Addressing the drivers of repeated jail bookings and emergency service utilization

Pima County’s Housing First Pilot Project

26th Annual Arizona Housing Coalition Conference
October 29, 2019
10:30 a.m. – 12:00 p.m.
Black Canyon Conference Center
Welcome & Introductions

Matt Pate, LMSW
Program Manager
Pima County

Katy Scoblink, CTP, MSc, LISAC
Chief Clinical Officer
Old Pueblo Community Services

Sgt. Jason Winsky
Mental Health Support Team
Tucson Police Department
Presentation Overview

• Project Structure

• Service Delivery Model

• Project History

• Why is this important?

• Tucson Police Department approach

• Learning Collaborative
Project Structure

- Pima County – $1.5 million annual budget authority during 2 year pilot phase
- City of Tucson – 150 Housing Choice Vouchers
- 150 Program Participants (minimum)
  - 2+ jail bookings in past 12 months
  - Mental health or substance use condition
  - Any form of homelessness
- Pilot Goals
  - Stability in the community
  - Reduced jail bookings
  - Reduced high cost medical care utilization
- RAND Corporation – Independent Program Evaluation
- Corporation for Supportive Housing – Technical Assistance Provider
- Old Pueblo Community Services – Housing Service Provider
# Steering Committee Roster

<table>
<thead>
<tr>
<th>Committee Member</th>
<th>Organization/Department</th>
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<tbody>
<tr>
<td>Maryann Beerling</td>
<td>Compass Affordable Housing</td>
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<tr>
<td>Amelia Craig-Cramer</td>
<td>Pima County Attorney’s Office</td>
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<tr>
<td>Joel Feinman</td>
<td>Pima County Public Defense Services</td>
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<tr>
<td>Chuck Huckelberry</td>
<td>Pima County Administration</td>
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<tr>
<td>Mike Ortega</td>
<td>Tucson City Manager’s Office</td>
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<tr>
<td>Sheriff Mark Napier</td>
<td>Pima County Sheriff’s Department</td>
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<td>Chief Chris Magnus</td>
<td>Tucson Police Department</td>
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<td>Clint Mabie</td>
<td>Community Foundation of Southern Arizona</td>
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<td>Jan Lesher</td>
<td>Pima County Administration</td>
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<td>Dr. Francisco Garcia</td>
<td>Pima County Administration</td>
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<tr>
<td>Regina Kelly</td>
<td>Pima County Grants Management &amp; Innovation</td>
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<tr>
<td>Scott Zufelt</td>
<td>Pima County Analytics &amp; Data Governance</td>
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<tr>
<td>Daniel Tylutki</td>
<td>Pima County Community Development &amp; Neighborhood Conservation</td>
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<tr>
<td>Liz Morales</td>
<td>City of Tucson Housing &amp; Community Development</td>
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<tr>
<td>Todd Blake</td>
<td>Banner University Medical Center</td>
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<tr>
<td>Julia Strange</td>
<td>Tucson Medical Center</td>
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<tr>
<td>Karin Uhlich</td>
<td>Arizona Complete Health</td>
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<td>Wendy Petersen</td>
<td>Pima County Administration</td>
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<td>Terrance Cheung</td>
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<tr>
<td>Matt Pate</td>
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<tr>
<td>Dana Mellors</td>
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<td>Maggie Crowdes</td>
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<tr>
<td>Leticia Lujan</td>
<td>Pima County Grants Management &amp; Innovation</td>
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<td>Service Provider</td>
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<tr>
<td>Tom Litwicki</td>
<td>Old Pueblo Community Services</td>
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<tr>
<td>Katy Scoblink</td>
<td>Old Pueblo Community Services</td>
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Low Barrier Bridge Housing to HCV Pipeline

• A Housing First Approach:
  • A person centered approach – ‘Providing services to match clients’ choices’ and Needs....’
  • People need basic necessities, i.e. food, a place to live before attending to anything less critical, e.g. finding a job.
  • Clients can come in less than sober.
  • Clients can come in with pets and partners.
  • There is no requirement to attend programming.

• What is Low Barrier Bridge Housing?
  • Stabilization & assistance into Permanent Housing using a Housing First philosophy.
  • How is it different to traditional shelter?
    - People can come in less than sober
    - With partners &/or pets
    - With all of their belongings
  • Intensive case management & supportive services:
    - Life skills group & individuals
    - Employment services
    - Therapeutic services
Low Barrier Bridge Housing to HCV Pipeline

• **Voucher Readiness:**
  - OPCS property
  - Issues the homeless population face
  - Services offered

• **Housing Choice Vouchers:**
  - 150 Housing Choice Vouchers through City of Tucson
  - Documentation
  - Application submittal to City
  - Briefings
  - Voucher in hand – 60 days
  - Housing Search
  - Packets to Landlord & City for approval
  - Inspection scheduled
  - Keys = housed 😊
Who are we serving?

Total Enrolled: 42 (All figures as of 10/15/19)

- Community Outreach: 36%
- Low Barrier Bridge Housing: 43%
- Leased Up: 21%

- Leased Up: 9
- Low Barrier Bridge Housing: 18
- Community Outreach: 15
Who are we serving?

Total Referred: 182 (All figures as of 10/15/19)

- Adult Probation (APD): 58
- Pretrial Services (PTS): 24
- Pima County Sheriff's Department (PCSD): 3
- Old Pueblo Community Services (OPCS): 3
- Tucson Police Department (TPD): 1
- City of Tucson Public Defender's Office (COT PDO): 16
- Pima County Public Defense Services (PCPDS): 71
- From Referral Ineligible Source: 6
Who are we serving?

Location at time of Referrals (September): 46

- **Jail**: 29
- **Shelter**: 2
- **Friends/Family (Private Residence)**: 6
- **Detox/ RTC**: 2
- **In the community/ Unknown**: 7

- **Jail**: 63%
- **Shelter**: 5%
- **Friends/Family (Private Residence)**: 13%
- **Detox/ RTC**: 4%
- **In the community/ Unknown**: 15%
## Project History

<table>
<thead>
<tr>
<th>Jurisdiction</th>
<th>Amount</th>
<th>Knowledge Intermediary</th>
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<tbody>
<tr>
<td>Anchorage/Matanuska-Susitna Borough, Alaska</td>
<td>$1.3 million</td>
<td>United Way of Anchorage</td>
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<tr>
<td>Eugene/Springfield/Lane County, Oregon</td>
<td>$1.3 million</td>
<td>Third Sector Capital Partners, Inc.</td>
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<tr>
<td>Los Angeles County, CA</td>
<td>$1.3 million</td>
<td>Corporation for Supportive Housing</td>
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<tr>
<td>Montgomery County/Prince George's County, Maryland</td>
<td>$1.3 million</td>
<td>American Institutes for Research</td>
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<tr>
<td>Pima County, Arizona</td>
<td>$1.3 million</td>
<td>University of Utah Sorenson Impact Center</td>
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<tr>
<td>State of Rhode Island</td>
<td>$1,297,624</td>
<td>Rhode Island Coalition for the Homeless, Inc.</td>
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<tr>
<td>Travis County/Austin, Texas</td>
<td>$881,376</td>
<td>Ending Community Homelessness Coalition, Inc.</td>
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</table>
Project History

Cumulative Costs and Benefits

- Societal Benefit: $18,684,130
- Program Costs: $11,852,882

Cumulative Costs and Benefits:

- Cumulative Cost Savings
- Cumulative Other Benefits
- Intervention Cost

Years:

- 1
- 2
- 3
- 4
- 5
- 6

Cumulative Costs and Benefits: $18,684,130

Intervention Cost: $11,852,882
Societal Benefit Detail

- Health Care Benefits / Cost Savings: $15,093,117 or 80%
- Criminal Justice Benefits / Cost Savings: $3,290,654 or 17%
- Shelter Utilization Benefits / Cost Savings: $300,359 or 2%
- Other Benefits: $158,769 or 1%

Project History
Priority Populations

**Jail Super/High Users**  

19 Super Users (20+ bookings)  
130 High Users (10+ bookings)  
0 have Lifetime Sex Offender Registration Status

Homeless Management Information System (HMIS)
- 105 have an entry  
- 36 have an entry since January 1, 2018  
- 20 have currently enrolled status  
- 2 are currently enrolled in a housing program  
- 1 is enrolled in Permanent Supportive Housing

**Jail Homelessness Indicator**  

251 People (208 Males, 43 Females)  
7 have Lifetime Sex Offender Registration Status  
60 are familiar to TPD’s MHST Team

Most report homelessness or housing instability to Pretrial  
6 have active warrants

Homeless Management Information System (HMIS)
- 136 have an entry  
- 63 have an entry since January 1, 2018  
- 28 have currently enrolled status  
- 1 is enrolled in Permanent Supportive Housing
Why is this important?

Quality of life and costs to our criminal justice/health stakeholders.

A look at 5 potential program participants:

• Range of (13 - 30) jail bookings for a total of 98 in the past two years
• Range of (1 - 29) emergency encounters for a total of 44
• Range of (9 – 177) labs completed for a total of 372
• Range of (3-22) imaging procedure completed for a total of 37
• Three people had a range of (7-15) diagnosed conditions for a total of 30
• One person was on 18 medications
• 4 of the 5 have an entry in the Homeless Management Information System but none are receiving housing assistance
Why is this important?

• Many policymakers are becoming more aware of the issues of mass incarceration, the need for more robust mental health/substance use programming and housing.
• It's important to offer them targeted solutions.
  • Public Safety and Cost Savings Potential
• Things happening in our community:
  • MacArthur Foundation Safety + Justice Challenge
  • Formation of the Criminal Justice Reform Unit
  • Jail Super/High User reports
  • Criminal Justice Funding
    • Pima County ($437 Million)
    • Arizona (spends more than $1 Billion annually on corrections, which is more than 10% of the total budget)
  • Jail Population Review Committee
  • Housing First Pilot Project Evaluation
    • Criminal Justice, Health and Housing Data Sets
  • Funder’s Convening
Why is this important?

ARIZONA'S INCREASE IN IMPRISONMENT IS AN OUTLIER, EVEN AMONG THE HIGHEST INCARCERATING STATES

Top 10 Highest Incarcerating States in 2000

<table>
<thead>
<tr>
<th>State</th>
<th>Change in Imprisonment Rate '00-'16</th>
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<tbody>
<tr>
<td>Louisiana</td>
<td>-25%</td>
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<tr>
<td>Texas</td>
<td>-21%</td>
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<tr>
<td>Mississippi</td>
<td>-14%</td>
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<td>Oklahoma</td>
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<td>Alabama</td>
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<td>Georgia</td>
<td>-14%</td>
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<tr>
<td>South Carolina</td>
<td>-21%</td>
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<tr>
<td>Delaware</td>
<td>-7%</td>
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<tr>
<td>Nevada</td>
<td>-7%</td>
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<tr>
<td>Arizona</td>
<td>20%</td>
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Source: Bureau of Justice Statistics, National Prisoners Statistics series
Why is this important?

People stay in prison in Arizona significantly longer than in other states, particularly for property crimes.

Median Length of Stay, Arizona New Court Commitments, FY 2017 vs National Average

Source: FWD.us, Arizona's Imprisonment Crisis: The High Price of Prison Growth
Tucson Police Department Approach

Pima County Deflection Collaboration Partners:

• Pima County- Criminal Justice Reform Unit

• Tucson Police Department (TPD)

• CODAC- MAT Center of Excellence

• University of Arizona- Southwest Institute for Research on Women (SIROW)

• Arizona Superior Court in Pima County- Pretrial Services
Research continues on existing programs in Florida, Seattle, Santa Fe, Albany, Gloucester, and Montgomery County, Maryland.


CODAC MAT Center of Excellence was selected as primary service partner.

Development of Deflection Program, policy, procedure and training curriculum.

TPD/CODAC collaborative training begins of nearly 300 sworn personnel. Program and training adapted based on feedback.

Asst. Chief Hall and UA- SIROW begin initial discussion of program evaluation.

Asst. Chief Hall shared his vision with Phoenix Program Manager for AHCCCS which resulted in collaboration meeting including CODAC.

All Officers trained and carrying Naloxone.

CODAC MAT Center of Excellence expands to 24/7.

January 2017

Throughout 2017

Late 2017

January 2018

Jan-Jul 2018

May 2018

June-August 2018
Pima County Board of Supervisors accepts grant, quarterly updates to officers with success stories and officer surveys begin, bi-monthly program partner meetings initiated.

$1.47M SAMHSA Grant awarded and program research/evaluation initiated by UA-SIROW.

Grant provides 2 CODAC Peer Navigators to work directly out of TPD in Active Outreach Efforts.

Pima County U-MATTER Program Manager starts.

 CODAC Peer Navigators expand to 4 total and supports Pima County Pretrial Services- Enhanced Case Supervision.

UA-SIROW begins periodic reporting on project findings to inform program improvement.

Deflection program implemented and SAMHSA U-MATTER grant submitted with Pima County as program manager, TPD and CODAC as program partners, and UA-SIROW as program research/evaluation partner.
What are we trying to do?

Reduce overdose deaths - Save Lives.

Establish trust with substance users and the community at large.

Offer an avenue for people suffering from Substance Use Disorder to access treatment.

Reduce crime and improve quality of life in communities.
CRC Law Enforcement Median Drop-Off Times

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Deflection vs. Diversion

Diversion:

• When appropriate, shifting a person out of the criminal justice system once they have already entered.
  
  • Person is either booked on charges or cited and released then diverted to treatment.
  
  • Charges may be documented and held in abeyance until individual completes treatment program. If not complete, charges may be filed.

Deflection:

• When appropriate, moving a person away from the criminal justice system so they do not enter in the first place.
  
  • No arrest is made, charges are documented but no further action is taken.
Benefits of Deflection to Individual

When someone is deflected into treatment, they are also connected with a multitude of other services:

- Mental health services (CRC)
- Housing
- Counseling
- Healthcare
- Job readiness and placement
- Educational support
Four Components to Deflection

1. Self-Referral
2. Social Referral
3. Deflection
4. Active Outreach
Definitions

• Self-Referral (Angel Program) (*Contact initiated by individual*)

  • An individual proactively goes to a police facility to seek help from law enforcement to assist them in entering substance use treatment when no other outstanding charges exist.

  • *This contact is voluntary and occurs at a police facility.*

*If the individual is in possession of narcotics or paraphernalia, they will not be arrested.*

*THIS IS NOT DISCRETIONARY!*
Definitions

• Social Referral *(Contact initiated by individual)*

  • An individual proactively contacts an officer in the community to seek assistance in entering substance use treatment. No other charges are present.

  • *This contact is voluntary and occurs out in the field.*

    *If the individual is in possession of narcotics or paraphernalia, they will not be arrested.*

    **THIS IS NOT DISCRETIONARY!**
Definitions

• Deflection (This contact is initiated by the officer)
  • An officer initiates contact with an individual and through their interaction/investigation determines that treatment is a better course of action than an arrest and/or incarceration.

  Applies when criminal charges exist.

  OR

• An officer initiates contact with an individual and through their interaction/investigation determines that treatment is the appropriate course of action.

  Applies when criminal charges don’t exist.

 THESE DECISIONS ARE DISCRETIONARY!
Definitions

• **Active Outreach**
  • Proactive engagement by law enforcement with community members who have SUD and/or have received Narcan.
  • MHST Teams are currently doing this.
  • Active outreach has been implemented in Colerain, OH and has had an 80-85% success rate in enrolling those treated with Narcan into treatment.
Learning Collaborative

Learning Collaborative exists to develop referral pathways, informs workflow and troubleshoots programmatic issues as they arise.

Learning Collaborative members are from the following organizations:

- Adult Probation
- City of Tucson, Public Defender’s Office
- City of Tucson, Housing & Community Development
- Criminal Justice Reform Unit
- Old Pueblo Community Services
- Pima County Public Defense Services
- Pima County Sheriff’s Department
- Pretrial Services
- Tucson Police Department
Learning Collaborative Mission, Vision and Guiding Principles

• Mission Statement
  To help our most vulnerable justice involved community members improve their health and overall quality of life by obtaining and sustaining their own housing

• Vision Statement
  A community with more pathways into sustainable housing

• Guiding Principles of Learning Collaborative
  • Principles Guiding Learning Collaborative Interaction with Participants
  • Principles Guiding Relationships between Partners
Lessons Learned

• **Early Lesson/impressions:**
  • Accommodating partners
  • Belongings and storage
  • Lack of documentation/voucher process
  • Collaboration between agencies
  • Staff
  • Criminal records hindering application approval
  • Narrowing choice of apartment search
  • Delay in City inspections
For more information...

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References


