NACo is pleased to present

Linking Justice Involved Individuals with Supportive Housing

Thursday, May 10, 2012
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• The questions box and buttons are on the right side of the webinar window.

• This box can collapse so that you can better view the presentation. To unhide the box, click the arrows on the top left corner of the panel.

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Question & Answer Session Instructions

Type your question into the questions box at any time during the presentation, and the moderator will read the question on your behalf during the Q&A session.
Partnership with CSH

- Joint effort to strengthen common and collective efforts to end the cycle of homelessness and incarceration in county jails through placement in affordable housing with the necessary supports to stabilize and thrive in the community.

For more information about NACo’s Criminal Justice Programs and to view the recorded webinar, please visit: http://www.naco.org/programs/csd/Pages/Justice.aspx.
Speakers

Richard S. Cho
Director of Innovations
Corporation for Supportive Housing

Kathy Coughlin
Deputy Commissioner for Planning, Training and Community Partnerships
NYC Department of Probation

Lisa Thornquist
Program Analysis Supervisor
Hennepin County
The Corporation for Supportive Housing

- CSH is a national non-profit organization that helps communities create permanent housing with services to prevent and end homelessness.
- CSH advances its mission through advocacy, expertise, innovation, lending, and grantmaking.
Goal of CSH and NACo Partnership

To foster and strengthen efforts to end the cycle of homelessness and incarceration in county jails through placement in affordable housing with the necessary supports to stabilize and thrive in the community.
The FUSE Premise

Thousands of people with chronic health conditions cycle in and out of crisis systems of care and homelessness - at great public expense and with limited positive human outcomes.

Placing these people in supportive housing will improve life outcomes for the tenants, more efficiently utilize public resources, and likely create cost avoidance in crisis systems like jails, hospitals and shelter.
See it for yourself!
FUSE Benefits

• By providing frequent systems users with stable, supportive housing the following outcomes can occur:
  – Decreased county jail usage (and cost offsets)
  – Decreased shelter usage (and cost offsets)
  – Decreased use of other county funded systems, like emergency rooms, detox, hospitals
  – Increased quality of life
  – Leveraging state and federal funds to create a new pathway – housing – for needier users of county jail services
FUSE Blueprint: 3 Pillars, 9 Steps

**Data-Driven Problem-Solving**
- Cross-system data match to identify frequent users
- Track implementation progress
- Measure outcomes/impact and cost-effectiveness

**Policy and Systems Reform**
- Convene interagency and multi-sector working group
- Troubleshoot barriers to housing placement and retention
- Enlist policymakers to bring FUSE to scale

**Targeted Housing and Services**
- Create supportive housing and develop assertive recruitment process
- Recruit and place clients into housing, and stabilize with services
- Expand model and house additional clients
# Cross-System Data Match

Provides Recruitment List

<table>
<thead>
<tr>
<th>NAME</th>
<th>Client ID</th>
<th>Days in Jail</th>
<th>Days in inpatient MH services</th>
<th>Most recent hospital name</th>
<th>Most recent jail location</th>
</tr>
</thead>
<tbody>
<tr>
<td>Keaton, K.</td>
<td>9862966231</td>
<td>45</td>
<td>98</td>
<td>St. Vincents</td>
<td>Jail 1</td>
</tr>
<tr>
<td>McMahon, A.</td>
<td>9862966248</td>
<td>64</td>
<td>132</td>
<td>Cook County</td>
<td>Jail 2</td>
</tr>
<tr>
<td>Gilmore, M.</td>
<td>2511910236</td>
<td>75</td>
<td>64</td>
<td>NYU</td>
<td>Jail 1</td>
</tr>
<tr>
<td>Levine, M.</td>
<td>7890826000</td>
<td>23</td>
<td>156</td>
<td>LICH</td>
<td>Jail 2</td>
</tr>
</tbody>
</table>
Results of Cross-System Match

Frequent User Case Study

<table>
<thead>
<tr>
<th>Date</th>
<th>System</th>
</tr>
</thead>
<tbody>
<tr>
<td>1-Jan-01</td>
<td>DHS</td>
</tr>
<tr>
<td>15-Jan-01</td>
<td>DOC</td>
</tr>
<tr>
<td>26-Jan-01</td>
<td>DHS</td>
</tr>
<tr>
<td>3-Feb-01</td>
<td>DOC</td>
</tr>
<tr>
<td>9-Mar-01</td>
<td>DHS</td>
</tr>
<tr>
<td>21-Mar-01</td>
<td>DOC</td>
</tr>
<tr>
<td>22-Mar-01</td>
<td>DHS</td>
</tr>
<tr>
<td>14-Jun-01</td>
<td>DOC</td>
</tr>
<tr>
<td>18-Jun-01</td>
<td>DHS</td>
</tr>
<tr>
<td>23-Jul-01</td>
<td>DOC</td>
</tr>
<tr>
<td>4-Aug-01</td>
<td>DHS</td>
</tr>
<tr>
<td>7-Sep-01</td>
<td>DOC</td>
</tr>
<tr>
<td>16-Oct-01</td>
<td>DHS</td>
</tr>
<tr>
<td>9-Mar-02</td>
<td>DOC</td>
</tr>
<tr>
<td>5-Apr-02</td>
<td>DOC</td>
</tr>
<tr>
<td>8-Apr-02</td>
<td>DOC</td>
</tr>
<tr>
<td>12-Aug-02</td>
<td>DHS</td>
</tr>
<tr>
<td>31-Dec-02</td>
<td>DHS</td>
</tr>
</tbody>
</table>

Legend:
- DHS
- DOC
- Neither System

System Overlap (Simple)

- Homeless (2006-2007) 16,709
- D.C. Fire and Emergency Medical Services (FEMS) (January/August, 2008) 24,991

**Implementation Through Collaboration**

<table>
<thead>
<tr>
<th>Partner</th>
<th>Example Role</th>
</tr>
</thead>
<tbody>
<tr>
<td>County leadership (commissioners, managers, executives)</td>
<td>Policy implementation and support at county levels</td>
</tr>
<tr>
<td>County corrections department</td>
<td>Data matching, program oversight, policy advocacy, service enhancement funding, facilitate jail in-reach</td>
</tr>
<tr>
<td>County department of social services</td>
<td>Data matching, program oversight, policy advocacy, service enhancement funding, facilitate shelter in-reach</td>
</tr>
<tr>
<td>Local or state behavioral health agency (for frequent users of mental health services)</td>
<td>Data matching, program oversight, policy advocacy, service enhancement funding, facilitate hospital in-reach</td>
</tr>
<tr>
<td>Supportive housing providers</td>
<td>Provide slots in future or existing supportive housing sites, perform outreach to potential tenants, service provision</td>
</tr>
<tr>
<td>CSH (where applicable)</td>
<td>Program design, assembled and coordinated funding, program oversight and troubleshooting, TA/training,</td>
</tr>
</tbody>
</table>
Assertive Recruitment Through Jail, Shelter, Hospital In-Reach
Supportive Housing

- **Scattered-site**: Use Section 8 Housing Choice Vouchers (or State rental assistance programs) + mobile case management services

- **Congregate**: Unit set-asides in new supportive housing buildings or existing supportive housing with turnover

- Providers link tenants to accessible mental health, substance addiction, employment, and other support services

- Providers should be trained in Motivational Interviewing, navigating criminal justice system, harm reduction, recognizing “symptoms” of incarceration, health care coordination
FUSE Financial Resources:

What do the housing and services packages look like?
Examples from NYC and Hennepin Co., MN
## New York City

- **Vouchers:** Provided by the NYC Housing Authority (NYCHA), Section 8
- **In-reach funding/Service enhancement:** A combination of private and City/public funding equally shared by corrections and homeless services
- **Supportive services in housing:** Funded through the State’s supportive housing funding stream and allocated to providers already awarded contracts through the State who agreed to work with this challenging population.
- **Other costs/funding:** CSH/RWJF/Other foundation funding for start up and evaluations

## Hennepin Co.

- **Vouchers:** MN group residential housing (GRH) vouchers, LTH vouchers from MHFA
- **In-reach funding/Service enhancement:** none, has been a challenge for provider
- **Supportive services in housing:** St Stephens provides services, funded by GRH
- **Other costs/funding:** CSH/RWJF for planning and program start up and initial costs before tenants were housed
Measure Outcomes and Cost-Effectiveness

- Measuring outcomes is critical to showing the effectiveness of the housing intervention!

- A 39% reduction in jail days in Hennepin Co., MN
- A 50% reduction in jail days in NYC
- Dramatic reductions in shelter use in both NYC and Hennepin Co.
- Lower rates of alcohol and drug use by tenants
Getting to Policy
Adoption and Scale

• Bringing FUSE from pilot to full policy:
  – Early engagement of policymakers, budget officials around the FUSE “pilot”
  – Communication of outcomes and cost-offsets
  – Advance redirection of public spending from jails, shelters, etc. to supportive housing
New York City FUSE Initiative:
The Basics and Lessons Learned

KATHLEEN COUGHLIN
DEPUTY COMMISSIONER FOR PLANNING,
TRAINING, AND COMMUNITY PARTNERSHIPS
NYC DEPARTMENT OF PROBATION

CSH/NACO WEBINAR, MAY 10, 2012
The Beginning: New York City FUSE

- Started with an elevator conversation between Correction and Homeless Services Commissioners
- CSH helped form a workgroup bringing together key stakeholders
- Existence of an ongoing discharge planning collaboration among city agencies and service providers was key
- Result was a demonstration program designed to test whether permanent supportive housing with enhanced engagement services can break cycle of homelessness and incarceration among individuals who are known “frequent users” of jail and shelter
- Supportive housing with “front-loaded” intensive case management services for 190 frequent users of jail and shelter, identified through pre-generated data match
The Data Match

- Developed MOUs between correction and homeless services agencies to allow ongoing ability to look at overlap between systems

- After studying the patterns of system use, settled on criteria for program eligibility that would capture the highest cost users of both systems:
  - For all clients in shelter/discharged from jail in a year, those that had 4 stays in BOTH systems over the past 5 years
  - Data match was repeated many times and consistently resulted in between 1100 and 1400 individuals meeting this criteria
Outreach and Engagement: Finding the Clients

- The early commitment of the NYC Housing Authority (NYCHA) to provide 50 Section 8 vouchers was key to moving forward.

- The service enhancement of $6,500 was designed to provide an incentive to providers to “front-load” services to engage this difficult population.

- One provider agreed to be the “outreach agent” and started visiting jails and shelters regularly to recruit appropriate candidates.

- We all soon learned that a more systematic approach was necessary. Then each week, the eligible client list would be run against current jail and shelter population data, and providers would be given “real-time” info on where to find and engage potential FUSE residents.
What the Housing and Services Looked Like

- Depending on the service agency, people with mental health problems or substance use problems for which they’re being or were recently treated were identified from among those in the FUSE Data Match.

- Program provides:
  - Permanent housing in congregate, scatter-site or SRO settings
  - On-site and off-site supportive services through case worker model
  - Low case manager to client ratio (1:10 – 1:15)
  - Case manager as “client advocate” and “failure preventer”
  - Emphasis on reduction/early intervention with risky behaviors
  - Non-judgmental, client-centered counseling
  - Team approach to service delivery
Project Monitoring for Success

- Working group met at least once a month until all clients were housed
  - Housing providers
  - Correction staff
  - Homeless Services staff
  - Housing Authority staff (occasionally)
  - Benefits agency staff
  - Evaluation staff (John Jay College of Criminal Justice)
- Client-level details were discussed, barriers were thought through, intake and engagement processes and strategies were constantly adjusted

- The importance of building trust among the government agencies, service providers and evaluators during this process cannot be over-emphasized. No one group had the “right” answer; we developed it together.
Preliminary Findings

n=161
72 Intervention
89 Comparison
## System Use and Calculated Savings

<table>
<thead>
<tr>
<th></th>
<th>DOC</th>
<th>DHS</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>FUSE</td>
<td>Comparison</td>
</tr>
<tr>
<td>Average Days Annually Pre</td>
<td>52.8</td>
<td>45.0</td>
</tr>
<tr>
<td>Average Days Post</td>
<td>25.0</td>
<td>36.0</td>
</tr>
<tr>
<td>Average Days Avoided</td>
<td>27.8</td>
<td>9.0</td>
</tr>
<tr>
<td>% Days Avoided</td>
<td>53%</td>
<td>20%</td>
</tr>
<tr>
<td>% Reduction Attributable to FUSE</td>
<td>33%</td>
<td></td>
</tr>
<tr>
<td>Days Reduced Attributable to FUSE</td>
<td>17.2</td>
<td></td>
</tr>
<tr>
<td>Per Diem Jail/Shelter Cost</td>
<td>$129</td>
<td></td>
</tr>
<tr>
<td>Annual Cost Offset Per Person</td>
<td>$3,586</td>
<td>$3,645</td>
</tr>
<tr>
<td>Adjusted Annual Cost Offset Per Person</td>
<td>$2,224</td>
<td></td>
</tr>
<tr>
<td>Annual DOC &amp; DHS Cost Offset Per Person</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>TOTAL DOC &amp; DHS Cost Offsets for 190 Individuals</strong></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Lessons Learned

- The development and nurturing of strong government/community partnerships is key to this and most system changing processes.

- Important to engage local housing authority to prioritize this population for housing – decreases long lease-up times during which client can relapse, re-offend, etc.

- Good relationships with landlords help ease disruptions when FUSE tenants need assistance, providers as intermediaries critically important.

- Continuation of the model requires support from agency leads.

- NYC/NYS agreement to replicate was in the works when budget issues interfered.

- Model has been replicated in other jurisdictions, NYC is looking for opportunities to expand.
FUSE Implementation in Hennepin County
Background

- 2007 study on the “266” – high users of shelter and jail
- On average: 108 days in shelter, 70 days in jail, 100 days ACF in past five years
- Cost $4.2 million between 2002 and 2006
Partners in the Model

- St. Stephens Human Services
- Hennepin County Community Corrections, Human Services, and Office to End Homelessness
- MN Dept of Human Services
- Corporation for Supportive Housing
How We Pay for Housing

- MN Housing Finance Agency subsidies
- Group Residential Housing
- Our housing costs are sustainable
Start-up Budget

• Start up costs:
  – $150,000 for 3 housing specialists
  – $65,000 for probation officer

Relied on GRH and housing subsidies for housing costs
Current Budget

- Currently have 4 case managers and a team supervisor
- Probation officer no longer part of the team
- Total budget $750,000
Start-Up

- March 2008
- Staff worked off original list of high users of shelter and jail
- Pilot anticipated 50 housed by end of 2009.
Criteria for Participation

• 4+ shelter stays in last 3 years, including at least once in past year
• 4+ jail bookings in past 5 years, and at least once in past year
• On probation
How the Program is Run Now

• Currently 72 clients
• Probation still involved and source of referrals
• Focus is on getting and keeping housing and following probation terms
• Daily activities for program participants
Outcomes

• Housing stability: 85% remain housed after 6 months
• Reduction in shelter use (90% will avoid shelter)
• Reduction in police contacts, jail bookings, Adult Correctional Facility, probation revocations (80% will avoid)
Evaluation

- Original funds from CSH provided for evaluation
- Qualitative and quantitative analyses
Evaluation Findings

• Significant declines in shelter use
• Significant declines in police encounters, jail bookings, incarcerations
• Clients reported that their housing enabled them to improve their health and avoid criminal activity
FUSE as a part of the Plan to End Homelessness

• One of many initiatives focusing on single adults
• Also have Downtown 100, Top 51, Street Outreach, Housing First
For more information

• Lisa Thornquist,
• Office to End Homelessness
• 612-879-3656
• Lisa.Thornquist@co.hennepin.mn.us
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