender case files	Content analysis Correlating offender characteristics with housing outcomes. Group comparisons (<i>t</i> -tests, chi-square)
4. Is there a need for specific housing programs for federally released offenders?	Housing programs thought to aid federal offenders in obtaining stable housing that are not currently available	Inventory of services available Key informant interviews Federal offender interviews	Content analysis

3.5 Organization of Report

The subsequent section begins with a description of the participants, some preliminary analyses, and basic descriptive housing information on the federal offenders. This is followed by an integration of the findings from the literature review, the key informant interviews and the offender interviews to address each of the following research questions:

1. Are there adequate housing resources and support for released offenders?
2. How can we prevent federally released offenders from being homeless?
3. Are there certain characteristics that differentiate offenders who obtain stable housing from those who do not?
4. Is there a need for specific programs for federally released offenders?

4.0 RESEARCH FINDINGS

4.1 Sample Description

4.1.1 Key Informants

Seven key informant interviews were conducted with individuals who worked with federal offenders in some capacity with housing related issues. The key informants interviewed worked in correctional facilities, halfway houses, parole offices and community shelters and were from Prince Albert, Regina, and Saskatoon. The key informants had approximately 6 to 20 years of experience working with offenders in regards to housing related issues.

The key informants worked with federal offenders in varying capacities. Their duties included making referrals, advocacy, supervising offenders in the community, directly and indirectly assisting offenders with finding housing, specifically advocating and assisting mental health offenders with reintegration and housing, directing a halfway house, screening and monitoring residents, providing support and structure for offenders, running programs, providing counselling, helping offenders find employment, networking with other agencies, and dealing specifically with housing issues for Aboriginal offenders.

4.1.2 Federal Offenders

A list of inmates who were being released from Saskatchewan federal institutions during the study period was identified. Forty-one of these identified inmates (36 male and 5 female) participated in the study out of a list of approximately 100 potential candidates. The remainder of the identified potential participants did not participate in the study because they were released outside of Saskatchewan (37), the parole officer failed to respond to the request or did so after the inmate had already been released (32), or they declined to participate (15). Some female offenders were also excluded because they were released prior to being approved to participate by the research ethics board (7).

The 41 participants had an average age of 35, ranging from 20 to 70. Approximately half of the participants were First Nations (21; 51.2%), 17 (41.5%) were Caucasian, 2 (4.9%) were Métis and 1 (2.4%) was Vietnamese. Approximately half (20; 48.8%) of the participants were released from a minimum security institution, 15 (36.6%) were released from a medium security institution, and 6 (14.6%) were released from a maximum security institution. The majority of participants (32; 84.2%), were released on their statutory release date or after two-thirds of their sentence was completed, 3 (7.9%) were released on day parole and 3 (7.9%) were released at the end of their sentence (warrants expiry).

On average, participants had 13 conviction dates, 31 non-violent convictions, 5 violent non-sexual convictions and 0.2 sex offence convictions. Seven (17.1%) of the participants were gang members. A vast majority of the participants (29; 71%) had at least one violent conviction and 5 (12.2%) had at least one sex offence conviction. Substance abuse was a risk factor for 35 (85.4%) of the participants. Three participants (7.3%) had a mental disorder, 8 (19.5%) had a possible mental disorder, 23 (56.1%) did not have a mental disorder and there was no information on mental status in the case files for 7 (17.1%) of the participants. Approximately

half (19; 46.3%) of the participants were released from Saskatchewan Penitentiary, 13 (31.7%) from Riverbend Institution, 4 (9.8%) from Okimaw Ohci Healing Lodge, 3 (7.3%) from the Regional Psychiatric Centre and 2 (4.9%) were released from Willow Cree Healing Lodge.

Eleven (26.8%) of the participants, which included 10 male and 1 female participant, completed the second interview in the community². The average number of days between release from incarceration and the follow-up interview was approximately two months or 54.9 days, ranging from 1 to 113 days. Nine (81.8%) of these participants had substance abuse issues, 2 (18.2%) had a known mental disorder and 2 (18.2%) has a possible mental disorder according to their case files. The remaining participants did not participate in the second interview in the community for the following reasons: they were suspended/detained or incarcerated at the time of the interview, they moved and contact information had changed, they were no longer living in Saskatchewan, they were never released into the community³, their phone number was disconnected, they were unable to be contacted because they were never home due to work, and because they did not want to participate in the follow-up interview.

4.2 Preliminary Analyses

When conducting an assessment of need, several preliminary issues should be addressed prior to addressing the research questions (Posavac & Carey, 1997). First, who are the people whose unmet needs are being studied? Second, what are the resources currently available to these people? Prior to providing a description of and comparing the housing situations of the participants prior to release and in the community, the 11 participants interviewed in the community were compared to the participants not interviewed in the community to determine if the groups were comparable.

4.2.1 Group Comparisons

Statistical comparisons were made to determine if the 11 participants who were also interviewed in the community differed in terms of criminal behaviour and criminal history from the participants who only completed the initial interview while incarcerated. This analysis is necessary in order to determine whether the participants interviewed in the community could be included in the analyses comparing housing situations with those who only completed the initial interview.

Results found that the participants who only completed the initial interview had significantly more federal sentences⁴, a greater number of convictions⁵, a greater number of prior non-violent convictions⁶, a greater number of prior unlawfully at large's⁷, a greater number of prior revocations⁸, a more negative assessment of institutional behaviour⁹, a higher general risk

² One of the interviews was not completed as the participant was arrested during the interview.

³ Three of the women were not released because their first interview dates were near the end of the study and analysis had to be complete prior to their release.

⁴ $t(29.403) = -2.484, p = .01$

⁵ $t(35) = -3.019, p = .005$

⁶ $t(35) = -2.410, p = .021$

⁷ $t(34.962) = -2.467, p = .019$

⁸ $t(33.539) = -3.821, p = .001$

level¹⁰, more minor institutional charges¹¹, and more required programs completed¹² than those who did not. In short, it appears that the released inmates who participated in the community follow-up interview were less serious offenders than those who only participated in the initial interview while incarcerated. Although it might appear unusual that the decidedly more problematic group (those who only participated in the initial interview) completed more required programs, this finding is quite understandable. According to CSC policy, offenders who are higher risk and have more criminal problem areas are required to take more programs by their case management team in the correctional facility.

Due to the significant differences between the participants who were only interviewed while incarcerated and those who were interviewed in the community, these groups will be analyzed separately and direct comparisons between the complete sample and the community sample were not made. Although the analysis of post-release data from the community is based on a less serious sample of federal offenders compared to those not interviewed in the community, it could also be argued that the community sample may be more representative of offenders who actually remain in the community and utilize housing services compared to the more serious offenders who may not remain in the community due to re-offending. In fact, over half of the participants who did not participate in the follow-up interview could not be interviewed because they were re-incarcerated. Moreover, the characteristics of those participants who only completed the initial interview are very reminiscent of re-offenders (Bonta, Lipinski, & Martin, 1992).

4.2.2 Housing Information

Prior to addressing the research questions, a description of the living situation of the sample is provided prior to their incarceration, their expected living situation at release and their living situation in the community. Separate analyses were conducted with the group followed up in the community. Where numbers allow, statistical analyses were conducted to determine differences between groups.

Table 2 lists the number of participants living in urban and rural areas prior to incarceration and their expected place of residence at release. Urban areas included Saskatoon, Regina, Prince Albert, Swift Current, Lloydminster, Fort Qu'Appelle, Moose Jaw, Edmonton, Calgary, Medicine Hat, and Fort McMurray. All other locations, including reserves and other small towns were considered rural.

⁹ $t(34.959) = -2.702, p = .011$

¹⁰ $t(30.358) = -2.588, p = .015$

¹¹ $t(31.787) = -2.484, p = .018$

¹² $t(34.759) = -2.874, p = .007$

Table 2. Area of Residence Prior to Incarceration and Expected Area of Residence Upon Release.

Area	Prior to Incarceration	Plan when Released
Urban	26 (65.0%)	33 (80.5%)
Rural	14 (35.0%)	8 (19.5%)
Total	40 (100.0%)¹³	41 (100.0%)

Participants expected to move to more urban areas (65% to 80.5%) following release from incarceration. There was a significant increase in the number of offenders who expected to live in urban areas after release compared to those who lived in urban areas prior to incarceration¹⁴. This may be due to the fact that the participants would have more access to resources and halfway houses in larger cities such as Saskatoon and Regina. For participants interviewed in the community, Table 3 lists the number of participants living in urban and rural areas prior to incarceration, their expected area of residence upon released, and their area of residence when released to the community.

Table 3. Area of Residence Prior to Incarceration, Expected Area of Residence Upon Release, and Area of Residence in the Community for those Followed up in the Community Only.

Area	Prior to Incarceration	Plan when Released	In the Community
Urban	8 (72.7%)	11 (100.0%)	10 (90.9%)
Rural	3 (27.3%)	0 (0.0%)	1 (9.1%)
Total	11 (100.0%)	11 (100.0%)	11 (100.0%)

Although the number of participants was too few to conduct statistical analyses, the number of offenders who expected to live in urban areas after release increased over 25% compared to those who lived in urban areas prior to incarceration, and decreased less than 10% when released back into the community. Urban and rural areas were broken down into specific locations in Tables 4 and 5 in order to look more specifically at the communities in which the participants resided. Table 4 lists the location where participants resided prior to their incarceration and where they expected to reside upon release.

¹³ 1 participant did not state what area he/she was living in prior to incarceration.

¹⁴ $\chi^2 (1, N=40) = 7.033, p = .008$.

Table 4. Location of Residence Prior to Incarceration and Expected Location of Residence Upon Release.

Location	Prior to Incarceration	Plan when Released
Regina	9 (22.5%)	9 (22.0%)
Saskatoon	7 (17.1%)	12 (29.3%)
Reserve	6 (15.0%)	3 (7.3%)
Prince Albert	3 (7.5%)	5 (12.2%)
Edmonton	2 (5.0%)	4 (9.8%)
Other – SK ¹⁵	8 (20.0%)	7 (17.1%)
Other – AB	5 (12.5%)	1 (2.4%)
Total	40 (100%)¹⁶	41 (100.0%)

Although the number of participants in each category was too small¹⁷ to conduct statistical analyses, it appears that the urban area released offenders were most often moving to Saskatoon, where the figures increased from 17.1% residing in Saskatoon prior to their incarceration to 29.3% expecting to reside in Saskatoon after their release from prison. The number of participants residing in Regina prior to incarceration and those planning to live in Regina at release remained virtually the same (22.5% to 22.0%) and those planning to move to Prince Albert increased slightly compared to those who lived in Prince Albert prior to incarceration (7.5% to 12.2%). It appears that federal offenders plan to remain in Saskatchewan after being incarcerated in Saskatchewan federal correctional institutions as well. Prior to incarceration, 17.5% of the participants lived in Edmonton and other Alberta areas and 12.2% planned to move back to Alberta after release.

¹⁵ Lloydminster was coded as being located in Saskatchewan.

¹⁶ 1 participant did not state what area they were living in prior to incarceration.

¹⁷ Cells with less than 5 participant responses.

Table 5 lists the location where the participants who were followed up in the community resided prior to incarceration, where they planned to reside upon release and their place of residence when interviewed in the community. Although the sample is very small, it appears that released offenders moved to Saskatoon (27.3% to 54.5%) and Prince Albert to a smaller extent (0% to 18.2%). This finding is similar to the complete sample in Table 3; the participants seemed to move away from Regina (27.3% to 18.2%). One possible reason for this decline may be due to offenders moving away from the city to avoid criminal associates and remaining in Saskatoon. However, it is difficult to make conclusions based on such a small sample.

Table 5. Location of Residence Prior to Incarceration, Expected Location of Residence Upon Release and Location of Residence When in the Community for those Followed up in the Community Only.

Location	Prior to Incarceration	Plan when Released	In the Community
Regina	3 (27.3%)	2 (18.2%)	2 (18.2%)
Saskatoon	3 (27.3%)	7 (63.6%)	6 (54.5%)
Reserve	1 (9.1%)	0 (0.0%)	0 (0.0%)
Prince Albert	0 (0.0%)	2 (18.2%)	2 (18.2%)
Other	4 (36.4%)	0 (0.0%)	1 (9.1%)
Total	11 (100.0%)	11 (100.0%)	11 (100.0%)

Accommodation Type

Participants were asked to describe their residence prior to their incarceration and their expected residence upon release. The results are presented in Table 6. In general, the type of accommodation shifts from living in houses, apartments and condominiums to expecting to live in halfway houses or shelters (0.0% to 36.6%) after incarceration. However, the number of participants was not large enough to conduct a meaningful statistical analysis on this group.

Table 6. Type of Accommodation Prior to Incarceration and Expected Accommodation Upon Release.

Type of Accommodation	Prior to Incarceration	Plan when Released
House	25 (61.0%)	18 (43.9%)
Apartment/Suite/Condo	11 (26.8%)	7 (17.1%)
Homeless	3 (7.3%)	1 (2.4%)
Other	2 (4.9%)	0 (0.0%)
Halfway House/Shelter	0 (0.0%)	15 (36.6%)
Total	41 (100.0%)	41 (100.0%)

Table 7 lists the type of accommodation participants lived in prior to incarceration, their expected accommodation upon release and type of accommodation when interviewed in the community for the community group only. Table 7 reveals similar patterns between the community only group and the entire sample in Table 6 in their accommodation prior to incarceration and their expected accommodation upon release. However, Table 7 also shows that residing a halfway house or shelter may only be temporary. For example, prior to incarceration no participants were in a halfway house, 72.7% expected to be in a halfway house at release and this decreased to 27.3% when interviewed in the community. This indicates that although released offenders planned on living in a halfway house, many were able to find their own accommodations upon release or only resided there for a short period.

Table 7. Type of Accommodation Prior to Incarceration, Expected Accommodation Upon Release and Accommodation When in the Community for those Followed up in the Community Only.

Type of Accommodation	Prior to Incarceration	Plan when Released	In the Community
House	6 (54.5%)	3 (27.3%)	5 (45.5%)
Apartment/Suite/Condo	4 (36.4%)	0 (0.0%)	3 (27.3%)
Homeless	1 (9.1%)	0 (0.0%)	0 (0.0%)
Halfway House/Shelter	0 (0.0%)	8 (72.7%)	3 (27.3%)
Total	11 (100.0%)	11 (100.0%)	11 (100.0%)

Type of Tenure

Participants were asked whether they rented or owned their current mode of accommodation prior to incarceration. Results are presented in Table 8. Responses were missing for two participants and were not applicable for the three participants who were homeless. There were few home owners in the sample (11.1%) prior to incarceration. The majority were renters (61.1%) and just less than 30% paid rent occasionally or stayed for free.

Table 8. Type of Tenure Prior to Incarceration.

Type of Tenure	Prior to Incarceration
Own	4 (11.1%)
Rent	22 (61.1%)
Pay occasionally ¹⁸	1 (2.8%)
Stay for free	9 (25.0%)
Total	36 (100.0%)

Table 9 lists the type of tenure for participants prior to incarceration and in the community for the community group only. One response in the community sample was missing due to the participant being arrested prior to completing the interview. Although the participants followed

¹⁸ The participant paid rent whenever he had money. He was living with family.

up in the community were a smaller sample, few also owned their accommodation prior to incarceration (18.2%) and mostly rented (54.5%). Two offenders (18.2%) who owned their homes prior to incarceration, no longer owned their home upon release from custody.

Table 9. Type of Tenure Prior to Incarceration and When in the Community for those Followed up in the Community Only.

Type of Tenure	Prior to Incarceration	In the Community
Own	2 (18.2%)	0 (0.0%)
Rent	6 (54.5%)	7 (70.0%)
Stay for free	2 (18.2%)	3 (30.0%)
N/A	1 (9.1%)	0 (0.0%)
Total	11 (100.0%)	10 (100.0%)

4.2.3 Outcome Information

Two different assessments of outcome were included in this report. One was a measure of homelessness and the other was a measure of re-offence. This information is also useful in identifying the group being studied prior to addressing the research questions.

Homelessness

There are three main definitions of homelessness – the literal definition, the subjectivist definition, and the cultural definition. This study uses a cultural definition of homelessness which identifies three segments of the homeless population (Chamberlain & Johnson, 2001):

The primary homeless: people without conventional accommodation – living on the streets, in deserted buildings, in cars, under bridges, in improvised dwellings etc.

The secondary homeless: people moving between various forms of temporary shelter, including friends, relatives, emergency accommodation and boarding houses.

The tertiary homeless: people living in single rooms in private boarding houses on a long-term basis – without their own bathroom, kitchen or security of tenure. They are homeless because their accommodation does not have the characteristics identified in the minimum community standard.

Participants categorized as “not homeless” did not fit any of the categories above and were deemed as having a stable home. Table 10 lists the number and percentage of participants that

fell into each category of homelessness prior to incarceration and their housing plan when released. The mean scores of the homelessness measure were also calculated, where 0 = not homeless, 1 = tertiary homelessness, 2 = secondary homelessness, and 3 = primary homelessness. Therefore, the higher the score, the more homeless the participant is rated.

Table 10. Homelessness Prior to Incarceration and Expected Homelessness Upon Release.

	Homelessness Prior to Incarceration	Expected Homelessness Upon Release
Primary Homeless	2 (4.9%)	1 (2.4%)
Secondary Homeless	10 (24.4%)	27 (65.9%)
Tertiary Homeless	0 (0.0%)	3 (7.3%)
Not Homeless	29 (70.7%)	10 (24.4%)
Mean Score (SD)	0.63 (1.02)	1.46 (.90)
Total	41 (100%)	41 (100%)

Prior to incarceration 70.7% of participants were not homeless. After incarceration, only 24.4% expected not to be homeless upon release. Prior to incarceration, 24.4% of the participants were secondary homeless compared to 65.9% expecting to be secondary homeless upon release. The secondary homelessness category was further analyzed to determine where these participants planned to live when released. Nine (33.3%) of these participants planned to go to a halfway house, 8 (29.6%) planned to live with their parents, 3 (11.1%) planned to live with siblings, 2 (7.4%) planned to go to a homeless shelter, 2 (7.4%) planned to live with their children, 1 (3.7%) planned to live with a friend, 1 (3.7%) planned to live with a girlfriend, and 1 (3.7%) planned to live with his grandfather.

The mean score of the homelessness measure prior to incarceration was 0.63 indicating it fell between tertiary homelessness and not homeless. The mean score of the expected homelessness was 1.46 indicating it was halfway between secondary homeless and tertiary homeless. A statistically significant difference was found between the mean score of homelessness prior to incarceration in comparison to their expected homelessness upon release¹⁹. Comparisons in homelessness were also conducted for the community only group prior to incarceration, their expected homelessness upon release and homelessness in the community. These results are presented in Table 11.

¹⁹ $t(40) = -4.58, p < .001$

Table 11. Homelessness Prior to Incarceration, Expected Homelessness Upon Release and Homelessness in the Community for Community Group Only.

	Homelessness Prior to Incarceration	Expected Homelessness Upon Release	Homelessness In the Community
Primary Homeless	1 (9.1%)	0 (0.0%)	0 (0.0%)
Secondary Homeless	1 (9.1%)	9 (81.8%)	4 (36.4%)
Tertiary Homeless	0 (0.0%)	2 (18.2%)	1 (9.1%)
Not Homeless	9 (81.8%)	0 (0.0%)	6 (54.5%)
Mean Score (SD)	0.46 (1.04)	1.82 (.41)	0.82 (.98)
Total	11 (100%)	11 (100%)	11 (100%)

Similar to Table 10, for the community group only, those not homeless decreased from 81.8% prior to incarceration to 0% expecting not to be homeless upon release and secondary homelessness increased from 9.1% prior to incarceration to 81.8% expecting secondary homelessness upon release. However, when interviewed in the community, the number of participants who expected not to be homeless upon release increased when in the community (0.0% to 54.5%) and expected secondary homelessness upon release (81.8%) decreased to 36.4% actual secondary homelessness in the community.

Looking at the mean scores of the homelessness measure for the community group only, there was a significant increase in homelessness prior to incarceration to expected homelessness upon release [0.46 (between not homeless and tertiary homelessness) to 1.82 (secondary homelessness)]²⁰ and homelessness significantly decreased when they returned to the community [1.82 (secondary homelessness) to 0.82 (tertiary homelessness)]²¹. Homelessness prior to incarceration and homelessness in the community did not differ for the community only group.

Re-offence

Re-offence was defined in this study to include those who were suspended at any time during their release after their initial interview (19/38 or 50%), and those who received a new charge or

²⁰ $t(10) = 3.75, p = .004$

²¹ $t(10) = 2.69, p = .025$

conviction (2/38 or 5.3%). Therefore, of the 38 participants who were released into the community at some point after their initial interview, 21 (55.3%) were re-incarcerated. The average follow-up time, the period between participants' release date and when their files were examined for re-offence data, was 210 days, or approximately 7 months, and ranged from 7 to 278 days²². Once offenders' housing needs are understood, the second preliminary issue to address concerns the resources currently available to them and their supervisors.

4.3 Are There Adequate Housing Resources and Support for Released Offenders?

Data collected from the inventory of services available, key informant interviews and offender interviews were used to determine whether there is adequate housing resources and support available to federally released offenders. The results are presented below.

4.3.1 Inventory of Housing Services Available for Federal Offenders in Saskatchewan

The information collected for the inventory of housing services available to federal offenders is illustrated in Appendix E. Appendix E is organized first by location and then by agency, both in alphabetical order. A list of definitions for the different types of housing services mentioned in the inventory is also provided in Appendix F.

The inventory of housing services available to Saskatchewan federal offenders demonstrates that there are not many options for the federal offenders. Although there seems to be adequate housing resources and support for released offenders, single males who are high risk and high needs (e.g., mental health issues) with a violent or sexual criminal history and are not on parole or conditional release have the least options. Since these individuals may be excluded from community-based residential facilities, they must compete with non ex-offenders for affordable housing, which often includes a stringent application process that increases their chances of being screened out of some housing opportunities.

4.3.2 Key Informant Interviews

In order to determine whether there are adequate housing resources and support for released offenders, key informants were asked to discuss the housing services they were aware of that are available to offenders and why they are successful or not. Key informants identified a number of housing related programs/services available to ex-offenders. These programs/services are listed in Appendix G.

The key informants also identified a number of strengths and weaknesses of the housing-related programs/services they mentioned which are also listed in Appendix G. Several agencies were believed to have the potential to help federal offenders released in Saskatchewan find stable housing but posed barriers due to screening clientele, waiting lists and limited or no access to programs. More specifically, agencies such as CUMFI and Phoenix residential society were viewed as valuable and effective programs but were difficult to access due to waiting lists and the referral process, respectively.

²² Three participants were not released into the community between the time of the initial interview and the collection of re-offence data and thus were excluded from this calculation and any analyses involving re-offences.

4.3.3 Offender Interviews

Information gathered from offender interviews indicated some inadequacies with the housing resources and support provided to released offenders. For example, 34% of offenders interviewed were not satisfied with their housing plans. Some of the reasons provided were that they had no choice in their living situation, their halfway house was located in a crime-infested area, they were not accepted to any halfway houses, they were concerned there would be no affordable housing upon release, they did not feel safe at the halfway house, and the fact that they had to go to a halfway house because they had nowhere else to go.

In addition, 32% of the offenders interviewed reported that they had difficulty planning for their post-release housing. Some of the reasons for this difficulty were lack of money, lack of employment, not being accepted into a halfway house, not having a community assessment done, a rise in prices and restrictions, limited access to telephones while incarcerated to search for housing, no choice, high rent and because the only affordable accommodations they could find were in crime-infested areas.

To answer the question of whether there are adequate housing resources and support for released offenders, the inventory of housing services and programs, key informant interviews and offender interviews were assessed. In sum, more housing resources and support are needed for released offenders, especially for single males who are high risk – high needs (e.g., mental health issues) with a violent or sexual criminal history and not on conditional release.

A number of positive housing programs and services were mentioned by key informants however waitlists and accessibility pose barriers to many of these programs. More support and resources are needed inside the prison to help inmates better establish housing plans and to improve their financial situation and ability to obtain safe housing.

4.4 Are There Certain Characteristics that Differentiate Offenders who Obtain Stable Housing from Those who Do Not?

Data collected from federal offenders and key informant interviews were used to determine whether there were differences between offenders who obtained stable housing from those who did not. A cultural classification was used to define stable housing (see section 4.2.1) for the data collected from offenders and personal opinion was used to define stable housing for the key informant data.

4.4.1 Offender Interviews

The homelessness measure (see in section 4.2.1), which categorizes the offenders into the primary homeless (3), the secondary homeless (2), the tertiary homeless (1), and those who are not homeless (0), was correlated with a number of demographic and offender background characteristics to determine whether homelessness prior to incarceration and expected homelessness upon release were related to these characteristics (See Table 12). The community sample was too small to conduct reliable correlational analyses. Demographic and offender

background information was gathered by reviewing criminal case files and coding the data using the assessment tool in Appendix B. The parole officer (P.O.) assessment items ranged from a possible score of 0 to 3, where 0 was a negative assessment. The closer the correlation is to +1, the more the variable was related to homelessness and the closer the number was to -1, the more it was related to stable housing²³. Statistically significant scores are noted with an asterisk²⁴.

Table 12. The Relationship Between Offender Characteristics and Homelessness Prior to Incarceration and Expected Homelessness Upon Release.

	Homelessness Prior to Incarceration	Expected Homelessness Upon Release
Age	-.130	-.192
Federal Sentence #	-.024	-.083
Sentence Start Date	-.281	.065
# of Prior Escapes	.048	-.085
# of UAL's	-.035	-.248
# of Revocations	.151	-.129
# of Breaches of Probation	-.196	.063
# of Breaches of Conditional Release	-.197	-.133
Number of Conviction dates on CPIC	.227	-.204
Number of Prior Non-Violent Convictions	.187	-.305
Number of Prior Violent Non-Sexual Convictions	.035	-.182
Number of Prior Sex Offence Convictions	.051	.292
P.O. Assessment of Criminal Attitude	.178	-.189
P.O. Assessment of Conditional Release Failures	-.069	-.185
Security Level at Release Institution	.131	-.096
P.O. Assessment of Violent Institutional Behaviour	.413**	.181
Substance Abuse a Risk Factor	.124	-.095
P.O. Assessment of Impulsive Behaviour	.401	-.245
P.O. Assessment of General Risk Level	.065	-.142
P.O. Assessment of Violent Risk Level	.342*	.099
Number of Minor Institutional Charges	.177	-.043
Number of Major Institutional Charges	.032	-.117
P.O. Assessment of Program Participation	.079	.143
Number of Considerable Needs Identified	.469**	.083
Number of Required Programs Completed	.171	.065
Number of Awareness/Other Programs Completed	.140	-.012
Number of Education/Employment Programs Completed	.206	-.019
P.O. Assessment of Progress Made on Criminogenic Factors	.095	.275

²³ Some of the items were reverse scored to remain in the same direction for ease of interpretation.

²⁴ * = p < .05, ** = p < .01

	Homelessness Prior to Incarceration	Expected Homelessness Upon Release
P.O. Assessment of Motivation	-.254	-.058
P.O. Assessment of Insight	-.185	.111
P.O. Assessment of Compliance Before Release	-.082	.111
P.O. Assessment of Reintegration Potential Before Release	-.287	.152
P.O. Assessment of Unsuitable Release Destination ²⁵	.021	-.051
P.O. Assessment of Community Support ²⁶	-.405*	.017
Re-offended	.135	.126
Gang Member	.229	.128
Sex Offender	.061	.310*
Aboriginal Offender ²⁷	.118	.019
Mental Disorder	.227	.032
Aboriginal Programming	.056	.367*

As Table 12 illustrates, several background characteristics were related to homelessness prior to incarceration. The more negative the assessment of institutional behaviour, the greater the assessment of violent risk level and the greater number of considerable needs identified, the more homeless the participants were prior to incarceration. On a positive note, the better the assessment of community support, the less likely the offender was homeless prior to incarceration.

Sex offenders and those who participated in Aboriginal programming expected greater homelessness upon release significantly more than those who were not sex offenders and did not participate in Aboriginal programming. A review of their interviews indicated that those involved in Aboriginal programming expected to stay with family members, in a halfway house, or a homeless shelter upon release.

Analyses were also conducted to determine whether re-offence was associated with homelessness. Table 12 showed that re-offence was not significantly associated with the participants' level of homelessness or expected homelessness upon release although the correlation was consistently positive indicating that re-offence was occurring at a rate consistent with homelessness.

Table 13 below presents the average scores on the homelessness measure prior to incarceration and expected homelessness upon release for those who reoffended and those who did not. Although no statistically significant differences were found between those who re-offended and those who did not for homelessness prior to incarceration²⁸, or expected homelessness²⁹, in

²⁵ Responses to the question were recoded as "Suitable" (0) and "Unsuitable" (1) for analysis.

²⁶ Responses to the question were recoded as "Adequate" (1) and "Inadequate" (0) for analysis.

²⁸ t (36) = -.820, p = nonsignificant

general those who re-offended had higher average scores on the homelessness measure in comparison to those who did not.

Table 13. Differences Between the Average Scores on Homelessness Prior to Incarceration and Expected Homelessness Upon Release Between Re-offenders and Non-Re-offenders.

Mean (SD)	Re-offended (21)³⁰	Did not Re-offend (17)
Homelessness Prior to Incarceration	0.81 (1.08)	0.53 (1.01)
Expected Homelessness Upon Release	1.52 (.81)	1.29 (1.05)

Table 14 presents the average scores for the community group only on the homelessness measure prior to incarceration, expected homelessness upon release and homelessness in the community for those who re-offended and those who did not. Although for the community group only homelessness was similar for those who re-offended and those who did not prior to incarceration and expected homelessness upon release, homelessness was greater for those who re-offended when assessed in the community (1.20 vs. 0.50). However, due to the small number of participants, statistical analyses could not be conducted. In addition, other housing related variables were assessed to determine if they were related to re-offending. Satisfaction with their housing plan³¹, whether or not they had difficulty planning a place to live for release³², having plans for where they will live when released³³ and having community or family support when released³⁴ were not related to re-offending.

Table 14. Differences Between the Average Scores on Homelessness and Expected Homelessness Between Re-offenders and Non-re-offenders for Community Group Only.

Mean (SD)	Re-offended (5)³⁵	Did not Re-offend (6)
Homelessness Prior to Incarceration	0.40 (.89)	0.50 (1.23)
Expected Homelessness Upon Release	1.80 (.48)	1.83 (.41)
Homelessness in the Community	1.20 (1.10)	0.50 (.84)

²⁹ $t(29.779) = -.741, p = \text{nonsignificant}$

³⁰ The number of participants in each category is presented in brackets.

³¹ $\chi^2(1, N=37) = 1.138, p = \text{nonsignificant}$

³² $\chi^2(1, N=37) = 1.138, p = \text{nonsignificant}$

³³ $\chi^2(1, N=38) = .704, p = \text{nonsignificant}$

³⁴ $r(38) = -.140, p = \text{nonsignificant}$

³⁵ The number of participants in each category is presented in brackets.

4.4.2 Key Informant Interviews

Key informants were asked what barriers offenders face when trying to obtain stable housing. Responses may determine whether certain characteristics differentiate offenders who obtain stable housing from those who do not. Results were categorized into major themes representing their perceptions of barriers offenders face when trying to obtain stable housing (See Table 15). Although some of the categories identified, such as finances and employment, are quite general, they present unique challenges for federal offenders upon release.

Table 15. Barriers Key Informants Perceive Offenders Face When Trying to Obtain Stable Housing

Barriers Key Informants Perceive Offenders Face When Trying to Obtain Stable Housing	Description
Finances	Key informants indicated that finances are a major barrier for ex-offenders trying to obtain stable housing. Therefore offenders with more financial problems are more likely to have difficulties obtaining stable housing.
Limited Access to Programs/Services	Key informants stated that offenders have difficulty obtaining stable housing due to limited access to programs and services. In particular, offenders who have a greater need for programs, services, or structured living environments have the greatest difficulties.
Lack of Life Skills	Key informants indicated that offenders who lack the life skills to manage and maintain a household have more difficulty obtaining stable housing.
Not Enough Housing	Due to limited housing options, key informants stated that those who do not have a home they can go back to or have family or friends they can live with may have difficulties. More specifically, key informants indicated that safe, affordable housing was limited, especially supportive housing for offenders with mental health needs.
Screening Process/Discrimination	Key informants indicated that although all offenders may be discriminated against by landlords, those who have been imprisoned for longer periods, lack references, have tattoos, and use a colloquial manner of speech, get discriminated against more than those who do not.
Having a job	Key informants also stated that the ability to obtain and maintain a job is key to obtaining and maintaining stable housing.

Integrating results from both federal offenders and key informants indicate that offenders who are less likely to obtain stable housing are those who have poor institutional behaviour, a higher violent risk level, more considerable needs, less community support, are sex offenders, participated in Aboriginal programming, lack finances, need additional programs/services, lack life skills, do not have a home to which they can return, look and sound like a ‘criminal’, and lack employment.

4.5 How Can We Prevent Federally Released Offenders from Becoming Homeless?

Federally released offenders and key informants were asked to provide solutions to the housing difficulties that federal offenders face when released. The findings are presented below.

4.5.1 Federal Offenders

Thirty-five of the 41 federal offenders interviewed identified three general categories as being able to help them obtain stable housing³⁶. These categories were support/access to resources, financial assistance and accommodation. Appendix H provides a more detailed description of the general themes³⁷.

4.5.2 Key Informant Interviews

Four main themes were identified by key informants regarding factors that aid offenders in finding and maintaining appropriate housing. The four main recommendations provided by the key informants were the development of a central housing registry, more housing/life skills programs, less discrimination and having an appropriate minimum wage (See Table 16). In addition, some key informants suggested that a safe, crime-free housing complex is required that is designed for offenders, particularly those who have few or no other housing options (e.g., offenders with mental health problems).

³⁶ Six participants stated that they did not know what could help them find stable housing.

³⁷ The number in brackets indicates the number of participants who mentioned the item.

Table 16. Key Informant Perceptions of Factors that Aid Offenders in Finding and Maintaining Appropriate Housing.

Key Informant Perceptions of Factors that Aid Offenders in Finding and Maintaining Appropriate Housing	Description
Central Housing Registry	The development of a central housing registry where released inmates can go to find appropriate housing that meets their needs and that works with a referral agency.
Housing & Life Skills Programs	More life skills programs where released inmates can learn basic skills to manage and take care of their home.
Less Discrimination	Released inmates need to be provided with opportunities equal to non-offenders when applying for housing. The same services are needed for men as there are for women. More options for violent offenders with mental illness who are often screened out and rejected from residences.
Appropriate Minimum Wage to Keep up with Housing Costs	An appropriate minimum wage that will match or keep up with accommodation costs or some sort of subsidy for federal offenders. Affordable housing that is available for released offenders.
Offender Housing Complex	A housing complex for offenders who are not required to reside in a halfway house. In a safe, non-crime-infested area. Supportive housing for mentally ill.

In sum, the responses of the federal offenders and key informants suggested that in order to prevent federal offenders from becoming homeless there needs to be more support, access to resources, financial assistance, accommodations, a central housing registry, an offender housing complex, more life skills programs, less discrimination, and an appropriate minimum wage to keep up with housing costs. Table 17 summarizes the major themes for preventing federal offenders from becoming homeless from both federal offender and key informant interviews.

Table 17. Federal Offender and Key Informant Views on How to Prevent Federally Released Offenders From Becoming Homeless.

Federal Offenders	Key Informants
Support/Access to Resources	Central Housing Registry
Accommodation	Housing & Life Skills Programs
Financial Assistance	Less Discrimination
	Appropriate Minimum Wage to Keep Up with

Housing Costs

4.6 Is There a Need for Specific Programs for Federally Released Offenders?

Based on data collected from the inventory of housing services, offender interviews, and key informant interviews, several programs are needed to prevent offenders from becoming homeless. The types of programs needed are those that improve accessibility to resources, increase pre-release planning, and involve the creation of a central housing registry and/or supportive living units for offenders (See Table 18).

Table 18. Housing Programs/Services Needed for Federally Released Offenders.

Programs Needed	Rationale/Evidence
More Accessibility to Resources for Federal Offenders Released in Saskatchewan	<p>A review of the inventory of housing services available indicated that new residences or spaces should be made available for high risk, high needs (e.g., mental health), single males who are not on conditional release and are often screened out during admission processes.</p> <p>A review of the results from offender interviews indicated that a housing worker is needed to liaise with all offenders prior to release in order to assist them with their housing plans by providing information regarding housing options, accessing financial aid and answering any housing-related questions they may have. Inmates, especially those lacking community support and a residency condition, should have more telephone access in order to make phone calls to potential landlords to help set up accommodations prior to release.</p> <p>A review of the key informant interviews indicated the need for programs that aid in reducing waiting lists and discrimination when applying for accommodations and improving the referral process so that a wider variety of agencies are able to refer clients.</p>
More Pre-Release Planning	<p>Approximately one-third of the federal offenders interviewed had difficulties planning where they were going to reside upon release. More staff assistance to make release plans at least 3 months before any potential release date is needed. Furthermore, federal offenders should have more opportunities for life skills programs, financial information, rental information and employment information prior to release.</p>
A Central Housing Registry and Possibly a Supportive Living Unit for Offenders that Have No Other Options	<p>Federal offenders who lack community support, have been rejected from halfway houses, and do not have a residency condition have the most difficulty finding accommodation and often must go to a shelter. A supportive living unit or residence is needed that can accommodate high risk, high needs offenders with no other options and also those released offenders who are not on a residency condition. It should be independent living, but with support if needed. This is required to ensure that all released offenders have somewhere safe to live upon release if they have no other options. Most of the key informants (86%) recommended the creation of a central housing registry where released inmates can go to find appropriate housing that meets their</p>

needs and that works with a referral agency.

5.0 CONCLUSIONS AND RECOMMENDATIONS

Overall, this research project provided valuable findings on specific factors that impact homelessness among federally released offenders and, by so doing, it may assist relevant housing program development by the government and other community-based organizations in the future. This was a complicated research project to undertake. The use of multiple methods of data collection and analysis increased the validity of the results.

Appropriate and accessible accommodation is the foundation of successful rehabilitation (Home Office, 2004). The present research found that some federal offenders have considerable difficulty obtaining appropriate and accessible accommodation. A number of suggestions on how to improve the housing conditions of federally released offenders in Saskatchewan were provided by key informants and the federal offenders themselves. Key research findings and recommendations are summarized below.

A description of the housing situation of federal offenders prior to incarceration, expected housing situation upon release and housing situation in the community provided interesting information. There was a significant increase in the number of offenders planning to move to urban areas after release. One possible reason for this move away from rural areas may be the lack of community support in rural areas, especially for violent and sex offenders. Saulis, Fiddler, and Howse (2001) conducted a survey of Aboriginal communities in the Prairies, including Saskatchewan, to analyze the return of federal offenders to Aboriginal communities. Participants in community circles and focus groups supported offender reintegration efforts and initiatives to restore balance in the community, with the exception of violent and dangerous sex offenders.

The Social Exclusion Unit report stated that 32% of offenders were homeless directly prior to imprisonment (2002). The current study found similar results with 29.3% of the participants being homeless prior to incarceration. Two of these 12 participants would be described as being primary homeless and 10 of them secondary homeless.

Expected homelessness upon release from incarceration increased in comparison to actual homelessness prior to incarceration. However, for offenders on whom community interview data were available (the community only group), the level of homelessness was maintained at a level similar to pre-incarceration. This finding may be misleading because it excludes the more serious and problematic group of offenders, in terms of community housing, who were not interviewed in the community.

Findings which address the specific research questions posed in this study are summarized below along with recommendations based on these findings and some potential methods of addressing them.

Are there adequate housing resources and support for released federal offenders in Saskatchewan?

To determine whether there are adequate housing resources and support for released offenders, the inventory of housing services, key informant interviews and offender interviews were analyzed. The inventory of housing services available for released offenders indicated that single males who are high risk/high needs with a violent or sexual criminal history and not on parole or conditional release have the least options.

Key informant interviews found that a number of positive housing programs and services are available. However, waitlists and accessibility to these programs pose a barrier to offenders trying to access them. Federal offenders stated that more housing support and resources are needed prior to their release in order to help them better establish their housing plans and avoid some of the difficulties they faced when trying to obtain safe and affordable accommodation.

Housing services that were appropriate and available to federal offenders were difficult to access. For example, due to the referral process, accessing programs was quite limited and many offenders who required more structure and support were screened out of available housing options. Currently, the *Saskatchewan Human Rights Code* provides no protection from discrimination on the grounds of having a criminal record (Zorzi, Scott, Doherty, et al., 2006). Some states have started reforms to help ex-offenders reintegrate into society (Morton, 2009) and Saskatchewan should follow suit. Therefore, it is recommended that:

Recommendation 1: Housing Programs Should be More Accessible to Federally Released Offenders.

- The referral process must be reviewed and improved upon to provide more agencies the capacity to make referrals.
- Federal inmates should have more access to housing programs or services prior to release (e.g., financial assistance, life skills programs).
- Screening and discrimination against federal offenders must be eliminated.
 - The *Saskatchewan Human Rights Code* should be revised to provide protection against discrimination.
- More affordable housing units allowing ex-offenders as residents should be developed in order to reduce waiting lists.
- More financial aid/support should be provided to federally released offenders
 - Perhaps a loan that can be paid back once the ex-offender becomes stable in the community could be implemented.

How can we prevent federally released offenders from becoming homeless?

Federal offenders and key informants identified factors that would prevent offenders from becoming homeless. Federal offenders stated that support/access to resources, financial assistance and accommodation was needed to prevent them from becoming homeless. Key informants stated that a central housing registry and/or an offender housing complex, housing life skills programs, less discrimination, and an appropriate minimum wage to keep up with housing costs was needed to prevent federal offenders from becoming homeless. Lack of finances was deemed a major barrier for obtaining and maintaining stable housing by both key informants and federal offenders. Therefore, it is recommended that:

Recommendation 2: Financial Support Should be Provided to Released Federal Offenders in Order to Secure Housing.

- More incentives are needed for companies to hire ex-offenders.
- There should be more opportunities for inmates to earn money while incarcerated and secure a job upon release such as in work release programs.
- Another possibility is a housing program in which inmates can earn money towards their rent in a housing complex designed specifically for released offenders while they are still incarcerated.
- Special financial help for federal offenders trying to obtain stable housing, such as a no interest loan or government grants should be considered.

Are there characteristics that differentiate those who find stable housing from those who do not?

Some characteristics were found to differentiate those who found stable housing from those who did not. Offenders who were homeless prior to incarceration were more likely to be violent and have higher needs than those who had more stable housing. Those who had more stable housing were also more likely to have greater community support. Furthermore, sex offenders and those who engaged in Aboriginal programming were less likely to have an adequate housing plan at release. Key informants reported that offenders who were more likely to be homeless were those who lacked finances, needed housing resources, lacked life skills, had to search for a new home, and did not have a job.

Offenders who are violent, high risk, high needs (e.g., mental health issues), sex offenders, and offenders who lack community support, finances, life skills, and steady employment are more likely to have housing related problems. Housing has been found to have a positive impact on health and social outcomes for people with substance abuse and mental disorders, the impact of which can be maximized by matching the type and intensity of resources with the needs of the individual (Somers et al., 2007). Therefore, it is recommended that:

Recommendation 3: Community and Institutional Housing Programs Should be Targeted to Federal Offenders Who are High Risk for Housing Problems.

- The community and institutional programs outlined in these recommendations should be specifically tailored to offenders who are at a high risk for housing problems upon released.

Is there a need for specific programs for federally released offenders?

Lastly, a review of the information provided through the inventory of housing services available, key informants and federal offenders indicated the need for programs that create more accessibility to housing resources and increase pre-release planning, and the creation of a central housing registry and supportive living unit for federal offenders with no other housing options. Therefore, it is recommended that:

Recommendation 4: A Comprehensive Central Housing Registry Specific to Federal Offenders in Saskatchewan Should Be Created.

- A brief outline of a housing inventory was created in this report; however, this inventory should be expanded and developed in more detail.
- Ideally, an electronic central housing registry should be created. This electronic registry could be provided on a government website where individuals can state their housing needs and be matched to available and appropriate residences.
 - Every Saskatchewan housing agency should have access to this registry to update information such as spaces available.

The lack of affordable and appropriate housing available to federal offenders posed a barrier to obtaining stable housing. An article in the *Regina Leader Post* stated that Saskatchewan lacks suitable housing for people with mental disorders who are disruptive in the community but do not require long-term incarceration in the Saskatchewan Hospital. The article further stated that specialized housing is required to stabilize high-needs patients who can pose a danger to staff and other residents and to ensure that they take their medication (Cowan, 2009). Therefore, it is recommended that:

Recommendation 5: Appropriate Accommodations Should Be Developed for Federally Released Offenders.

- More low income rental options that are appropriate for federally released offenders need to be developed.
 - One method to increase accommodations available to released offenders is to provide incentives to landlords who accept released offenders.
 - More low income rental options are needed in crime and drug free neighbourhoods.
- A supportive living unit that accepts and accommodates all offenders needs to be developed.
 - The supportive living unit must be able to accommodate high risk/high needs (e.g., mental health) offenders who have no other options and without the strict rules of halfway houses.
 - One example of a supportive living unit mentioned by offenders as being positive is the Independence Apartment community residential facility in Edmonton. Something similar should be developed in Saskatoon or Regina.

The current study found that many offenders do not have the ability to establish concrete housing plans prior to their release. For example, limited phone access was noted as a barrier to securing housing prior to release. In order to decrease homelessness among federally released offenders, it is recommended that:

Recommendation 6: Federal Offenders Should Spend More Time and Gain More Support in Preparing their Housing Plans Prior to Release.

- A housing liaison worker should be provided to all inmates prior to release in order to provide information and act as a resource.
 - For example, offenders concerned with how they will afford accommodations can be provided with information on financial aid.

- Federal offenders not only need more time but also more importantly, are lacking skills, advices, other resources for planning post-release housing.
- Reintegration and life skills programs should be provided to inmates in prison.
 - Escorted temporary absences from prison to visit community agencies, such as social services, are one means of providing this service. Then released offenders will know what to do immediately after they are released. They will be more prepared and less anxious.
- Inmates should be provided more access to the community prior to release to secure housing.
 - This can be done through the housing liaison worker or through escorted temporary absences in which the housing liaison worker takes inmates into the community to look for housing.

The housing needs of the federal offenders presented in this report were similar in some ways to the needs of female offenders in British Columbia. In a research project undertaken to identify the housing needs of women released from the Burnaby Correctional Centre for Women prisoners and ex-prisoners indicated a strong desire for privacy and independence in their choice for accommodations (Lasovich, 1996). They wanted supportive housing with structured programs but not a lot of rules similar to the type of housing complex federal offenders suggested in this study.

The present study provided an in-depth look at the housing situation and views of released federal offenders on homelessness prior to their release and in the community. The use of multiple methods of data collection increased the validity of these results. Although there were several strengths to the present study there were also some limitations.

Limitations

Due to various reasons, only 11 participants were available for follow-up interviews in the community. Moreover, it was determined that this group were less serious offenders than those not followed up in the community. However, this group may be more representative of released offenders in the community. It is quite possible that significant differences in re-offending among the homeless were not found due to the small sample size. Offenders present a unique challenge being contacted in the community due to their criminal lifestyles and often return to offending. One way to address this limitation in future studies is to include a larger sample of offenders, which requires more time and resources. Furthermore, it is recommended that future studies conduct follow-up interviews shortly after offenders are released in order to avoid excluding them due to re-incarceration or re-location. It is also quite possible that the housing plans participants reported while still incarcerated could have changed by the time they were released.

Finally, the current study was limited to federal offenders who were released from CSC facilities in Saskatchewan. It excluded all provincial offenders (serving sentences of less than two years) and federal offenders who might be moving or returning to Saskatchewan from facilities in other provinces. It was not designed to include an investigation of the feasibility and cost of the

numerous recommendations that were derived from the input of offenders and key informants, nor was it designed to compare the housing needs and circumstances of ex-offenders to non ex-offenders.

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7.0 APPENDICES

Appendix A

Key Informant Interview Guide

1. Please tell me about your experiences working with and/or dealing with offenders in regards to housing.
2. What programs and services are you aware of that are available to offenders trying to obtain stable housing?
 - a. Which services/programs do you think are the most successful? Why?
 - b. Which services/programs do you think are least successful? Why?
3. What are the barriers offenders face when trying to find housing?
4. What do you believe helps offenders find and keep appropriate housing?

Appendix B

Criminal Record Information

Participant #: _____

Data collected by: _____
Data collection date(y/m/d): _____

Demographics

DOB: _____

Releasing Institution: _____

Federal Sentence Number: _____

Sentence Start Date: _____

Race: _____

Caucasian Aboriginal

Inuit Metis

Asian Black

Other, specify: _____

Term # _____

Term Start Date _____

DPED: _____

FPED: _____

SRD: _____

WED: _____

Prison Status: _____

Routine Incarceration (1)

Suspended/Revoked (2)

Detained (3)

Community Status: _____

Day Parole (1)

Full Parole (2)

Statutory Release (3)

Warrant Expiry (4)

Number of Conviction Dates on CPIC: _____

Number of Prior Non-Violent Convictions: _____

Number of Prior Violent Non-Sexual Convictions: _____

Number of Prior Sex Offence Convictions: _____

Is the inmate a gang member? _____

If yes, which one? _____

How involved are they in gang? _____

Type of Offender: **Code 0:** Non-Violent Offender

Code 1: Violent Offender

Code 2: Sex Offender

Parole Officers' Assessment of Criminal Attitude

- Code 0:** The offender consistently displays a prosocial attitude.
- Code 1:** The offender has a well-entrenched criminal attitude.
- Code 88:** Not cited by CMT in their recommendation/report.
- Code 99:** Cited by CMT in report however, clearly not used to support their

recommendation.

Parole Officers' Assessment of Conditional Release History

- Code 0:** The individual has few or no breaches of conditional release or probation.
- Code 1:** The individual has a history of breaching the requirements of conditional release and/or has one or more escapes, attempted escapes or UALs.
- Code 88:** Not cited by CMT in their recommendation/report.
- Code 99:** Cited by CMT in report however, clearly not used to support their recommendation.

Number of Prior Escapes: _____

Number of Prior UAL's: _____

Number of Prior Revocations: _____

Number of Prior Breaches of Condition Release: _____

Number of Prior Breaches of Probation: _____

Security Level at Release Institution

- Code 0:** Under community supervision.
- Code 1:** Minimum security.
- Code 2:** Medium security.
- Code 3:** Maximum security.
- Code 4:** SHU.
- Code 88:** Not cited by CMT in their recommendation/report.
- Code 99:** Cited by CMT in report however, clearly not used to support their recommendation.

Parole Officers' Assessment of Violent Institutional Behaviour

- Code 0:** No evidence of violence (i.e. physical or verbally abusive behaviour to staff or inmates).
- Code 1:** Evidence of violent institutional behaviour.
- Code 2:** Evidence of extensive violent institutional behaviour.
- Code 88:** Not cited by CMT in their recommendation/report.
- Code 99:** Cited by CMT in report however, clearly not used to support their recommendation.

Was Substance Abuse Identified as a Risk Factor for the Offender?

- Code 0:** No
- Code 1:** Yes

If "Yes", Results of Urinalysis

- # of Negative test results: _____
- # of Positive test results: _____
- # of Refusals to take test: _____

- Code 88:** Not cited by CMT in their recommendation/report.
- Code 99:** Cited by CMT in report however, clearly not used to support their recommendation.

Parole Officers' Assessment of Impulsive Behaviour

- Code 0:** No indication of impulsive behaviour.
- Code 1:** Indications of impulsive behaviour.
- Code 88:** Not cited by CMT in their recommendation/report.
- Code 99:** Cited by CMT in report however, clearly not used to support their recommendation.

Parole Officers' Overall Assessment of Offenders Risk Level before Release.

- Code 0:** CMT assessed the offender's risk level to be low.
- Code 1:** CMT assessed the offender's risk level to be moderate.
- Code 2:** CMT assessed the offender's risk level to be high.
- Code 88:** Not cited by CMT in their Assessment.

2. Institutional Factors

2.0 Institutional Charges – the offender has incurred institutional charges

- Code 0:** No.
- Code 1:** Yes. Minor # _____ Major # _____
- Code 88:** Not cited by CMT in their recommendation/report.
- Code 99:** Cited by CMT in report however, clearly not used to support their recommendation.

Parole Officers' Assessment of Program Participation

- Code 0:** Refuses essential programming.
- Code 1:** Has not taken essential programming.
- Code 2:** General lack of program participation.
- Code 3:** Offender cooperates, and is willing to, attends required programs.
- Code 88:** Not cited by CMT in their recommendation/report.
- Code 99:** Cited by CMT in report however, clearly not used to support their recommendation.

Number of Considerable needs identified: _____

Number of Required Programs completed (i.e. relapse prevention and treatment): _____

Number of Awareness/Other Programs completed: _____

Number of Education and/or Employment Programs completed: _____

Parole Officers' Assessment of Progress Made on Criminogenic Factors

- Code 0:** Offender has made little to no observable progress.
- Code 1:** Observable positive progress has been made.
- Code 88:** Not cited by CMT in their recommendation/report.
- Code 99:** Cited by CMT in report however, clearly not used to support their recommendation.

Parole Officers' Assessment of Motivation

- Code 0:** Low
- Code 1:** Moderate
- Code 2:** High
- Code 88:** Not cited by CMT in their recommendation/report.

Parole Officers' Assessment of Insight

- Code 0:** There is little to no understanding of offending behaviour (i.e. denies offence).
- Code 1:** Offender acknowledges criminal behaviour however does not have a clear understanding of criminogenic factors.
- Code 2:** There is good understanding of the causes of criminal offending.
- Code 88:** Not cited by CMT in their recommendation/report.
- Code 99:** Cited by CMT in report however, clearly not used to support their recommendation.

Parole Officers' Assessment of Compliance before Release

- Code 0:** The offender has significant difficulty abiding by institutional rules and regulations.
- Code 1:** The offender consistently abides by institution rules and regulations.
- Code 88:** Not cited by CMT in their recommendation/report.
- Code 99:** Cited by CMT in report however, clearly not used to support their recommendation.

Parole Officers' Assessment of Community Factors

Parole Officers' Assessment of Reintegration Potential at or just before release

- Code 0:** Low.
- Code 1:** Medium.
- Code 2:** High.
- Code 88:** Not cited by CMT in their recommendation/report.

Parole Officers' Assessment of Release Destination

- Code 0:** Offender has identified a suitable release destination.
- Code 1:** Offender has identified an unsuitable release destination due to gang associations.
- Code 2:** Offender has identified an unsuitable release destination due to victim issues.
- Code 3:** Offender has identified an unsuitable release destination due to substance abuse.
- Code 4:** Offender has an unsuitable release destination due to a lack of program availability.
- Code 5:** The offender has an unsuitable release destination, specify reason if given:

 - Code 88:** Not cited by CMT in their recommendation/report.
 - Code 99:** Cited by CMT in report however, clearly not used to support their recommendation.

Parole Officers' Assessment of Community Support

- Code 0:** The offender is unwilling to use their community support.
- Code 1:** No positive support is available.
- Code 2:** Community support is inadequate to meet the offenders needs.
- Code 3:** Offender has and is willing to use the positive community support available (i.e. emotional support, programming, employment opportunities, accommodation)
- Code 88:** Not cited by CMT in their recommendation/report.
- Code 99:** Cited by CMT in report however, clearly not used to support their recommendation.

Was the offender involved with Aboriginal activities/programming?

- Code 0:** No
- Code 1:** Yes

If "Yes" Elders' Assessment

- Code 0:** Negative.
- Code 1:** Positive.
- Code 88:** Not cited by CMT in their recommendation/report.
- Code 99:** Cited by CMT in report however, clearly not used to support their recommendation.

Was a Mental Disorder Identified?

- Code 0:** No
- Code 1:** Maybe

Code 2: Yes

If Yes, which one? _____

Appendix C **Offender Interview Schedule**

Initial Interview (while incarcerated) Participant # _____

1. What was your housing situation like at the time of your offence? Please describe.

- a. What type of place did you live in? (Apartment, condo, house, etc.)
- b. In what city/town did you live in?
- c. Did you own the place, rent or stay for free?
 - i. If you owned the place, did you have a mortgage?
- d. Was it affordable?
- e. How much did you pay each month?
- f. Who did you live with?
- g. Where did you get the money to pay for your residence? (How often did your rent come from illegal sources?)
- h. How long did you live there?

2. Were you satisfied with your housing situation? Why or why not?

- a. If you were not satisfied what caused your unsatisfactory situation?
3. Do you have plans for where you will live when you are released? If yes, please describe. If no, why not?
- a. In what city/town will you be living in? Why?
4. Are you satisfied with your housing plans? Why or why not?
5. Are you, or did you have difficulty planning a place to live for your release? Please describe.
6. Where will you get the money to pay for your residence?
7. Do you have any community or family support when you are released? If yes, please describe.
8. What services do you think are needed for ex-offenders to obtain stable housing?

Would you like to participate in a follow-up interview after about 3 months after your release into the community? Yes No

Do you have a contact number where you can be reached? _____

Place of residence 3 months after your release _____

Parole Officer _____

Appendix D **Follow-up Interview**

Follow-up Interview (at current place of residence/or by telephone)

Participant # _____

Date: _____

Location (City/town): _____

1. When were you most recently released from custody?

Past Residences

2. Describe the last residence/home you were living in before going into custody.

How many rooms did it have?

How many people live there?

Was it usually clean? Please describe.

Did you have any problems with your accommodations? (ie., any plumbing problems, leaks, mould, crowding, landlord issues, etc.)

Did anyone ever complain about your accommodations? If yes, what did they say?

Were you living in a safe area? Why or why not?

3. What type of living arrangements have you had since you have been released?
 - a. How many addresses/places have you lived at since your most recent release from custody?
 - i. If more than one, why did you move each time?
4. Did you have any difficulties finding and obtaining housing since your release? If yes, please describe.
5. If you had any problems finding stable housing, what do you think would have helped you?

Current Residence

6. What is your current housing situation like? Please describe.
 - a. How did you locate/find your current residence/home?
 - b. Is it your own place? (or are you staying with family, friends, etc?)
 - c. Do you own the place, rent, or stay for free?

- i. If you own the place, do you have a mortgage?
 - d. How much do you pay each month?
 - e. Is your accommodation affordable?
 - f. Where do you get the money to pay for your residence? (How often did your rent come from illegal sources?)
 - g. How long have you lived at your current residence?
 - h. Who do you live with, if anyone?
 - i. Have you had any problems with your accommodations? (ie., any plumbing problems, leaks, mould, crowding, landlord issues, etc.)
 - j. Do you feel that you are living in a safe area? Why or why not?
7. Do you plan on keeping your living arrangement for the long-term? Why or why not?
8. Do you currently have any community or family support? If yes, please describe.

For in person interviews:

Interviewer should briefly describe the living situation by answering the following questions.

For telephone interviews please ask the following questions:

- a. Please describe your place of residence (Is it a house, apartment, etc.?).
- b. How many rooms does it have?
- c. How many people live there?
- d. Is it usually clean? Please describe.
- e. Has anyone ever complained about your accommodations? If yes, what did they say?

Please rate the questions below using the following scale:

1	2	3	4	5
Very Unsatisfied	Somewhat Unsatisfied	Neither Satisfied nor Unsatisfied	Somewhat Satisfied	Very Satisfied

9. How satisfied were you with the last residence/home you were living in before going into custody?

Very Unsatisfied 1 2 3 4 5 Very Satisfied

10. How satisfied are you with your current residence/home?

Very Unsatisfied 1 2 3 4 5 Very Satisfied

11. Why did you give your last residence the rating that you gave it?

12. Why did you give your current residence the rating that you gave it?

13. Please describe how your current residence/home compares to the last residence where you were living before going into custody. If they received different ratings, why was one higher than the other?

14. Is there anything else you would like to add?

Appendix E
Housing Services Available to Released Offenders³⁸

a. FEDERAL CORRECTIONAL FACILITIES						
Location	Agency	Clients	Referral Source	Funding Source	Admission	Capacity
Maple Creek	Okimaw Ohci Healing Lodge	Minimum/ Medium security Aboriginal women	Self	CSC	Dependent on staff approval, process and meeting criteria	28 beds
Saskatoon	Regional Psychiatric Centre	Multi-level	Doctor to doctor, exchange of service between province and government, self, various correctional facilities	CSC, Province of SK	Access based	200
Prince Albert	Riverbend Institution	Minimum security	INS	CSC	INS	126
Prince Albert	Saskatchewan Penitentiary	Medium security	Self	CSC	There is an intake assessment. Offenders serving 2 years and over	~500
Duck Lake	Willow Cree Healing Lodge	Minimum security	Self	CSC	Applications viewed by offender management board	40

³⁸ N/A = Not applicable INS = Insufficient information

b. COMMUNITY-BASED RESIDENTIAL FACILITIES

Location	Agency	Clients	Referral Source	Funding Source	Admission	Capacity
Lloydminster	Walter A. Slim Thorpe Recovery Centre	Male/female adults and mature youth	Treatment facility, addictions outpatient office, mental health workers	SK & AB Prov Gov't., non-profit, client fees	Detox- self-referral. Other programs- another referral, addiction agency or physician No Criminal Record Checks	28 beds 6 beds detox
Prince Albert	Métis Addiction Council of Saskatchewan Inc.	Males & Females – 18 + 28 day program	Social Services, CSC, Self	Federal Gov't.	Assessment, medical & physical. No criminal record checks.	15 beds total, 8 male, 7 female
Prince Albert	Prince Albert Grand Council Healing Lodge	Adult males, excl. sex offenders	CSC, SK Prov.	Fed & Prov Gov't, CSC	Application & selection committee	5 CSC 20 Prov.
Prince Albert	YWCA	Women and their children	CSC, Indian Affairs, Social Services, Interval House, Iskwew, Mobil Crisis	Non-profit. Provincial: Dept. of Community Resources and Employment. Federal: CSC, First Nation Bands, fundraising in the community.	Anyone who needs shelter. Any age with one restriction: boys over 12 years and younger with their mothers. Excludes those who have broken house rules in the past.	38 beds; 3 CSC
Regina	Kikinaw Residence (Also long term rooms)	Single women	Self, Social Services, other helping agencies	CSC, United Way, Fed & Prov gov't, & in-house fundraising	Accept responsibility for part in crime. No safety threat to staff.	1-6 beds CSC 50 beds - Unlimited length of stay
Regina	Oskana Community Correctional Centre	Conditionally released male offenders	CSC	CSC	Cases assessed individually.	30 beds
Regina	Salvation Army – Waterston (Emergency Shelter and long term rooms as well)	Males, 18 and over. Offenders on early release/parole. Provisions for youth not below 16 (Social Services).	CSC, Provincial Dept. of Corrections	Social Services, CSC, Province of SK.	Admissions committee, conditionally released offenders. Two page application. Do not screen to exclude but to place in right beds or program.	82 beds total 25 Emergency beds 57 Long term 10-12 for CSC

b. COMMUNITY-BASED RESIDENTIAL FACILITIES

Location	Agency	Clients	Referral Source	Funding Source	Admission	Capacity
Regina	YWCA	Females 18 and over.	CSC	Non-profit. Provincial: Dept. of Community Resources and Employment. Federal: CSC First Nation Bands, fundraising in the community.	As determined by the admissions committee, conditionally released offenders. No exclusions.	4 beds
Saskatoon	Meewasinota Aboriginal Healing Centre	Males and Females, 18 and over, excl. offenders who are not interested in programming, or violent risk to staff.	CSC	CSC	Admissions committee, conditionally released offenders. No high risk or high needs offenders, child sexual offenders or sex offenders who randomly picked their victims.	36 beds Length of stay determined by CSC
Saskatoon	Salvation Army – New Frontiers	Males, 18 and over; youth room with two beds – 16-17 on emergency basis short term	CSC, Provincial Dept. of Corrections, Social Services, self	CSC funds federal parolees, Social Services or self	Admissions committee for CSC. Probation – as long as no history, offenders on early release or parole.	15 – CSC 4 – Prov. 36 Dorm beds total

c.TRANSITIONAL HOUSING

Location	Agency	Clients	Referral Source	Funding Source	Admission	Capacity
Regina	My Aunt's Place	Homeless women & children	Self, other helping agencies	Fed & Prov gov't, Social Services, Health District	Homeless & able to live communally. No criminal record checks.	25 beds
Regina	YWCA – Isabel Johnson Shelter	Women and children	Self, Social Services & other helping organizations	United Way, Fed & Prov gov't, & in-house fundraising	Fleeing domestic abuse.	12 beds 6 week stay - max
Saskatoon	Calder Center	Adult and youth with alcohol &/or drug addiction issues, 28 day program	Outpatient Addictions Counsellors	SaskHealth	Assessment provided by Outpatient Addictions Counsellor. Complete histories (legal, physical, etc, case by case basis.)	32 Adult beds 12 Youth beds 6 Youth stabilization beds
Saskatoon	CUMFI McLeod House	Men recovering from alcohol addiction; need place to live for sobriety, homeless	Larson detox, treatment centres	Mental health addictions	Intake process. No Criminal Record Checks. Client expected to self-disclose as they are not equipped to handle clients with mental health, high-risk, or violence issues.	17 beds (2 are emergency) Max length of stay 3 yrs.
Saskatoon	John Howard Society – Cedar House	Males 16 – 21 yrs	Social Services	United Way, Social Services	Receiving Social Services, working on a plan for independence. No criminal record checks.	5 beds Stay up to 22 nd birthday
Saskatoon	Larson House & Brief Detox Centre	Addicted men and women age 18 and over, seeking help and meeting admission requirements.	Police, doctors, families, employee assistance programs, self.	Saskatoon Health Region	Voluntary, over 18, pre-booked (book until full)	Brief Detox (24 hr) 8 male, 4 female Social Detox (3-10 days) 12 male, 6 female
Saskatoon	Lighthouse Supported Living Inc.	Vulnerable populations, youth, adults, seniors	Various – CSC, Hantleman, Larson House, MACSI, youth workers, parole	Social assistance / rent	Dual diagnoses, application process, highest need, intake process.	17 beds emergency 64 suites – long-term transitional

Location	Agency	Clients	Referral Source	Funding Source	Admission	Capacity
Saskatoon	Meewasinota Aboriginal Healing Centre	Males and Females, 18 and over, excl. offenders who are not interested in programming, or violent risk to staff.	CSC, Provincial addiction services and community chaplaincy, the Saskatoon Métis/Indian Friendship Centre	CSC	Admissions committee, conditionally released offenders	36 beds
Saskatoon	Quint – Men's Youth Lodge	Young males 16-22 years old.	School, self, family, social worker, CSC, Social Services	CSC, Social Services	Criminal Record Checks Homelessness, desire to address issues.	10 beds Average stay 3-4 months.
Saskatoon	Salvation Army – New Frontiers	Males, 18 and over; youth room with two beds – 16-17 on emergency basis short term.	CSC, Provincial Dept. of Corrections, Social Services, self.	CSC funds federal parolees, Social Services or self.	Admissions committee for CSC. Probation – as long as no history, offenders on early release or parole.	15 – CSC 4 – Provincial 36 – dorm beds total
Saskatoon	Salvation Army – Noah's Ark	Males	Social Services Emergency beds	Social Services 'rent' from clients	Need based	27
Saskatoon	Salvation Army – Serenity Cove	Males	Social Services Emergency beds	Social Services 'rent' from clients	Need based	27

d. LONG-TERM SUPPORTIVE HOUSING

Location	Agency	Clients	Referral Source	Funding Source	Admission	Capacity
Saskatoon Health Region	CPAS- Client Patient Access Services- Special Care Homes	Very high health support needs	Various	Private/ SK Government	CPAS- ensure high health support needs and have utilized all other community resources.	17 Special Care Homes

e. AFFORDABLE RENTAL HOUSING

Location	Agency	Clients	Referral Source	Funding Source	Admission	Capacity
Regina	Ehrlo Community Services – Lakeshore Village	Single parent and low income families	Various	Non-profit	Application process (references)	48 unit Apt. complex (1 bedroom- \$487, 2 bedroom- \$522), 4 units daycare
Regina	YWCA – Kikinaw Residence	Single Women	Self	Pay rent (self)	None/Ability to live communally	53 beds
Saskatoon	Central Urban Métis Federation Inc. (CUMFI)	Affordable housing for families and transitional units for single mothers	Self	Non-profit	Application process (references)	4 apartments Some drug/alcohol free
Saskatoon	Cooperative D'Habitation Villa Bonheur	Families, seniors, single, university students, bi-lingual	Self	Non-profit SK province (subsidy-low income)	Application	38 units (15 Apts/23 townhouses)
Saskatoon	Cress Housing Corporation	Aboriginal seniors, families, singles, and students	Self	Non-profit	Application process	237 Housing Units 830 Residents
Saskatoon	Quint Paul Wilkinson Place & Oskikamik	Anyone low income (under \$30, 000)	Self	INS	Application, references and last pay stub - several admission criteria	One and two bedroom units are available from \$400-\$465 per month.
Saskatoon	Rainbow Housing Co-operative	Students, seniors, singles, families	Self	Sask Housing	Application & interview process, credit checks, landlord checks, admission board.	87 units plus wheelchair accessible units.
Saskatoon	Saskatoon Housing Authority	Subsidized housing for families currently living with dependents and seniors 60+. Rent is income based. Affordable housing for everyone – rent fixed. Few units for singles.	Non-emergency – self-referred	Provincial, Federal, Municipal.	Application process, interview, references.	2667 units – 12 senior buildings, 15 other buildings all over Saskatoon.
Saskatoon	Sasknative Rentals	Aborigines, seniors, families, singles, and students	Self	Pay rent (self)	Application / waiting list	400 units
Saskatoon	Terra Housing Co-operative	Families	Self	Saskhousing	Applicants reviewed by committee members	48 units

f. AFFORDABLE HOMEOWNERSHIP SUPPORT

Location	Agency	Clients	Referral Source	Funding Source	Admission	Capacity
Saskatchewan	CAHP – Homeownership Option	Family with dependents, including single parent households, and people with disabilities with a housing impact directly related to their disability; households with low-to-moderate income wanting to purchase a home.	Self	CMHC (Gov't of Canada), SHC , (Province of SK), local municipal governments.	Application process, education package	A one-time, forgivable equity loan of up to \$19,500 based on household income and the cost of the home purchased.
Saskatoon	Affordable New Home Development Foundation	Families, singles, couples who want to buy their 1 st home but are unable to do so. Annual incomes of \$52,000 or less.	Self	Non-profit	Household income of \$52,000 or less, first time home buyer.	Depends on Saskatoon builders.
Saskatoon	Habitat for Humanity Saskatoon	Low income families	Self	Individual, corporate and church donations.	Below low income cut off level, willingness to partner (min 500 volunteer hrs), able to afford all ownership costs.	6 homes. There's a minimum of 3 people in each home.
Saskatoon	Quint Development Corporation Neighbourhood Home Ownership Program (NHOP)	Families with custody of at least 1 child 18 years or under. At least 18 years of age. Family income of \$30,000 or less. Do not own their home.	Self	Province of SK, City of Saskatoon, self.	Committee. Financial/credit information, references.	INS

g. SUPPORT FACILITIES AND SERVICES

Location	Agency	Clients	Referral Source	Funding Source	Admission	Capacity
Moose Jaw, Regina, Saskatoon	John Howard Society	Anyone	Various (self, corrections, etc)	United Way, Municipal government	N/A	N/A
Regina	Regina Anti-poverty ministry	Provides services to any low-income person needing help. Also provides public education on poverty issues and systemic advocacy to promote public policy that's in the best interest of low income people.	Self	INS	INS	N/A
Regina – serving SK	Saskatchewan Housing Corporation	Providing access to adequate housing for low-income households with identified needs.	N/A	Province of SK	N/A	N/A
Saskatoon	Affordable New Home Development Foundation	Assisting renters to become homeowners	Self	Non-profit	Household income of \$52,000 or less, first time home buyer.	Depends on Saskatoon builders.
Saskatoon	Neighbourhood Home Ownership Program	Enables low-income families to achieve affordable and stable homeownership within housing co-operatives in the five core neighbourhoods.	Self	Province of SK, City of Saskatoon, Self	Committee, financial/credit information, references.	INS

Appendix F

List of Definitions and Abbreviations

AB - Alberta

Affordable Housing - The availability of decent quality, affordable housing is extremely important. Studies indicate that better access to subsidized housing is cost-effective and far less expensive than other alternatives such as hospital beds, shelters and jails (Eberle et al. 2001).

Avg. - Average

CAHP - Centenary Affordable Housing Program

CMHC - Canada Mortgage and Housing Corporation

Considerable Needs - Areas that are highly related to criminal behaviour and are yet to be addressed.

CPIC - Canadian Police Information Centre

Criminogenic - Producing or tending to produce crime or criminality

Criminogenic Factors - Factors that produce or tend to produce crime or criminality.

CSC - Correctional Services Canada

CUMFI - Central Urban Metis Federation Inc.

Custody - Detention of a person in a secure facility (prison), including sentenced custody, remand and temporary detention.

Dept. - Department

Emerg. - Emergency

Emergency Shelter – Provide temporary accommodation for homeless individuals and families who would otherwise sleep on the streets.

Excl. - Excluding

Fed. - Federal

Gov't - Government

Halfway house - A community-based residential facility for offenders who, having been sentenced to a term of incarceration, are serving a portion of their sentence under supervision in

the community. Such facilities provide twenty-four hour supervision and general counselling and assistance to offenders. Some halfway houses may also offer treatment or other programming. Typically, offenders live in halfway houses while they work, find a job, go to school or attend treatment or other programming.

High Needs - Assessed as having multiple needs.

High Risk Level - Assessed as high risk to re-offend.

MACSI - Métis Addictions Council of Saskatchewan

P.O. - Parole Officer

Probation - A court order imposed by a judge, usually instead of, but sometimes in addition to, a term of imprisonment. Probation authorizes an offender to live in the community under supervision and subject to certain conditions.

Prov. - Provincial

Recidivism - Re-offence

SD – Standard deviation

SHC - Saskatchewan Housing Corporation

SILP - Saskatchewan Independent Living Program.

SK - Saskatchewan

Statutory Release - Requires federally sentenced offenders to serve the final third of their sentence in the community, under supervision and other conditions of release similar to those imposed on offenders released on full parole. Offenders on statutory release are inmates who either did not apply for release on parole, or who were denied release in full parole.

Supportive Housing - Supportive Housing is available for the on-going needs of individuals with mental health or physical issues who require life-long or long-term supports in order to live independently in the community (Brownstone, 2005).

Transitional Housing - Transitional housing provides short or long-term accommodation while assistance is obtained to address problems such as unemployment, addictions, mental health issues, educational deficits, physical and cognitive disabilities, and domestic violence. Transitional Housing units typically provide access to a mix of support services that enable an individual to move towards self-sufficiency (Brownstone, 2005).

UAL - Unlawfully at large

YWCA - Young Women's Christian Association

Appendix G

Housing Resources and Support for Released Offenders: Key Informant Responses

Housing related programs/services available to ex-offenders:

- Saskatoon Housing Authority
 - Sasknative rentals
 - Quint Development Corporation
 - Infinity House
 - Central Urban Métis Federation Inc. (CUMFI)
 - Saskatchewan Housing Corporation
 - Lighthouse (offenders with mental health issues)
 - John Howard society
 - Assisted housing programs, like Silversage
 - Offer subsidized housing
 - Good but screen clientele
 - Community living division, which advocates with the Saskatchewan Independent Living Centre (SILC) and they offer services to offenders or any clients who suffer from acquired brain injury or are low functioning.
 - Regina Mental Health Clinic
 - Salvation Army – Supportive Residential Program (SRP) unit is a supportive environment but that is also run through the health district. They dictate who goes into those SRP beds and so once a client is in those SRP beds they provide extra services like nursing through Salvation Army and are more closely monitored than those in a hostel or dorm.
 - Regina Housing Authority – they help with lower income housing. They have a huge waiting list.
 - MACSI
 - Northern Spruce Housing
 - Parole officers
 - Prince Albert Housing
 - Life skills programs
 - Subsidized housing
 - SILP (Saskatchewan Independent Living Program)
 - Phoenix Residential Society
 - Waterston house
-
- *The agencies/programs/services that received a positive review were:*
 - Phoenix residential society
 - Life Skills Programs
 - Waterston house
 - Acquired brain injury program
 - Fire creek
 - Salvation Army was found to be an asset because they offer monitoring of medication and meals since offenders often do not have basic life skills

- Rescue Mission
 - Aboriginal Family Services
 - Silversage
 - Central Urban Métis Federation Inc. (CUMFI)
 - Lots of successes
 - Good screening process
 - Huge number of housing projects, they have affordable housing on 22nd street in Saskatoon
 - Contract Mental Health Workers
 - Regina Housing Authority
- *Several agencies were believed to have the potential to help ex-offenders find stable housing if they overcome the following barriers:*
- **Barrier: Screening clientele**
 - Silversage
 - Regina Mental Health Clinic
 - Regina Housing Authority
 - **Barrier: Waiting Lists**
 - Regina Housing Authority
 - Health District
 - CUMFI
 - Regina Mental Health Clinic
 - Assisted subsidized housing agencies
 - **Barrier: Limited/No Access**
 - Social assistance/Social Services
 - Sask Housing
 - Phoenix Residential Society
 - Do not accept outside referrals for the dual diagnosis or the life skills type program which goes through the Regina Mental Health Clinic.

Appendix H

Federal Offender Views on What Can Help Them Find Stable Housing

Support/Access to Resources Specific to Federal Offenders

- An organization is needed to provide direction, support and assistance to offenders being released to obtain appropriate housing
- More pre-release access to resources and planning is needed for obtaining housing
 - o Limited telephone access in prison makes it difficult to plan for a place to live when released.
 - o More pre-release assistance is needed with social services (2)
 - o More pre-release access to resources and planning for obtaining employment (2)
- Parole Officer Support/Access
 - o Consistency and accessibility with the resources parole officers make available to inmates in every case (2)
 - o A program to assist offenders to work as mediators to create a suitable housing plan (1)
- A course to show released inmates how to manage their money and how and where to pay bills (1)
- Being released in a location with positive support (1)

Financial Assistance Specific for Released Federal Offenders

- Help with finding jobs (5)
- Money (3)
- Being provided with a temporary loan to help pay for housing (1)
- Increasing wages earned for working in prison so inmates can save more money for release (1)
- Increasing rent allowances from social services for single men because currently it is not enough to pay for rent (1)
- More help to pay for housing (1)
- More access to work release so offenders can make more money for housing upon release (1)

Accommodation

- More places for offenders to live (2)
- More affordable housing for offenders (2)
- Housing that is only for inmates and separate from people living on the streets with positive people running it (2)
- An apartment building specifically for inmates to live upon release (2)
- Allowing offenders to choose where they want to live (1)
- Having the option of going to a halfway house (1)
- Low income housing for offenders that need and want it (1)
- Structured, supportive housing (i.e. halfway house) available for every released offender, not just inmates with residency conditions (1)