FUSE
Frequent User Systems Engagement
Unconventional Wisdom

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John Jay College
Prisoner Reentry Institute
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20% of adult disabled patients subject to mandatory managed care account for 73% of costs.

3% of patients accounting for 30% of all costs for adult disabled patients.

Government agencies break down organic issues
Each agency has only a piece of the larger story
Solutions become piecemeal, focused on the part of the problem the agency has tools to address
The Institutional Circuit of Homelessness and Crisis Service Systems

- Indicates complex, co-occurring social, health and behavioral health problems
- Reflects failure of mainstream systems of care
- Demands more comprehensive intervention (supportive housing)

Assessed likelihood of top 10 characteristics differentiating the 10th decile

5 of those characteristics were related to criminal justice

Source and Image:

Source: 9,186 homeless General Relief recipients in Los Angeles County. Costs in 2008 dollars.
Solution: Frequent User Systems Engagement (FUSE) Initiative
Thousands of people with chronic health conditions cycle in and out of crisis systems and homelessness - at great public expense and with tremendous human consequences.

A multi-systemic response can succeed where a fractured approach has failed.

Providing supportive housing to this group will improve life outcomes for the tenants, make public resources more efficient, and create cost avoidance.
New York City FUSE

- Interagency public-private collaboration
- Demonstration initiative to test the premise of FUSE
- Provide supportive housing with “front-loaded” intensive case management services for frequent users of jail and shelter
- 190 Apartments over two phases housing over 200 people

Frequent User Case Study

| DHS | DOC | DHS | DOC | DHS | DOC | DHS | DOC | DHS | DOC | DHS | DOC | DHS | DOC | DHS | DOC | DHS | DOC | DHS | DOC | DHS | DOC | DHS | DOC | DHS | DOC |
|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|
| 15-Jan-01 | 26-Jan-01 | 9-Mar-01 | 21-Feb-01 | 14-Jun-01 | 18-Jun-01 | 23-Jul-01 | 7-Sep-01 | 16-Oct-01 | 21-Dec-01 | 8-Mar-02 | 8-Apr-02 | 2-Aug-02 | 31-Dec-02 |

DHS

DOC

Neither System
## Implement Collaboration

<table>
<thead>
<tr>
<th>Partner</th>
<th>Role</th>
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<tbody>
<tr>
<td>NYC Departments of Correction and Homeless Services</td>
<td>Data matching, program oversight, policy advocacy, service enhancement funding, facilitate jail and shelter in- reach</td>
</tr>
<tr>
<td>NYC Department of Health and Mental Hygiene</td>
<td>Services and operating funding and program oversight</td>
</tr>
<tr>
<td>CSH</td>
<td>Program design, assembled and coordinated funding, program oversight and troubleshooting, TA/training</td>
</tr>
<tr>
<td>NYC Housing Authority / Housing Preservation and Development</td>
<td>Provide and administer Section 8 vouchers</td>
</tr>
<tr>
<td>JEHT Foundation / Langeloth Foundation / OSI</td>
<td>Provided funding for service enhancements and evaluation</td>
</tr>
<tr>
<td>NYC OMB</td>
<td>Program oversight</td>
</tr>
<tr>
<td>John Jay College / Columbia University</td>
<td>Program evaluation</td>
</tr>
<tr>
<td>9 Non-Profit Housing and Service Providers</td>
<td>Provide direct services and housing support (BCHS, BRC, CAMBA, Common Ground, Community Access, Jericho Project, Palladia, Pathways to Housing, and WPA)</td>
</tr>
</tbody>
</table>
# Cross-System Data Match

<table>
<thead>
<tr>
<th>NAME</th>
<th>CLIENT_ID</th>
<th>DOC_LOS</th>
<th>DHS_LOS</th>
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<tr>
<td>Page, J.</td>
<td>98629666231</td>
<td>45</td>
<td>98</td>
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</table>
Assertive In-Reach

- Psychiatric Hospital
- Court
- Jail/Prison
- Street
- Hospital
- Detox
- Alcohol/Drug Treatment
- Shelter
Supportive Housing

- Section 8 Housing Choice Vouchers (or State rental assistance programs) + Mobile Intensive Case Management Services
- Unit set-asides in new supportive housing buildings or existing supportive housing with turnover
- Providers trained in Motivational Interviewing, navigating criminal justice system, harm reduction, recognizing “symptoms” of incarceration
Pillars and Steps of FUSE

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
### John Jay College Phase 1 Evaluation Outcomes

<table>
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<tr>
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<tbody>
<tr>
<td></td>
<td>FUSE</td>
<td>Comparison</td>
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<tr>
<td>Average Days Pre</td>
<td>52.8</td>
<td>45.0</td>
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<tr>
<td>Average Days Post</td>
<td>25.0</td>
<td>36.0</td>
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<tr>
<td>Average Days Avoided</td>
<td>27.8</td>
<td>9.0</td>
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<tr>
<td>% Days Avoided</td>
<td>53%</td>
<td>20%</td>
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<tr>
<td>% Reduction Attributable to FUSE</td>
<td>33%</td>
<td></td>
</tr>
<tr>
<td>Days Reduced Attributable to FUSE</td>
<td></td>
<td>17.2</td>
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<tr>
<td>Per Diem Jail/Shelter Cost</td>
<td>$129</td>
<td></td>
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<tr>
<td>Annual Cost Offset Per Person</td>
<td>$3,586</td>
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<tr>
<td>Adjusted Annual Cost Offset Per Person</td>
<td>$2,224</td>
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**Annual DOC & DHS Cost Offset Per Person**: **$7,231**

**TOTAL DOC & DHS Cost Offsets for 190 Individuals**: **$1,373,890**

One year later…

- **91% Housing Retention**
- **92% Reduction in Shelter Use**
- **53% Reduction in Jail Use**

Jacobs, Fisher, & White. John Jay College
Columbia University
Phase 3 Evaluation Goals

Goal
- Learn more about the individual characteristics, health, and social impacts
- Examine longer-term effects of the project
- Understand patterns of system involvement

Approach
- In depth structured interviews with historic follow-back
- 2 year scope for interviews and administrative data
- Trajectory analysis
Alcohol and Substance Abuse

Substance Abuse Six months After Baseline*

Note: No differences in baseline regarding drug use patterns

Aidala, Bozack, McAllister, & Yamogida. Preliminary findings, do not quote or cite without express permission
Incarceration More often Before Homelessness

Age at First Episode of Homelessness and Incarceration

Aidala, Bozack, McAllister, & Yamogida. Preliminary findings, do not quote or cite without express permission
Institutional analysis suggests six patterns of combined jail & shelter use prior to intervention

Most typical patterns for each group

| Group | N  | % N  | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 | 21 | 22 | 23 | 24 | 25 | 26 | 27 | 28 | 29 | 30 | 31 | 32 | 33 | 34 | 35 | 36 |
|-------|----|------|---|---|---|---|---|---|---|---|---|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|
| A     | 14 | 11.8%|   |   |   |   |   |   |   |   |   |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |
| B     | 27 | 22.7%|   |   |   |   |   |   |   |   |   |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |
| C     | 18 | 15.1%|   |   |   |   |   |   |   |   |   |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |
| D     | 23 | 19.3%|   |   |   |   |   |   |   |   |   |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |
| E     |  8 |  6.7%|   |   |   |   |   |   |   |   |   |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |
| F     | 29 | 24.4%|   |   |   |   |   |   |   |   |   |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |

Totals 119 100.0%

- To read chart:
  - Orange means people in jail or in homeless shelter at least 1 day that 30 day period
  - Cream: people not jailed/sheltered at all during that 30 day period

- Whatever was happening earlier in time, all were in jail/shelter at 12-18 months prior to baseline interview

- Patterns prior are quite varied early on

- Continuously institutionalized is modal pattern

- Patterns A & B together--not institutionalized in either setting at the start of period--are 1/3 of cases

Aidala, Bozack, McAllister, & Yamogida. Preliminary findings, do not quote or cite without express permission
FUSE Replication

Implementing FUSE

Planning FUSE
Fractured solutions to complex problems result in the expansion of the wrong systems.
Because Housing can look like this or this…
Atlantic Men’s Shelter
Bedford Hills
Rikers Island
We can do better!
For More Information

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