

CROSSROADS COMMUNITY MINISTRIES

PROGRAM EVALUATION

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EMORY

ROLLINS
SCHOOL OF
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Executive Summary

Program Description

Crossroads Community Ministries is a non-profit started by St. Luke's Episcopal Church. Their mission is to care for persons navigating the complex path to economic and housing stability by providing holistic support. They offer tools and resources that empower participants to stabilize, gain employment, and secure and sustain affordable housing. Each program seeks to assist individuals in achieving economic stability to meet the participants' basic needs and remove barriers to employment and affordable housing. Since the organization's conception, Crossroads has been a lead provider of homeless support services in metro Atlanta.

This evaluation focuses on Crossroad's documentation program, the Renewal Project. It is an initiative to help persons experiencing homelessness obtain state IDs. In addition, Crossroads Ministries acquires U.S. birth certificates and Georgia state-issued IDs to meet the growing need for identification among people who have experienced the justice system in the Metro Atlanta area.

Evaluation Methods

The evaluation consisted of two parts: a literature review using publicly available data and qualitative interviews. We conducted a robust literature review to identify the problem of incarceration and homelessness. The qualitative interviews consisted of six semi-structured interviews. We interviewed a community partner, three staff members, and two clients.

Key Results

The literature review revealed that the likelihood of experiencing homelessness increases by nearly thirteen times after incarceration. The revolving door between homelessness and prison is exacerbated by not having government-issued IDs. The literature reviewed demonstrated, and the qualitative interviews affirmed, there are significant barriers for returning citizens without proper identification.

While the Georgia Department of Corrections provides ID assistance, it is not enough. BJay Pak, United States Attorney for the Northern District of Georgia, estimated that 90% of people

leaving a correctional facility in Georgia leave with a state-issued identification card (Stoika & Pak, 2020). Our interviewees challenged the number of people leaving a correctional facility with an ID. They were unsure if the Georgia Department of Corrections is reporting accurately and meeting the population's needs.

In our qualitative interviews, we identified four themes: Experiences of Incarceration, Experiences of Homelessness, Barriers to Success, and Solutions to Eliminating Barriers. A key result from the experiences of incarceration identified how individuals' experiences leading up to their release from prison vary by state and correctional facility. The second theme, experiences of homelessness, revealed that the frequency and length of time individuals experience homelessness is related to long-term success. The third theme, Barriers to Success, identified difficulties with obtaining an ID, that included lack of proper documentation, mental and physical health, and housing security. Last, we identified solutions to eliminating barriers to receiving proper documentation. Participants expressed that a lack of community knowledge regarding reentry may contribute to the stigma associated with homelessness and being formerly incarcerated.

Evaluation Questions

Crossroads Ministries acquires U.S. birth certificates and Georgia state-issued IDs to meet the growing need for identification among people who have experienced the justice system in the Metro Atlanta area. To assess this program, our evaluation questions included:

1. *How many clients, who have or are currently receiving services from Crossroads, require proper documentation within 90 days of being released from prison?*
2. *How does documentation impact an individual's experience with homelessness and incarceration?*
3. *How is Crossroads assessing the impact of the provision of IDs and birth certificates among their clients to improve outcomes, stability, and prevent recidivism?*

These questions were answered and integrated into the literature review and qualitative key informant interviews.

Recommendations

The evaluation team has developed five recommendations:

1. Data Collection: further evaluation is needed to determine the extent of the need for proper documentation within 90 days of being released from prison. To do so, it is recommended that Crossroads Ministries implement a data tracking tool to collect data from those community members they serve. We suggest collecting demographic information and any other information regarding documentation that may seem relevant.
2. Education and Community Outreach: The qualitative interviews indicated there is a lack of understanding related to issues associated with ID loss. Thus, it is recommended that Crossroads Ministries participates in educational and community outreach initiatives.
3. Establish Partnerships and Strategic Planning: Crossroads Ministries may want to establish formal partnerships with organizations to provide individuals with employment assistance, educational opportunities, and other initiatives that supplement the identification assistance Crossroads Ministries provides these same individuals.
4. Expand Programming through New Hires or Volunteers: We recommend the expansion of programming at Crossroads Ministries through both the hiring of additional individuals to work as caseworkers or through the use of volunteers, depending on the financial means of the organization.
5. Policy-Level Initiatives: We recommend that misdemeanor convictions from criminal record histories should not be accessible to housing companies, as it punishes the formerly incarcerated after their sentence has been served. Additionally, there are opportunities to utilize technological advances to store documents electronically to ease the barriers with misplacing or damaging identification materials.

Literature Review

Homelessness in the United States

On a given night in the United States of America, it is estimated that over 550,000 people are experiencing homelessness (Barile et al., 2018; McKernan, 2017; Henry et al, 2014). The U.S. Department of Housing and Urban Development (HUD) defines homelessness as “living in a place not meant for human habitation, in an emergency shelter, or in transitional housing or as in a state of exiting an institution (e.g., a prison, hospital, or mental health facility)” (Barile et al., 2018).

HUD further defines homelessness as habitation by an individual in any place not intended for living. In comparatively developed nations, such as the United States, homelessness is thought to be a social issue caused by a combination of interrelated systemic factors such as poverty or a lack of affordable housing (Main, 1998; Shinn & Gillespie, 1994). The macro societal influences that create the conditions that sustain homelessness are dynamic and overlap. As a result, many individuals may experience homelessness more than once (Barile et al., 2018; Anderson & Christian, 2003; Clapham, 2003). That being said, it is also true that individual vulnerabilities do play a part.

Numerous studies have sought to classify those experiencing homelessness into categories to better capture a representative picture of American homelessness. Substance abuse and incarceration are shown to account for a considerable proportion of the population experiencing homelessness (Barile et al., 2018). An older study conducted in New York City put the previously mentioned groups in three categories, which include: traditionally homeless, episodically homeless, and chronically homeless (Kuhn and Culhane, 1998). Both the episodically homeless and chronically homeless tended to struggle more with substance abuse compared to the traditionally homeless, but the chronically homeless sample consisted of older individuals. A recent study by Barile et al. (2018), categorized nineteen identified vulnerabilities down into five categories to include: those struggling with a disability, those struggling with substance abuse or mental health, and those contending with major life changes, financial crises, or employment difficulties. Of those who fell into the substance abuse category, there was a higher likelihood of having been incarcerated. Further, formerly incarcerated individuals who reported mental illness had a higher rate of homelessness or housing insecurity (Council on State

Governments, 2005; Fries et al, 2014; MacDonald et al, 2015; Brown et al, 2013, Herbert et al, 2015; Aidala et al, 2014).

Currently, HUD uses a measure called ‘Point-In-Time’ to estimate how many are experiencing homelessness in each state on an annual basis. However, since Point-In-Time is an annual measure, it cannot capture the dynamic nature of homelessness or the transient nature of those experiencing homelessness (Kuhn and Culhane, 1998). Not considering these factors could lead to inaccurate reports of prevalence rates of homelessness among those leaving institutions or prisons and continues to fail in capturing data regarding homelessness among parolees (McKernan, 2017; Petersilia, 2003). It is important that these prevalence rates and data appropriately represent those experiencing homelessness, as the data from the Point-In-Time estimate is utilized to determine housing initiative funding in communities to combat homelessness (McKernan, 2017).

Evidence supports that homelessness and crime are linked (Schneider, 2018). The challenges imposed upon individuals experiencing homelessness often serve as a catalytic condition for the perpetration of crime. While these crimes may be crimes of survival -- such as trespassing, breaking and entering, burglary, or drug trade -- even minor offenses may have devastating consequences (Schneider, 2018). The United States has the highest global incarceration rate. Nearly a third of American adults have a criminal record. On a single night, over two million people are imprisoned either in federal or state prisons and jails (Schneider, 2018). Furthermore, each year between 600,000-700,000 individuals are released from prison and find themselves among those transitioning from prison back into society or their former community. This is a key area of focus for Crossroads Community Ministries and their Renewal 180 program.

Without addressing the various psychological and interpersonal stress that those going through reentry may experience, previously incarcerated individuals face the daunting task of restabilizing (Couloute, 2018). The first step in this process is securing shelter and data suggests that formerly incarcerated people are up to ten times more likely to struggle with homelessness than those who have not been incarcerated (Couloute, 2018). With odds such as these, it may be difficult to imagine that the system would impose even more challenges on this vulnerable population, but evidence suggests that it does exactly that by failing to provide those reentering the community with adequate legal documentation.

Statistics on Incarceration

A decade ago, over 50,000 individuals were incarcerated in the state of Georgia, one of the highest in the nation (Pelletier et al., 2017). These high rates led to a large economic toll, as Georgia was spending nearly one billion dollars on corrections (Pelletier et al., 2017). Despite these high rates of spending and incarceration, there was no evidence of improvement in public safety. Recidivism rates remained relatively unchanged and of those people released from prison, an estimated 30% were reconvicted within three years (Pew, 2012; Pelletier et al., 2017).

The American prison system has racial disparity built into its foundation. People of color are routinely incarcerated at a rate disproportionate to their representation in the population (Schneider, 2018). A recent estimate puts one in nine Black men, aged 20-34, as currently incarcerated and a third of Black men will have spent time in jail or prison in the course of their lifetime (Schneider, 2018). To illustrate this disparity further, African Americans in 2014 constituted about 12% of the population, but nearly three times that percentage comprised the prison population. Figures 1 and 2 (*below*) illustrate these racial disparities in the state of Georgia. The state of Georgia not only has a higher rate of incarcerated individuals per 100,000 persons in the United States, but a higher rate per 100,000 than the United Kingdom, Portugal, Canada, France, Italy, and many other wealthy democracies (Prison Policy Initiative, 2018).

Figure 1: Racial and ethnic disparities in prisons and jails in Georgia

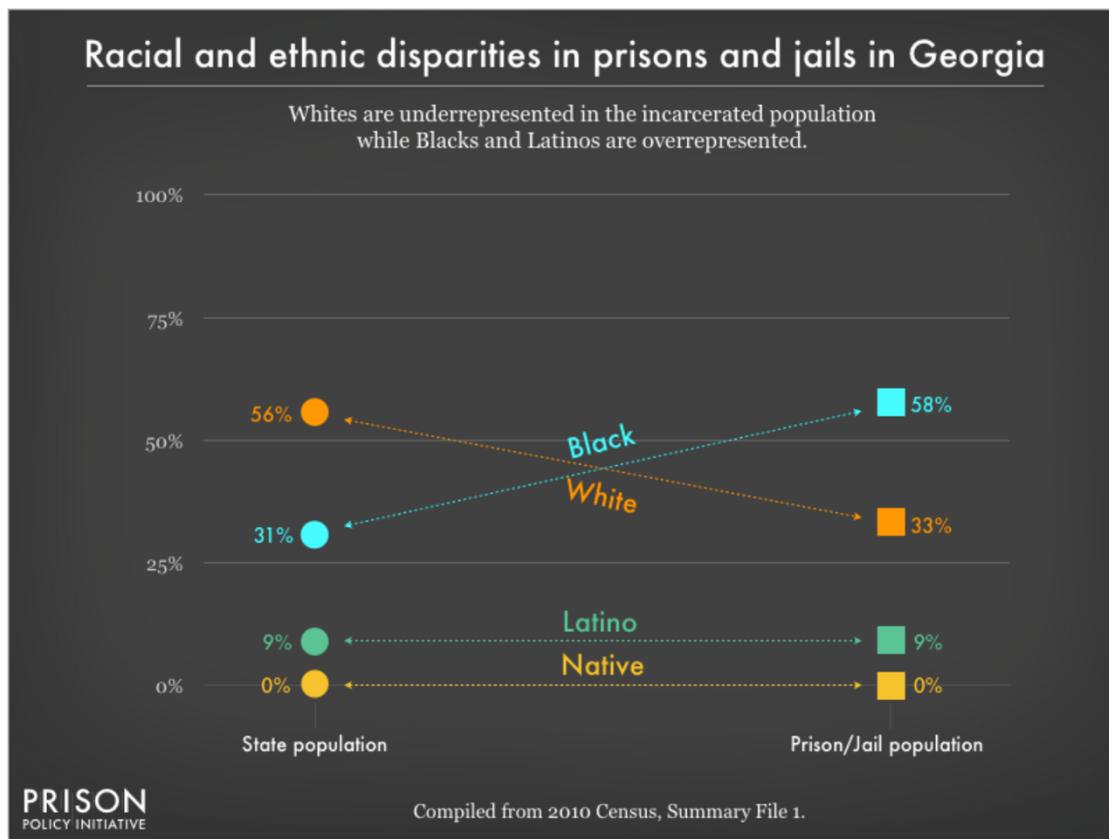
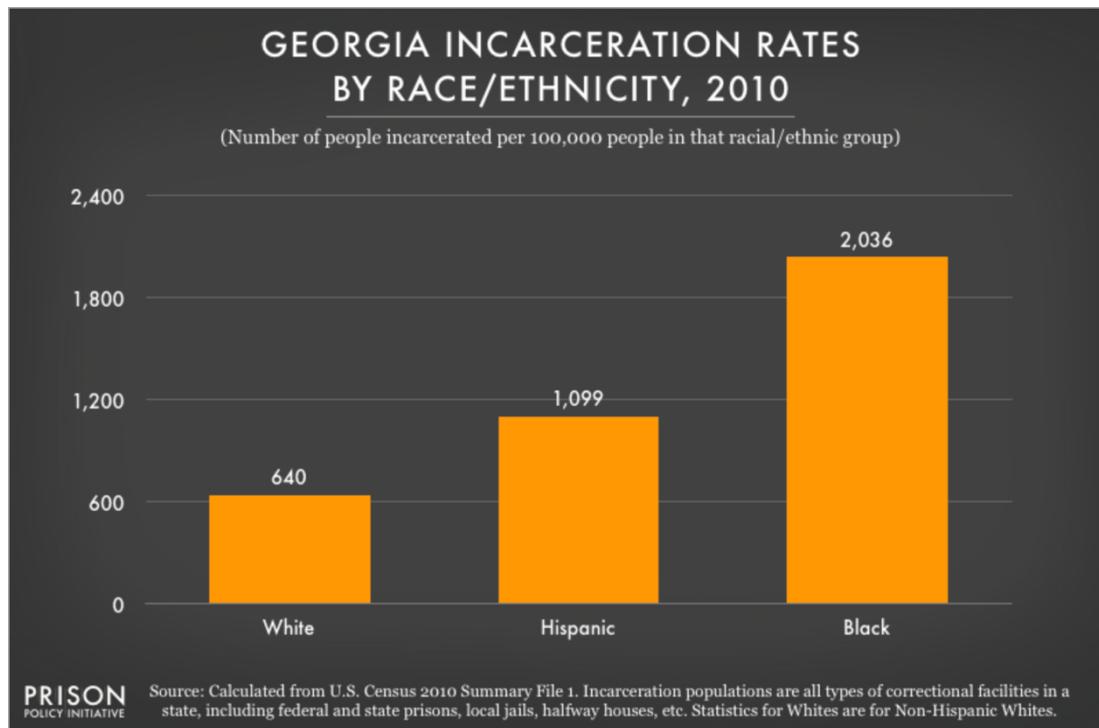


Figure 2: Georgia incarceration rates by race/ethnicity, 2010



This impact goes far beyond that of the individual serving time but also serves as a “destabilizing factor” – something that affects the foundational underpinning of a community -- on the families and communities from which they originate (Schneider, 2018). The systemic racism in mass incarceration perpetuates the very dynamics that sustain communities of crime, to begin with, and a vicious cycle of ‘wicked problems’ (Rittel & Webber, 1973), continues. Figure 3 demonstrates how disparities in the racial inequities of formerly incarcerated people experiencing homelessness are reflective of incarceration rates Couloute, 2018).

Figure 3: Homeless rates among formerly incarcerated people

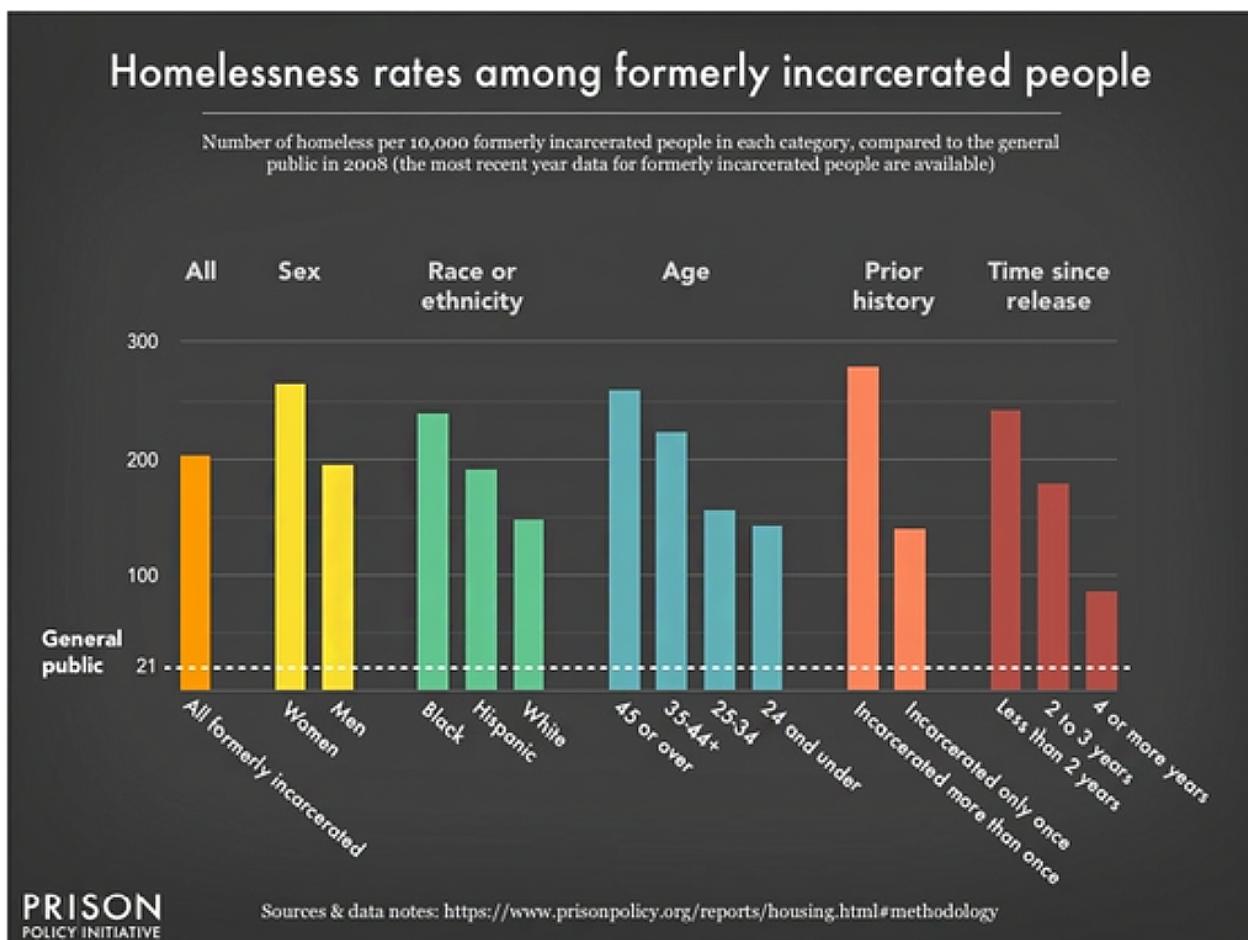


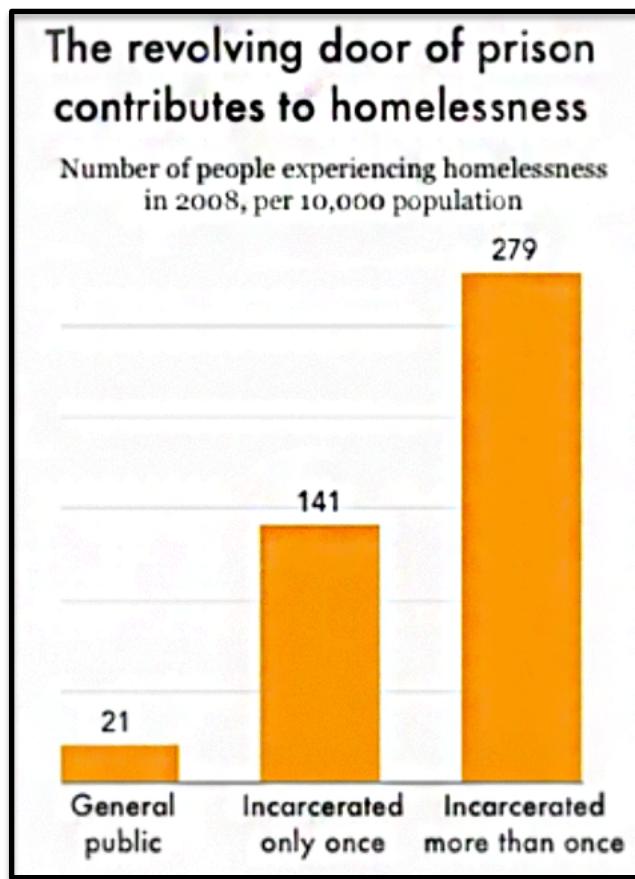
Figure 3. 2% of formerly incarcerated people were homeless in 2008 (the most recent year for which data are available), a rate nearly 10 times higher than among the general public.

Source: Couloute, 2018

The Homeless to Prison Pipeline

Of the nearly 700,000 individuals released from prison each year, more than 10% experienced homelessness in the months leading up to their incarceration (Council on State Governments, 2016), with higher rates for those coping with mental health issues. Furthermore, research shows that formerly incarcerated individuals are likely to experience homelessness in the period following their release (Couloute, 2018). To put this into perspective, individuals who have been imprisoned only one time are seven times more likely than the general public to experience homelessness. The likelihood of experiencing homelessness increases for those who have been incarcerated more than once by nearly thirteen times (Couloute, 2018).

Figure 4: The revolving door of prison contributes to homelessness



Source: Couloute, 2018

Homelessness itself is a risk factor for reincarceration (Schneider, 2018). Homelessness or habitation in high crime neighborhoods (Andrews, 1995) as well as collateral sanctions that render formerly incarcerated individuals ineligible to social services (McKernan, 2017) may increase the risk of reconviction. The increased risk of homelessness among formerly incarcerated individuals, coupled with climbing reconviction rates, highlights the need for systematic reform, such as Senator Kim Jackson's S.B. 161, which seeks to mandate identification provided to all those released from the carceral system. Overall, repeated incarceration does not modify the behavior that preempts arrests (MacDonald, 2015).

The interactive and systemic factors that result in homelessness emphasize the needs of this vulnerable population (McKernan, 2017). Greater attention needs to be placed on discharge planning and counseling as well as assistance in transition services, particularly among the extraordinarily vulnerable (those with a history of mental illness and substance abuse). This may be the difference between an individual's ability to properly stabilize or find themselves experiencing homelessness and at heightened risk for reoffending (McKernan, 2017).

Challenges for the Formerly Incarcerated

While homelessness may be the most immediate challenge for those transitioning from prison to the community, it is certainly not the only one. Formerly incarcerated individuals face barriers related to securing employment, mental and physical health issues, and treatment, and familial and interpersonal relationship obstacles (McKernan, 2017). Family reunification can be dependent on various factors. How long or frequently an individual has been homeless, prior history of mental health or substance abuse issues and the length of the stay in prison may impact contact between family members (Lynch & Sabol, 2001). Social support is a protective factor against homelessness (Herbert et.al, 2015) and it is known that many formerly incarcerated people often return to their communities into damaged support systems and face the collateral sanctions that bar them from the necessary conditions for success.

Collateral sanctions may include, but are not limited to, ineligibility to Temporary Assistance to Needy Families (TANF), the loss of voter's rights, and loss of parental rights (McKernan, 2017). Fractured work histories and technological advances that make criminal records available to non-law enforcement bodies frequently impose a barrier to securing

employment for formerly incarcerated individuals (Schneider, 2018). An industry that frequently utilizes criminal records in its consideration process is housing.

Criminal background checks are often used to screen qualified applicants for rental property (Fair Housing Center for Rights and Research, 2020). However, screening may become a barrier to those attempting to secure stable housing if they were previously involved with the justice system (Fair Housing Center for Rights and Research, 2020). As mentioned, communities of color experience disproportionate rates of arrests and convictions. Consequently, racial and ethnic disparities may permeate the housing market (Fair Housing Center for Rights and Research, 2020). Since the Fair Housing Act prohibits discrimination based on characteristics such as race and national origin, the U.S. Department of Housing and Urban Development (HUD) has released guidance on applying Fair Housing Act Standards to the use of criminal background checks to determine housing-related transactions (Fair Housing Center for Rights and Research, 2020). The guidelines were released in 2016 and prohibit landlords from denying housing based on arrest records, imposing blanket bans on anyone with a criminal history, and conducting background checks on some applicants and not others (HUD, 2016). Furthermore, landlords must evaluate the nature and severity of the crime and consider the length of time that has passed since the crime was committed when identifying qualified applicants (HUD, 2016).

As previously stated, the research communicates how integral stable housing is for the formerly incarcerated after release, yet the routine denial to lease of those with criminal records, a population that suffers enormous racial disparity, prevents this critical intervening step from being realized (Schneider, 2018). Sometimes referred to as ‘invisible punishment,’ as these barriers continue to punish formerly incarcerated individuals long after their sentences have ended (Couloute, 2018).

Homeless vs. Housing Insecure

HUD reported a 31% decrease in chronic homelessness from the years 2007-2015, but similar to the Point-In-Time estimate, this does not adequately capture the real impact of homelessness. HUD describes chronic homelessness as having ‘been homeless and living in these circumstances continuously for twelve months or on at least four separate occasions in the last three years as long as the combined occasions total at least twelve months’ (McKernan, 2017). Stays in institutions and prisons for terms less than 90 days do not constitute a break in

homelessness but stays longer than 90 days do. This is problematic as many formerly incarcerated individuals who were homeless before entering the system, meet the requirement for a break in homelessness, and then upon release find themselves ineligible for social services and government assistance (McKernan, 2017).

An important distinction to make among this population is those who are sheltered and those who are unsheltered (Couloute, 2018). Homelessness has become a catch-all phrase that does not capture the transient nature of housing insecurity (*Figure 5*). Housing insecurity may provide a more accurate representation for formerly incarcerated individuals, which is inclusive of stays in marginal housing solutions such as shelters, motels, rooming houses, and hotels. Couloute (2018) found that while 203 of over 10,000 formerly incarcerated individuals were classified as experiencing homeless, a staggering 570 out of every 10,000 classified as housing insecure. The denial of permanent housing to this population has devastating consequences.

Figure 5: Housing insecurity and homelessness

HOUSING INSECURITY		
HOMELESSNESS		Marginal Housing
Unsheltered Homelessness	Sheltered Homelessness	
<i>Homeless or no fixed residence</i>	<i>Living in a shelter</i>	<i>Living in a rooming house, hotel, or motel</i>
105 per 10,000	98 per 10,000	367 per 10,000

*Figure 5. Housing Insecurity includes people who are **homeless** as well as those living in **marginal housing**. 570 out of every 10,000 formerly incarcerated people fall into one of these categories, making housing insecurity nearly three times more common than homelessness alone.*

Source: Couloute, 2018

Renewed Perspectives and Reform

While the assistance of formerly incarcerated people through the transition period is becoming increasingly common in prison systems, it is not sufficient to prevent the chronic homelessness that plagues this vulnerable population. Indeed, recent studies are finding that formerly incarcerated individuals are actually at increased risk of experiencing homelessness six months after their release. This may identify a gap in service efficacy, as the likelihood of homelessness increases simultaneously to when many post-release programs terminate (Moschion & Johnson, 2019). Recent reforms, notably House Bill 1176 in 2012 sought to

reform Georgia carceral sentencing to relieve overcrowding. While these reforms have been successful in limiting the length of sentences for nonviolent offenses (Barile et al., 2018) they have not addressed the barriers upon release that formerly incarcerated individuals experience.

Most specific to this evaluation is the provision of universally accepted legal identification and documentation that is critical to securing stable housing and accessing social services. BJay Pak, United States Attorney for the Northern District of Georgia, estimated that 90% of people leaving a correctional facility in G.A. leave with a state-issued identification card (Stoika & Pak, 2020). Recent Senate bill SB 161 proposed by Senator Kim Jackson aims to make this a mandatory amendment to Article 1 of Chapter 1 of Title 42, related to the provisions for inmate policies (S.B. 161, 2021). In the meantime, formerly incarcerated individuals in Georgia may rely on non-profit organizations such as the Salvation Army or Crossroads Community Ministries to aid them in the acquisition of these critical documents.

Program Description

Crossroads Community Ministries started at St. Luke's Episcopal Church. It was initiated by Jenny Person who started a soup kitchen at the church in 1974. In 1996, the soup kitchen expanded as a separate non-profit, Crossroads Community Ministries. Crossroads Community Ministries carries on the legacy of Jenny of caring for one's neighbor. Their mission is to care for persons navigating the complex path to economic and housing stability by providing holistic support. They offer tools and resources that empower participants to stabilize, gain employment, and secure and sustain affordable housing. Each program seeks to help individuals achieve economic stability and remove barriers to employment and affordable housing. Since the organization's conception, Crossroads has been a lead provider of homeless support services in metro Atlanta.

While Crossroads is no longer housed within a church, they still identify as a religious organization. Crossroads gives scriptural support for its vision and its mission statements. Crossroads' principles reflect their religious heritage by emphasizing a bible and evoking the Christian tradition. Crossroads' religious beliefs permeate the organization as they operationalize their goal to redeem "People to God and People to People."

Crossroads' religious beliefs and core values are actualized through service. Community, dignity, compassion, and integrity are always practiced to ensure the work Crossroads does is meaningful. Crossroads serves as a refuge for more than 5,000 individuals each year as they take steps toward a stable and sustainable future. Five days per week they provide programs that include Clyde's Kitchen, The Renewal Project, Crossroads Connect, and this year, in response to COVID-19, the Housing Initiative. This evaluation focuses on the Renewal Project's documentation program, an initiative to help persons experiencing homelessness obtain state IDs. Crossroads Ministries acquires U.S. birth certificates and Georgia state-issued IDs to meet the growing need for identification among people who have experienced the justice system in the Metro Atlanta area. The purpose of this evaluation is to identify the need for proper documentation for clients who have been released from prison within the last 90 days. We will also determine Crossroads' success at obtaining documentation for clients within 90 days of being released from prison.

Narrative Description

To date, The Renewal Project has acquired 1,745 birth certificates from all U.S. States and 1,268 Georgia state-issued IDs, supplied over 7,881 neighbors with mail services, providing employment and resume building services, gave out over 6,500 MARTA cards for employment and medical emergencies, and enabled men and women to receive quality, work-appropriate clothing. Crossroads also offers a mobile documentation unit that serves people at partner agencies such as the City of Refuge, the Salvation Army, Gateway Center, Living Room, First Presbyterian Church, ReStart 3:20, and Partnership Against Domestic Violence to meet the growing demand for identification.

Specifically, the documentation program within the Renewal Project that Crossroads provides will be evaluated to gather data on the documentation and identification rates for people experiencing homelessness and are being released from the prison system in the state of Georgia. The documentation program is working to resolve the major issue of people experiencing homelessness or those coming out of the prison system not having the proper identification, which creates a host of barriers to stable reentry into society such as difficulty gaining employment or securing housing. While there is a mandate that states people who come out of the prison system should leave with a legal ID, this is not happening in many

cases according to our community partner. The documentation program is a vital component to Crossroads' mission and vision in which they aim to provide access to resources and empower people who are experiencing homelessness and help them achieve personal stability.

With the help of Crossroads, we will aid in collecting qualitative data to evaluate the effectiveness of the documentation program. This will include interviewing key stakeholders such as Crossroads staff members, Senator Kim Jackson, and people who have utilized Crossroads services. We will also analyze existing data on the number of people returning from the prison system without proper identification as well as their demographic information. This information will aid Senator Kim Jackson in helping to propose a bill in the future to ensure people leaving the prison system receive a proper ID. Also, these efforts will help Crossroads gain valuable insight into their documentation program as a whole and potentially make improvements such as improving access to their programs in the future.

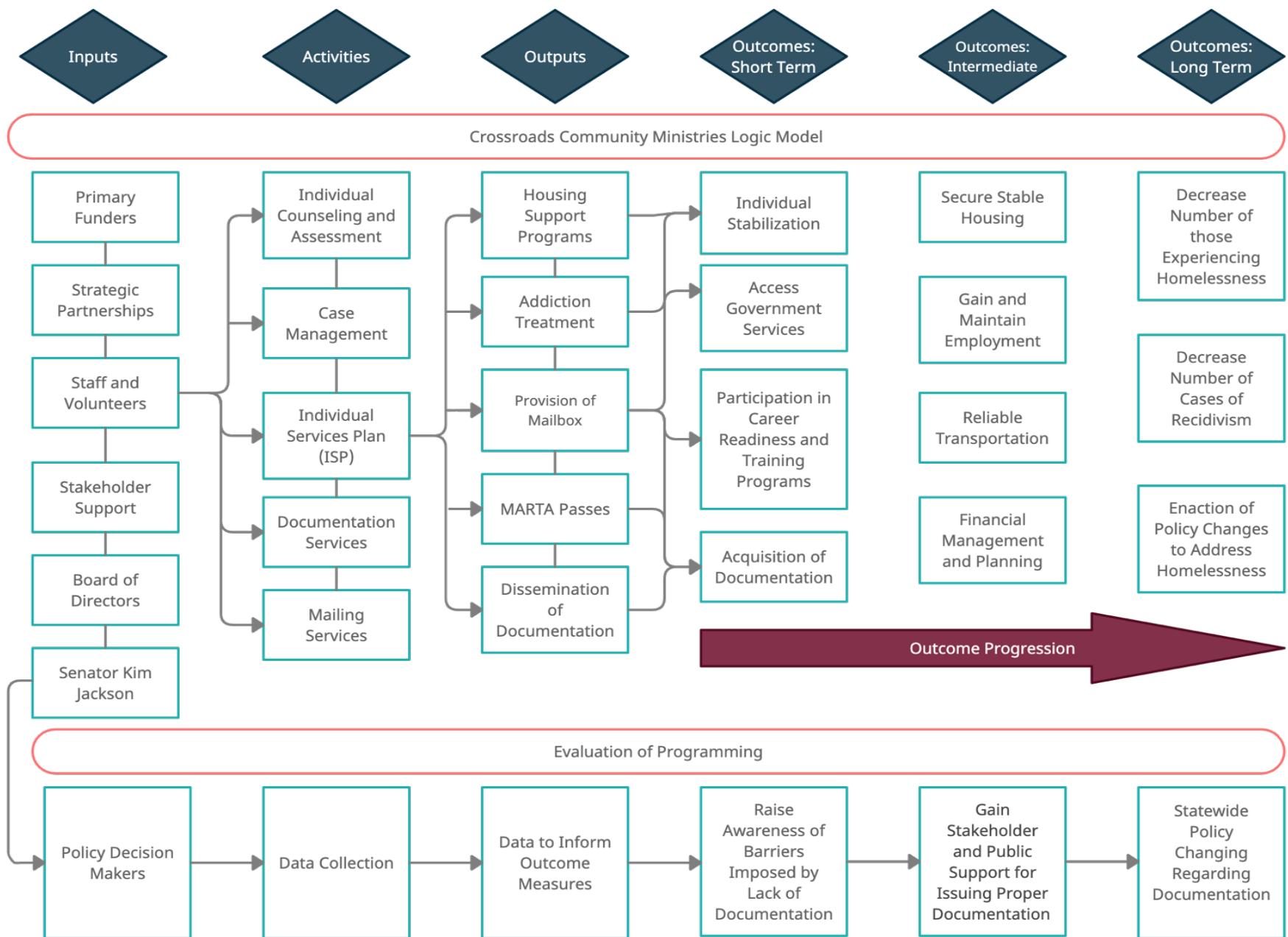
The overall goal of this evaluation is to help Crossroads increase availability and access to their documentation services. Other expected outputs include increased housing support programs, addiction treatment, mailing and mailbox provision services, MARTA passes, and documentation services. In the short term, the evaluation will help the individuals who are impacted by not having an ID and increase their stability, increase access to governmental services, increase participation in career readiness and training programs, and increase the acquisition of documentation. When considering the intermediate impacts of this evaluation, it will help people secure stable housing, increase access to reliable transportation, provide financial management and planning, and gain and maintain employment. This will all lead to the long-term goal of the documentation program, which is to decrease the number of people experiencing homelessness, enact a policy change to address homelessness, and decrease the number of cases of recidivism that occur.

Stakeholder Description

The inputs, or stakeholders of the documentation program include primary funders, community partnerships, the Board of Directors, staff and volunteers, and Senator Kim Jackson (Figure 6). Funders provide donations that fund documentation activities. Strategic community partners collaborate with Crossroads to implement documentation activities in the community. The Salvation Army is an example of one of Crossroads' strategic community partners. The evaluation team will leverage publicly available data to capture the number of individuals who have received proper documentation in the Atlanta Metropolitan area. The Board of Directors, staff, and volunteers are all knowledgeable of the day-to-day lives and challenges of individuals who have experienced the justice system and/or homelessness. The Board helps determine the goals of the evaluation. Staff and volunteers provide skilled expertise regarding best practices when interacting with clients. They can also provide context about data that has already been collected for the documentation program and identify types of data to collect for the evaluation. Finally, Senator Kim Jackson can support the evaluation team by being knowledgeable of the type of data needed to effectively propose a Bill. Data may include quantitative data and/or qualitative data related to clients' experience receiving documentation in Atlanta.

Intended users of the evaluation include Senator Jackson and Crossroads' Board of Directors. Senator Jackson plans to use the data to inform a Bill she plans to propose to the Georgia State Senate. The Board will use the data to understand the number of individuals who have received documentation in Atlanta, their demographics, and improvements that can be made to the program to make a greater impact.

Figure 6: Logic Model



Evaluation Questions

Crossroads Ministries acquires U.S. birth certificates and Georgia state-issued IDs to meet the growing need for identification among people who have experienced the justice system in the Metro Atlanta area. The purpose of this evaluation is to identify the need for proper documentation for clients who have been released from prison within the last 90 days. We will also determine Crossroads' success at obtaining documentation for clients within 90 days of being released from prison. The evaluation will aim to answer the following questions:

- 1. How many clients, who have or are currently receiving services from Crossroads, require proper documentation within 90 days of being released from prison?**
 - a. What are the demographics of the clients that require proper documentation?
 - b. What services are clients having difficulty accessing without a form of legal documentation?
 - c. What are the risk and protective factors that contribute to not having proper documentation?

There is a significant amount of information found in the literature regarding the difficulty in ascertaining a genuine estimate of those experiencing homelessness. The U.S. Department of Housing and Urban Development defines homelessness broadly as living in a place not meant for human habitation (McKernan, 2017). This may include without limitation, emergency shelters, transitional housing, and institutions such as rehabilitation centers, hospitals, and prisons. For those reentering society after a release from prison, the first 90 days can be particularly difficult (Moschion & Johnson, 2019). Without the provision of a safety net such as stable housing initiatives and social services for recently released inmates, the risk of homelessness and in turn, recidivism is quite high (McKernan, 2017). One particular boundary to reentry success is the lack of provision of proper, legal identification and birth certificates.

The evaluation team determined the outstanding need for proper documentation among Crossroad's clientele. We hoped to identify how common it is that those transitioning from prison through reentry are struggling to cope with barriers imposed upon them by a lack of ID or a birth certificate. Using publicly available data and demographic surveys, we identified characteristics of individuals, such as place of birth, race/ethnicity, age, gender, educational

attainment, marital status, and military service. Based on these demographic characteristics, we determined risk and protective factors related to not having proper documentation.

2. How does documentation impact an individual's experience with homelessness and incarceration?

- a. Are correctional agencies ensuring that individuals receive a state-issued ID upon release or provide them with an identification card that can be easily exchanged for a state-issued ID upon release?

Lacking a state-issued ID or birth certificate prohibits many individuals from accessing the critical social and government services necessary to achieve personal, economic, and housing stability. In states where it is not mandated that those being released from prison are issued an ID upon release, the risk for homelessness and recidivism is high (Schneider, 2018). Furthermore, many of those reentering society from prison do not have a stable family and personal relations to rely on and thus do not have access to a temporary or permanent mailing address in which to receive their legal documentation.

Crossroads is working with Senator Kim Jackson to push this initiative and in support of her recent bill to mandate the issuance of state documentation upon release from correctional institutions to facilitate successful reentry for formerly incarcerated individuals. The experiences of Crossroads clients will illuminate the reality of their client population as they cope with overcoming this barrier. Through in-depth interviews, we captured the experiential narratives of both those working to secure the rights of this population as well as the first-hand experiences of the individuals transitioning from prison. Thus, we gained an understanding of clients' success at obtaining proper documentation before being released from prison, and thoughts about why obtaining proper documentation is so difficult.

3. How is Crossroads assessing the impact of the provision of IDs and birth certificates among their clients to improve outcomes, stability, and prevent recidivism?

- a. How is Crossroads assessing the real impact of the provision of IDs and birth certificates among their clients to improve outcomes, stability, and prevent recidivism?

- b. What type of data should Crossroads be collecting to assist with passing legislation on this issue?

Crossroads tracks the number of IDs and birth certificates that have been acquired, but there is currently no follow-up protocol to longitudinally track how the members of their target population are faring after receiving their documentation. There is literature to support that those transitioning through re-entry may not experience homelessness until after a few months back in society (Moschion & Johnson, 2019). Without proper tracking, follow-up, and accounting for clients served after the receipt of documentation, it is impossible to determine the long-term beneficial impacts of Crossroads' intervention. This report provides Crossroads with meaningful recommendations and insights to continue providing this crucial service but to also serve their client's long-term health and stabilization. Collecting useful data will also allow Crossroads to successfully impact policy change with Senator Kim Jackson's expertise.

Description of literature review and data collection procedures

A thorough examination of the literature around this issue was conducted. An initial filter was put on the search to limit sources to 2017 or more later to ensure timely data analysis. Some sources with less recent publication dates were found through the resource sections of selected papers and were thus examined and included as well. Search terms included were "homelessness," "recidivism," "reentry," "documentation and homelessness," "prison reform," to name a few. This list is not exhaustive. Subsequent searches took place by examining the resource list of selected texts. The literature review was broken into seven sections beginning with background information on the burden of homelessness and incarceration rates to the reciprocal relationship between the two and concludes with a discussion on reform efforts and the specific intersectionality that Crossroads Community Ministries works within.

Description of in-depth interviews and data collection procedures

In-depth interviews were conducted with six key informants, including Senator Kim Jackson, Crossroads' Executive Director, two documentation team staff, and two clients who benefitted from the documentation initiative. Key informants were selected through convenience sampling through Crossroads' Executive Director. The evaluation sent emails to request an interview and provide informants with a list of days and times. An email confirmation and

calendar invitation was sent to each informant once a date and time were selected. Key informants were able to provide valuable insight into why individuals have difficulty receiving proper documentation upon being released from the prison system. The evaluation team conducted in-depth interviews via telephone and Zoom. Interviews lasted 45 minutes to one hour. Verbal consent to record audio and video was given before the start of each interview. The primary interviewer asked questions and probes from the interview guide, while the secondary interviewer took detailed notes, offered technical support, and additional support as needed. Afterward, each interview was transcribed and coded for thematic analysis. All recordings and interview notes are stored in a secure Google Drive folder and will be destroyed once the evaluation is complete.

Data Crosswalk

Evaluation Question	Data Collection Instrument	Domain Assessed
1. How many individuals require proper documentation within 90 days of being released from prison?	<ul style="list-style-type: none"> • Literature review • Publicly available data 	<ul style="list-style-type: none"> • Descriptive statistics and information of the severity of lack of identification following being released from prison through the examination of previous literature on the subject matter
<i>1a. What are the demographics of the clients that are in most need of proper documentation?</i>	<ul style="list-style-type: none"> • Literature review • Publicly available data 	<ul style="list-style-type: none"> • Demographic characteristics (race, age, gender, marital status, military status) through the examination of previous literature on the subject matter
<i>1b. What services are clients having difficulty accessing without a form of legal documentation?</i>	<ul style="list-style-type: none"> • Literature review • In-depth interviews 	<ul style="list-style-type: none"> • Examination of previous literature, both quantitative and qualitative data sources, to identify key themes and areas of concerns regarding barriers to services due to lack of identification
<i>1c. What are the risk and protective factors that contribute to not having proper documentation?</i>	<ul style="list-style-type: none"> • Literature review • Publicly available data • In-depth interviews 	<ul style="list-style-type: none"> • Demographics characteristics of those that have proper identification and those that do not after being released from incarceration

Evaluation Question	Data Collection Instrument	Domain Assessed
2. How does documentation impact an individual's experience with homelessness and incarceration?	<ul style="list-style-type: none"> ● In-depth interviews 	<ul style="list-style-type: none"> ● Demographic characteristics (race, age, gender, marital status, military status) ● Understanding daily hardships of individuals who do not have proper documentation
<p><i>2a. Are correctional agencies ensuring that individuals receive a state-issued ID upon release or provide them with an identification card that can be easily exchanged for a state-issued ID upon release?</i></p>	<ul style="list-style-type: none"> ● In-depth interviews 	<ul style="list-style-type: none"> ● Thoughts about why obtaining documentation upon prisoner's release is difficult
3. How is Crossroads assessing the impact of the provision of IDs and birth certificates among their clients to improve outcomes, stability, and prevent recidivism?	<ul style="list-style-type: none"> ● In-depth interviews 	<ul style="list-style-type: none"> ● Identify how Crossroads can improve their current programming to further help with providing documentation to their clients

3b. What type of data should Crossroads be collecting to assist with passing legislation on this issue?

- In-depth interviews
- Identify what type of data needs to be collected to successfully pass legislation that requires correctional facilities to provide inmates with the proper documentation upon their release.

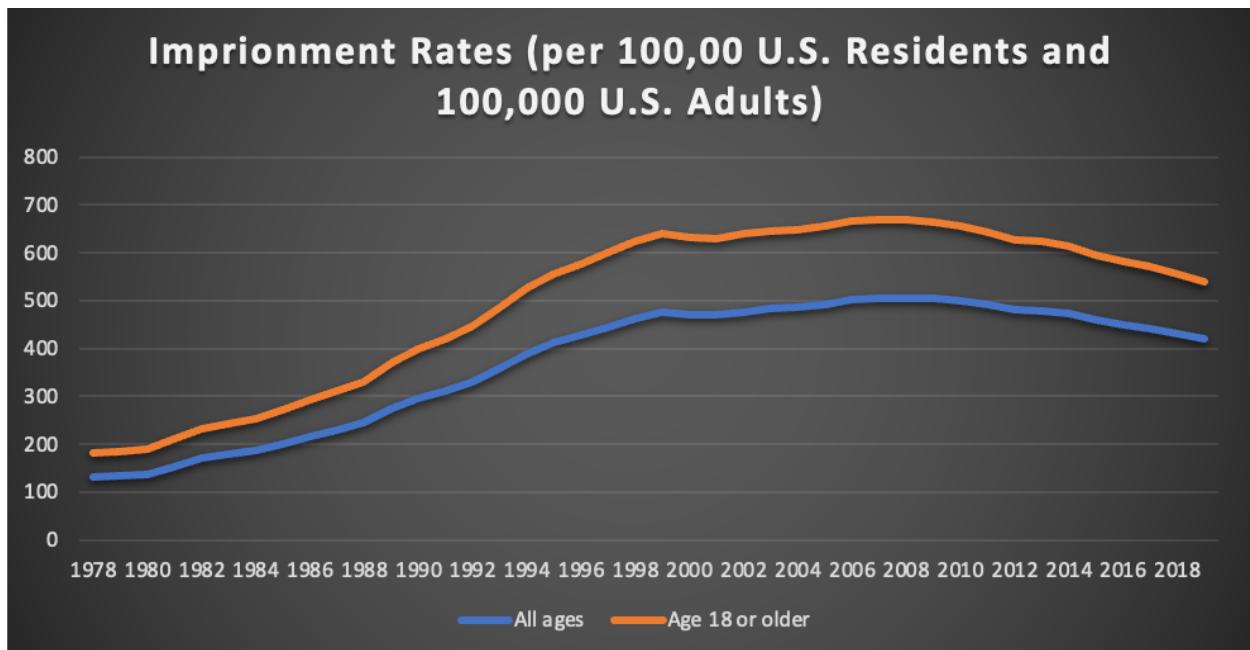
Quantitative Analysis: Publicly Available Data

Evaluation Question: How many clients, who have or are currently receiving services from Crossroads, require proper documentation within 90 days of being released from prison?

Secondary quantitative data analysis was conducted to further understand incarceration rates and demographics of those persons that are incarcerated within the United States. It is important to note that within this section of the paper criminal justice terms will be utilized to explain incarceration rates. These terms will be utilized in order to be aligned with the original data sources based on the Bureau of Justice Statistics.

Overall imprisonment rates, although decreasing, are still much higher than historic averages. In fact, from 1980, there has been a noted increase in imprisonment rates throughout the United States (Figure 7). The below figure exemplifies this relationship, stratified by all ages and 18 and older residents.

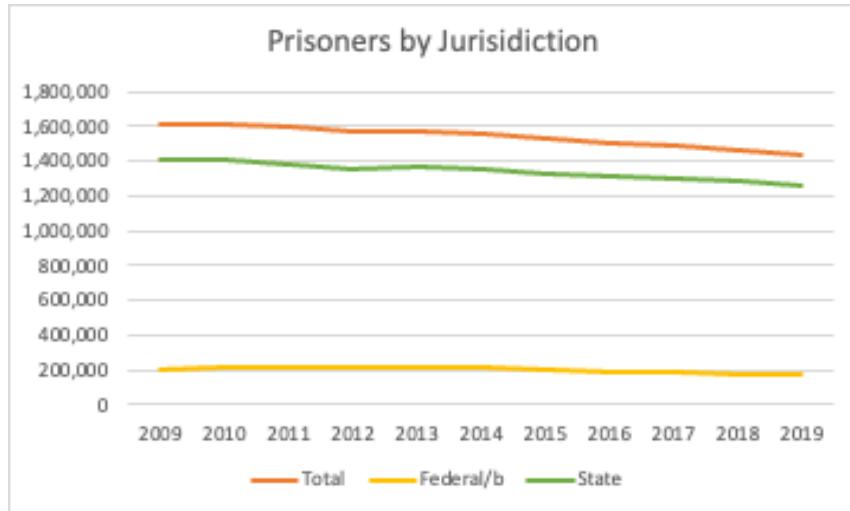
Figure 7: Imprisonment Rates per 100,000 U.S. Residents



Majority of the prisoners that are currently incarcerated within the United States are incarcerated within state jurisdictions. In 2019, there were a total of 1,430,805 prisoners; within those

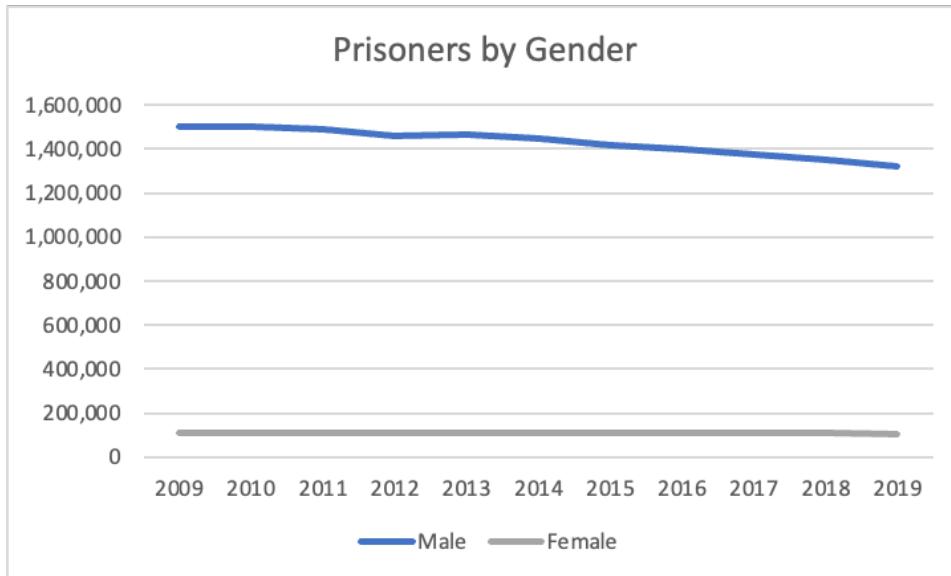
prisoners, 1,255,698 prisoners were housed within state penitentiaries, and 175,116 were housed in federal prisons. Figure 8 shows the relationship between federal and state prisoners; however, the figure also continues to emphasize the decline in imprisonments rate in the past couple of years.

Figure 8: Prisoners by Jurisdiction



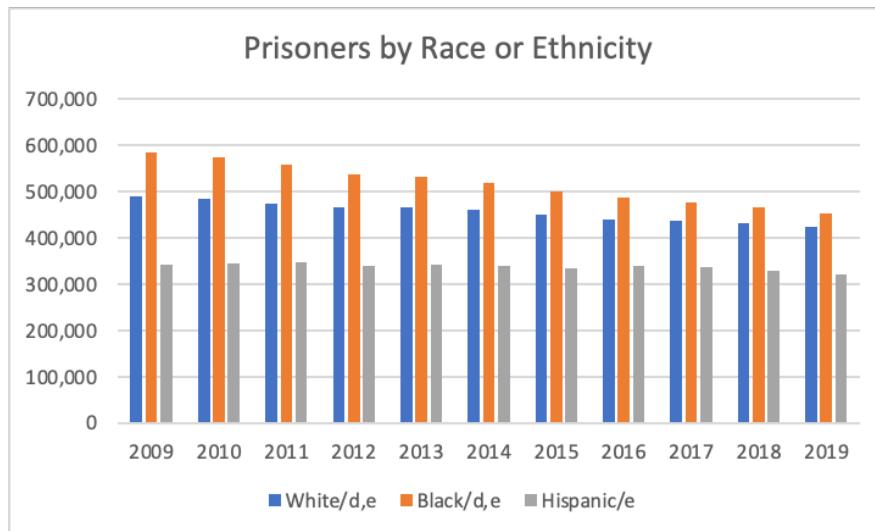
Within these populations, the overwhelming majority of the prisoners are male. As shown in Figure 9, over 1,322,850 prisoners were male and only 107,955 were female, in 2019.

Figure 9: Prisoners by Gender



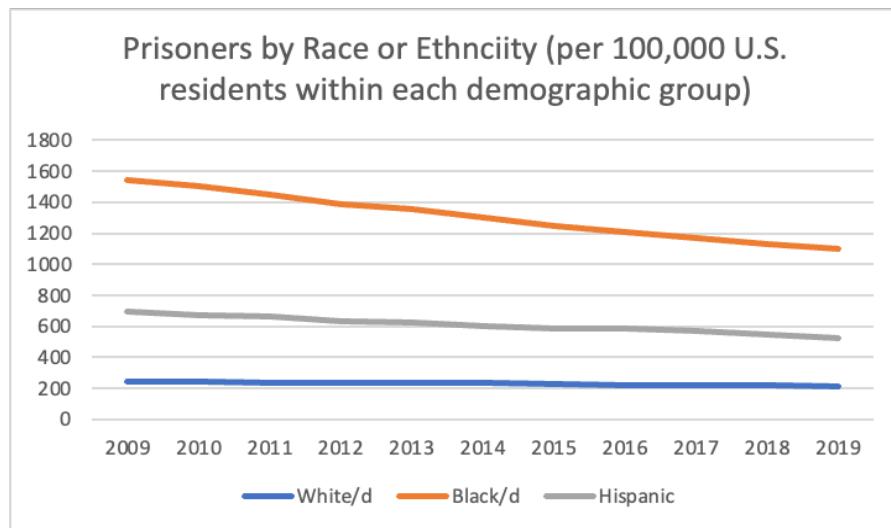
Furthermore, due to the noted differences in prisoners by race or ethnicity, it was important to examine these differences through secondary data analysis. Results, as shown in Figures 10 and 11, show the large gap in imprisonment rates by race or ethnicity. Figure 10 shows that, although overall imprisonment rates are decreasing, historically Black or African American residents have been imprisoned more than their white or Hispanic counterparts. In 2019, 422,800 prisoners were White, 452,800 were Black or African American, and 320,700 were Hispanic.

Figure 10: Prisoners by Race or Ethnicity



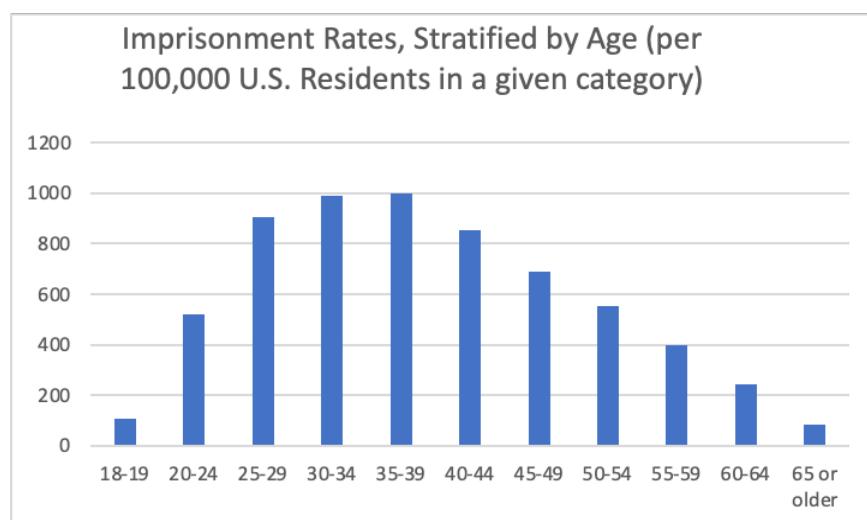
However, Figure 11, exemplifies the large disparity of imprisonment rates, as Black or African American residents are being imprisoned by much larger rates than their White or Hispanic peers. In fact, per 100,000 U.S. residents within each demographic group, 214 White people were incarcerated, 1,069 Black or African American people were incarcerated, and 525 Hispanic people were incarcerated.

Figure 11: Prisoners by Race or Ethnicity (per 100,000 U.S. Residents Within Each Demographic Group)



In regards to age, the majority of those incarcerated fell between the ages of 25 and 44. Per 100,000 U.S. residents, 107 people ages 18-19 were incarcerated, 520 people ages 20-24 were incarcerated, 907 people ages 25-29 were incarcerated, 988 people ages 30-34 were incarcerated, 1,000 people ages 35-39 were incarcerated, 854 people ages 40-44 were incarcerated, 690 people ages 45-49 were incarcerated, 551 people ages 50-54 were incarcerated, 398 people ages 55-59 were incarcerated, 242 people ages 60-64 were incarcerated, and 81 people aged 65 and older were incarcerated (Figure 12).

Figure 12: Imprisonment Rates, Stratified by Age (per 100,000 U.S. Residents in a Given Category)



Within federal prison, 73,210 people were incarcerated due to drug-related charges, 8,400 were incarcerated due to property-related charges, 12,212 were incarcerated due to violent charges, and 63,691 were incarcerated due to public offenses (Figure 13).

Figure 13: Prisoners by Offense in Federal Prison



Qualitative Analysis: Key Informant Interviews

Thematic analysis was conducted to analyze all six interviews to gain a better understanding of both clients' and stakeholders' experiences and perceptions of the documentation program and the general burden of incarceration on homelessness. Four team members conducted data analysis by independently reviewing interview notes and transcripts. Themes within the text were identified and considered to be meaningful based on their relevance and the frequency in which sentiments were shared by participants. Once codes were developed and defined within the Codebook (**Appendix C**), the evaluation team discussed findings to ensure inter-coder reliability. When appropriate, a direct quotation from a transcript was pulled and included in the Codebook to justify its inclusion and development.

Key informant interviews were conducted to help assess Crossroads' documentation program and better understand the burden of reentry on those experiencing homelessness. A total of six interviews were conducted via Zoom or phone. There were critical takeaways from each interview offering insight from six unique perspectives. All interviewees' insight, knowledge, and experience with the program helped inform the development of the Codebook and inform needs and recommendations.

Key informant	Relationship with Crossroads
Senator Kim Jackson	GA State Senator (District 41)
Rev. Tony Johns	Executive Director
Danielle Hickman	Crossroads employee
Jeanne Porter	Crossroads employee
Two Program Champions	Former and/or Current Clients of Crossroads

Table 1. Name and relationship to Crossroads for each interviewee

After completing the thematic analysis, the evaluation team identified the following themes from the data collection: 1) Experiences of Homelessness 2) Experiences of Incarceration, 3) Barriers to Success, and 4) Solutions to Eliminating Barriers. The following themes will be discussed in more detail below.

Evaluation Question: How does documentation impact an individual's experience with homelessness and incarceration?

Theme 1: Experiences of Homelessness

A discussed in the literature review, experiencing homelessness is described as "living in a place not meant for human habitation, in an emergency shelter, or in transitional housing or as in a state of exiting an institution (e.g., a prison, hospital, or mental health facility)" (Barile et al., 2018). In our qualitative interviews, homelessness as a barrier to success was discussed across all participants. Key informants provided insight regarding the length of time spent experiencing homelessness and the frequency of individuals' ability to obtain and secure proper documentation. Current and former clients were also asked about their personal experience with homelessness. One participant shared the following regarding their experience:

Crossroads Client: "I'm 61 now probably...probably 47, for the first time. Then you know, things got better than I was homeless again for different reasons off and on..."

During one interview, temporary housing was mentioned. Many of those experiencing homelessness may be in transitional or marginal housing (Couloute, 2018), and are, therefore, not accurately captured in national or statewide estimates of homelessness. At the time of the interview, one key informant was currently living in a hotel. Stable housing is foundational in the success of those working to achieve stability, whether they wish to get off of the street or re-enter society once released from the carceral system. However, although preferable to a lack of shelter, temporary housing may not be a long-term solution to stabilization and success (Couloute, 2018).

Theme 2: Experiences of Incarceration

Incarceration is a major barrier for Crossroads' clients. Both existing literature and key informant interviews reveal Individuals who have previous experience with the justice system face similar hardships as those experiencing homelessness (Moschion & Johnson, 2019). We identified numerous aspects of how incarceration impacts success outcomes. The first, and perhaps most influential, was the variability in developing a reentry plan for individuals once they leave the

carceral system. There appear to be differences in the level of support individuals get either by state or correctional facility. Some individuals may have difficulty obtaining documentation before their release, while others do not. Key informants identified the following reasons for not securing documentation before release: gender reassignment, lack of knowledge about family names or maiden names, and caseworker overload. In the following quote, a client expressed their knowledge about how reentry plans are developed:

Crossroads Client: "I think it varies. Like, you know, like with me coming out, I wasn't briefed or nothing..."

If individuals are not adequately prepared for reentry, they are not given a proper chance to succeed once they are released from prison. A client expressed their frustration regarding the lack of reentry plans for most individuals:

Crossroads Client: "So, yeah, so they actually know this is set up before they even leave. So if they have that, everything is fine. But if you just go on out and go on in the street, you know, it's a problem because you get back into the same stuff to get you locked up in the first place."

Staff at Crossroads have observed the consequences of not having proper documentation once released from prison. In the following quote, a participant described both the short-term and long-term impacts of not having documentation.

Danielle Hickman: "And I think the short-term impacts, impacts them long-term because sometimes individuals say, 'Well, I tried to get all of my documents and I'm unable to,' so they end up turning back to the lifestyle that led them to being incarcerated."

The interviews also revealed that social support from family and/or friends impacted success outcomes. Family or interpersonal connections may be a protective factor against homelessness for those released from prison, as it is a temporary solution to being on the street (Herbert et.al, 2015). However, this may not always be a long-term solution to housing stabilization.

Georgia has one of the highest rates of incarcerated persons not only in the country but in the world (Prison Policy Initiative, 2018). As a state, Georgia incarcerates more people than many well-developed nations as a whole. The sheer size of Georgia's carceral system, caseworker overload, and a lack of policy-level mandates leaves many individuals without a sufficient reentry plan. Senator Kim Jackson is working to make the provision of legal IDs mandatory for those being released by developing Senate Bill 161. In the following quote, Senator Jackson discussed difficulties inmates born outside of Georgia face when trying to obtain proper documentation.

Sen. Kim Jackson: "In order to get a birth certificate in, like, New York depends on the county but sometimes it can be as much as like \$65 - \$75, just to get that piece of paper. And so that's a major hurdle. And the Department of Corrections is just not able to really navigate that hurdle for people who are not Georgia-born. And so then, okay, let's say they get the birth certificate through the Department of Corrections...they are supposed to get a birth certificate before they leave prison."

Data gathered from the interviews suggest policy-level initiatives are needed to support the formerly incarcerated and simplify the process of obtaining legal documentation. Doing so will facilitate individuals' ability to be productive members of society once they are released from the carceral system.

Theme 3: Barriers to Success

Barriers to success were defined as things that stand in the way of success for people experiencing homelessness and those who were formerly incarcerated. Key informants revealed several barriers associated with homelessness and incarceration. Barriers included obtaining proper documentation, interacting with society, securing stable housing and employment, accessing health care, and experiencing recidivism.

First, several participants expressed frustration with obtaining proper documentation and having difficulty interacting with society because prison IDs are not universally accepted. A client expressed their frustration in the following quote:

Crossroads Client: "I got out of prison, I had a prison ID. It is supposed to be good for a year, you know to give me time to get a state ID. I mean, you find out later that everybody doesn't honor it even though it's a state ID so yeah, so of course, you know, you got to get rid of the headache so you go get an ID."

In addition, one participant thoroughly described additional barriers associated with not having proper documentation. They expressed the following:

Tony Johns: "...you can't apply for a job, you can't apply for housing. "...it's difficult to get health care. You know, you can't really interact with formal society and with the structures that exist without some form of ID, and, and so are already having a barrier of having a criminal record. That's only exacerbated by the fact that you don't have identification."

A second notable barrier that was identified was recidivism. The lack of ease and support in obtaining legal documentation makes it difficult for individuals to be productive members of society. Our findings suggest current systems do not support individuals in transitioning back into society, therefore, causing the prison cycle to continue for many. One participant described the unfortunate cycle of recidivism in the following statement:

Tony Johns: "You can't, you can't really interact with formal society and with the structures that exist without some form of ID, and, and so are already having a barrier of having a criminal record. That's only exacerbated by the fact that you don't have identification. And, and so you're kind of forced into, I guess what we would, we would label criminal activity or illegal activity in order just to survive. And then recidivism becomes a huge issue."

Further, the COVID-19 pandemic has had a significant impact on obtaining ID and governmental services. Due to office closures, individuals cannot make appointments to apply for and obtain documents. One participant described the impact of COVID-19 on obtaining documentation by saying the following:

Danielle Hickman: “Especially right now during COVID, where you are not allowed to just go on your own behalf to secure your birth certificate, I mean, your social security card or even your birth certificate, instead, offices are closed, and those individuals don't have the proper documentation to apply for a social security card to secure the rest of their documents.”

To help resolve barriers to success for those experiencing homelessness and those who were formerly incarcerated, each of these topics should be considered to make receiving legal documentation more accessible to populations who need it most.

Evaluation Question: How is Crossroads assessing the impact of the provision of IDs and birth certificates among their clients to improve outcomes, stability, and prevent recidivism?

Theme 4: Solutions to Eliminating Barriers

Several solutions to lessen difficulties associated with homelessness and incarceration were identified, the first being community awareness. Several participants expressed that the public does not have a clear understanding of the barriers faced by formerly incarcerated individuals and individuals experiencing homelessness. One participant shared the following:

Danielle Hickman: “I think in the community, we have to be aware of the steps the individuals and the barriers that individuals are experiencing. I think that a lot of people assume that you automatically get your birth certificate and your social security card when you are released from being incarcerated, and it is not always the case.”

The lack of community knowledge regarding reentry may contribute to the stigma associated with homelessness and being formerly incarcerated. One may not choose to experience homelessness or re-offend. In many circumstances, a lack of proper documentation impedes individuals from securing employment and stable housing.

To increase community awareness, Crossroads staff expressed the importance of community partnerships to help individuals receive documentation promptly. One participant suggested that correctional facilities can partner with the department of motor vehicles to provide identification

to individuals upon their release. Doing so would reduce caseworker overload. The participant explained their perspective in the following quote:

Tony Johns: “It ought to be independent of the caseworker ought to be done through driver services, they ought to be at the prisons giving state IDs. It's that simple. But it's not happening.”

In addition, external aid was mentioned as a factor that assists clients with securing documentation. For example, one client expressed that their status as a veteran helped them establish a network of financial and social support to promote health-seeking behaviors. Through the VA, they were part of Back on my Feet, which helped provide support for housing and utilities. The individual expressed the following:

Crossroads Client: “The VA really helps me with about everything, then I belong to a group called back on my feet, which we run, you know, what I'm saying and they offer everything to you know, from housing to everything, you know, a lot of places in ATL, do that, you know, they, back on my feet, paid my back electric bill, the other day”

The participant acknowledged that their status as a Veteran provides a support system not many returning citizens can access. Along with the VA, the participant mentioned the Salvation Army as a pathway positive social network. At the Salvation Army, the participant met Danielle, a current employee of Crossroads, which expanded his network and support. Through these positive social ties at the VA and Salvation Army, the participant secured their ID and retained stability.

Finally, Crossroads staff identified additional data to be collected to expand the reach of the documentation program. If funding were available, the team would like to implement a more robust follow-up process to identify the client’s success after receiving documentation. A 30/60/90 and 180-day follow-up process would be ideal, however, case managers are overwhelmed. One participant explained case manager workload in the following quote:

Tony Johns: “We've been trying to implement a 30/60/90 and 180 day follow-up process. But we have the same issue of caseload. For our case managers, we basically have two people doing documentation, and they're providing document services for about 250 people a month.”

Finally, policy-level mandates were also identified as a solution to reduce barriers to receiving proper documentation. Overall, participants believe the process for obtaining documentation should be simplified. One participant expressed that states make it “very difficult” for individuals to obtain a birth certificate. This challenge remains, as birth certificates are required documents when applying for a state-issued ID. To overcome this barrier, one participant would like to see policymakers elevate the status of the voter ID card and allow it to be used as a form of ID. Doing so would allow individuals to perform everyday tasks, such as secure housing and cash a check. A participant expressed this idea in the following quote:

Sen. Kim Jackson: “It's not a high level of verification... it's the easiest ID for somebody to get without starting at zero.”

Overall, all participants believe less formal papers should be universally accepted as proof of identity.

Recommendations

1. **Data Collection:** Based on the current information provided by Crossroads Ministries employees and community partners, further evaluation is needed to determine the extent of the need for proper documentation within 90 days of being released from prison. To do so, it is recommended that Crossroads Ministries implements a data tracking tool to collect data from the community members they serve on the needs of documentation, demographics of these individuals, and any other information regarding documentation that may seem relevant (i.e. birth certificates versus social security cards). In order to then further assess the program strengths and outcomes, data should be collected at the initial meeting and 30-days, 60-days, 90-days, and 6 months after the initial meeting. A sample demographic survey for data collection is included in **Appendix A**.
2. **Education and Community Outreach:** Based upon qualitative data collection and literature reviews, there is a dearth of understanding within the community regarding the lack of proper identification for many people living in homelessness and those that have been released from incarceration. Thus, it is recommended that Crossroads Ministries participate in educational and community outreach initiatives in order to raise awareness for the prevalent issues surrounding obtaining identification and the barriers associated with not having a form of identification that is universally accepted at various organizations and companies.
3. **Establish Partnerships and Strategic Planning:** There is a wide breadth of community organizations that provide valuable services to help those most in need to start living successful lives. Due to the wide variety of organizations doing this work, it is recommended that Crossroads Ministries establishes formal partnerships with organizations throughout the metro Atlanta area to provide individuals with employment assistance, educational opportunities, and other initiatives that supplement the identification assistance Crossroads Ministries provides these same individuals.
4. **Expand Programming through New Hires or Volunteers:** We recommend the expansion of programming at Crossroads Ministries through both the hiring of additional

individuals to work as caseworkers or through the use of volunteers, depending on the financial means of the organization. This is a critical need for the organization as the other recommendations and programming depend on the employees at Crossroads Ministries. Without them and the volunteers, programming and identification assistance would not be possible. Thus, through the hiring or use of volunteers, educational and outreach programs, policy-level initiatives, establishing partnerships, and collecting data to inform these programs will be possible. Additionally, due to the potential financial constraints, Crossroads could apply for grants to receive funding to expand their team and aid with the expansion of programming.

5. Policy-Level Initiatives:

- a.** Literature shows that housing companies do not need to have access to criminal records for individuals trying to obtain an apartment as this is not a strong indicator of a successful tenant (Schneider, 2018). As technological advancements have allowed for easy access to criminal records there has been a notable increase since 1990 of housing and leasing companies requiring criminal history checks in their application review process (Schneider, 2018). There are a host of issues regarding criminal history checks, as poor data integrity can often result in inaccuracies or records of charges that have since been dropped. We recommend that at the policy level, misdemeanor criminal record histories should not be accessible to housing companies as it imposes punishment on formerly incarcerated individuals after the sentence has already been served. On July 28, 2019, Washington state's New Hope Act took effect. The law makes it easier to remove misdemeanor convictions from criminal records (Washington State Legislature, 2019). Modeling a national-level policy from the New Hope Act may reduce individuals' difficulty with obtaining stable housing and employment after reentry. We also suggest that all individuals with misdemeanor convictions be eligible for a Certificate of Restoration of Opportunity (CROP). Individuals must file a court petition to ask a judge to sign a CROP (Northwest Justice Project, 2019). Once the judge signs the document, it is sent to the State Patrol and noted in the individual's public record (Northwest Justice Project, 219). Although a

CROP does not seal an individual's criminal record, employers and landlords can consider a CROP when making employment and housing-related transaction decisions (Northwest Justice Project, 2019).

- b.** There are opportunities to utilize these technological advances in order to store identifications electronically to ease the barriers with losing or misplacing identification materials (social security cards, birth certificates, etc.). Electronic copies of documentation may be an innovative solution for obtaining specific documents, especially when they are required as a dependency to obtaining another form of identification. Those experiencing homelessness do not have the same access to permanent storage as those who are in temporary or permanent housing, therefore the risk of loss or damage to forms of identification is higher for this vulnerable population. We suggest a verification system be established to allow individuals to identify themselves using information specific to them.
- c.** We recommend that efforts be made to streamline the process of obtaining identification for individuals through policy-level initiatives. For those that are being released from incarceration, this could mean policy-level changes that mandate a partnership between the Department of Motor Vehicles and the Department of Justice to provide those individuals with state-issued identification that are universally accepted at businesses, state and local organizations, public service centers, potential employers, and housing or leasing agencies.

Limitations

There were several limitations throughout the evaluation that are important to consider. First, we were unable to conduct secondary data analysis to understand the impact of documentation on homelessness and recidivism. Publicly available data on reentry and IDs is limited. The evaluation team would have ideally wanted to survey Crossroads clients. Due to COVID-19 restrictions and time constraints, the evaluation team was not able to carry out this plan. The evaluation team concluded that there would not be enough time to create a survey, survey a representative sample of clients, and analyze the data. As a result, the evaluation team elected to conduct a literature review. Our literature review and data triangulation focused on the association between prison reentry and homelessness. Key informant interviews were also conducted to help us understand the barriers reentering citizens may experience. We found a strong association between homelessness and recidivism, which is exacerbated by a lack of proper documentation.

Second, we only conducted interviews with two Crossroads clients. Thus, we may not have sufficient insight regarding the barriers reentering citizens may experience. Ideally, we would have liked to interview 10 to 15 clients who have benefitted from the documentation program at Crossroads. This may be due, in part, to the transient nature of our target population. As the literature shows, it is very hard for reentering citizens without an ID to find economic stability. These economic instabilities only exacerbate the transient nature of the client base. To improve upon this study, it may be helpful to provide financial assistance to participants to compensate them for their time. COVID-19 restrictions and time constraints also impacted our ability to interview additional clients.

Last, we may have sampled Crossroads clients from a biased population, as they had already received their documents. The clients we interviewed had a source of income: one had a job and the other received benefits from serving in the army. These individuals may not represent the broader client base due to their stable income.

Conclusions

After evaluating Crossroads Community Ministries' documentation program, we conclude that there is a great need for proper documentation for those that are both living in homelessness and those that have been recently released from incarceration. Furthermore, the evaluation exemplifies the extent to which these individuals face barriers to overall success due to lack of identification. Specifically, those with no documentation face great difficulty finding stable employment, housing, and are at a greater risk for being incarcerated again. Although many individuals may be released from incarceration with a prison ID, clients often experience difficulty utilizing them because it is rarely accepted as a suitable form of documentation by employment and housing organizations. Those that can secure proper identification through Crossroads Ministries experience both short and long-term impacts. Short-term impacts include seeing the possibility to "start over" and set themselves up for better success. Long-term impacts include securing employment, housing, and creating a more sustainable life to reduce the likelihood of recidivism.

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Appendix A: Demographics Survey

Thank you for taking the time to complete this survey. The purpose of this survey is to collect demographic information on clients who are seeking to obtain legal documentation through Crossroads Community Ministries. Your answers will help inform the impact of the documentation program.

The survey takes approximately 10 minutes to complete and is completely voluntary. You may choose to pass on any questions that you do not wish to answer.

1. What state were you born in?
2. What is your age?
3. What is your gender?
 - a. Male
 - b. Female
 - c. Non-binary
 - d. Other
 - e. Prefer not to answer
4. What is your race/ethnicity (select all that apply)?
 - a. White
 - b. Black or African American
 - c. American Indian or Alaska Native
 - d. Asian, Native Hawaiian or Other Pacific Islander
 - e. Hispanic or Latino
 - f. Other
5. What is your level of education?
 - a. Less than 9th grade
 - b. 9th grade to 12th grade, no diploma
 - c. High school graduate or GED
 - d. Some college or associate's degree
 - e. Bachelor's degree
 - f. Graduate or professional degree
 - g. Prefer not to answer
6. What is your relationship status?
 - a. Single

- b. Married
 - c. Divorced
 - d. Widowed
 - e. Prefer not to answer
7. Have you previously served in the military?
- a. Yes
 - b. No
 - c. Prefer not to answer
8. Have you ever experienced homelessness before?
- a. Yes
 - b. No
- 8a. If yes, are you currently experiencing homelessness?
- a. Yes
 - b. No
 - c. Prefer not to answer
9. Do you identify as having a disability or as a person with a disability? (Disability could be a result of one or more of the following impairments: visual, hearing, other communication impairments, physical or mobility, intellectual, and/or cognitive).
- a. Yes
 - b. No
 - c. Prefer not to answer
10. Have you previously been involved with the justice system?
- a. Yes
 - b. No
 - c. Prefer not to answer
- d. If so, were you released within the past 3 months?
- i. Yes
 - ii. No
 - iii. Prefer not to answer
- e. What was the reason for your release?
- i. Granted parole
 - ii. Prison sentence was served
 - iii. Other

iv. Prefer not to answer

11. Did you obtain a birth certificate using assistance from Crossroads Community Ministries?
 - a. Yes
 - b. No
 - c. Currently waiting for documentation
 - d. Prefer not to answer

12. Did you obtain a state-issued ID using assistance from Crossroads Community Ministries?
 - a. Yes
 - b. No
 - c. Currently waiting for documentation
 - d. Prefer not to answer

13. Do you currently have a birth certificate or state-issued ID in your possession?
 - a. Yes, I have a birth certificate
 - b. Yes, I have a state-issued ID
 - c. Yes, I have BOTH a birth certificate and ID
 - d. No, I don't have either a birth certificate or ID

14. Did a caseworker or someone else speak with you about obtaining proper documentation before being released from prison?
 - a. Yes
 - b. No
 - c. Prefer not to answer

15. What other services did Crossroads help you access? (*select all that apply*)
 - a. Birth certificate
 - b. State-issued id
 - c. MARTA card
 - d. Other
 - e. Prefer not to answer
 - f. None

Thank you again for taking the time to complete this survey. As a reminder, this survey is anonymous and the contents of your responses and any information shared will remain entirely confidential.

Appendix B: Interview Guides

Introduction:

Hello and thank you for taking the time to meet with us today! My name is ____ and this is ____ who is here to take notes on the interview. We are graduate students at Emory in the school of public health and we have partnered with Crossroads Community Ministries in order to perform an evaluation of their documentation program. The information we gain from these interviews will help aid in improving the documentation program as well as hopefully getting a policy in place to make sure all people are able to access legal ID's. With your permission, the interview will be recorded. All personal information will be removed to maintain confidentiality and the recording will be deleted after we review the information. Only our team, instructor, and TA will have access to the interview.

The interview will last approximately 20 minutes. And is completely voluntary. You may stop the interview at any time or choose to pass on any questions that you do not wish to answer.

Do you have any questions before we begin?

Is it ok if we record the interview?

Intro: Can you tell us a little bit about yourself?

1: How long have you lived in Atlanta?

2. How long have you been involved with Crossroads Community Ministries?

Probe: Have you found them to be helpful?

In what ways?

Which programs have you been involved with?

3. Have you ever experienced homelessness before?

Probe: If yes, at what age did you first experience homelessness?

Probe: For how long?

Probe: When you found yourself not experiencing homelessness, what helped you secure stable housing?

4. What measures have you taken to try and obtain an I.D and/or Birth Certificate?

Probe: Do you think COVID-19 had impacted your ability to obtain a form of ID?

5. Have you been previously incarcerated?

Probe: [If yes], how long were you incarcerated for?

Probe: [If yes], What was the reason for your release (granted parole, prison term expired/was served)?

Probe: [If yes] When you were released, what kind of family or personal relationship support did you have?

Probe: [If yes], can you describe any issues you've experienced with obtaining a legal form of identification?

Probe: Are you ineligible for social services and government assistance due to your incarceration? If yes, has the reason been explained to you?

5. What struggles have you experienced due to not having an I.D. after being released from the prison system?

Probe: Have you had a hard time finding housing due to not having an ID? In what ways?

Probe: Have you had a hard time finding employment due to not having an ID? In what ways?

6. Why do you think individuals have difficulty obtaining proper identification after being released from prison?

Probe: How do you think this is impacting people experiencing homelessness?

Probe: Do you have anything you can share with us about other's experience with this Process that you met during your time working with Crossroads?

7. What do you think would be helpful for those going through reentry?

8. How can Crossroads better help clients get IDs and birth certificates? Help them avoid sustained experience with homelessness?

Interview Guide for Clients

Introduction:

Hello and thank you for taking the time to meet with us today! My name is _____ and this is _____ who is here to take notes on the interview. We are graduate students at Emory in the school of public health and we have partnered with Crossroads Community Ministries in order to perform an evaluation of their documentation program. The information we gain from these interviews will help aid in improving the documentation program as well as hopefully getting a policy in place to make sure all people are able to access legal ID's. With your permission, the interview will be recorded. All personal information will be removed to maintain confidentiality and the recording will be deleted after we review the information. Only our team, instructor, and TA will have access to the interview.

The interview will last approximately 20 minutes? And is completely voluntary. You may stop the interview at any time or choose to pass on any questions that you do not wish to answer.

Do you have any questions before we begin?

Is it ok if we record the interview?

Intro: Can you tell us a little bit about yourself?

1: How long have you lived in Atlanta?

2. How long have you been involved with Crossroads Community Ministries?

Probe: Have you found them to be helpful?

In what ways?

Which programs have you been involved with?

3. Have you ever experienced homelessness before?

Probe: If yes, at what age did you first experience homelessness?

Probe: For how long?

Probe: When you found yourself not experiencing homelessness, what helped you secure stable housing?

4. What measures have you taken to try and obtain an I.D and/or Birth Certificate?

Probe: Do you think COVID-19 had impacted your ability to obtain a form of ID?

5. Have you been previously incarcerated?

Probe: [If yes], how long were you incarcerated for?

Probe: [If yes], What was the reason for your release (granted parole, prison term expired/was served)?

Probe: [If yes] When you were released, what kind of family or personal relationship support did you have?

Probe: [If yes], can you describe any issues you've experienced with obtaining a legal form of identification?

Probe: Are you ineligible for social services and government assistance due to your incarceration? If yes, has the reason been explained to you?

5. What struggles have you experienced due to not having an I.D. after being released from the prison system?

Probe: Have you had a hard time finding housing due to not having an ID? In what ways?

Probe: Have you had a hard time finding employment due to not having an ID? In what ways?

6. Why do you think individuals have difficulty obtaining proper identification after being released from prison?

Probe: How do you think this is impacting people experiencing homelessness?

Probe: Do you have anything you can share with us about other's experience with this Process that you met during your time working with Crossroads?

7. What do you think would be helpful for those going through reentry?

8. How can Crossroads better help clients get IDs and birth certificates? Help them avoid sustained experience with homelessness?

Key Informant Interview Guide (Kim Jackson)

Introduction:

Hello and thank you for taking the time to meet with us today! My name is _____ and this is _____ who is here to take notes on the interview. We are graduate students at Emory in the school of public health and we have partnered with Crossroads Community Ministries in order to perform an evaluation of their documentation program. The information we gain from these interviews will help aid in improving the documentation program as well as hopefully getting a policy in place to make sure all people are able to access legal IDs. With your permission, the interview will be recorded. All personal information will be removed to maintain confidentiality and the recording will be deleted after we review the information. Only our team, instructor, and TA will have access to the interview.

The interview will last approximately 30-45 minutes and is completely voluntary. You may stop the interview at any time or choose to pass on any questions that you do not wish to answer.

Do you have any questions before we begin?

Is it ok if we record the interview?

Question 1: Can you tell us a little bit about yourself?

- Probe: why did you run for state senate in GA?

Question 2: Can you tell me more about the collaborations you currently have with Crossroads Ministries?

- Probe: How does the work you do with Crossroads relate to your priorities as a senator?

Question 3: Why do you think individuals have difficulty obtaining proper identification after being released from prison?

- Probe: Are correctional agencies ensuring that individuals receive proper identification upon their release?

Question 4: Due to lack of identification, what barriers do people face when trying to reenter the community?

Probe: How does this impact those living in homelessness?

Probe: What are the short-term and long-term impacts of lack of identification?

Question 5: What do you think can be done at the community level to help prevent hardship associated with not having proper documentation?

- Probe: What can Crossroads do to help with the provision of IDs and birth certificates for individuals experiencing homelessness and individuals who've recently been released from prison?

Question 6: Regarding identification, what changes do you think need to be made at the policy level to address this?

- Probe: What type of data needs to be collected in order to successfully pass legislation on this issue?

Question 7: Is there anything else you'd like to discuss related to this topic that we have not covered today?

Key Informant Interview Guide (Rev. Tony)

Introduction:

Hello and thank you for taking the time to meet with us today! The information we gain from these interviews will help aid our evaluation. I will primarily be conducting the interview while Brittany takes notes. With your permission, the interview will be recorded. All personal information will be removed to maintain confidentiality and the recording will be deleted after we review the information. Only our team, instructor, and TA will have access to the interview.

The interview will last approximately 30-45 minutes and is completely voluntary. You may stop the interview at any time or choose to pass on any questions that you do not wish to answer.

Do you have any questions before we begin?

Is it ok if we record the interview?

Question 1: Can you tell us a little bit about yourself?

- Probe: How did you come to be the executive director at Crossroads Community Ministries?

Question 2: Can you tell me more about the collaborations you currently have with Senator Kim Jackson?

- Probe: What is the overall goal of the partnership?
- Probe: How does the work you do with the Senator relate to the overall mission of Crossroads?

Question 3: Why do you think individuals have difficulty obtaining proper identification after being released from prison?

- Probe: How do correctional agencies ensure that individuals receive proper identification upon their release?

Question 4: Due to lack of identification, what barriers do people face when trying to reenter the community?

Probe: How does this impact those living in homelessness?

Probe: What are the short-term and long-term impacts of lack of identification?

Question 5: What do you think can be done at the community level to help prevent hardship associated with not having proper documentation?

- Probe: What has Crossroads done to help with the provision of IDs and birth certificates for individuals experiencing homelessness and individuals who've recently been released from prison?
- Probe: Is there anything you'd like to see added to Crossroads' current documentation program?

Question 6: Regarding identification, what changes do you think need to be made at the policy level to address this?

Question 7: Is there anything else you'd like to discuss related to this topic that we have not covered today?

Appendix C: Codebook							
Code Number	Code	Definition	Sub-Code	Sub-Definition	Example Quotes	Example Quotes	Example Quotes
1	Barriers to success	Things that stand in the way of success for people experiencing homelessness and those who were formerly incarcerated	1.1 Legal ID	Nationally accepted form of Identification			
			1.1.1. Name Issues	Name change or being unable to recall parent's maiden name or spelling			
			1.1.2 Gender Reassignment	Some formerly incarcerated individuals have transitioned			
			1.1.3 Proof of Identity	Some people who are homeless or formerly incarcerated have no way to prove who they actually are	<i>Basically just trying to prove who they are. Just trying to prove who you are, is, is a really hard thing to do. J</i>		
			1.2 Birth Certificate	Official record of birth and citizenship	<i>But everybody goes through the same thing, through the birth certificate thing, through just about everybody that comes through there, whether they're in the VA program, the Harbor Life program, or whatever, you know, most of the time, they get that they don't have nothing. That's why they're there. DS</i>		
			1.3 Prison ID	ID given to formerly incarcerated individuals upon release	<i>I got out of prison. I had a prison ID. It is supposed to be good, for a year, you know to give me time to get a state ID. I mean, you find out later that everybody doesn't honor it even though it's a state ID so yeah, so of course, you know, you got to get rid of the headache so you go get ID. DS</i>		
			1.4 Housing Applications	Required application to secure housing	<i>Yes, not possible. Not possible. No, you can't you can't get you can't get housing without ID. No way. DS</i>	<i>you're not going to live with family, then you know, your only choices are the street or the shelter. issue being that most shelters will not allow you to check in without an ID. RT</i>	
			1.5 Employment	difficult finding a job without an ID	<i>Because basically, without that documentation, there's really nothing you can do, you know, get a job, find housing, you know, just documentation is essential to survive out here. J</i>		
			1.6 Health care	difficulty accessing healthcare without insurance - typically received from an employer if an individual does not have public insurance			
			1.7 Recidivism	the tendency of a convicted criminal to reoffend.	<i>you can't you can't really interact with formal society and with the structures that exist without some form of ID, and, and so are already having a barrier of having a criminal record. That's only exacerbated by the fact that you don't have identification. And, and so you're kind of forced into, I guess what we would, we would label criminal activity or illegal activity in order just to survive. And then recidivism becomes a huge issue.</i>		

	1.8 Stigma/Discrimination	Negative feelings toward a sub-group of people that impact behavior and treatment		
	1.9 Mental Health	State of mental wellness	<i>I think already reentering society mentally and emotionally is a lot and for them to reenter society with no ID any social security card, birth number certificate, it's very hard for them to secure housing is you have to sometimes get accepted to a shelter because you need some type of identity, form of ID, to get into certain shelters or transitional programs. DH</i>	
	1.9.1 Addiction	Substance dependency		
	1.9.2 Emotional Health	Emotional state of individuals after incarceration	<i>I believe that they are already coming out of being incarcerated in a very sensitive mental state. And I believe that that trauma just adds on to their inability to successfully transition into society, to secure a job, to secure housing. DH</i>	
	1.10 Short Term Impact	Short term impacts of carceral related barriers to reentry	<i>I believe that many individuals are released with the excitement of starting over the possibility to do better than, you know, than they did before, or like making those past mistakes that have led them to being incarcerated. And my biggest thing that I have seen is that a lot of individuals become discouraged. DH</i>	<i>They say, 'Hey, I'm trying to get a job and I need my ID.' And because they cannot secure those documents, mentally, and emotionally, it is very exhausting for the individuals that I've worked with. DH</i>
	1.11 Long Term Impact	Long term impacts of carceral related barriers to reentry	<i>Long term, it impacts them on their ability to secure just the basic essentials that every human being should have a right to...I believe when individuals feel that they can contribute to society it makes them mentally and emotionally in a better state. DH</i>	<i>I think long term if you, for the individuals themselves if they're not getting the help that they need, it will bring them back into the activities they were doing in order to get arrested or go to jail. If they can't make money or have anywhere to stay, then it's possible they'll try to do other things in order to maintain their life. J</i>
	1.12 Ease of obtaining documentation			
	1.12.1 Time	Time it takes to receive documentation, as well as following-up on paperwork	<i>The difficult thing really is just time. just time to wait for it.. But if you watch it, and come back to follow up. But just got to have patience and time.</i>	<i>Well I think a lot of people don't come back to follow up on their paperwork. They get out in the street and get involved in things adjust don't follow up. "Once your time lapses you have to start all over again."</i>
	1.12.2 Policies	Steps required to receive proper documentation	<i>I think sometimes it is hard to get your ID. You have to go through a lot of paper work. You have to get your social security card, you have to get your birth certificate, if it wasn't so hard to obtain those other documentation. But, I understand from 9/11 you have to have paper work to back up your ID. SO I understand the policies.</i>	<i>I think it costs \$10 to get an ID. But if you are, if you sign a waiver saying that you're a popper, that's the language we use, that if you're a popper then it's only \$5, but the reality is if you're truly truly poor, \$5 is a hell of a lot of money and you may not have that and so we do need to lower that to zero for people who don't have money. KJ</i>

			1.13 Prison Caseload	process in which prison systems provide documentation to inmates upon their release	<i>From what we understand there's caseworkers assigned to people in prisons are just overwhelmed with their caseload that, that they're just a huge number of clients that they're trying to process. And it's, it seems to be that they don't have the time before someone is released, to follow through on the process... they're trying to get people out that they don't want to hold them up just because they haven't gotten the state ID. So they'll release them. And then when, when they're out, they realize they can't do anything without the ID and it becomes a very it becomes a economic issue.</i>		
2	Impact of COVID-19	Global pandemic that began in late 2019	2.1 Barriers	Pitfalls of government departments closed to the public	<i>COVID has impacted the relationship building. When I first started here at crossroads, a lot of individuals will honestly just come and they will get their services, they check their mail, and they will come and get a meal. And they would sit and have their coffee, have their breakfast, catch up, you could you know, figure out you know, what's going on in their world, what are some things that they're struggling with? What are some resources that they need, or if they were looking for a job, they will come and take advantage of our job readiness program, they'd be on our, in our computer lab working on their resume, and they would just sit and be. And so because of COVID and limiting the amount of individuals that we allow within the building, we don't have that relationship component as much anymore. DH</i>	<i>Especially right now during COVID, where you are not allowed to just go on your own behalf to secure your birth certificate, I mean, your social security card or even your birth certificate, instead, offices are closed, and those individuals don't have the proper documentations to apply for a social security card to secure the rest of their documents. DH</i>	
			2.2 Benefits	How the closing of government departments has assisted with obtaining documentation	<i>COVID-19 probably helped everybody because you have to mail now you know, you can do it on a computer ask some a security person and go right there.</i>		
3	Crossroads Services	Services offered by Crossroads Community Ministries to clients, to help them readjust and become self-sufficient	3.1 Legal ID	Nationally accepted form of Identification			
			3.2 Birth Certificate	Official record of birth and citizenship			
			3.3 Mailing Services	Mailbox provided for Crossroads Clients	<i>And then we can also get the ID mailed here to Crossroads, they can use the Crossroads mailing address, so that we make sure that the ID is here, and then when it comes, they can come pick it up when it arrives. J</i>		
			3.4 Employment Classes	Services to aid clients in job readiness and acquisition			

			3.5 Relationship	How long/in-depth a client works with Crossroads	<i>And we have that ability to build that relationship to see how they're doing, how they're doing for job search, do they need Marta for transportation, or housing. So a lot of relationship building starts with securing the birth certificates and the ID, once you secure that document, it's like they get a sense of hope. And they see that here at crossroads we can really help them. They naturally just come back, especially if you're checking your mail, once a week, or some come multiple days, during the week, so you build that relationship and clients, because you're seeing them all the time. DH</i>		
			3.6 MARTA Passes	Public transport system in GA			
			3.7 Financial Aid	Assisting in helping finance services	<i>I mean not much more than what Crossroads is doing now, which is going ahead and providing them the services that they need free of charge. J</i>		
			3.8 Full Process	Crossroads helps clients from beginning to end of the process for reentry, sustained assistance			
4	External Aid	Other organizations that individuals rely upon for assistance	4.1 VA	Veterans Affairs			
			4.2 Back on my Feet	Non-profit organization in Atlanta			
			4.3 Salvation Army	International charitable organization			
5	Experience with Homelessness	Individuals experiences with homelessness described as "living in a place not meant for human habitation, in an emergency shelter, or in transitional housing or as in a state of exiting an institution (e.g., a prison, hospital, or mental health facility)"	5.1 Length of Time	How long an individual is experiencing homelessness	<i>Jesus Christ. Yeah. Yeah. Of course. Up under the bridges. In the streets. Yeah I have. DS</i>		
			5.2 Frequency	How often an individual is experiencing homelessness	<i>I'm 61 now probably...probably 47, for the first time. Then you know, things got better than I was homeless again for different reasons off and on. VA has homeless programs, if you ready for, all you have to do is go you know, but yeah, yeah. Dealing with different things. DS</i>		
			5.3 Temporary Housing	Temporary or transient solution to housing insecuring			
6	Incarceration	State of being imprisoned in a prison or jail	6.1 Release/Reentry Plan	Next steps upon release from prison	<i>I think it varies. Like, you know, like with me coming out, I wasn't briefed or nothing again, I didn't just come to one of these places. I wasn't mandated to come anywhere. Because I didn't have any probation. DS</i>	<i>I believe that Individuals have a hard time with obtaining vital documents. That is, maybe the social workers or the case managers within the prison system are overwhelmed. DH</i>	
			6.2 Sentencing	Length/type of carceral sentence			
			6.3 Prison Support	Support from the prison system to help people who are released	<i>It's really what I'm working towards in order to help my own daughter, is to just get a whole lot more support. When they're on their way to be able to be released, it would really help for them to become law abiding citizens. J</i>		
			6.4 Support System	Interpersonal relationships that may provide support upon release			

			6.4.1 Family Support	Close relatives to depend on or connect with			
			6.4.2 Social Media	Platforms that may aid in connecting with relatives and friends			
			6.5 Cycle	Homeless to prison pipeline	<i>So, yeah, so they actually know this is set up before they even leave. So if they have that, everything is fine. But if you just go on out and go on in the street, you know, it's a problem because you get back into the same stuff to get you locked up in the first place. DS</i>	<i>And I think the short term impacts, impacts them long term because sometimes individuals say, 'Well, I tried to get all of my documents and I'm unable to,' so they end up turning back to the lifestyle that led them to being incarcerated. DH</i>	
			6.6 GA Prison System	Specificities of the GA carceral system	<i>If you just don't have money, and people in your corner on your team, you get locked...you can get lost, man, this is one state in which that's how they make their money. That's why they have more prisons in Georgia than anywhere else. You know what I'm saying? That's how they get their money. That's how they get paid. Some get paid by churches, different churches, you know, religion. This is one to get paid by the judicial system. DS</i>	<i>In order to get a birth certificate in like New York depends on the county but sometimes it can be as much as like \$65 - \$75, just to get that piece of paper. And so that's a major hurdle, and the Department of Corrections is just not able to really navigate that hurdle for people who are not Georgia born. And so then, okay let's say they get the birth certificate through the Department of Corrections and that is a Department of Corrections regulation is that every Georgia born inmates, they are supposed to get a birth certificate before they leave prison "supposed to. KJ</i>	<i>DOC, the Department of Corrections. Their numbers are a little funky, but they suggest that they're like 75% of people with IDs, when they leave. I can't, I can't, I can't name that for from our experience. KJ</i>
7	Community Awareness	What the public understanding of the issue is and the barriers faced by formerly incarcerated individuals	7.1 Misunderstandings	Lack of community knowledge of experience of reentering	<i>I think in the community we have to be aware of the steps the individuals and the barriers that individuals are experiencing. I think that a lot of people assume that you automatically get your birth certificate and your social security card when you are released from being incarcerated, and it is not always the case. DH</i>		
			7.2 Partnerships	Example: with the motor vehicle office			
8	Gaps in Needs Met	What unique needs of this target population are not being met by current measures	8.1 Policy Level Mandates	Legislation from State and/or Federal level to impact target population	<i>And, and I think some of the creative things I've been trying to work through this problem, and I've been trying to kind of think about different loopholes. One policy way I think that we can address this in part is to elevate the status of the voter ID card. KJ</i>		
			8.1.1 Documentation Provided	State issued identification, birth certificates, and social security cards	<i>I believe, requirements that they ask for when securing your state ID could be opened a little bit when it comes to the document requirements, like the security card. I also believe certain states make it very difficult for people to get their birth certificate, which is a requirement to get your ID anywhere you go. And I think that there should be some type of extent of prison ID or papers to secure an ID as a proof of identity. DH</i>		

	8.2 Housing Availability	Affordable housing that is available for financially insecure or formerly incarcerated individuals	<i>Danielle would like to see more housing available</i>		
	8.2 Additional data to be collected				
	<i>8.2.1 Missing populations</i>	additional demographic data needed to be collected for certain clients	<i>I will say the one thing we don't deal with this a lot here just because where we at geographically, but I know an issue, that's huge and other places, is immigrant status. We haven't had to work a lot with undocumented individuals and trying to establish ID for them. And I'm not well versed in in what the laws are there</i>		
	<i>8.2.2 Follow-up</i>	addition efforts needed to follow up with clients after providing them with proper documentation	<i>We've been trying to implement a 30/60/90 and 180 day follow up process. But we have the same issue of caseload. For our case managers, we basically have two people doing documentation, and they're providing document services for about 250 people a month.</i>		

Crossroads Community Ministries

Program Evaluation

Baas, Dickson, Quinn, Trello, Wright

Agenda

- Significance of the Problem
- Purpose of the Evaluation
- Preliminary Data Collection - Literature Review
- Primary Data Collection - Key Informant Interview
- Recommendations
- Limitations
- Conclusions

Homelessness in America

“living in a place not meant for human habitation, in an emergency shelter, or in transitional housing or as in a state of exiting an institution.”

500,000

on a given night experience homelessness in the U.S.



Issues:

- Point-In-Time estimate
- Mass Incarceration
- Discrimination
- Homeless-Prison Pipeline

HOMELESS VS. HOUSING INSECURE

570 out of every 10,000
formerly incarcerated
individuals classified as
'housing insecure'

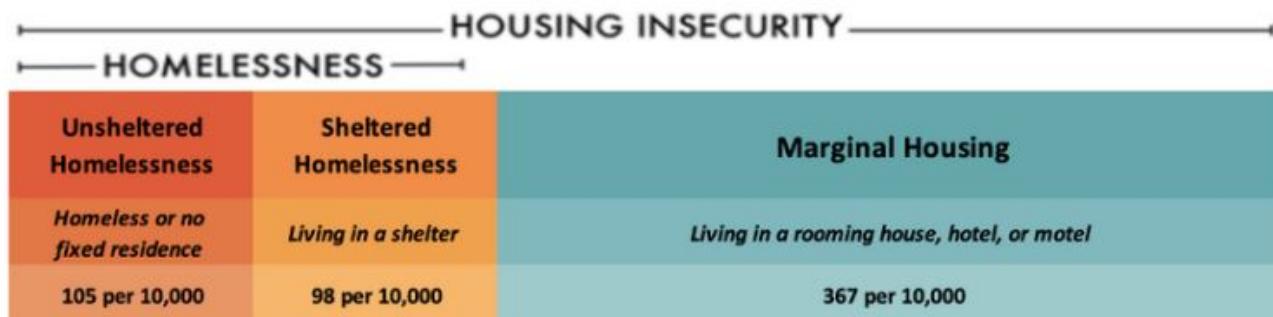


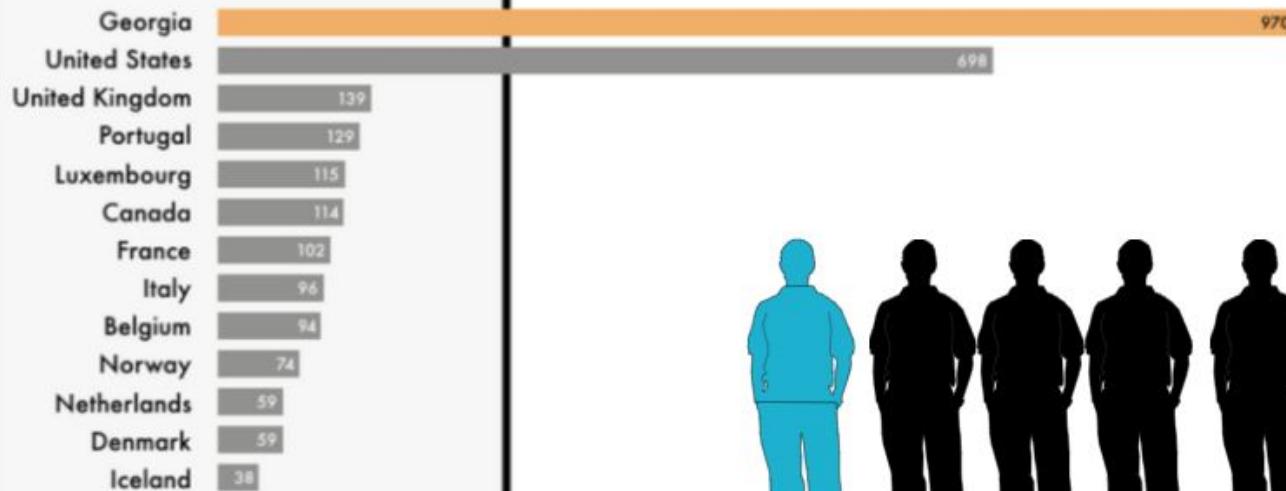
Figure 5. Housing Insecurity includes people who are **homeless** as well as those living in **marginal housing**. 570 out of every 10,000 formerly incarcerated people fall into one of these categories, making housing insecurity nearly three times more common than homelessness alone.



INCARCERATION

INCARCERATION RATES

COMPARING GEORGIA
AND FOUNDING NATO COUNTRIES



Source: <https://www.prisonpolicy.org/global/2018.html>

A recent estimate
puts **one in nine**
Black men, aged 20-
34, as currently
incarcerated



HOMELESS TO PRISON PIPELINE



Crimes of Survival

- trespassing
- breaking and entering
- burglary
- drug trade

Of the nearly 700,000 individuals released from prison each year, more than 10% experienced homelessness in the months leading up to their incarceration

CHALLENGES FOR THE FOMERLY INCARCERATED



Personal and Professional Struggles



Collateral Sanctions

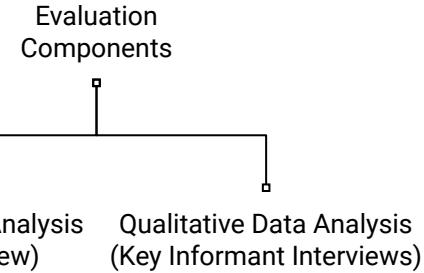


Invisible Punishments



Renewal Project

- 180-day stabilization program
- Acquired **1,740 birth certificates** from all U.S. States and **1,268 Georgia state-issued IDs**
- Provides over **7,881** individuals with mailroom services
- Provides employment navigation and resume building services
- Enables men and women to acquire quality, work appropriate clothing
- Supplies over **6,500 MARTA** cards for employment-related and medical emergencies

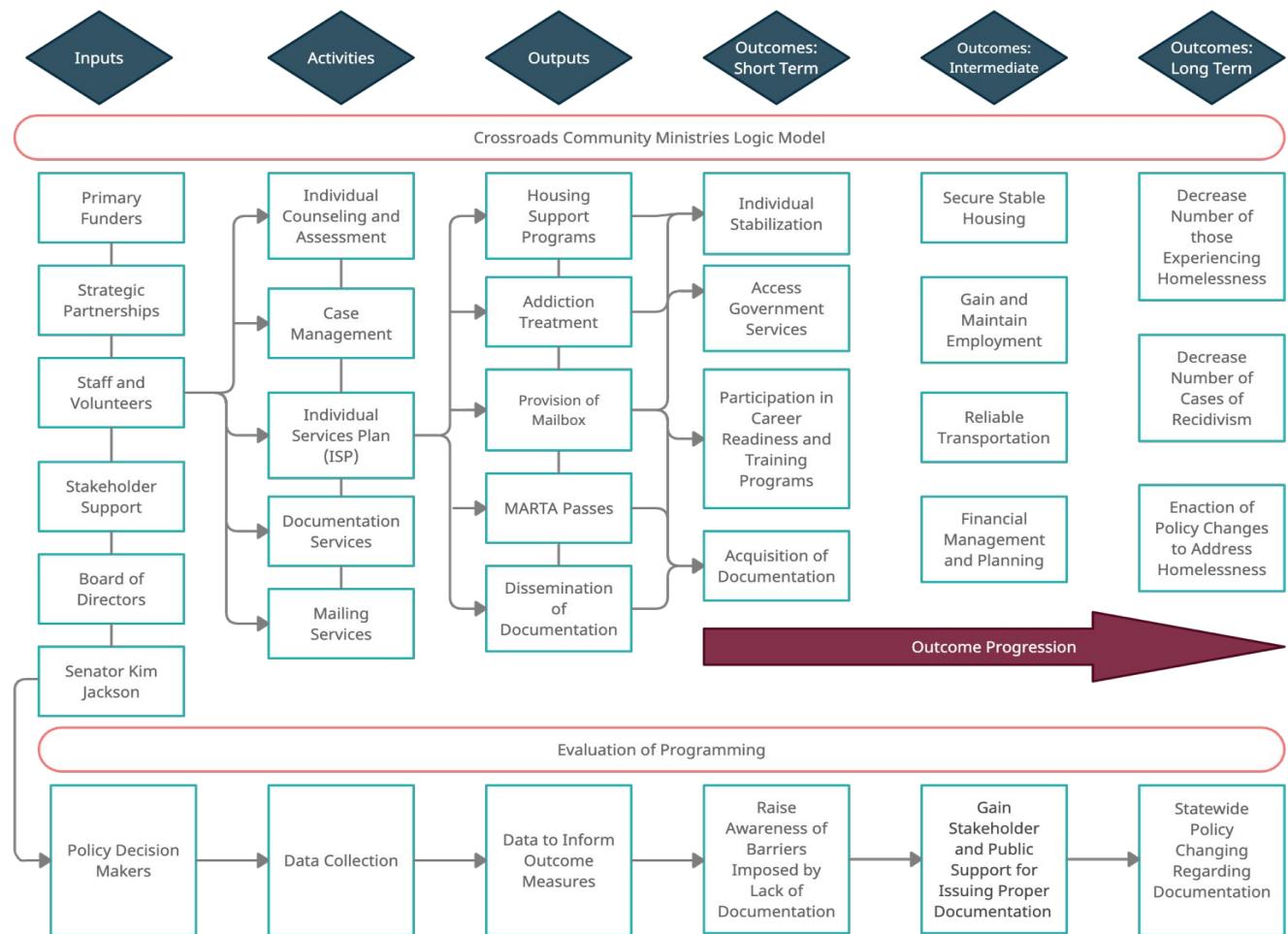


Purpose of the Evaluation

Evaluation Questions

1. How many clients, who have or are currently receiving services from Crossroads, are in need of proper documentation within 90 days of being released from prison?
2. How does documentation impact an individual's experience with homelessness and incarceration?
3. How is Crossroads assessing the impact of the provision of IDs and birth certificates among their clients to improve outcomes, stability, and prevent recidivism?

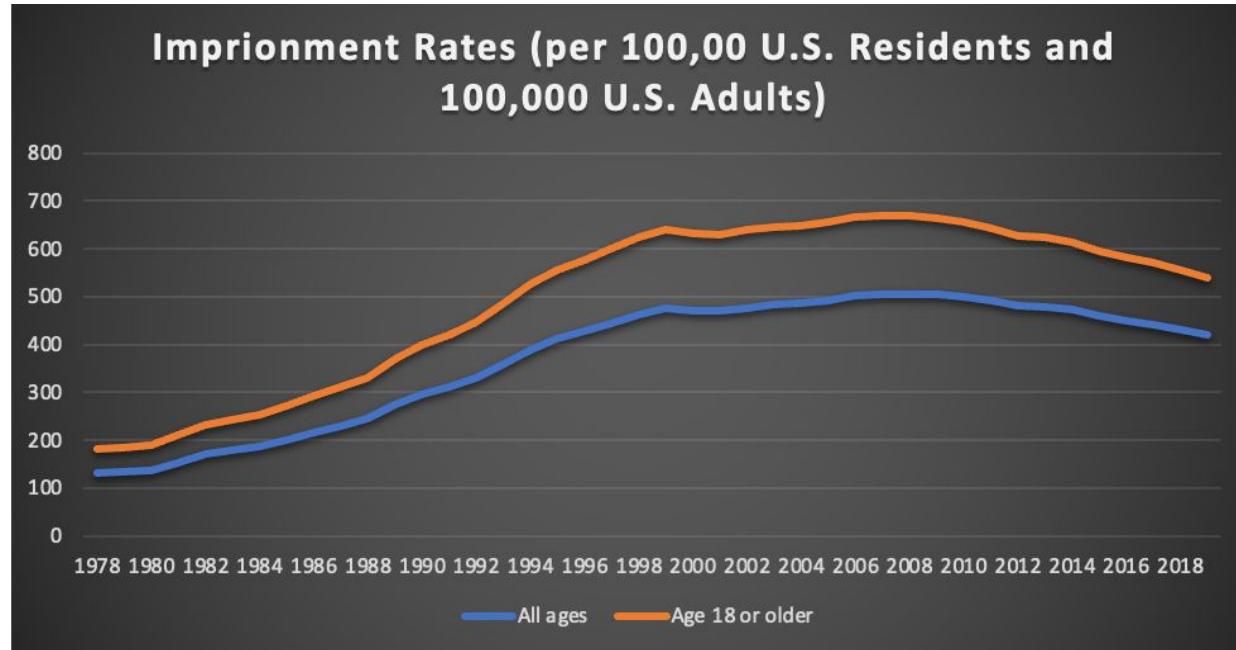
Logic Model



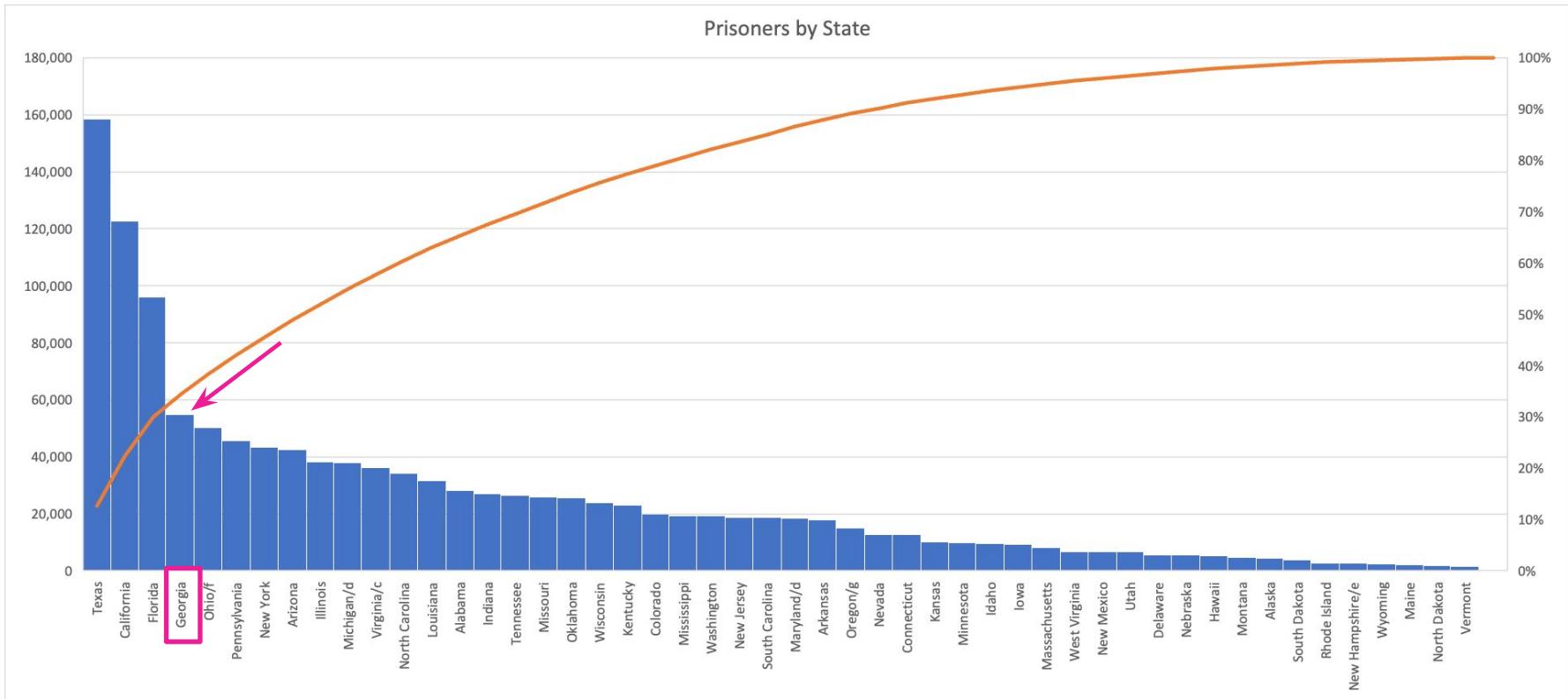
Quantitative Data Collection Methods

- Performed secondary data analysis utilizing publicly available Bureau of Justice Statistics data
- **Note:** The language used in this portion of the presentation is based upon criminal justice verbiage (i.e prisoners) and is often different than public health framed data
- Quantitative Data covered in secondary data analysis:
 - Imprisonment Rates
 - Prisoners by State
 - Prisoners by Jurisdiction (Federal vs State)
 - Prisoners by Gender
 - Prisoners by Race or Ethnicity

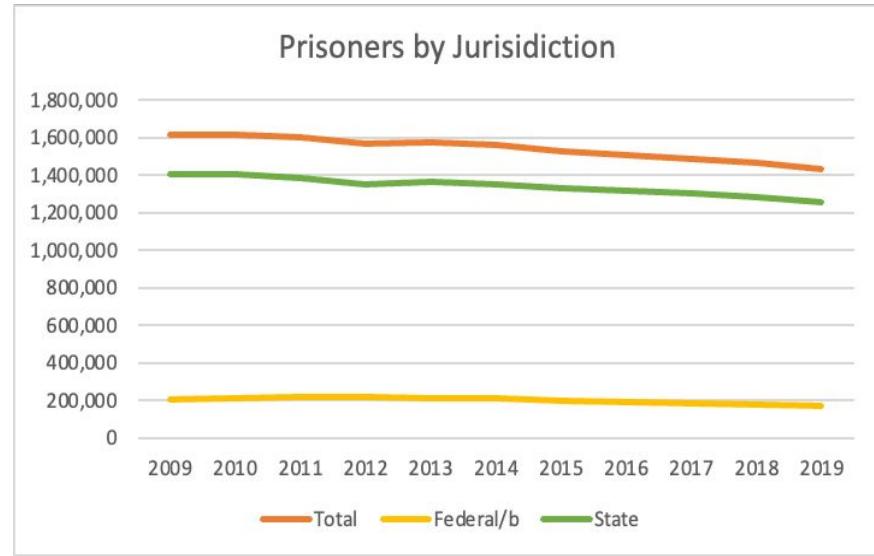
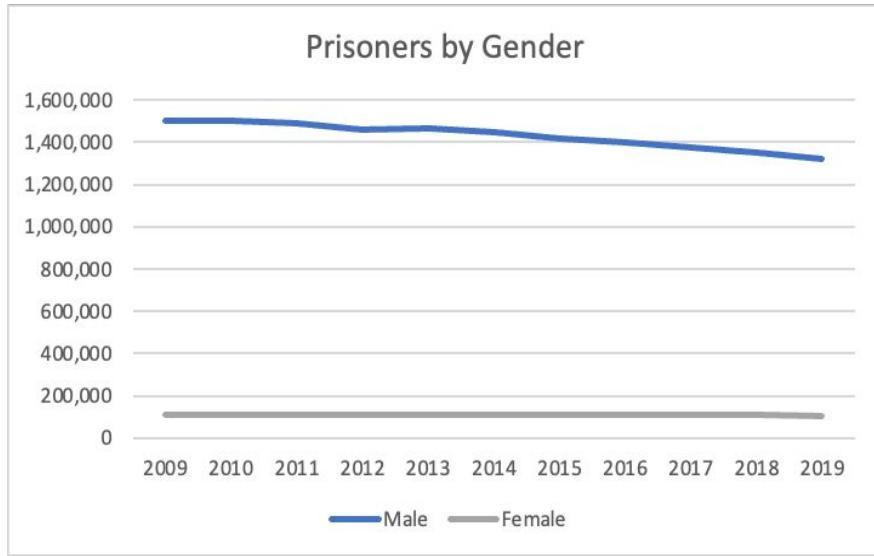
Quantitative Data Results



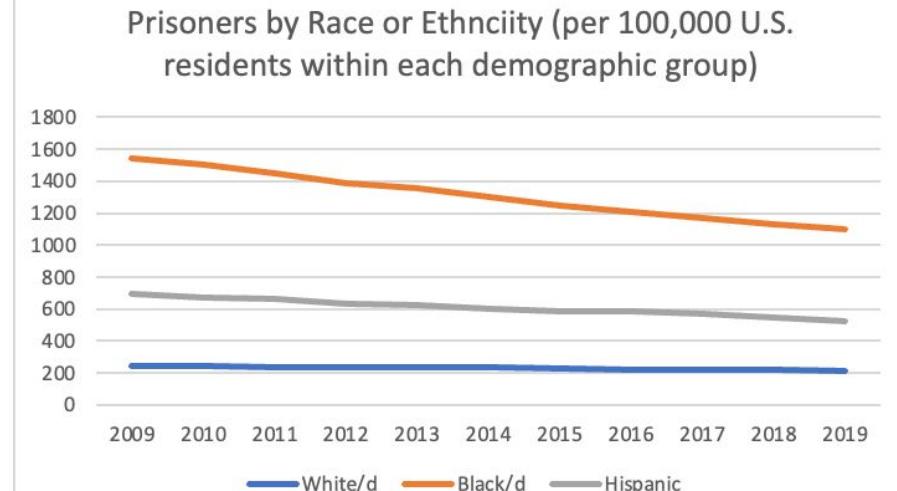
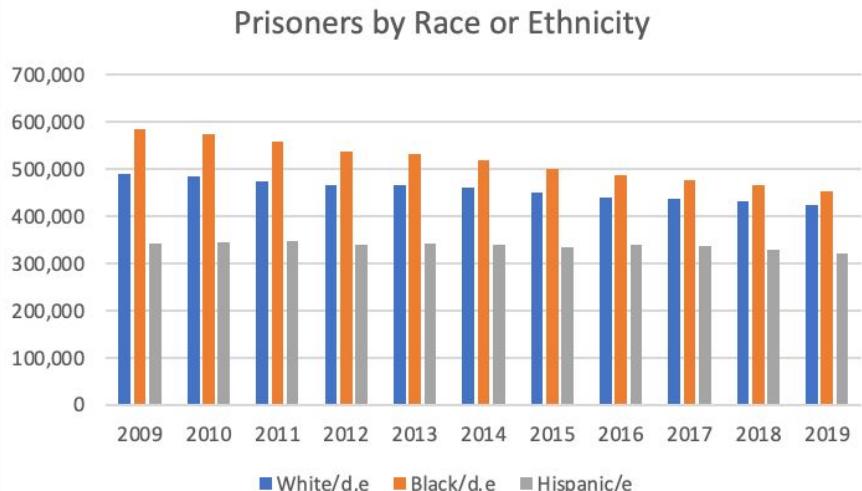
Quantitative Data Results



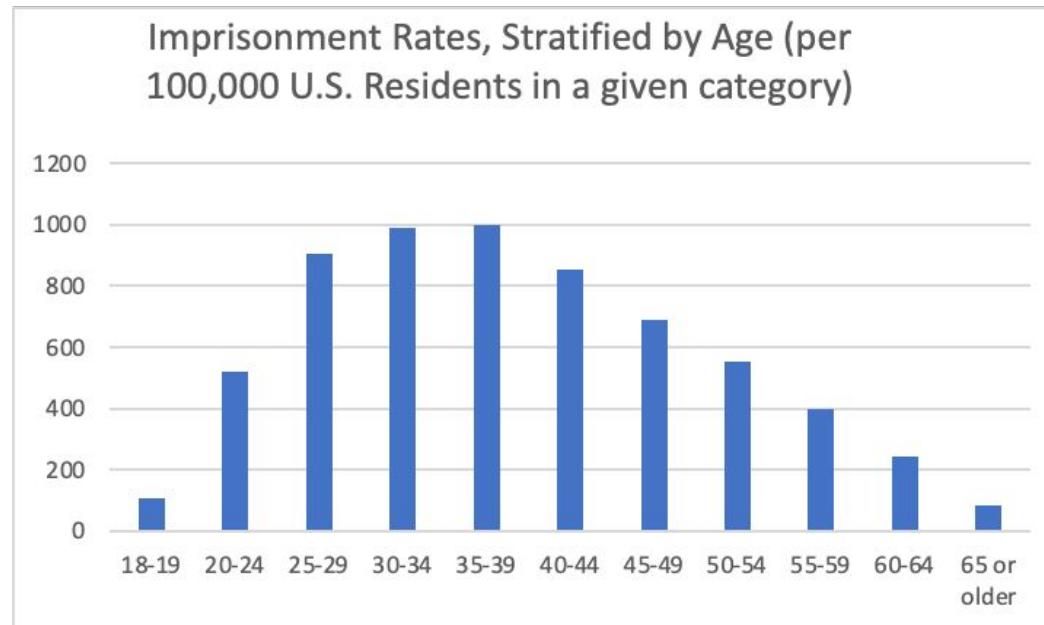
Quantitative Data Results



Quantitative Data Results



Quantitative Data Analysis



Quantitative Data Analysis



Qualitative Data Collection

Interviewed Six key Informants

- 1 legislator/community partner
- 3 staff members
- 2 clients

Each interview had two Interviewers

Coder and Sub-coder

Codebook: Four Themes

- Experiences of Incarceration
- Experiences of Homelessness
- Barriers to Success
- Solutions to eliminating barriers

Key Themes

1. Experiences of Incarceration
2. Experiences of Homelessness
3. Barriers to Success
4. Solutions to Eliminate Barriers

Theme #1: Experiences of Incarceration

Main Findings:

- Individuals' reentry plan vary by state and correctional facility.
- Common reasons for not obtaining documents prior to release include:
 - Gender reassignment
 - Caseworker overload
 - Lack of knowledge regarding family names

“...sometimes individuals say, 'Well, I tried to get all of my documents and I'm unable to,' so they end up turning back to the lifestyle that led them to being incarcerated.”

Theme #2: Experiences of Homelessness

Main Findings:

- The frequency and length of time individuals experience homelessness is related to long-term success.

“I'm 61 now probably...probably 47, for the first time. Then you know, things got better than I was homeless again for different reasons off and on.”

Theme #3: Barriers to Success

Significant Barriers Include:

- Lack of proper documentation.
- Prison IDs are not universally accepted.

"You can't, you can't really interact with formal society and with the structures that exist without some form of ID, and, and so are already having a barrier of having a criminal record. That's only exacerbated by the fact that you don't have identification. And, and so you're kind of forced into, I guess what we would, we would label criminal activity or illegal activity in order just to survive..."

Theme #4: Solutions to Eliminating Barriers

Need for Community Awareness:

"I think in the community, we have to be aware of the steps the individuals and the barriers that individuals are experiencing. I think that a lot of people assume that you automatically get your birth certificate and your social security card when you are released from being incarcerated, and it is not always the case."

Need for Community Partnerships:

"It ought to be independent of the caseworker ought to be done through driver services, they ought to be at the prisons giving state IDs. It's that simple. But it's not happening."

Recommendations

1. Data Collection
2. Education and Community Outreach
3. Establish Partnerships and Strategic Planning
4. Expand Programming through New Hires or Volunteers
5. Policy Level Initiatives

1. Data Collection:

Implement a data tracking tool to collect data from the community members they serve on the needs of documentation, demographics, and any other information regarding documentation that may seem relevant.

We recommend data be collected at the initial meeting, 30-days, 60-days, 90-days, and 6 months after the initial meeting.

2. Education and Community Outreach:

Participate in educational and community outreach initiatives to raise awareness for the prevalent issues surrounding obtaining identification and the barriers associated with not having a form of ID that is universally accepted

3. Establish Partnerships and Strategic Planning:

Establish formal partnerships with organizations throughout the metro Atlanta area to provide individuals with employment assistance, educational opportunities, and other initiatives

4. Expand Programming through New Hires or Volunteers:

Expand programming through both the hiring of additional individuals to work as caseworkers or through the use of volunteers, depending on financial means

Apply for grants to receive funding to expand their team and aid with the expansion of programming.

5. Policy-Level Initiatives:

Work to make criminal record histories private to housing companies as it imposes punishment on formerly incarcerated individuals after the sentence has already been served.

Use technological advances to store identifications electronically to ease the barriers with losing or misplacing identification materials (social security cards, birth certificates, etc)

Streamline the process of obtaining identification for individuals through policy-level initiatives such as through a partnership between the Department of Motor Vehicles and the Department of Justice

Limitations

1. Unable to conduct a secondary data analysis
2. Surveying clients was limited
3. Two qualitative interviews with clients
4. Biased population

Conclusions

There is a great need for proper documentation for those that are both living in homelessness and those that have been recently released from incarceration.

This causes a multitude of issues such as finding stable employment, secure housing, and recidivism.

The documentation program that Crossroads provides has many short- and long-term impacts and improve the overall well being of their clients.

Acknowledgements

THANK YOU!

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Danielle Hickman

Senator Kim Jackson

Remaining Crossroads Staff and Clients

Questions?

Expect to Receive Final Report by **5.10.21**
