Clark County Social Service Project Summary Report

Technology Innovation for Public Safety (TIPS)

FUSE Expansion Project
Data partitioning model addressing precipitous increases in crime in Southern Nevada

Executive Summary

Police and jails are designed to promote public safety. Law enforcement is often called upon to address medical and economic issues disparate to public safety issues. For individuals formerly incarcerated in the United States, the rate at which they become homeless is ten times more than that of the general population.

Nevada incarcerates people at a higher rate per capita than the United States, and disparate populations are imprisoned three times more than the general population. Additionally, the number of individuals impacted by county and city jails in Nevada is high due to individuals cycling in and out of local jails. Every year, at least 38,000 individuals are booked into local jails in Nevada. Nevada was one of 13 states that did not initially implement policies to accelerate the release of inmates, releasing fewer individuals on parole in 2020 than they had in 2019. However, in April 2020, the Las Vegas Sheriff implemented an Order to release non-violent offenders at-risk for complications related to COVID-19 due to pre-existing medical conditions, those who completed 75% of their sentence, and those held on technical sentences. As a result, there was a 30% decrease in the jail population compared to the previous month.

It can be complicated for formerly incarcerated individuals to reintegrate into the community from periods of incarceration. They often have acute needs related to health, employment, housing, education, family reunification, and social service. Furthermore, particularly vulnerable individuals are often arrested, jailed, and released repeatedly, and these individuals have high levels of need for community-based support rather than punishment. Most frequent users (individuals jailed three or more times in a year) of high-cost systems do not pose a serious public safety risk.

Evidence-based research has indicated that individuals previously incarcerated are more prone to homelessness shortly after they have been released. Clark County Social Service's approach, inclusive of formerly incarcerated, is 'Housing First.' Making permanent supportive housing a priority effectively disrupts the revolving door of frequent users of high-cost facilities. By working with other organizations, redirecting taxpayer dollars from jails, and addressing underlying unmet needs such as education, employment assistance, and medical and mental health services, we can better serve vulnerable populations by providing housing and supportive services, with the hope of reducing recidivism rates. Individuals would remain stably housed while receiving the support needed to remain independent of the high-cost systems.

Table of Contents

Project Lead(s): Brenda Herbstman

Type of Project:
☐ Event ☒ Grant ☐ Training
☐ Program ☐ Other:

Background

On March 15, 2018, the United States Department of Justice (DOJ), Office of Justice Programs (OJP), and the Bureau of Justice Assistance (BJA) solicited applications under the Technology Innovation for Public Safety (TIPS) program to address precipitous increases in crime. The ask was to identify the crime(s) where there was a recent increase over two years and create a program to identify, implement, and evaluate new and innovative technology that could address the crime(s) at a state, local, county, or regional level. To support the work, organizations were to use a multi-agency approach to share information that would improve the operations within the criminal justice system and articulate how the proposed project would reduce the identified crime(s). In Clark County, NV, the number of substance use-related charges for arrested individuals self-identifying as homeless nearly doubled between 2013 (742 charges) and 2016 (1,452 charges).

Problem Focus

Clark County is the most populated county in Nevada and the 14th largest populated county in the nation- covering Boulder City, City of Henderson, City of Las Vegas, City of Mesquite, City of North Las Vegas, and 14 unincorporated towns, with estimated population of 2.3 million (2021) of which 1.2 million are between the ages of 20 and 64. The 2022 Point in Time (PIT) count and survey conducted in February 2022 revealed that over 5,645 people were experiencing homelessness on a single night, the most significant increase in sheltered and unsheltered homeless persons since 2019. The projected number of people in Southern Nevada likely to experience homelessness in 2022 is 13,972 compared to 13,076 unique individuals in 2021 and 2020 (Lyle, 2022).

Up to 15% of individuals who have been imprisoned experienced homelessness prior to them being admitted to jail (Couloute, 2018). For individuals formerly incarcerated in the United States, the rate at which they become homeless is ten times more than that of the general population. Furthermore, individuals incarcerated more than once are 13 times more likely to become homeless, while individuals who have only been to jail once are seven times more likely to become homeless than the general population. [i] Evidence-based research has indicated that individuals previously incarcerated are more prone to homelessness shortly after they have been released (Remster, 2019). Approximately 70% of formerly incarcerated individuals, on a national level, are rearrested within three years after release, and approximately 60% who live on the street because of barriers to housing, are rearrested within the first year of release (Duran, 2018).

Formerly incarcerated individuals who continue to experience homelessness are defenseless to constant injustices, a factor that impacts recidivism. Increased rates of recidivism significantly impact public safety. Frequent contact with the justice system creates a cycle of frequent users referred to as "the revolving door" who occupy emergency rooms, jails, hospitals, rehabilitation facilities for mental health or substance use, and other high-cost services. The adverse effects of arrest and

being jailed for the homeless community necessitate an alternative intervention to break the cycle of homelessness and use high-cost facilities.

Solution Focus

The proposed solution was a collaborative effort to address the gaps in crime prevention and real-time response activities across organizations and jurisdictions. A permanent supportive housing project between Clark County Social Service (CCSS) and Las Vegas Metropolitan Police Department's (LVMPD) Detention Services Division (DSD) was created in 2016 and named the Frequent Users of Systems Engagement Project (FUSE). This collaborative utilized data-informed matching protocol to identify frequent users of high-cost public systems who were experiencing chronic homelessness. These system users were cycling in and out of jails, hospitals, psychiatric facilities, and other systems that cost the community, agencies, and departments millions of dollars annually. The premise was that when housing and supportive services were provided to these individuals, recidivism rates would be reduced, and individuals would remain stably housed and receive the support they needed to remain independent of the high-cost systems.

For this proposal to be successful, we had to become more flexible in the way we used the technology between our organizations by investing in pilot programs using an automated process to identify frequent users in Southern Nevada. A data partitioning model was created by Bitfocus, Inc. (Bitfocus), the contracted Homeless Management Information System (HMIS) provider. The goal of the model was to support a fully coordinated region-wide response to reduce recidivism rates of incarceration, homeless system service delivery, and public and private assistance. It was designed to identify frequent users who have encountered the criminal justice system and the homeless system of care.

One challenge identified in the implementation of the FUSE project was the identification of individuals who met the criteria of frequent user of high-cost systems and the definition of chronic homelessness, which had changed between the time of application to the time of implementation. What was quickly realized is that within Clark County, there were independent jurisdictions that each managed their criminal justice information differently, with different software that did not communicate with each of the other systems. Based on jurisdictional boundaries, it is common for individuals to have been arrested in more than one jurisdiction within the County. To eliminate the technology barrier to the identification of frequent users of all jurisdictional services, a proposal for TIPS was submitted with the intent of the project to expand the matching protocol and include multi-jurisdictional criminal justice information to improve the identification of individuals experiencing homelessness who had interactions with more than one criminal justice system in Clark County.

The TIPS expansion project was initially awarded for the project period of October 1, 2018 – September 30, 2020. Due to the time constraints it takes to work with multiple government agencies, there were delays in getting all data sharing agreements signed to start the work. Early in 2020, Clark County entered statewide shutdowns due to the coronavirus pandemic. Not only were jails depopulated to mitigate the spread of the virus, all CCSS project staff and project partners including LVMPD and Bitfocus were reassigned to roles related to the community-wide emergency management response.

For this reason, CCSS requested two one-year, no-cost extensions of the tips grant with a termination date of September 30, 2022.

Project Description

Funding

The total award amount from DOJ was $500,000.00. Part of the funding was used to enhance the data partitioning model. The contracted work for this was conducted by Bitfocus, Inc., supporting multi-jurisdictional criminal justice systems that could be replicated in other communities.

CCSS housed the Management Analyst (MA), who provided data analysis and evaluation of the technology needs of the program. The MA coordinated the communication between partnering organizations to develop the technology enhancement.

Line Item	Grant Award Allocation	Year to Date Expenses	Grant Award Balance
Personnel/Fringe	$ 173,942.00	$ 141,077.57	$ 32,864.43
Supplies/Marketing	$ 2,515.61	$ 545.62	$ 1,969.99
Travel	$ 3,104.00	$ 1,194.00	$ 1,910.00
Contracts/Software	$ 320,438.39	$ 218,500.00	$ 101,938.39
Total	**$ 500,000.00**	**$ 361,317.19**	**$ 138,682.81**

Bitfocus could not complete data integration due to the difficulty in getting jurisdictional partners to commit resources to the project when the prioritization of projects was reallocated to COVID-response and recovery activities rather than TIPS-specific tasks. For that reason, the amount of unobligated funds is $138,682.81

Definition of Terms

The United States Department of Housing and Urban Development defines *chronic homelessness* as an individual who has experienced continuous homelessness for at least one year or has had four or more episodes of homelessness in the last three years and has a disabling condition including a diagnosable substance use disorder, mental illness, developmental disability, or physical illness/disability including comorbidity.

The coordinated entry process utilizes an algorithm for assessing the vulnerability of all people experiencing homelessness with the Continuum of Care (CoC) and prioritizes those in most need of assistance for housing and supportive services.

Frequent Users of the criminal justice system are defined as individuals who have been booked three or more times within the most recent two years, with low-level, non-violent crimes often associated with homelessness (such as trespassing) placing a significant burden on our community. *Super Utilizers* are those with five or more bookings within the past two years.

Technology enhancement supports data-informed decision-making to reduce incarceration rates of individuals with substance use disorders who are experiencing homelessness and improve public safety by serving these clients through increased housing and supportive services.

The *sentenced population* includes people who are serving sentences in a local jail. Jail sentences are given to individuals serving brief sentences, usually for misdemeanors or low-level felony convictions.

Jail admission is the number of times people are booked into jail each year, and jail incarceration is the average number of people in local jails.

Pay for Success is a model that provides financial support to achieve positive, measurable social outcomes in high-risk communities. Private funding is used to implement proven interventions and services, repaid with public funding only when the desired outcomes have been met. CCSS intervention, for the TIPS grant, would ideally use pay-for-success financing to provide supportive housing to chronically homeless individuals with a disabling condition and those recently released from jail.
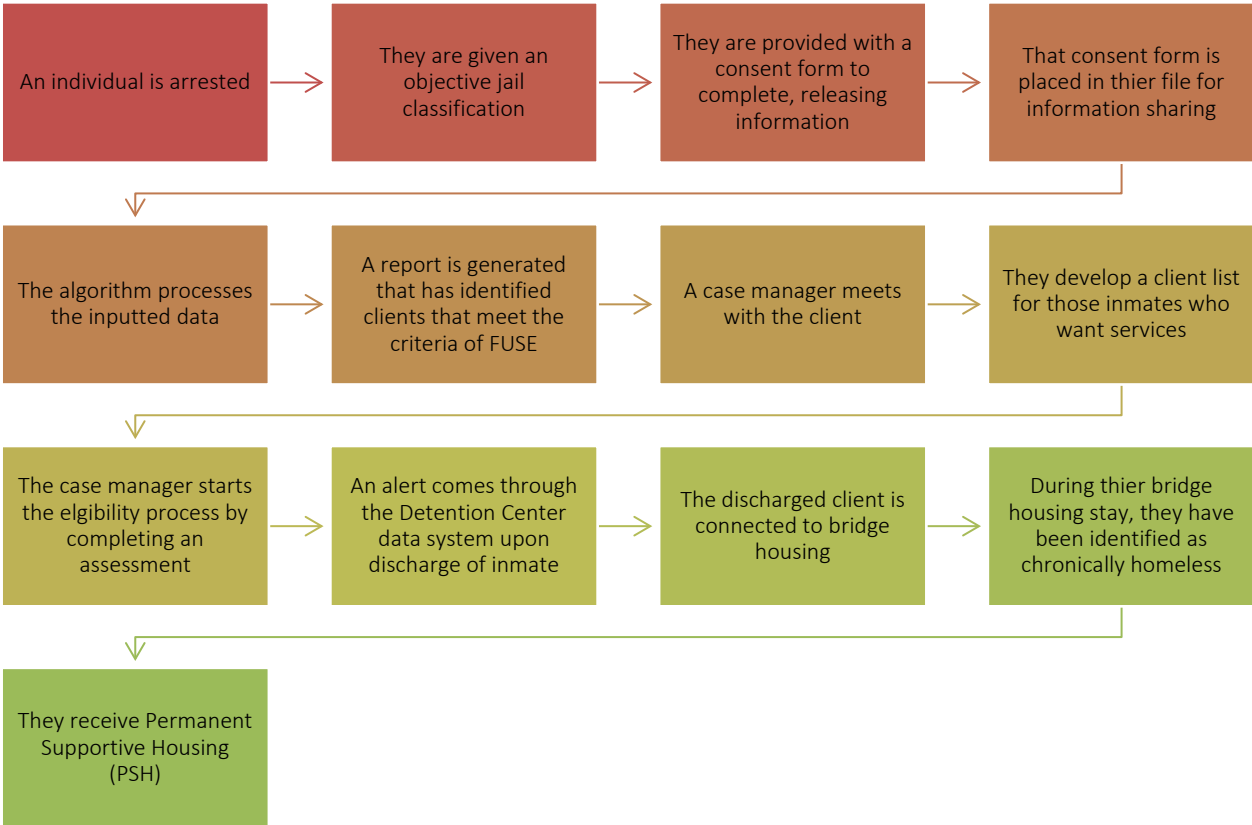
History

Stable housing provides a foundation for successful reintegration into the community. The process for formerly incarcerated individuals to obtain housing presents numerous barriers, such as housing discrimination, affordability, eligibility, and accessibility for people with disabilities. Finding a place to live becomes their top priority, more so than finding employment or seeking treatment for mental health or substance use. The TIPS program collaborative promotes technology solutions to evaluate multi-jurisdictional and cross-sector client data to identify and target the most frequent users of high-cost public and private systems experiencing homelessness which could be best served through housing interventions.

In 2012, LVMPD DSD brought the issue of inmate homelessness to CCSS. The TIPS proposal for the expansion of the initial technology was approved, and funding was received to expand the data partitioning model responsible for collecting and securely comparing client-level data. The expansion offered opportunities to compare cross-sector data with the client information already collected to further the regional response to frequent users of high-cost public and private services. In 2013, the FUSE proposal was submitted to Corporation for Supportive Housing (CSH) for a technical assistance grant to determine the feasibility and option of a housing program for frequent users of the criminal justice system. This proposal was selected and in 2015, LVMPD DSD conducted a census to determine potential FUSE clients. Those clients were defined as three or more bookings within a two-year timeframe. Many of these clients were receiving treatment for mental health conditions and/or substance use. At the time of the census there were approximately 100 inmates who were eligible for parole but were unable to be released as they did not have secure housing upon discharge. CSH developed a strategic framework and plan that connected solutions to vulnerable housing populations utilizing resources in the community that would provide stable housing and reduce recidivism of this population. During this study, CSH also determined the cost of re-incarceration versus the cost of housing frequent users. It was estimated that each discharged inmate served by housing

and supportive services could result in a $15,000 cost saving and further benefits would be recognized the longer these individuals went without rearrest.

This data provided the groundwork for CCSS to submit a grant application (CCFUSE) for housing and supportive services to the U. S. Department of Housing and Urban Development (HUD) through the local Continuum of Care application process in the summer of 2015. Clark County was awarded the CCFUSE project with a HUD grant award of $1,652,924 for rental assistance and case management of chronically homeless frequent users of LVMPD DSD and similar systems. Unfortunately, in December 2015, HUD's definition of chronically homeless changed, impacting how incarcerations of under/over 90 days were counted and the census results that identified potential CCFUSE clients was no longer valid as those clients no longer met the definition of chronically homeless. This caused the CCFUSE team to pivot and begin identifying frequent users in a different way and forced LVMPD DSD to engage in other discharge planning strategies for those awaiting release pending secure housing.

In December 2016, the CCFUSE project was initiated by program staff. In January 2017, the initial data sharing agreements were signed by CCSS, LVMPD DSD, and Bitfocus. While the CCFUSE data partitioning model would not be ready until summer 2017, the CCFUSE staff began reviewing daily arrest records manually to identify the frequent users at LVMPD DSD. The data partitioning model was designed to electronically share information between program partners and was much more efficient than the manual process. In the Spring of 2017, the first clients were identified; and in the summer, housing for the clients began. The order of operations is as follows:

An individual is arrested	→	They are given an objective jail classification	→	They are provided with a consent form to complete, releasing information	→	That consent form is placed in thier file for information sharing

The algorithm processes the inputted data	→	A report is generated that has identified clients that meet the criteria of FUSE	→	A case manager meets with the client	→	They develop a client list for those inmates who want services

The case manager starts the elgibility process by completing an assessment	→	An alert comes through the Detention Center data system upon discharge of inmate	→	The discharged client is connected to bridge housing	→	During thier bridge housing stay, they have been identified as chronically homeless

They receive Permanent Supportive Housing (PSH)

In February 2018, CCSS, Bitfocus, LVMPD DSD, and several others applied for additional technical assistance from CSH through the Scaling Data Integration project to expand the capabilities of the data partitioning model. While this proposal was approved and technical assistance was provided, the Scaling Data Integration project utilized a different portal for comparing data and ultimately, the team (CCSS, LVMPD DSD, and Bitfocus) determined that implementing the Software Design Infrastructure (SDI) Tool would be less efficient than maintaining the data partitioning model and expanding it to meet the needs of the additional jurisdictional criminal justice systems. This effort led to the TIPS proposal and subsequent project award.

During this same time, after struggling to find the appropriate clientele for the CCFUSE project, the application to HUD was rewritten for the purpose of changing the population served from chronically homeless to literal homelessness. This opened eligibility for all frequent users who were homeless at the time of their arrest. This removed the barrier to entry for those individuals who had difficulty obtaining the documentation of 12 months of homelessness and a diagnosed disabling condition. This project proposal, STAR TH-RRH (Stability, Tenancy, Access, Restore Transitional Housing – Rapid Rehousing) was accepted in the local competition and approved for funding by HUD. Program partners were informed of this shift in population to frequent users who are literally homeless at the time of the arrest and that services included rental assistance for short-term housing (up to 2 years), case management, and supportive services. A partner program, STAR PSH (Permanent Supportive Housing) was identified as an option for frequent users who met the definition of chronic homelessness.

Outline of Central Points

An initial analysis conducted by CSH showed that the cost of providing housing and supportive services was significantly less for clients accessing multiple public systems than the cost of providing crisis care health services, shelter services, and incarceration costs to these same individuals. With this information, the TIPS project was expected to demonstrate further the financial impact that these individuals have on the entire continuum of care.

The initial comparison of client-level data was used to identify and address the housing needs of individuals experiencing chronic homelessness who were cycling in and out of jails and other high-cost public service systems and improve information flow among criminal justice and homeless system providers to improve the quality of records in both systems. The identified frequent users of systems in the initial data collection model were offered housing solutions and wrap-around supportive services necessary to become stable and address the underlying causes of homelessness, including poverty, unemployment, mental illness, substance use, and the lack of affordable housing.

Bitfocus was to verify that the comma-separated values (CSV) files and searches included records against HMIS and other identified populations in determining matches. The matched client's data would be added to a protected portion of that client's file and reporting tool. The Data Analysis Dashboard would show either LVMPD DSD /HMIS or CLV/HMIS; since the data search is being pulled from Clarity, all the data it shows would be the matched data. Because we wanted to identify

users of all systems, a dashboard explicitly created for LVMPD DSD /CLV + HMIS is an additional data request requiring a different design.

Goals and Objectives

Project Activities

The CCFUSE project supports the broader strategic goals of each partner agency—targeting high-cost, high-need clients across participating systems of care. This strategic alignment across each participating system further supports project sustainability; as each partner benefits from the collaboration, they would not be able to realize acting independently.

The goals for TIPS were to successfully implement a cross-sector data-sharing program that would be utilized for public safety; reduce precipitous crime; and improve the functionality of the criminal justice system through more effective information distribution, multi-agency collaboration, and implementation of data-driven, evidence-based strategies. The housing program goals included providing client-centered and evidence-based permanent supportive housing practices to support the needs of the client, support ending homelessness as outlined in the federal plan to prevent and end homelessness and reduce incidences of the utilization of high-cost public systems, including the criminal justice system thereby reducing community costs of providing services to this population.

The scope of work created would include schema data capturing the number of matched clients from the partners' database and HMIS; the client's race, gender, and age; dates of when the matched clients entered and exited the systems; and a breakdown and count of charge types (demographics, dates of access, and count of matched clients). The goal is to continuously identify "frequent users" using a data partitioning model that intersects with more than one of these systems, having touched both the homeless and criminal justice systems. Based on baseline data from the application, year 1 was to house as many frequent users as possible in the STAR TH-RRH program- we had space for 93 individuals; year 2 was to analyze the data captured from all systems.

Mechanisms Used to Evaluate Outcomes and Stakeholder Satisfaction

Outcomes of collaborations include increased connections to resources, reduced repeat encounters with law enforcement, minimized arrests-increased options/interventions/diversions, and reduced use of force encounters with individuals with mental health needs.

The LVMPD has implemented a new Power BI program. This program keeps data secure with industry-leading data security capabilities, including sensitivity labeling, end-to-end encryption, and real-time access monitoring. It allows for information sharing and integration of Microsoft Excel and custom data connectors. It makes reporting easier by connecting to all data sources with scale to analyze, share, and promote insights across the organization while maintaining data accuracy, consistency, and security. Allowing multiple parties to work together efficiently on the same data, collaborate on reports, and share insights across popular Microsoft Office applications such as Microsoft Teams and Excel—empowers everyone in the organization to make data-driven decisions that drive strategic actions quickly.

Clark County Social Service uses the Community and Homeless Management Information System (CMIS/HMIS) that collects data on the services provided to individuals experiencing homelessness and people who are at risk of homelessness. Bitfocus was contracted, as the creator of CMIS/HMIS, to integrate software in the partnering organization's data systems that would collect the data, creating a comprehensive view of the matched clients.

Larger Objectives and Value

The PIT census results and incarceration data revealed that Southern Nevada experienced a precipitous increase in substance use related to arrests of individuals experiencing homelessness. According to the 2022 PIT Count & Survey, 74% percent of individuals reported at least one or more disabling condition-36% substance abuse, 33% mental health, 3% domestic violence, and 2% HIV/AIDS. By integrating quantitative and qualitative data and using research that advances systematic integration within the TIPS program we can prevent the partitioning model from being data-rich and information poor. We can better evaluate the data partitioning model's ability to collect and analyze data effectively-for example, costs to house, improving the assessment process of incarcerated individuals, and measuring our limitations in real-time. Therefore, allowing us to identify better housing needs for those individuals upon release and effactually reduce recidivism. We can more comprehensively create policies and procedures tailored to the partitioning model, creating an avenue to understand different perspectives of input and how to use the data collected, for example, how CCSS, LVMPD DSD, and the City of Las Vegas characterize "frequent users" or "homeless" in their respective systems.

The Cost to House

The cost associated with incarcerated individuals experiencing homelessness and mental illness is much higher than housing and providing supportive services to individuals with mental illness or substance use disorders who are also experiencing homelessness. The cost to incarcerate a homeless person with mental illness is approximately 25% higher than supportive services such as housing, medical care, substance abuse, and mental health treatment. In Southern Nevada, the cost associated with the homeless population could increase to as much as **$1.1 billion per year** within the next 20 years (Lyle, 2019). Clark County spent approximately $26,000 per person on individuals who were experiencing homelessness, nearly $369 million for the year 2019. The hefty fee can be attributed to the high cost of jails, hospitals, social services, and shelters. According to Lt. Andrew Saavedra (2022) of the LVMPD, the daily bed rate for DSD is $240 per day.

An individual convicted of one misdemeanor can be jailed for no more than six months and incur a fine of up to $1,000. On average, the cost of that one misdemeanor is (240 x 180 + 1000 =) $44,200. Furthermore, an individual entering the jail with a disabling condition and experiencing homelessness for an average period of 10 days per arrest and three arrests per year, on average, equates to (240 x 1.25% x 10 x 3 =) $9,000 annually and does not address the core issues of the individual's homelessness. Individuals who are frequently apprehended and jailed are arrested for low-level offenses, have unmet medical and mental health needs, and are socially and economically marginalized. This same amount of funding that provided 30 days of incarceration could provide almost five months of solution-focused programming. Arrest and

incarcreanon of these individuals neither increase public safety nor addresses their underlying needs (Jones & Sawyer, 2019).

It costs taxpayers $62,473 for frequent users of high-cost systems, whereas the cost of providing supportive housing is estimated at $19,767, resulting in an annual community cost reduction of $42,706 for those who remain housed (Jones & Sawyer, 2019). Providing housing, case management, and supportive services that address the individual's needs and lead to self-sufficiency, a reduction in recidivism, and the individual becoming a contributing member of the community (paying taxes, stimulating the economy with regular purchases, or participating in volunteer efforts) can have an incredible impression on their lives and in the community.

Persons/Agencies Involved in the Planning and Execution of the Project

We acknowledge the contributions of the following organizations in developing TIPS and extend a special appreciation to those who utilized their skills, knowledge, and experiences to drive system change to meet the needs of people experiencing homelessness in Southern Nevada.

Las Vegas Metropolitan Police Department Detention Services Division; the City of Las Vegas; the City of North Las Vegas; and Bitfocus.

Las Vegas Metropolitan Police Department	Clark County Social Service	Bitfocus	City of Las Vegas
Captain (Ret.) William Teel	Matt Manlangit	Stacy Holmes	Danielle Davis
Captain (Ret.) Rich Forbus	Brenda Herbstman	Gabriel Di Chiara	Deanna Wilson
Lt. Scott Zavsza	Michele Fuller-Hallauer	Jeff Ugai	
	Tara Ulmer		
Unites States Attorney Office Project Safe Neighborhoods			Matthew Wilson

Results and Impact

Organizational change management for implementing a data partitioning model is significant to supporting the movement of reducing homelessness in Clark County. Defendants who spend more time in jail are also more likely to experience a variety of negative consequences, such as losing their jobs, being evicted from their homes, and suffering a strain on their familial relationships. Shortening the amount of time spent in jail improves a defendant's stability and reduces that defendant's risk of recidivism. By providing a modernized data processing program or implementing business process improvements that capture frequent users of high-cost services through a collaborative effort, the community would significantly progress in helping to reduce precipitous crime while also serving vulnerable populations.

Jails are home to two distinct population groups. The first group consists of people convicted of minor crimes, such as misdemeanors or violating their probation. The second group is innocent people. Many individuals in jail are in the pre-trial

stage and have either been denied bail or cannot pay. Depending on the severity of their charge, these people may have no previous convictions.

TIPS Service Overview

Figure 1. TIPS Service Overview *(data was not provided for the City of Las Vegas on Alcohol or Drug Related Felony or Gross Misdemeanor Charges)*
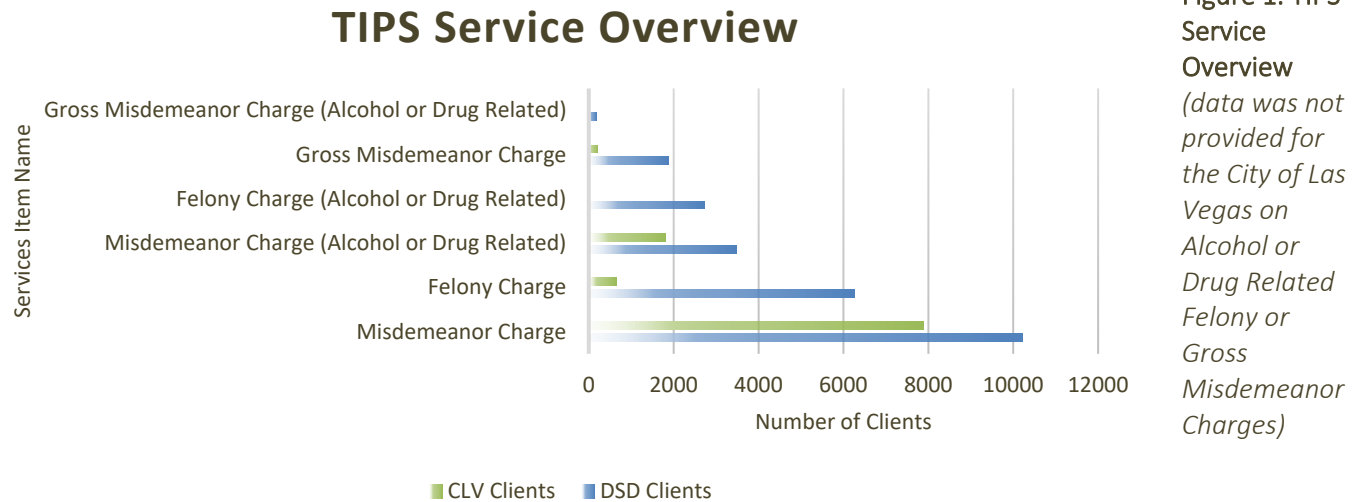
Figure 1 defines the types of services clients are being charged with within the City of Las Vegas Detention Center or the Las Vegas Metropolitan Police Department Detention Services Division. Inmates were booked on a misdemeanor charge for violating laws prohibiting them from camping, sleeping, begging, loitering, sitting, or sleeping in vehicles. With regards to the homeless population, they are being criminalized for trying to survive. The CLV Detention Center had 7,879 misdemeanor bookings, and LVMPD DSD had 10,222 misdemeanors which made up 41.2% and 53.4% of all services, respectively.

LVMPD DSD bookings were up almost 10% in 2019, but a new initial-appearance process moved inmates through the judicial system faster, resulting in a 13% drop in the average length of stay and a decrease in the jail's average daily population. DSD has also seen a drop in the rate of rearrests. In 2018, 14% of the defendants received another charge against them before their initial charges were resolved. In 2019, that rearrest rate dropped to 8.8 %, a 5.2% decline.

The dramatic turnaround is a result of process improvements in the Initial Appearance Court (IAC) integrated into DSD business practices that started in January 2019 at the request of the Clark County Criminal Justice Coordinating Council (CJCC). Many justice partners were instrumental in this process, including the Las Vegas Justice Court's administration and judges, the Clark County District Attorney's Office, the Public Defender's Office, Clark County management, and LVMPD, which administers the jail (Clark County Nevada, 2020)

The most significant trend affecting Clark County's jail population was the increase in arrests of the transient or indigent population, with many suffering from substance use disorders or mental illness. An estimated 35% of the county's jail population was on psychotropic medication for various mental illnesses. As a result, the county jail was often referred to as the largest mental health facility in Nevada (McMahill, 2022). Clark County advanced several strategies to reform its criminal justice system to be equitable. At the beginning of COVID-19, the jail population fell significantly but has since increased as mandates are lifted in all areas.

Process

The Clark County TIPS project created a data matching tool to identify frequent misdemeanors of the multiple criminal justice systems in Clark County and connect them to housing and supportive services programs. Meetings between the parties allowed us to update progress in system integration, identify what works and what does not, and ensure that every cross-sectional system has all the information necessary for seamless integration and access.

In April 2020, the Las Vegas Sheriff implemented an Order to begin releasing inmates who were non-violent offenders who were at risk for complications from COVID-19 due to pre-existing medical conditions, those who had finished 75% of their sentence, and those being held on technical sentences. These precautions resulted in a jail population decrease of 30% from the previous month. Additionally, individuals experiencing homelessness who would have otherwise been arrested for misdemeanors were not arrested to limit the number of individuals entering the local jails to mitigate the spread of COVID-19. Unsheltered individuals (those who are homeless and in encampments) were also allowed to reside on the streets without any consequences due to the physical limitations of our local shelters and indoor services. This change resulted in lower-than-average bookings for this population. In the first 14 days of the changes implemented to slow the spread of COVID-19 among the incarcerated population, there was a 43% decrease in the number of bookings in Clark County.
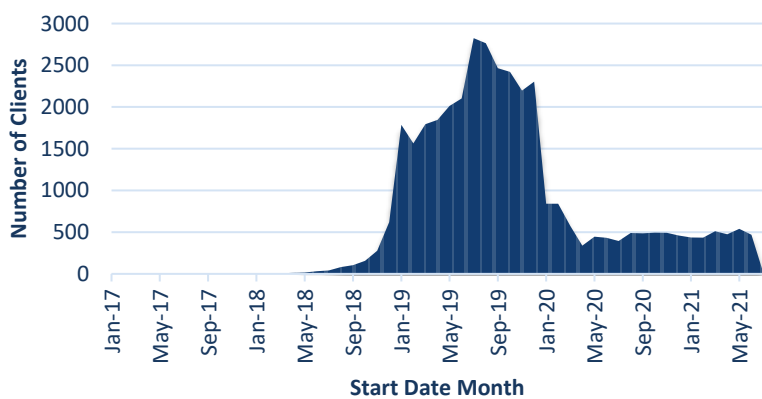
TIPS Services Provided Over Time

Figure 2. TIPS Services Provided Over Time

Figure 2 shows the services each client entered in HMIS has received. The number of services provided was considerably higher from January 2019 to just before the COVID lockdown in March 2020. For 2019, the number of services or inmate bookings reached 71% for all detention centers, while in 2020, that number dipped substantially to 17%.

In addition to the depopulation of jails, all housing programs in Clark County are connected to a community-wide coordinated entry system based on client vulnerability. Based on HUD and CDC recommendations, the Southern Nevada Homelessness Continuum of Care (SNH CoC) updated its housing placement strategy to prioritize those in DSD-defined categories with the most significant risk for complications due to COVID-19 infections. Housing programs, such as STAR TH-RRH, designed to accept placements of inmates who were experiencing homelessness at the time of their booking and provide housing and supportive services, were prioritized to accept individuals who were on the Pandemic Prioritization Exception list instead of their regularly identified clients.

Demographic Data-Driven Report that the Organization is Professional and Outcomes-Oriented

According to the Prison Policy Initiative (2020), Nevada had four counties that sent more individuals to prison per capita than any other county in the state. Out of roughly 23,000 Nevada residents incarcerated, 7,200 are housed in the local jails. Per Vera Institute (2022), the incarceration rate is 879 per 100,000 individuals booked into state prisons, county jails, immigration detention, and juvenile detention facilities. These statistics indicate Nevada has the highest rate of incarcerating individuals than any of the 30 members of NATO, including the United States, averaging 847 per 100,000 individuals.

Figure 3. Number of Clients in Each Facility
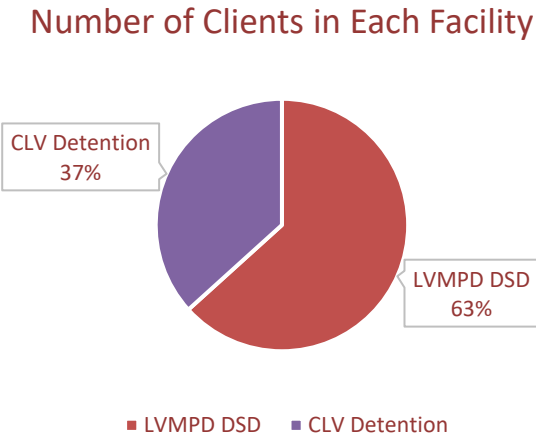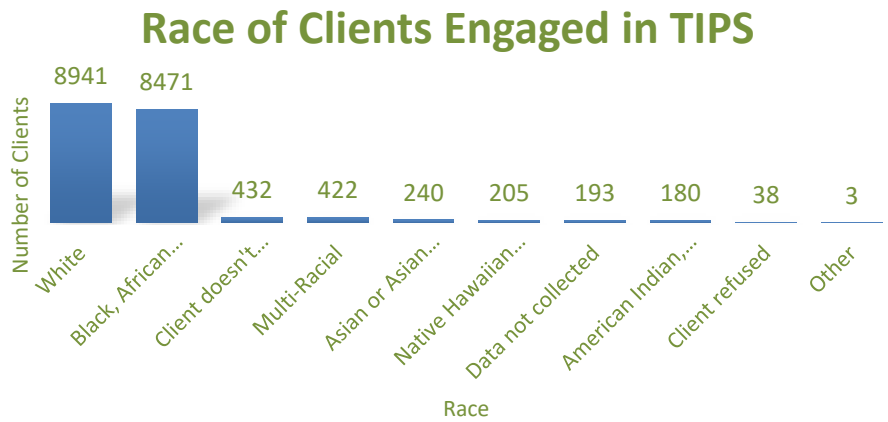

Number of Clients in Each Facility

Figure 3 shows the number of clients who were booked into each detention center from January 2019 to May 2021. DSD had 14,535 bookings and CLV had 8,427 bookings. One of the goals for TIPS was to address frequent users of high-cost systems and to take notice of individuals who utilize multiple systems. The numbers represented for each entity does not consider repeat offenders.

- There are 34 Police Departments in Clark County serving a population of 2,112,436 people in an area of 7,890 square miles. There is 1 Police Department per 62,130 people and 1 Police Department per 232 square miles.
  - o According to the most recent United States census data, Clark County's estimated population is 2,328,299, with a growth rate of 1.37% in the past year. Clark County is the largest county in Nevada. The 2010 Population was 1,951,269 and has seen a growth of 19.32% since this time (World Population Review, 2022)ii.
- Clark County is ranked 13th of 17 counties in Police Departments per capita, and 2nd of 17 counties in Police Departments per square mile (County Office, 2022)
- Research indicates that homelessness is highly related to how the economy is going.
  - o Nevada is the eighth worst state for homelessness, with 25 homeless individuals per 100,000 residents.
- Nevada has a low inventory of affordable housing.
  - o Ranked as one of the states with the lowest availability of affordable and available rental units. There are 18 units available for every 100 households at or below extremely low income (National Low Income Housing Coalition , 2022).
- Homelessness costs an average of $25,492 per homeless individual annually
  - o The average cost of homelessness is estimated to be $25,492 per homeless individual across the country. Clark County's middle estimate for each homeless person annually is $39,510.
- In Las Vegas, homelessness is projected to cost $1.1 billion annually by 2039.
  - o The estimated cost across the community (public and private sources) is approximately $369 million. That base scenario cost estimate is expected to increase to $731 billion annually by 2024 and $1.1 billion annually by 2039 (City of Las Vegas, 2019).

Figure 4.Race of Clients Engaged in TIPS

Race of Clients Engaged in TIPS

Figure 4 shows the number of clients, by race, booked into either LVMPD DSD or CLV Detention Center. Homelessness and incarceration are intricately linked. Most minority groups, specifically African Americans and Indigenous people, experience homelessness at a higher rate than Whites, mainly due to institutional, systemic, and structural racism. African Americans represent 13% of the general population but constitute 39% of individuals experiencing homelessness. There was a total of 19,125 clients who received TIPS services. 46.8 % of those booked were white, and 44.3% were black (NAEH, 2021).
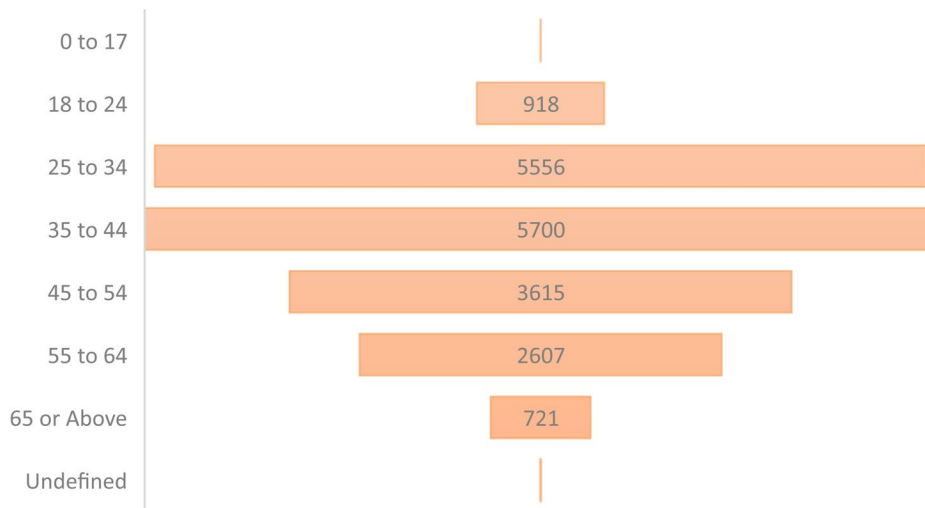
Age of Clients Engaged in TIPS

Figure 5. Age of Clients Engaged in TIPS

Figure 5 shows the age of clients booked into either LVMPD DSD or CLV Detention Center.
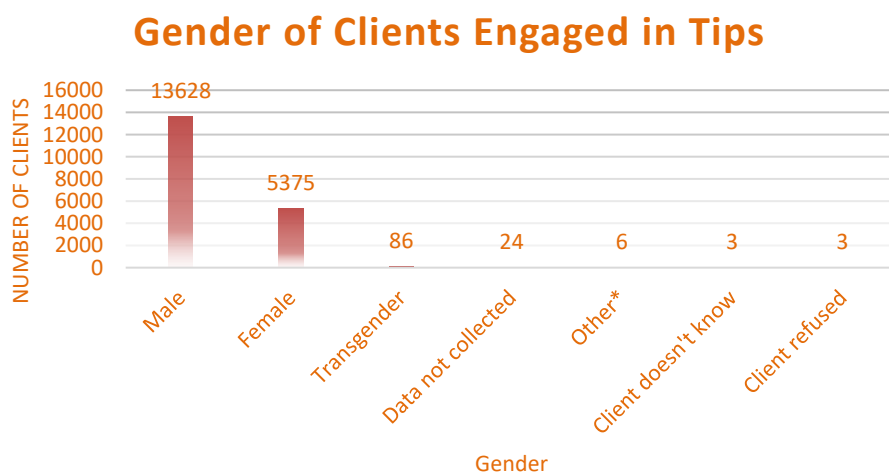
Gender of Clients Engaged in Tips

Figure 6. Gender of Clients Engaged in TIPS

Figure 6 shows clients by gender, booked into either LVMPD DSD or CLV Detention Center. Formerly incarcerated women are more likely to be homeless than formerly incarcerated men. But among homeless formerly incarcerated people, men are less likely to be *sheltered* than women, whether for reasons of availability or personal choice.

Lessons Learned/Unplanned Complications

People with the most prolonged experiences of homelessness, most significant health conditions, and greatest vulnerabilities are not accessing and being served by emergency shelters. Rather than receiving shelter and appropriate care, unsheltered people with significant health challenges are regularly engaged by police and emergency services. Relying on emergency systems like ambulances and police departments to respond to homelessness is costly to public systems and traumatizing to individuals experiencing homelessness. It also leads to arrests and repeated hospitalizations instead of stable housing and appropriate health care (Janey Rountree, 2019).

Assumed Information Learned During Planning and Execution

It was expected that the technology development applied to the current data partitioning model would serve to connect multi-jurisdictional criminal justice data through data-sharing protocol to identify the most frequent users of regional criminal justice systems; improve information flow among criminal justice and homeless system providers to improve the quality of records in both systems; track and conduct data analysis regularly on the clients being matched by the data partition to track ongoing performance measures and implement quality control measures to ensure the confidentiality of records is maintained and that compared records are free from errors and duplication.

It was also believed that project team members would have the resources and capabilities to complete their respective tasks on time, from specified equipment and software to static staff, maximizing outcomes. Furthermore, we needed to establish communication preferences for day-to-day operations that would guide the efforts to ensure effective collaboration and garner feedback from community stakeholders. Given that TIPS was an expansion project of CCFUSE, and

the HMIS system was already being utilized as the main conduit for the data partitioning model, we presumed that the project's scope would not change throughout the two-year implementation period.

COVID-19

The impact that COVID-19 had on public safety occurred in social services and the criminal justice system for the most vulnerable populations. The services provided shifted from in-person, hands-on to virtual, including video and telephone level care. Supporting this modified service required additional funding, change management, flexibility, and reallocation of staffing, and assigned duties. The added barriers that delayed service delivery to vulnerable individuals included a lack of access to technology, limited resources to address the effects of the pandemic, and an overwhelmed workforce. COVID-19 greatly affected individuals experiencing or at risk for homelessness or involvement with the criminal justice system. As a result of national mandates across the country, this population suffered even greater injustices by way of decreased access to services, other adverse economic and behavioral health outcomes, difficulty verifying if the information being disseminated is correct or what to do to receive services and stay safe, and an increased exposure risk that could be life-threatening (Holliday, Hunter, Dopp, Chamberlin, & Iguchi, 2020).

Based on the circumstances described above regarding the impact of COVID on our housing and criminal justice system, we believe that the data we have collected for the TIPS project is currently not reflective of an unbiased system. Clark County TIPS was designed to create an electronic data-matching portal for our community's multiple criminal justice systems and use the resulting data to connect the most frequent users of our criminal justice systems to housing programs and a full range of supportive services.

While we made progress during the reporting period on developing the infrastructure to support program development, it was slower than anticipated. We recognize the importance of developing a solid framework and taking our time to ensure program strength and sustainability. Identifying the specific breakdown of each high-cost service, such as hospitals, social services, jails, and shelters, is highly complex to track. Garnering this information would prove invaluable to modernizing the data partitioning system and connecting homeless services and housing.

Partners/Collaborations Not Secured

Initial partners of the TIPS Program included the Las Vegas Metropolitan Police Department Detention Services Division, the City of Las Vegas Department of Public Safety, the City of Henderson Police Department Corrections Division, and Bitfocus, Inc. Due to changes in management at all levels- director, assistants, and supervisors, the City of Henderson Police Department Corrections Division was not secured in this endeavor.

Other organizations invited to participate in the cross-sector sharing of data include, and are not limited to:

Managed Care Organizations	Hospitals	State-led programs such as Medicaid
Behavioral Health Systems	EMT/Fire Services	Psychiatry/ Psychology Services

Purposeful collaborations not included in this are the health care systems in Clark County for addressing those unhoused who also have a mental or substance use disorder. The data-sharing model would be the broad scope of activity, creating a central database that allows access to information from disparate systems. Also, the CC Department of Health for associated medical care advocates housing for people with complex or severe medical conditions.

California is the emerging example across all communities developing the most successful approaches to cross-sector data sharing. Medi-Cal is implemented on a county level, whereas other Medicaid programs are implemented at the state level.

Limited Data Tool for Integration/Challenges

COVID-19 has catalyzed the implementation of new technologies across industries. The realization that there was a greater need for interoperability and data sharing to increase public safety is why TIPS was so instrumental in Southern Nevada. Agencies do not often communicate with each other through technology and manual processes are extremely time-consuming and not effective for a community of our large size. Additionally, many agencies do not use similar software that can be effectively integrated. This is noted in interagency department systems - Clark County Social Service with Clark County University Medical Center. Agencies want solutions and greater integration across their technology systems to streamline workflows and data, increase outputs and deliver better safety outcomes.

Key points that may have benefited from more planning include
  ➢ The scope of work from each entity and the functionality for data integration;
  ➢ The identification and inclusion of IT staff throughout the process to evaluate integration capabilities and provide continued support;
  ➢ Relationship building and warm handoffs if a critical team member was disconnected;
  ➢ The data sharing infrastructure and analysis of information management; and
  ➢ Future sustainability.

In Clark County, we encountered data sharing hindrances due to state statute barring sharing of historical criminal history data in addition to jurisdictional challenges with having four jails within the county, thus the need for the BJA grant that allowed us to unify and coordinate jail data systems across the county. Clark County is unique in that it includes the individual city and county-led jurisdictions in a geographic catchment area. With separate municipalities, the law enforcement systems interact collaboratively; however, they do not currently use the same data management system. Additional work needs to be done on the data partitioning model to allow the different criminal justice systems, service providers, and health systems to interact further to identify frequent users of multiple systems. The data model allows the system to identify individuals known to HMIS. They have been not only frequent users of CCDC but also of other criminal justice systems and health facilities within Southern Nevada, including detention centers of Boulder City, Henderson, Las Vegas, and North Las Vegas.

Emphasize Success

TIPS is a resource where technology and communities work cohesively to provide solutions addressing homelessness and mental health or substance use. Creating systemic transformation through technology and community organizing provides

immediate access to housing and mental/substance use resources. The partnership created spoke to the gap between safety objectives and technology to benefit public safety organizations increase engagement and trust, accelerate innovation, and develop better solutions for the future (Motorola Solutions, 2021).

Clark County Social Service understands that the most effective strategic plans are co-developed and supported by an alliance that is a continuous cycle of care framework. This collaboration shared a similar clientele- chronically homeless individuals with substance or disabling conditions. While CCSS was happy to do our part in creating this progress, we wanted its structure and ideas to be aligned with the vision of other experts and funders since this will affect our collective impact on the system for preventing and ending homelessness in Southern Nevada.

Distressingly, the coronavirus pandemic disrupted how the entire world functions day-to-day. COVID-19 significantly impacted providing social services supporting vulnerable populations, including the homeless and formerly incarcerated. Partnering organizations shifted their internal and external environments and prioritized their initiatives to combat the effects of the virus. From the law enforcement perspective, the COVID-19 response altered how the police interacted with individuals experiencing homelessness.

One such study in Denver identified that police were making fewer contacts and arrests, reducing their jail population to mitigate risks of exposure to COVID-19. They noted that between March 11 and March 31, 2020, police had eight fewer interactions a day on average with people experiencing long-term homelessness compared to the same timeframe in 2019 (Urban Institute, 2020)[iii].

Here in Southern Nevada, on April 2020, the Las Vegas Sheriff implemented an Order to release non-violent offenders at-risk for complications related to COVID-19 due to pre-existing medical conditions, those who completed 75% of their sentence, and those being held on technical sentences. As a result, there was a 30% decrease in the jail population compared to the previous month. In addition, individuals experiencing homelessness who would have been jailed on misdemeanors were not arrested thereby limiting the number of individuals admitted to the local jails. Unsheltered individuals were allowed to reside on the streets without any consequences due to the physical limitations of our local shelters and indoor services. This change resulted in lower-than-average bookings for this population. There was a 43% decrease in the number of bookings in Clark County within the first 14 days of the implemented changes to slow the spread of COVID-19 among the incarcerated population.

Data Sharing Agreements & Information Sharing Authorization

Data sharing encourages individuals and organizations to communicate and collaborate by sharing applicable information with each entity. One of the asks for TIPS was to create a program to identify, implement, and evaluate new and innovative technology that could address the crime(s) that Clark County was experiencing. The agreement created an opportunity to design an ecosystem that would influence when the data would be shared, where the information would be shared, how much information each entity would have access to, and how they would analyze the data collected.

STRENGTHS
- Coordinated care (more information from more access points, enhanced communication, address root causes);
- Quality decision making (prioritization, interdepartmental structure, greater accountability);
- Policy and strategies (comprehensive data, data analytics, robust information to identify gaps and patterns); and
- Administrative efficiencies (maximize resources, funding across sectors, build bridges).

WEAKNESSES
- Reliability of data (Are we capturing all of the information consistently and accurately?);
- Staffing (Will the staff involvement change during the phases of implementation?); and
- Buy-in from each partnering agency (Are all partners in agreement that this is the best option to meet the shared goals and vision?).

OPPORTUNITIES
- Tailored to Clark County needs, structures, relationships, and motivations;
- Solicit participant consent;
- Engage outside legal counsel;
- Define collaboration parameters: communicate a clear vision and purpose, identify roles and responsibilities; and
- Enhance tech functionality.

THREATS
- Privacy issues (HIPAA, client consent, risk aversion);
- Systems (siloed systems, no interdepartmental structures, local politics);
- Relationships and collaboration, interoperability (fractured data, limited tech, insufficient funding); and
- Data quality (limited data standards, different users, lack of data validation).
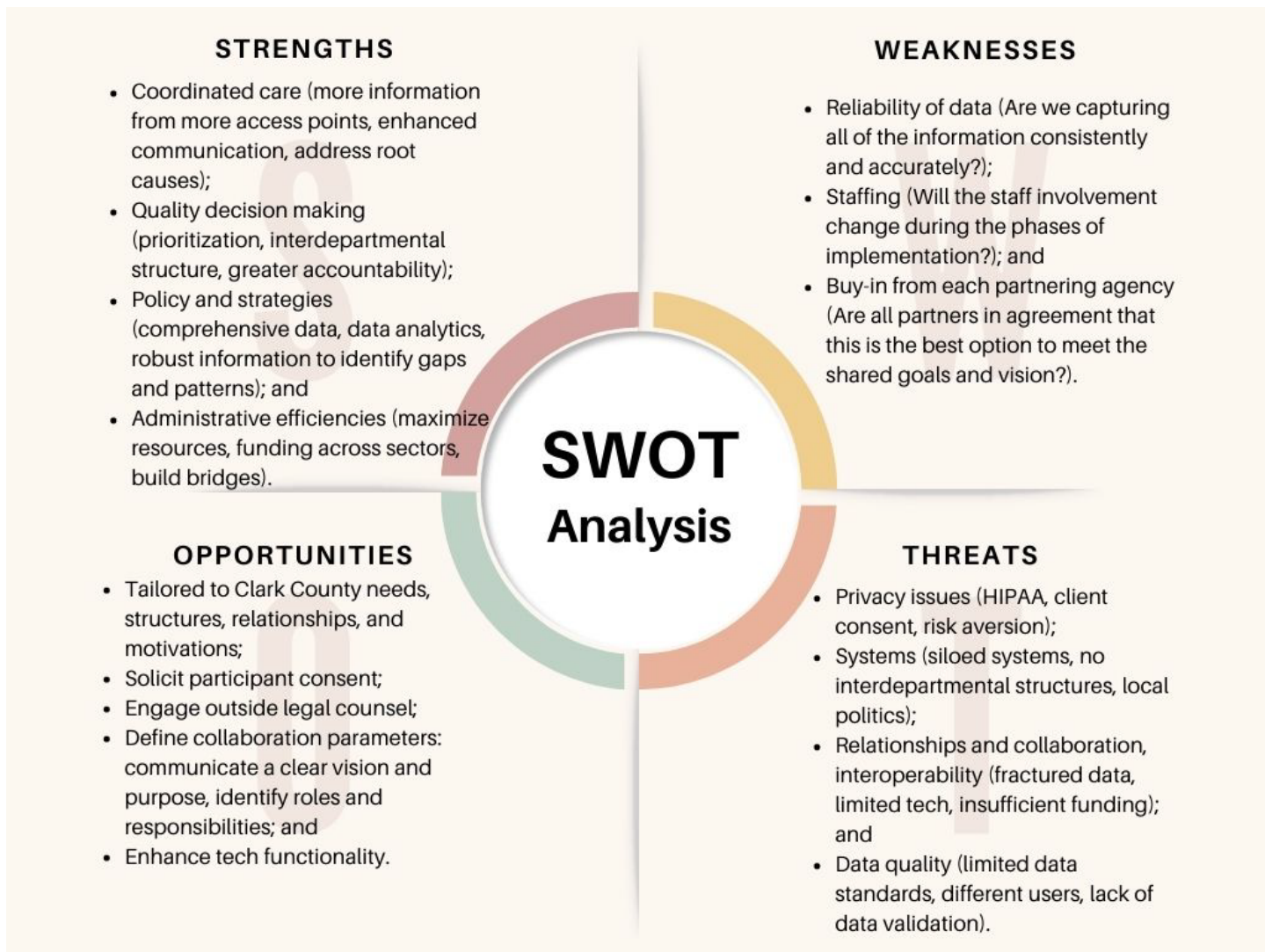
Figure 7. SWOT Analysis

Figure 7 shows the Strengths, Weakness, Opportunities and Threats (SWOT) Analysis for data sharing. It outlines the rationalizations for organizations to share or not to share data. Identifying areas that are effective or need more attention for long-term success, leads to improved outcomes for the community.

Future and Sustainability

The partitioning model utilizes the same underlying technology and services as the State of Nevada's HMIS. It has specific databases, procedures, functions, triggers, and views; therefore, the data partitioning model for TIPS did not need to be created or modified to fit our needs, thus allowing the partition to be maintained with minimal additional resources beyond those already committed. The Nevada State HMIS enjoys a robust, reliable, and diverse funding stream, further ensuring the sustainability of the data infrastructure supporting the

project.

System Leadership for Systems-Level Change
1. The Individual: The skills of collaborative community partners to enable learning, trust-building and empowered action among stakeholders who share a common goal.

2. The Community: Strategies of capacity building and advocacy to develop, and mobilize action among stakeholders in the system, within and between organizations.
3. The System: An understanding of the data partitioning model in shaping the challenges that need to be addressed.

THE SYSTEM
Data Partitiong Model

THE COMMUNITY
Capacity Building and Homeless Advocacy Strategies

THE INDIVIDUAL
Collaborative Community Partners

(Dreier, Nabarro, & Nelson, 2019)

Impact and Influence of the Funding

Clark County is well-positioned to sustain the data partitioning model without requiring further grant funding. By taking a standards-first approach to development that fully leverages existing community and state investment, the proposed project requires minimal additional funding to maintain and operate with use for future projects.

Clark County has already secured the resources necessary to support the current CCDCFUSE data partition reliably. Although this project proposes a significant expansion of the client data and participating law enforcement and criminal justice agencies, these expansions do not require significant additional ongoing resources to maintain.

Further sustaining the project is the longstanding public-private partnership between the participating entities and the mutual commitment to ending homelessness. The Las Vegas Metropolitan Police Department, Clark County Social Service, City of Las Vegas and North Las Vegas, and Bitfocus have partnered in Southern Nevada's efforts to advance solutions to homelessness for nearly 20 years. Data Integration and Pay for Success studies captured actual system use and costs/outcomes of frequent users- targeting supportive housing for those individuals, and reducing costs and system use while improving outcomes.

Recommendations

When individuals who are experiencing homelessness are arrested, cited, or incarcerated, they end up with a criminal record. Their criminal record makes securing a home upon release even more challenging. Employers are less likely to offer

employment, which decreases their chances of securing housing. Furthermore, landlords are less likely to rent to someone with a criminal record.

In Southern Nevada, an individual experiencing homelessness is placed on the Community Queue which is a waitlist for vacancies in a variety of housing programs. While they wait for a housing option, which may be many months or even a year, Law Enforcement arrests them for sleeping in public. That individual is in jail for 90 days (the standard timeframe when they are unhoused). The individual loses their spot in the queue and must restart the process again upon release from jail. However, the Community Queue has a total of 4,095 clients-3,329 adults without children, 549 families, and 217 youth, a significant barrier when trying to obtain housing.

I Am Capable TIPS

Housing
Provide individuals and families with permanent supportive housing.

Job Training
Provide job training opportunities for skills employers seek, as well as the utilization of technology for generationally challenged individuals.

Literacy & Education
Assist in acquiring the ability to read and write. Offer educational information for self-advocacy to make informed decisions.

Funding Crisis Response
Increase the funding to help with job transition, housing insecurity, mental health services, community resources, and family welfare in addition to supporting families' needs, including financial literacy, reentry into the workforce, and a supportive housing plan.

Eliminating the Criminalization of Homelessness

Reduction in Criminal Justice Systems
Reducing the barriers that prevent employment, services, and housing.

Staff & Program Development
Support staff development to process and implement change affecting their interactions with clients.

Community Capacity Building
Fostering collaborative relationships among diverse community organizations.

Integrated Health Care & Client Accessibility
Increase client access to services that empower or enable individuals from vulnerable populations to engage with services.
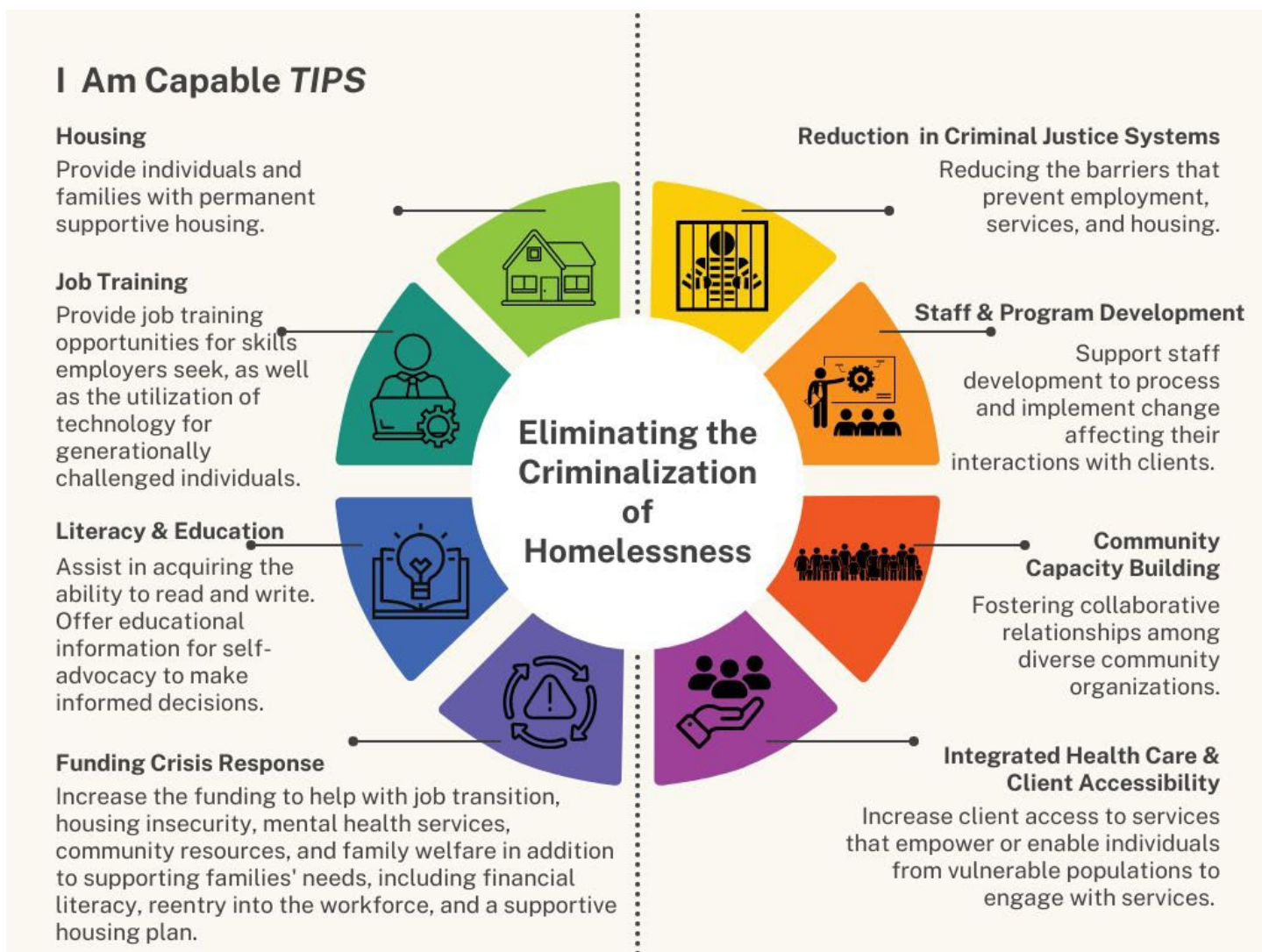
Figure 8. I Am Capable TIPS

Figure 8 summarizes the necessary resources for individuals or families who are experiencing homeless or have been incarcerated to become self-sufficient and reduce recidivism.

Discharge planning needs a full-time eligibility worker to ensure that their HMIS information is current and that they have a housing assessment done before discharge. There is a need for targeted interventions addressing substance use, homeless and reforming parole and probation to abate the high risks of incarceration. Some solutions to remedy chronic homelessness include housing and treating chronic health and behavioral health, creating access to sustainable job training and subsequent placement, connecting to education resources to encourage growth opportunities, and building interagency and cross-sector partnerships.

Together each organization opted in favor of a shared vision to meet common goals for better serving chronically homeless individuals by providing housing and supportive services, with the hope of reducing recidivism rates and individuals would remain stably housed while receiving the support they needed to remain independent of the high-cost systems. All our respective missions pledge a commitment to support communities in Clark County. Utilizing an adaptive approach when creating a strategic plan empowers organizations to recognize their value to stakeholders and their impact on the community. A framework focusing on outcomes over outputs or social impact with experimentation, individuals, organizations, and government agencies working together to better the community increases capacity building, funding, and service implementation. Qualitative and quantitative research provides helping agencies with a better understanding of how to support providers who work with individuals experiencing chronic homelessness through the operation of a multifaceted data partitioning model and applying diverse delivery methods, i.e., telehealth.

CCSS's approach to homelessness, inclusive of formerly incarcerated, is 'Housing First.' Making permanent supportive housing a priority for homeless and chronically homeless individuals would effectively disrupt the revolving door of frequent users of high-cost facilities and recidivism. Achieving this goal requires a coordinated effort among proponents of data integration and data sharing. Having the ability for each entity to access the same information increases the efficiency of providing services in real-time. Working together leads to essential improvements system-wide where progress may have seemed unobtainable. TIPS allowed us to reimagine how agencies can collaborate progressively in unforeseen crises.

---

[i] Prison Policy Initiative used the US Department of Housing and Urban Development and US Census Bureau from 2008 populations. They also referenced the National Former Prisoner Survey from 2008. Additionally, this is for the prison population and not the jail population.

[ii] The most recent US Census City/Town Population estimates are from the Census Bureau's Population Estimates Program.

[iii] The Urban Institute used an analysis from the Denver Police Department data set. They controlled daily weather, day of the week, month, and year.