MEMORANDUM

DATE: March 5, 2003

TO: Paul A. Quander, Jr.

CC: Susan Shaffer

FROM: Claire Johnson

RE: Study of the Housing Landscape for Returning Prisoners in the District

The Research Review Committee (RRC) has reviewed the research request submitted by Caterina Gouvis Roman of The Urban Institute to construct a database that will enable examination of the relationship between concentrations of returning prisoners and community health indicators. Our recommendation is for CSOSA to support the study, with conditions, as discussed in the recommendation statement, which is attached.

Please indicate your acceptance or non-acceptance of this recommendation as soon as possible, so that we may inform the researchers of the outcome of our review.

If you have any questions or would like a copy of the complete review file, please feel free to contact me at 202-220-5553 or *claire.johnson@csosa.gov*.

Thank you.

Enclosure: Researcher request
             RRC recommendation statement

Research Review Committee

Janice C. Bergin, Director of Operations, PSA • **Calvin C. Johnson**, Director of Research and Evaluation, CSOSA • **Claire M. Johnson**, Director of Community Justice Programs, PSA • **Carolyn Peake**, Senior Program Analyst, Planning, Analysis and Evaluation, PSA • **George E. Pruden, II**, General Counsel • **Thomas H. Williams**, Director of Community Supervision Services, CSOSA

DISTRICT OF COLUMBIA
COURT SERVICES AND OFFENDER SUPERVISION AGENCY &
PRETRIAL SERVICES AGENCY
RESEARCH REVIEW COMMITTEE

EXPEDITED REVIEW RECOMMENDATION STATEMENT

I.   RESEARCH PROPOSAL SUMMARY

Principal Researcher(s): Caterina Gouvis Roman, Ph.D.

Title: The Housing Landscape for Returning Prisoners in the District

Institutions: The Urban Institute, Washington, DC

Type of Data: Aggregate-level data.

Subjects: All parole supervised ex-offenders in the District on September 18, 2002.

Description: The researcher will construct a database that will enable block group, tract and cluster concentrations of CSOSA offender addresses across the District. Correlation analysis will be performed examining the relationship between concentrations of returning prisoners and community health indicators. Analysis will be strictly correlational and no causality conclusions will be made. In neighborhoods where large concentrations of returning offenders exist, the study also will examine the locations and types of housing, along with other characteristics of the housing market.

II.   QUALIFICATION FOR EXPEDITED REVIEW

This is a follow-up request for data that was requested last year. The RRC decided not to grant access at that time, and to reconsider a request at a later date when the SMART database would be fully implemented (see Recommendation Statement 02-02-Urban-Roman).

The researcher is requesting aggregate-level data which poses no risk to individual parolees.

III.   RECOMMENDATION

The RRC recommendation for this study:

☐ Support   ☒ **Support with Conditions**   ☐ Do Not Support

The RRC recommends support of this request provided the following conditions:

- The researcher provides CSOSA with the 2000 US Census data file to which CSOSA's Office of Research and Evaluation (ORE) staff will relate its offender geo-coded data.

- ORE geocodes offender addresses and aggregates to the neighborhood cluster level.

- The researcher provides a database containing neighborhood cluster indicators relevant to the proposed study.

- CSOSA's ORE computes the required indices per researcher request and submits the final database to the researcher.

III.   SUPPORTING INFORMATION

Regulatory:

The proposed study is compliant with Federal regulations regarding the protection of human subjects as certified by the Urban Institute Institutional Review Board (Federal Assurance #0189) on June 20, 2002.

The proposed research shows no evidence of non-compliance with Agency policies pertaining to research.

Benefits to Agency:

The proposed research is consistent with Agency priorities and/or interests as follows:

- Agency, practitioner and research communities would benefit from a discussion of the context within which housing policy contributes to the limited housing opportunities for ex-offenders; as well a better understanding of the landscape of community support for reentry in general.

- This is a descriptive study that should yield information that would be useful for Agency decisions about citing facilities, contracting for services and

partnering with community-based social service/housing agencies.

- Bed space projection definitely expand the manner in which housing needs in the area of transitional services is currently projected, though it would require a more detailed analysis than what is being proposed.

The conditions recommended for this request have several benefits for the Agency:

- CSOSA recognizes the potential benefits of a practitioner-researcher partnership that would focus more specifically on access to affordable housing, employment, and health care. Following the initial data delivery and an assessment of the process, the researcher should schedule a meeting to discuss long-term research partnership planning activities.

- This approach to data sharing is a model for building collaborative partnerships with the research community that ultimately will enhance internal capacity for research and evaluation;

- The Agency will have possession of the same data file from which the researchers will perform their analysis. This will enable Agency staff to anticipate potential study outcomes, and perform other analysis that will lead to better understanding of spacial dynamics – a capacity that presently is not available.

- The Agency would acquire a copy of the US Census data for 2000 that already has been "cleaned" and validated, which would enable analysis and research in various other area of interest.

- Providing the researcher with an aggregated file eliminates concerns for ensuring the handling of confidential data and limits the ability of the researcher t use Agency data in an unintended manner.

Related Issues or Concerns:

One issue associated with this request include:

- The recommended approach requires the limited, but appropriate, use of staff resources.

- Because CSOSA is in the process of assessing the impact of neighborhood social and economic conditions (at the block and census tract levels) on the reintegration process, the Agency is not inclined to distribute (at this time) data at levels of aggregation lower than the neighborhood cluster level.

▣ THE URBAN INSTITUTE 2100 M STREET, N.W. / WASHINGTON D.C. 20037

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TO: Claire M. Johnson
DATE: February 7, 2003
SUBJ: RRB Submission

Thank you so much for your attention to our request. As you know, our original request for data from CSOSA was denied last year. Over the past four months we have had a number of conversations with staff at CSOSA to determine the possible options for obtaining data from CSOSA that the Urban Institute (UI) can use to continue our research on the issues confronting, and services available, to returning prisoners in the District. Last week, Bryan Young suggested that instead of requesting formal permission for supervision data UI currently have in house, we should request access to the "September 18, 2002 file of supervised offenders." This is an aggregate data file that summarizes the number of supervised offenders into census tracts and neighborhood clusters in DC. This memo and attached documents are supplied in hope that we can obtain expedited Review Board permission to access this data file.

Enclosed please find two (2) copies of materials requesting a review by CSOSA's Research Review Board (RRB). The documents enclosed are as follows:

(1) Researcher agreement, (2) summary statement of research, (3) preliminary IRB approval, (4) application package submitted to the Urban Institute's IRB and follow-up addendum, (5) detailed research proposal and resume of PI, (6) memo indicating agreement to provide data set and deliverables to CSOSA at close of project.

This request is a revised request for use of a data file that already exists at CSOSA. As we are coming to the close our project period, we are hoping that this request can be expedited.

Thank you very much for considering this request. We look forward to your response.

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Research Associate

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TO: Research Review Board
DATE: February 7, 2003
SUBJ: Summary Statement for Project: The Housing Landscape for Returning Prisoners in the
       District

A) Name and Affiliation: Caterina Gouvis Roman, Research Associate, Justice Policy
   Center, The Urban Institute, 2100 M Street, NW Washington, DC 20037
B) Title of Study: The Housing Landscape for Returning Prisoners in the District
C) Purpose of Project: The purpose of the study is fourfold: (1) to document the geographic
   concentrations of returning prisoners; (2) to develop an assessment of housing capacity in
   neighborhoods where offenders are returning to in large numbers; (3) to explore what
   programs and services are available to assist ex-prisoners with their housing needs; and
   (4) to draw attention to the larger policy questions with regard to building supportive
   neighborhood environments for returning prisoners.
D) Location of Project: District of Columbia
E) Duration of Study: July 1, 2002 through December 31, 2003
F) Research Methods: Collection of aggregate data on all parole supervised ex-offenders in
   the District on 9/18/2002. Creation of geographic information system to examine
   BLOCK GROUP, TRACT and CLUSTER, concentrations of addresses across the
   District. High concentration areas will be identified using an aggregate approach. Data on
   the sociodemographics of census tracts and block groups will be collected from 2000
   U.S. Census of Population and Housing Summary Tape File 1 (STF 1) and Summary
   Tape File 3 (STF3). Correlation analyses will be performed examining the relationship
   between concentrations of returning prisoners (percent of population in area that are
   parolees) and community health indicators. The analysis for this task will be strictly
   correlational; no conclusions regarding causality will be made. In addition, for
   neighborhoods with large numbers of returning offenders, we will examine the locations
   of and types of rental and subsidized housing and transitional housing, along with other
   characteristics of the housing market to include, for instance, average housing value/rent,
   percentage owner or renter occupied, number of multi-unit structures, housing density,
   overcrowded renter housing and owner housing, and vacant housing. After all the data
   have been collected and stored in one database, proposed staff will conduct correlational
   analyses at the block group level and tract level and create a detailed description of the
   housing capacity in neighborhoods where high concentrations of returning prisoners are
   residing. This analysis will provide the answer to research questions such as: What are
   the general characteristics of the rental and owner-occupied housing in neighborhoods
   where released prisoners are living? Are these neighborhoods characterized by
   overcrowding? What types of subsidized housing exists in these

communities? Do these communities have transitional housing or group homes that are available to returning prisoners? Have housing prices changed in these neighborhoods over a five-year period (1995-2000)? The examination of housing characteristics across space is not designed to assume that spatial proximity entails accessibility, but to provide a basic understanding of what housing looks like in areas of high concentrations of returning offenders. A basic understanding can then serve as the baseline for future studies that utilize offender surveys and family surveys to assess real housing issues and barriers within these concentrated geographic areas.

G) <u>Sample Size Required/Time Frame for Sample Collection</u>: We would like to obtain an existing file of supervised parolees at CSOSA. The file is known as the 9/18/2002 file of supervised ex-offenders. We are interested in aggregated numbers of <u>parole</u> (only parole) supervised ex-offenders by **BLOCK GROUP, TRACT** and **NEIGHBORHOOD CLUSTER.**

H) <u>Description of Support Needs</u>: CSOSA individual that has knowledge of this file and provide background information on the geocoding and validation of existing data file.

I) <u>Indication of Risk or Discomfort to Subjects as a Result of Participation</u>: Data requested are aggregate data and hence, there is no risk to individual parolees. All data collected by the research team will be maintained under the confidentiality provisions of our data security plan. Overall, the risks to human subjects are minimal or non-existent.

J) <u>Anticipated Results</u>: Maps, tables and graphs will be prepared that describe block group, census tract, and cluster level analysis results showing neighborhood characteristics of areas that have high concentrations of parolees.

K) <u>Deliverables</u>: Deliverables will include a brief report summarizing the findings of the study, and an article to be submitted to the Fannie Mae Foundation's journal, Housing Policy Debate. The report will contain a short executive summary highlighting the findings, the body of the report, and a number of maps documenting a descriptive relationship between socioeconomic characteristics and neighborhoods with high concentrations of returning prisoners. Maps will also highlight the affordability of housing and characteristics of housing in those neighborhoods. The draft article will touch upon the findings of the proposed study, but is not intended to be a summary of the study findings as much as a vehicle for discussing housing issues for returning prisoners as a national issue and with regard to the housing challenges faced by returning prisoners. The article will touch on what could be done with regard to housing in order to build supportive neighborhood environments for returning prisoners, both at the neighborhood-level and across the broader community or city, and will discuss ideas for future research.