Housing Navigation Center

Proposition 47 Local Evaluation Plan

Community Services Division
December 20, 2019

Project Background

The City of Hayward, like many other cities throughout the Bay Area, is experiencing a significant homelessness emergency. Between 2017 and 2019, the City's homeless population increased 23% and, as of 2019, the City has the fourth highest population of homeless individuals in the County.[1] In response to this crisis, the Hayward City Council authorized emergency action to fast-track the development of the Hayward Housing Navigation Center ("Navigation Center").

Local data suggests a strong link between homelessness and justice involvement, with over 45,000 calls for service to HPD in 2018 originating from homeless encampments.[2] Further, at the County level, when asked about their homelessness, 10% of homeless individuals cited substance use and 12% cite mental health issues as a primary cause for their homelessness.[3] Given these links, the City of Hayward applied for funding from the Proposition (Prop) 47 Grant Program to support the implementation of the City's first Housing Navigation Center. Administered by California's Board of State and Community Corrections (BSCC), Prop 47 grants fund mental health services, substance use disorder treatment, and diversion programs for individuals involved in the criminal justice system. Additionally, Prop 47 funds may also be used to provide housing assistance and other community services, including case management and financial assistance.

BSCC awarded the City of Hayward $999,881 for August 2019 through May 2023 to fund the Hayward Housing Navigation Center, which is modeled off the successful Berkeley STAIR Center. The goals of the Navigation Center project are as follows:

- ➢ Divert system-involved individuals with mental health and/or substance use disorders to trauma-informed treatment and services that build on individuals' strengths
- ➢ Coordinate wrap-around services through extensive case management and assistance
- ➢ Provide immediate interim housing
- ➢ Transition individuals to permanent housing
- ➢ Reduce recidivism of individuals who participate in the Navigation Center

Along with short-term housing (up to six months) and financial assistance to overcome housing barriers, the Navigation Center will provide comprehensive, evidence-based, trauma-informed diversion services for individuals experiencing homelessness. Navigation Center clients will receive intensive case management and care coordination and wrap-around services including behavioral health treatment for mental health and substance use, soft skills and job training, legal services, and housing placement and assistance. Concurrent to the implementation of the Navigation Center, the Hayward Police Department (HPD) will establish a Law Enforcement Assisted Diversion (LEAD) program to refer local justice-involved individuals to the Navigation Center, effectively diverting them from standard prosecution and into specialized community-based programming that addresses their individual needs. Unsheltered individuals will be identified for services either through contact with HPD or other first responders, or outreach

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[1] Source: Applied Survey Research (2019). *Alameda County Homeless Count & Survey Comprehensive Report 2019.* Retrieved from: http://everyonehome.org/wp-content/uploads/2019/07/2019_HIRDReport_Alameda_FinalDraft_8.15.19.pdf
[2] Source: Hayward Police Department (2018).
[3] Source: Applied Survey Research (2019). *Alameda County Homeless Count & Survey Comprehensive Report 2019.* Retrieved from: http://everyonehome.org/wp-content/uploads/2019/07/2019_HIRDReport_Alameda_FinalDraft_8.15.19.pdf

conducted by the contracted Navigation Center service provider, Bay Area Community Services (BACS). BACS and HPD will primarily recruit clients from local homeless encampments.

A Local Advisory Committee (LAC) made up of City staff, HPD officers, BACS staff, other community-based non-profit staff, and community members with lived experience will provide oversight to the implementation of the Navigation Center. The City, HPD, and BACS staff will provide quarterly updates to the LAC, who will use their diverse experiences and expertise to aid in problem-solving, facilitate resource identification, and promote implementation fidelity for the program model.

Appendix A provides a logic model that describes how program inputs and activities are intended to lead to interim outcomes and long-term individual- and system-level impacts.

Evaluation Methods and Design

The City of Hayward's Community Services Division will partner with a local external evaluator from California State University, East Bay (CSUEB), to conduct process and outcome evaluations of the Navigation Center in accordance with requirements outlined by the BSCC. The process evaluation will focus on implementation and operation of the Navigation Center, with emphasis on the successes and challenges of outreach, referral, enrollment, and service provision processes. The outcome evaluation will focus on individual- and community-level impacts of the program to determine the extent to which the program is meeting its short- and long-term goals and objectives.

The following sections provide detailed discussion of the target population intended to be served by the Navigation Center, the proposed data sources, research questions and corresponding indicators and tools that will be used for the process and outcome evaluation.

Target Population

The Navigation is intended to serve literally homeless individuals currently experiencing homelessness in the City of Hayward. While it is not a requirement for all residents to have experienced justice involvement to be eligible to enroll in the Navigation Center, it is required that residents being served through Prop 47 funds have a history of justice involvement and mental health and/or substance use issues.[4] The Prop 47 cohort of residents will be primarily identified and referred by local HPD or outreached through Bay Area Community Services (BACS). Prior to launching the Navigation Center, City staff will work with HPD to identify currently homeless individuals who have interacted with the City's justice system and who have a history of mental health and/or substance use issues. Following this initial recruitment, individuals will be able to self-refer or be referred by HPD, community providers, or other City staff through the local 211 information and referral line.

Data Sources

To effectively address the process and outcome evaluation questions, we will use a mixed-methods approach of integrating both qualitative and quantitative data sources. In addition to using publicly available secondary data, the Community Services Division and external evaluation partner plan to create and execute data sharing agreements with the following agencies:

➢ Bay Area Community Services (BACS)

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[4] All Prop 47 funds will support this cohort of individuals. Other funding sources will support individuals who do not meet the Prop 47 eligibility criteria.

➢ Hayward Police Department (HPD)
➢ Alameda County Sheriff's Office
➢ Alameda County District Attorney's Office

Table 1 summarizes the quantitative and qualitative data sources we will collect, in addition to publicly available data sources (e.g., the 2019 Point-in-Time Homeless Count for Alameda County or BSCC publicly available data for Alameda County).[5]

Table 1. Evaluation Data Sources

Agency	Quantitative Data Sources	Qualitative Data Sources
BACS	• HMIS data, including Universal Data Elements at entry and exit and coordinated entry assessments • Contracted monthly and quarterly reports • Participant satisfaction surveys	• Interviews and/or focus groups with staff • Focus group with participants • Contracted monthly and quarterly reports
HPD	• Contact data (date and reason • Arrest data (date, offense type, release date, and charge, if filed) • LEAD training records	• Interviews and/or focus groups with officers assigned to encampment areas and homeless specialty teams
Alameda County Sheriff's Office	• Demographic data • Arrest data (date, offense type, release date, and charge, if filed)	• N/A
Alameda County District Attorney's Office	• Demographic data • Case data (conviction date, type, and sentencing)	• N/A

Prior to collecting any data, we will work with CSUEB's Institutional Review Board to obtain approval for all planned human subjects data collection activities. We will also obtain consent from participants in all planned data collection activities. All data will be transferred and stored securely, and deidentified after matching and before analysis. Data from all partners will be collected at three main time-points:

• Summer 2020 to conduct a quality assurance review and address any data quality concerns or questions
• Spring 2021 for Two-Year Preliminary Report
• Spring 2023 for Final Local Evaluation Report

Additionally, BACS will submit monitoring reports with progress updates on output measures to the Community Services Division on a monthly basis for the first three months of implementation, then quarterly for the duration of implementation.

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[5] At the time of the Local Evaluation Plan development, the Community Services Division has initiated outreach and conversations with representatives from each of the listed agencies, and will update BSCC if data availability changes from what is listed in Table 1. Should there be issues obtaining data from justice agencies, the Division will utilize publicly available arrest and conviction data.

Process Evaluation

The process evaluation will focus on the strengths and challenges associated with the implementation and operation of the Navigation Center in order to determine the extent to which the program is operating as intended to achieve desired outcomes. The process evaluation will examine many elements of the Navigation Center implementation, including but not limited to:

➢ To what extent is the Navigation Center program model being implemented as designed?
  o To what extent are providers using evidence-based practices?
➢ Is the Navigation Center serving the population intended to be served?
  o What are the challenges and successes associated with identifying, outreaching to, and engaging eligible participants?
  o What are the challenges and successes associated with collaborating with local justice and other City partners and/or the Alameda County Coordinated Entry System to refer eligible participants to the Navigation Center?
➢ To what extent are local partners communicating and collaborating with each other and the City to effectively implement the Navigation Center?
  o Are providers meeting data completion expectations?
  o Are providers engaging in the Alameda County Coordinated Entry System?
➢ What are the experiences of individuals in the Navigation Center?
  o To what extent are they satisfied with their experience?
  o What Navigation Center services (e.g., diversion services, mental health and substance use services, employment and job training services, etc.) do they identify as successful, needing improvement, or missing?

To address these questions, the Community Services Division and external evaluator will collect the qualitative and quantitative data for the measures outlined below in Table 2. Further, to help gauge the extent to which the program is being implemented to fidelity, Community Services Division staff will conduct periodic desk and on-site monitoring.

Table 2. Process Evaluation Measures and Data Sources

Measure Category	Process Measure	Data Sources

Outreach, Engagement, and Diversion	• Unduplicated # and locations of encampments engaged
	• Unduplicated # of clients engaged per encampment
	• # of individuals who qualify and are offered diversion services, including:
	  o # and % who accept or deny services
	  o Days between offer and placement
	• Nightly bed occupancy rate
		BACS reporting in HMIS

	• Perceptions of facilitators and barriers to success for identification, outreach and engagement, and diversion	BACS interviews and focus groups
	• # of HPD officers assigned to encampment areas and specialty homeless teams trained in LEAD • # of all HPD officers trained in LEAD	HPD training logs

Measure Category	Process Measure	Data Sources
Service Provision and Exits	• # of clients exiting from Navigation Center to permanent housing • # of clients exiting from housing navigation to known destinations • # and % of unsheltered individuals served by outreach services and subsequently entered shelter • # and % of unsheltered individuals served by outreach services and subsequently entered permanent housing • # and % of unsheltered individuals who accessed services at least once in past month and moved into housing in past month • # and % of unsheltered individuals connected to or maintaining enrollment in mainstream benefits • # and % of unsheltered individuals who received flexible funding assistance, and the amount spent • Type and amount of services and case management provided to each client	BACS reporting in HMIS
	• Perceptions of facilitators and barriers to success for implementation of evidence-based practices, service provision, and linkages to housing and other services	BACS interviews and focus groups
	• Client satisfaction • Client perceptions of service quality and gaps	BACS client satisfaction survey and focus group
Data Completion and Tracking	• Completed HMIS project data for entries and exits • Completed entry of Universal Data Elements (UDEs) • Participation in Alameda County Coordinated Entry System • Completed contracted reporting to Community Services Division	BACS COH

Several oversight activities will support an ongoing commitment to implementing the Navigation Center program model to fidelity. In addition to BACS' mandated reporting and the Community Services Division's periodic on-site monitoring, the Local Advisory Committee will meet quarterly to review reports from BACS, HPD, and the Community Services Division to ensure the program is being implemented as intended and on track for meeting desired outcomes. This will enable the LAC, partners, and City staff to address challenges as they emerge and conduct real-time problem solving.

Outcome Evaluation

The outcome evaluation will focus on the interim and long-term outcomes and impacts of the Navigation Center on the individuals and systems involved. Specifically, the outcome evaluation will explore the impacts of Navigation Center participation on diversion of homeless individuals, reductions in justice involvement and recidivism among those who participated in the Navigation Center, reductions in nuisance incidents among homeless populations, and reductions in homelessness in the City of Hayward.

Dependent on data availability, the outcome evaluation will examine different individual- and system-level impacts of the Navigation Center, including but not limited to:

- ➢ To what extent are Navigation Center activities associated with clients':
  - o Connection to support services?
  - o Reduced justice involvement (i.e., police contacts and arrests)?
  - o Reduced recidivism?
  - o Exits to housing?
- ➢ To what extent are Navigation Center activities associated with systems-level change, such as:
  - o Reductions in nuisance incidents among Hayward's homeless population?
  - o Reductions in homelessness in Hayward?
  - o Improved communication and collaboration among City and local partners who work with the City's homeless population?

To address these questions, the Community Services Division and external evaluator will collect the qualitative and quantitative data for the measures outlined below in Table 3.

Table 3. Outcome Evaluation Measures and Data Sources

Outcome category	Outcome Measure	Data Sources
Outreach, Engagement, and Diversion	• # and % of encampment residents offered a Navigation Center bed and moved into the program within 14 days	BACS reporting in HMIS
	• Perceptions of facilitators and barriers to successful enrollment into the program or connection to other appropriate services	BACS, HPD, and client interviews and focus groups
Service Provision and Exits	• Exits to permanent housing • Exits to known destinations	BACS reporting in HMIS
	• Perceptions of facilitators and barriers to successful service provision and exits into stable housing	BACS and client interviews and focus groups
Homelessness	• Reduction in number of homeless individuals in Hayward	Hayward PIT report
Justice Involvement	• Reduction in police contacts and arrests	HPD & Alameda County Sheriff's Office data
	• Reduction in recidivism	HPD, Alameda County Sheriff's Office, & Alameda County District Attorney's Office data

Individual-level data will be collected from all eligible participants. Per the program model, eligible participants are adults experiencing homelessness and living in Hayward. They will be recruited primarily through BACS, HPD, and other first responder contact at known encampments in the City.

The 45-bed Navigation Center will host eligible individuals for up to six months, during which time clients will receive respite and navigation services, as well as financial assistance for overcoming housing barriers for up to nine months. While numbers may vary depending on retention and the number of individuals

who stay at the Navigation Center for the full six months, we anticipate serving approximately 90 unique individuals per year. Successful completion of the program will be considered an exit to permanent housing.

Data Analysis

This mixed methods evaluation will integrate findings from quantitative and qualitative data sources in order to create a comprehensive understanding of implementation of the Navigation Center, outcomes experienced by Navigation Center clients, and systems-level impacts of the Center on homelessness in the City of Hayward. The following section describes the analysis steps specific to the different types of data. As part of the mixed methods process, we will work to address gaps in each data source by triangulating with other sources of data.

Quantitative Data

Quantitative data from the different partner sources will be matched on available identifying information, then cleaned and de-identified for analysis. Through this matching process, our external evaluator will identify any duplicates, missing data issues, or other data quality concerns for discussion with the partner agencies who provide the data. By matching individual clients across the multiple sources, we will be able to link individuals' justice involvement with their referral and participation in Navigation Center services and subsequent exit information. Each partner will utilize their own data systems and tools for data collection; however, the Community Services Division and our external evaluator will work closely with partners to provide technical assistance and quality assurance to ensure reliable and valid data are available for the analysis.

Depending on data availability, we will use a variety of descriptive and inferential statistics to address the process and outcome measures described in the previous sections of this plan. Descriptive statistics (i.e., measures of central tendency, ranges, and frequencies) will be used to understand the population receiving services and the intensity of service provision. In order to understand the extent to which enrollment in the Navigation Center impacts individual-level outcomes (e.g., recidivism), we plan to use inferential analyses controlling for potential confounding variables. We will work with the external evaluator to identify potential comparison groups, such as a waitlist of individuals referred to but not yet enrolled at the Navigation Center or individuals who were enrolled but dropped out. As feasible with existing data, we will work to isolate the impact of the Navigation Center; however, there are components that we recognize we may not be able to account for exclusively. In those instances, we will triangulate our findings with qualitative data and literature on known outcomes of evidence-based practices. All quantitative data will be obtained and stored securely. Appendix B provides an in-depth discussion of the data indicators we anticipate receiving from partners for each quantitative data source.

Qualitative Data

The Community Services Division and external evaluator's team will work together to collect qualitative data from implementation partners and Navigation Center clients through focus groups and interviews. Verbatim notes will be taken for interviews and focus groups, which will be used for analysis. We will abide by IRB requirements, including obtaining consent before conducting the data collection and giving clients the opportunity to not identify themselves. We will develop appropriate qualitative data collection tools with a racial equity lens to ensure that the collection process is inclusive and responsive to diverse audiences.

Interviews with BACS and HPD leadership will focus on their perceptions of the facilitators and barriers to successful collaboration, implementation, and sustainability of the Navigation Center, as well as challenges and successes in achieving desired individual- and system-level outcomes. Focus groups with HPD and BACS staff will explore on-the-ground implementation challenges, successes, and gaps, while groups with clients will explore clients' perceptions of what does and does not work when it comes to service provision and getting linked to permanent housing. Following data collection, we will transcribe and code the qualitative transcripts for themes pertaining to both the process and outcome evaluation questions.

Evaluation Reporting

Per BSCC requirements, there will be two main evaluation reports: The Two-Year Preliminary Report and the Final Local Evaluation. Additionally, we will provide ad hoc updates and report on output measures from BACS data on a regular basis through quarterly LAC meetings. The Two-Year Preliminary Report will assess the progress being made toward project goals. This will include an overview of implementation up to March 31, 2021, discussion of who has been served, and progress toward outcomes. We will update new or revised data sources, tools, and the logic model. The Final Local Evaluation will provide detailed discussion of project results, efficacy, and impact for the entire project period. We will also make recommendations regarding lessons learned and sustaining successful components of the project.

Appendix A: Logic Model

Inputs	Activities	Output Measures	Interim Outcomes	Long-term Impacts

Funding
• Proposition 47 grant
• Homeless Emergency Aid Program (HEAP) grant
• City of Hayward (COH) General Fund
• Private donations
 	
Leadership and Staffing
• COH City Manager's Office and Community Services Division staff
• Hayward Police Department
• Bay Area Community Services (BACS)
• Local Prop 47 Committee (BACS, COH, Downtown Streets Team, Abode Services,
	Respite Services
	• Operate 45-bed, low-barrier, housing focused homeless shelter program
	• Provide one meal per-day, storage, partner and pet accommodations
	Sustained Outreach Services
	• Outreach to and engage unsheltered persons in Hayward for assessment and resources
	• Identify and engage candidates for Center
	• Link with interim or bridge housing resources
	• Collaborate with COH for outreach to encampments that violate ordinances and/or have been identified for removal or cleaning
	Navigation Services
	• Provide intensive housing search assistance
	• Provide one-time or short-term housing financial assistance
	• Provide income improvement assistance
	• Assist with obtaining and providing documentation for housing programs
	• Provide up to 6 months of housing case management and up to 9 months of financial support to clients who have been housed and receive Flexible Funds
	• Maintain 23:1 FTE case management ratio
	Case Management Services
	• Services to address individual needs, such as behavioral health treatment
	Flexible Funds Administration
	• Support Navigation Center residents in overcoming barriers with discretionary funding
	Participation in Coordinated Entry
	• Participate in Alameda County Coordinated Entry System Results Based Accountability (RBA) Framework for Street Outreach and Housing Navigation
		Program-Level
		• Unduplicated # and locations of encampments engaged
		• Unduplicated # of clients engaged per encampment
		• # and % of unsheltered individuals offered a Navigation Center bed and:
		  ○ # and % who accept/deny the offer
		  ○ The average length of time (days) between initial bed offer and placement
		• # and % of unsheltered individuals served by outreach services and subsequently entered shelter
		• # and % of unsheltered individuals served by outreach services and subsequently entered permanent housing
		• # and % of unsheltered individuals who accessed services at least once in past month and moved into housing in past month
		• # and % of unsheltered individuals connected to or maintaining enrollment in mainstream benefits
		• # and % of unsheltered individuals who received flexible funding assistance, and the amount spent
		Individual-Level
		• Service provision activities, type and amount of assistance received
		• Satisfaction with Navigation Center
			Diversion
			• 100% of HPD officers assigned to encampment areas and homeless teams LEAD trained
			• 50% of all HPD officers LEAD trained
			Outreach
			• 70% of encampment residents offered a Navigation Center bed are moved into the program within 14 days
			Occupancy
			• 90% nightly bed occupancy rate
			Exits
			• 75% of clients exit from Navigation Center to permanent housing
			• 100% of clients exit from housing navigation to known destinations
			Length of Assistance
			• Up to 9 months of financial assistance or up to $7,000 provided to 100% of individuals receiving short-term subsidies using flexible funds
			Data Completion
			• Complete data entry for HMIS entries and exits within 72 hours for 100% of clients served
			• 100% HMIS data completion rate for HMIS Universal Data Elements (UDEs)
			Justice Involvement
			• 5% reduction in police contacts and arrests
				Homelessness
				• 20% reduction in homelessness by end of project
				
				Justice involvement
				• Recidivism: 50% of clients will not reoffend after a year. Of those, 60% will not reoffend after two years. Of those, 70% will not reoffend by end of BSCC program
				• 5% reduction in nuisance incidents among homeless population by end of project

community members with justice involvement) **Training and Evidence Based Practices** • BSCC Guiding Principles • Trauma-informed care • Motivational Interviewing • Cognitive Behavioral Therapy • Critical Time Intervention for assessing risk and need • Law Enforcement Assisted Diversion (LEAD)			

Appendix B: Quantitative Data Sources

Agency	Types of Data	Indicators
BACS	Demographic data	• All HMIS UDEs at entry and exit
	Service data	• Case management encounters • Referrals to other services • Assistance type, amount, and date
	Satisfaction data	• Participants' satisfaction with services provided at NC
	Monthly reporting	• Unduplicated # of individuals who qualify and are offered diversion services, including: # and % who accept or deny the offer; The average length of time (days) between initial bed offer and placement. • # and % of unsheltered individuals served by outreach services and subsequently entered shelter. • # and % of unsheltered individuals served by outreach services and subsequently entered permanent housing. • # and % of unsheltered individuals who accessed the services at least once in the past month and moved into housing in the past month. • # and % of unsheltered individuals connected to or maintaining enrollment in mainstream benefits, by type of benefit. • # and % of unsheltered individuals who received flexible funding assistance, and the amount spent.
HPD	Demographic data	• Full name • PFN • Date of birth • Gender • Race • Ethnicity
	Arrest data	• Arrest date • Arrest offense • Release date • Charges (if filed)
	LEAD Training data	• Number of all officers trained

Agency	Types of Data	Indicators
		• Number of officers assigned to encampment areas and specialty homeless teams trained
Alameda County Sheriff	Demographic data	• Full name • Date of birth • Gender • Race • Ethnicity
	Arrest data	• Arrest date • Arrest offense • Release date • Charges (if filed)
Alameda County District Attorney	Demographic data	• Full name • Date of birth • Gender • Race • Ethnicity
	Case data	• Conviction type • Conviction date • Sentencing