

**Spotlight on NRCJIW Technical Assistance: An Overview of the  
Maricopa County, Arizona MOSAIC Program**

Background

In 2013, Maricopa County, Arizona was awarded a grant from the Bureau of Justice Assistance (BJA) to support a partnership between their Adult Probation Department (APD) and Correctional Health Services (CHS)/Arizona State University (ASU) to implement services and support trauma-informed care (TIC) for dually disordered women housed in the Maricopa County Jail and reentering onto probation. This effort resulted in training for over 1,000 correctional officers and others, and the enhancement of a curriculum for sheriff's officers on the mental health and substance use needs of women, trauma-informed care principles, and community collaboration to support the women to be more successful.

Assistance from the NRCJIW

As a next step toward bolstering their efforts to provide more evidence-based and supportive programming for women in the local jail and those transitioning to the community, Maricopa County sought technical assistance from the [National Resource Center on Justice Involved Women](#), a project funded by BJA, in partnership with the National Institute of Corrections (NIC). The NRCJIW designed and delivered a series of multidisciplinary training events for staff involved in the project, as well as others working with justice-involved women in Maricopa County; and provided project staff with additional written and electronic resources relevant to their work with justice-involved women. While on site, NRCJIW made some observations and highlighted opportunities that provided insight and guidance regarding some of the strengths and challenges of the county's project with respect to gender responsiveness; and provided direction and a framework for some steps that could be taken to enhance evidence-based, gender responsive and trauma-informed practices with seriously mentally ill justice-involved women.

Capitalizing on Strengths

NRCJIW identified a number of existing strengths, including the willingness of project leaders to learn and listen to ensure the success of this project (e.g., looking for training opportunities; acknowledging the need to listen to staff concerns and resolve barriers/challenges; willingness to incorporate gender responsive and trauma-informed approaches to managing justice-involved women; and a commitment to modify implementation processes to ensure favorable outcomes).

Maricopa County stakeholders also benefited from a robust partnership between the probation department, Correctional Health Services, the Sheriff's office, Arizona State University, the People of Color Network (POCN), and others to address the needs of the seriously mentally ill

justice-involved women in the county. Community-based program staff were dedicated and receptive to working with this challenging population (i.e., women with complex and multiple needs and who are often difficult to engage), were client-centered in their approach, and spoke optimistically of the progress/successes that the women on their caseloads could achieve.

### Overcoming Barriers

After the technical assistance visit, the NRCJIW made some suggestions about how to strengthen the approach to the program to more effectively ensure its success, including:

- Clarifying what it means to be: (1) gender responsive; (2) evidence-based; and (3) trauma-informed;
- Implementing strategies that will ensure the integrity of the approach;
- Being clear about the program's target population;
- Outlining the proposed outcomes for the treatment intervention (i.e., mental health and stabilization outcomes);
- Maintaining a focus on criminogenic needs;
- Clarifying staff roles and responsibilities for staff at each phase of the continuum and ensuring that all partners understand the goals for each client and for the project overall;
- Ensuring that team members have access to clinical supervision and that they are using a strengths-based approach when working with women;
- Improving upon and/or eliminating jail in-reach barriers to enhance the transition and reentry process; and
- Recognizing the importance of creating a therapeutic milieu within a jail environment to promote treatment success.

The NRCJIW also emphasized the need for women to possess decision-making power in identifying their priority targets for change and options for treatment; and the importance of staff working deliberately to mobilize and engage women's existing strengths and natural resources.

### Moving Forward: MOSAIC

After the initial technical assistance was provided, Maricopa County accepted the recommendations made by the NRCJIW and availed themselves of additional gender-informed training and assistance offered by NIC, including participation in the NIC *Women Offenders: Developing an Agency-Wide Approach* training in 2014. Between 2015 and 2017, Maricopa County has worked steadily to establish and enhance trauma-informed care and women's initiatives at the jail. These efforts have culminated in the implementation of MOSAIC, a program originally designed for women (that has since also been adapted to meet the needs of men.)

MOSAIC for women is housed in a dorm at the women's jail and incorporates the use of gender-informed, evidence-based programming (including *Start Now*, *Parenting Inside Out*, and *New*

*Freedom* curricula) and utilizes materials developed for this population alongside cognitive processing theory-based trauma and resiliency curriculum. In order to maximize their impact, MOSAIC serves moderate to high risk women, focusing on individuals with co-occurring high needs, and has developed a Risk-Needs-Responsivity (RNR) model as the program’s foundation. The program aims to ultimately serve 500 inmates per year (with men and women receiving separate programming). The program will also track participation and recidivism at one and two years post-program completion. Program staff are working toward a standardized program manual to ensure program fidelity, and to access data from community providers after participants are released in order to demonstrate the value of service connection.

### *How an Investment of Technical Assistance Helped to Promote Success*

Maricopa County reports that they have been very successful in meeting several key goals, and attribute their success to the initial investment of technical assistance that they received from the NRCJIW:

1. *Delivery of gender responsive training.* Maricopa County has provided training on trauma-informed care and working with justice-involved women to 2,000 stakeholders including detention staff, community providers, and probation staff.

2. *Development of a gender responsive treatment and reentry model.* Another key area of focus was to work toward the development of a TIC-informed treatment model spanning jail to community, including supports such as housing and job training. The MOSAIC treatment program was developed and based on increased support and understanding of the value of programming for women, but as a result of their success with the program, MCSO also determined that the program should also be separately expanded to include men (MCSO made a larger dorm available for women and created the space in two male dorms for the expansion program for men; those groups were modified to address the specific needs of men.) The facilitators were surprised that the men responded very favorably to the programming regarding relationships and found that little modification was necessary. Less surprising has been the very positive response to the trauma and resiliency group by both men and women. Participants make the connection with their early exposure to trauma, relationship history, substance use and criminal behavior, and inevitably identify their own “mosaic” of experiences, putting the pieces back together for a new chance upon leaving jail. Within the first few weeks, participants develop a “mosaic” identity that allows them to work in collaborative groups across racial and cultural boundaries often found in incarcerated environments. Participants are reflective of the demographic composition of the Southwest—Latino, African American, Caucasian, and Native American.

Since the expansion of the program in January 2017, the retention and graduation rate for program participants has reached 94%. Speakers are invited to each graduation, with an emphasis on participants telling their stories, which have a common theme of personal struggle and resilience. These speakers have included high-level administrators from government, local foundations, advocacy organizations, and private hospitals. This has resulted in wider

community recognition of MOSAIC and increased interest in partnerships that benefit women in the community.

3. *Building collaboratives to enhance and sustain service delivery to women.* A third key goal was to build stronger cross-agency collaboratives in order to better coordinate and enhance the services provided to justice-involved women. This included development of a multi-agency work group, PathFinders, which focuses on successful community transition with “reach in” prior to release, a “Re-entry Fair” that allows women to select the community agency of their choice, and navigation services (including transportation) upon leaving jail. In addition, the volunteer-led Arizona Mental Health and Criminal Justice Coalition, which emerged as part of this work, continues to thrive and evolve. The Coalition and its associated nonprofit, David’s Hope, has encouraged all Arizona counties to sign the “Stepping Up Proclamation,” and has organized two highly successful “Stepping Up Summits” over the past two years. These events have brought together state and local officials, law enforcement, judicial officers and attorneys, and behavioral health organizations and have created and strengthened partnerships between justice and behavioral health systems.

*After two years of administering the original MOSAIC group, 75% of the women participating were successfully retained in the community (n=20, 1 woman was reincarcerated, 4 incurred probation violations.)*

Perhaps one of the most significant accomplishments realized by the team was creating a process to assist justice and community agencies to collaborate on system mapping – or identifying and tracking how women move through the system. This process has increased the ability of corrections agencies and community service providers to identify women’s specific needs in order to better serve them at each step in the process and increase treatment referrals. This has resulted in sustained “warm hand offs” for women leaving jail, which includes the provision of a peer navigator and/or case manager for individuals who are transitioning to the community. Between 2014 and 2016, the number of individuals leaving custody with those resources more than quadrupled (from 491 in 2014 to 2,009 in 2016).

*“I can say definitively that the consultation offered by the NRCJIW has helped us take our grant accomplishments and expand them over these past four years. This is especially true if you consider how MOSAIC has expanded along with community agency partnerships including referrals—there has been excellent sustainability.”*

*Dr. Dawn Noggle, Mental Health Director, Correctional Health Services*

### *For More Information*

To view a short video about MOSAIC in Maricopa County, [click here](#). For more information about MOSAIC, contact Dr. Dawn Noggle, Correctional Health Services Mental Health Director, at [noggled@mail.maricopa.gov](mailto:noggled@mail.maricopa.gov) or Lilian Espinoza, Mosaic Program Manager, at [l.espinoza@mail.maricopa.gov](mailto:l.espinoza@mail.maricopa.gov). For more information about the resources offered by the National Resource Center on Justice Involved Women (NRCJIW), [click here](#) or contact Project Director Becki Ney at [bney@cepp.com](mailto:bney@cepp.com).