



City of Hayward
Proposition 47 Two-Year Preliminary Evaluation Report
August 15, 2019 to March 31, 2021

Prepared by:



CALIFORNIA STATE
UNIVERSITY
E A S T B A Y

Table of Contents

Executive Summary	4
Project Purpose	4
Project Accomplishments	7
Conclusion	8
Program Background	9
HNCP47 Purpose & Goals	9
Program Management	10
Interagency Collaboration	10
Local Advisory Committee (LAC)	10
Training & Referrals	11
Service Provision	12
Evaluation Methods and Design	12
Qualitative Data Collection	13
Quantitative Data Collection	14
Evaluation Limitations and Further Research	15
Evaluation Results and Discussion	15
Outreach, Engagement, and Diversion	17
Implementation & Collaboration	17
Outreach and Engagement	18
Service Provision & Diversion	21
Housing Placements	22
Reduced Homelessness	24
Reduced Justice Involvement	25
Conclusion	26
Logic Model	28
Grantee Highlight	29
References	30
Appendix A	34

Tables and Figures

Table 1. HNCP47 Goals and Progress	6
Table 2. Outcome Measures and Data Sources	14
Table 3. Status of Outcome Evaluation Measures and Data Sources	15
Table 4. Resident Demographics	19
Table 5. HNCP47 Participation Status.....	23
Table 6. Resident Recidivism - Local Definition	26
Figure 1. Services Provided to HNCP47 Residents.....	22
Figure 2. Exit Location of HNCP47 Residents	23

Executive Summary

Project Purpose

Homelessness is a multifaceted issue, further complicated by the COVID-19 pandemic and opioid use epidemic (Schimmel & Manini, 2020). The loss of jobs during the pandemic and difficulty finding stable housing has increased homelessness nationally and complicated physical and mental health treatments (Komaromy et al., 2021; Martin et al., 2020; United Way, 2021). Homelessness in California has reached crisis status, with nearly three-quarters of people experiencing homelessness being unsheltered (Rolasky, 2021). The EveryOne Counts! 2019 Homeless Count and Survey showed 487 unhoused persons in the City of Hayward, the fourth-highest in Alameda County, with 76% of those people being unsheltered (Applied Survey Research, 2019). This was an increase of 23% from the previous 2017 count (Applied Survey Research, 2017). The survey showed a profile of unhoused persons being a majority 25-59 years old (71%), White (48%), and male (56%), who had lived in Alameda County for 10 or more years (69%). Of those surveyed, 25% had chronic health problems, 39% had drug or alcohol use issues, 56% had a disabling condition, and 8% were not interested in housing (Applied Survey Research, 2019).

A substantial portion of the City's homeless population experiences interaction with the justice system. Point-in-time count data from 2017 showed 20% of those counted had a recent interaction with the justice system, while Hayward Police Department data shows over 45,000 calls for service in 2018 originating from homeless encampments, including nearly 3,900 criminal cases (Hayward Police Department, 2019).

With the increase in individuals and families experiencing homelessness, the City of Hayward applied for and received Proposition 47 funding, which is administered by the Board of State and Community Corrections (BSCC). The BSCC awarded the City of Hayward \$999,881 to fund the Hayward Navigation Center from August 2019 to May 2023. The Hayward Navigation Center was modeled after the Berkeley STAIR Center, which is a rapid rehousing program to transition people from encampments to permanent housing (Alameda Kids, 2021). Opened in November 2019, the Hayward Navigation Center (HNCP47) was designed to provide a 45-bed transitional housing site with comprehensive, evidence-based, trauma-informed diversion services for the local referred homeless population. Due to the COVID-19 pandemic, the capacity at the HNCP47 was reduced from 45 beds to 25 beds to allow for adequate social distancing. In May of 2021, an additional residential dormitory building was placed on-site to allow for increased capacity up to 33 beds. In addition to intensive case management, residents receive care coordination and wrap-around services, housing placement, behavioral health treatment, job training and soft skills, legal services, and other assistance. Bay Area Community Services (BACS) provides the daily operations and treatment coordination at the HNCP47.

The target population for HNCP47 is unhoused individuals experiencing homelessness in the City of Hayward. Referrals to the Navigation Center are from the Hayward Police Department (HPD), community providers, and the local 211 information and referral line, which any individual or organization can call, including individuals calling for themselves. Justice involvement with substance use and/or mental health history is not required to participate in HNCP47, though those with such background are part of the Prop 47 cohort included in this program evaluation. For the remainder of this report, all HNCP47 residents referenced will only be in reference to those with justice involvement and substance use/mental health history.

To assist with the referral process, HPD established a Law Enforcement Assisted Diversion (LEAD) program to train officers on recognition and referral of homeless, justice-involved people to HNCP47. The goal of the LEAD program is to divert the person from standard prosecution and provide them with specialized community-based programming that can assist and support their individual needs. Referral of residents for HNCP47 was mostly completed by the HPD and other first responders, with additional outreach from BACS. The LEAD program in other jurisdictions has been shown to reduce arrests by 33% while addressing the root causes of homelessness (Clifasefi et al., 2017).

The Proposition 47 Grant created the Hayward Navigation Center Prop 47 Local Advisory Committee (LAC), which meets remotely each quarter. The LAC consists of stakeholders who are actively involved in HNCP47, including experts in behavioral health, homelessness, substance use, diversion, and the criminal justice system. The goal of the LAC is to identify the highest priority needs of the Navigation Center and outline strategies to develop and implement the grant project (City of Hayward, 2021).

The HNCP47 project has five goals, which are resident-centered around and intended to provide holistic care. Table 1 outlines the goals and their progress through March 31, 2021. For recidivism, the BSCC definition is a conviction of a misdemeanor or felony within three years of release from custody or three years of placement on supervision from a previous criminal conviction, whereas the local definition of recidivism is an arrest for a misdemeanor or felony. Both recidivism measures are based on crimes that occurred after the resident entered the Hayward Navigation Center.

Table 1. HNCP47 Goals and Progress

Goal 1: Diversion	
Objective	Status
Divert system-oriented individuals with mental health and/or substance use disorders to trauma-informed treatment and services that build on the individuals' strengths.	On-track – 100% of officers assigned to encampment areas and specialty homeless teams were trained in LEAD diversion. All residents who completed the program also finished diversion education.
Goal 2: Coordination	
Objective	Status
Coordinate wrap-around services through extensive case management and assistance.	On-track – 100% of residents received mental health assessments and services, and 97.8% of residents attended mental health treatment. 100% of residents were assessed for substance use, and 36% of residents were enrolled in and completed substance use treatment. 100% of residents who completed the program also attended and completed diversion services. 97.8% of residents received case management and housing services, 95.6% received basic necessities, 84.4% received food assistance, 77.8% received social services, 60% received legal support, and 53.3% received transportation services.
Goal 3: Provide Housing	
Objective	Status
Provide immediate interim housing.	Unknown progress – City of Hayward staff are working with BACS to build data collection tools to better track the length of time between initial referral and placement at the HNCP47 site. Staff provided anecdotal data that placement at the HNCP47 can be delayed due to challenges locating referred potential residents after initial referral, as well as capacity restrictions due to COVID-19. Tracking the length of time from referral to placement began in July 2021 and will be included in future reports. The goal is that 70% of referrals are offered services within 14 days.
Goal 4: Transition to Permanent Housing	
Objective	Status
Transition individuals to permanent housing.	Not yet achieved – Of the 42 residents who exited HNCP47, 62% are in a rental or living with family/friends permanently, 12% are at an emergency shelter, 9% are in a substance use facility or psychiatric hospital, and 19% are in other destinations. The goal was 75% of residents exiting with permanent housing.
Goal 5: Reduce Recidivism	
Objective	Status
Reduce recidivism of individuals who participate in the Navigation Center.	On-track – Using the BSCC definition, 0% of residents recidivated. Using the City of Hayward definition, 6.67% of residents recidivated. The goal was 50% of residents to not re-offend after a year, and 70% will not re-offend by the end of the program.

Project Accomplishments

- **Continued service through a global pandemic.** HNCP47 remained fully operational during the continued COVID-19 pandemic. BACS personnel continued to provide services onsite safely and accept referrals with a reduced number of residents able to be housed due to local health restrictions.
- **Stakeholder flexibility and adaptability to program delays and challenges.** With the complications of the pandemic, all stakeholders were flexible and adaptable to procedural and referral changes. Referrals, placement at HNCP47, and permanent housing assistance continued through the challenges of the pandemic, delays in LEAD training, and data accuracy issues which have all since been resolved. While many programs are designed for static experiences, the constantly shifting nature of homelessness requires a dynamic response to changing situations (Lee et al., 2021). The adaptability and flexibility of the HNCP47 stakeholders has been key to the first two years of implementation and will only continue to serve residents well.
- **All residents received assessments to determine proper treatment paths to provide wrap-around services.** Even with the challenges of the pandemic and initial start-up barriers, 100% of HNCP47 residents received temporary housing, mental health, substance use, and diversion assessments. Nearly two-thirds of residents who finished the program are in permanent housing, reflecting positively on the wrap-around services provided and the housing-first mentality of the program. BACS had a program manager and nine case managers on-site at the Hayward Navigation Center to organize and provide services and outreach.
- **Data completion.** All Homeless Management Information System (HMIS) entries and exits were completed within 72 hours for all residents. 100% of HMIS data completion was met for HMIS Universal Data Elements (UDEs), which are required federal elements for obtaining demographic information, veteran status, disabling conditions, project start and end dates, and resident destinations (HUD Exchange, 2017).
- **Implementation.** The HNCP47 program model was implemented as designed, with 55 total residents during the current reporting period. Stakeholders met regularly to assist with program design and worked with external partners, including the Alameda County District Attorney's Office and Alameda County Probation, to assist with implementation. Stakeholders also worked closely with the BSCC to identify implementation challenges and to develop plans to resolve existing issues.
- **Positive resident experience.** Through resident interviews, HNCP47 residents reported a positive experience from the outreach and referral process to housing placement. Residents felt safe and supported by BACS staff and outlined the quality of the facilities and programs available to them.

Conclusion

While it is too early for any summative conclusions about the project meeting its goals, early resident findings show low recidivism rates, using the BSCC definition, at 0%. An average recidivism rate within three years of release from prison is 68% (Alper et al., 2018). Prosecution time can be delayed due to the type of trial and waiving of time, though the additional complications of the pandemic may push prosecution dates outside of the range of this 3-year study. The local definition of recidivism, where an arrest was made but the prosecution has not been completed, reflects a rate of 6.7% which is less than a tenth of the average recidivism rate. In addition to the 62% of people who exited HNCP47 to permanent housing, 72% who entered with full-time employment maintained full-time employment, and 80% who entered with part-time employment maintained their status. Wrap-around services, including those with a focus on employment and housing, have been shown to reduce arrests by 33% in some jurisdictions (Clifasefi et al., 2017).

In addition to encouraging recidivism rates, HNCP47 continued to operate throughout an unprecedented global pandemic requiring significantly more work and adaptability to changing circumstances. Even with the COVID-19 pandemic, all residents received assessments to properly determine treatment paths and were provided wrap-around services. Federally required data was entered into the HMIS system within 72-hours for all residents. Stakeholders continue to meet biweekly to determine progress, update implementation plans, and provide insight on how best to serve HNCP47 residents. In interviews, residents reported overall satisfaction with the services they are provided, with the hopefulness of being placed into permanent housing while maintaining sobriety.

Program Background

HNCP47 Purpose & Goals

The City of Hayward, like many other cities throughout the Bay Area, is experiencing a significant homelessness emergency. Between 2017 and 2019, the City of Hayward's homeless population increased 23%, and, as of 2019, the City of Hayward has the fourth highest population of homeless individuals in Alameda County (Applied Survey Research, 2019b). In response to the homelessness crisis, the Hayward City Council authorized emergency action to fast-track the development of the Hayward Housing Navigation Center (HNCP47).

“There’s a positive look to the future. That’s sometimes all we can ask.” - Hayward Navigation Center Resident

Local data suggests a strong link between homelessness and justice involvement, with the Hayward Police Department (HPD) responding to many calls for service originating from homeless encampments (Hayward Police Department, 2019). At the county level, when asked about their homelessness, 10% of homeless individuals cited substance use and 12% cited mental health issues as the primary cause of their homelessness (Applied Survey Research, 2019a). Given these links, the City of Hayward applied for the Proposition 47 Grant Program (Prop 47) to support the implementation of Hayward'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 from August 2019 to May 2023 to fund the HNCP47, which is modeled after the successful Berkeley STAIR Center. The goals of the HNCP47 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 HNCP47

Along with up to six months of short-term housing, and financial assistance to overcome housing barriers, HNCP47 provides comprehensive, evidence-based, trauma-informed diversion services for individuals experiencing homelessness. HNCP47 residents receive intensive case management and care coordination, with wrap-around services including behavioral health

treatment for mental health and substance use, soft skills and job training, legal services, and housing placement with assistance. Concurrent to the implementation of HNCP47, HPD personnel established a Law Enforcement Assisted Diversion (LEAD) program to refer local justice-involved individuals to HNCP47, effectively diverting them from standard prosecution and into specialized community-based programming that addresses their individual needs. Unsheltered individuals are identified for services either through contact with HPD or other first responders, or outreach conducted by the contracted HNCP47 service provider, Bay Area Community Services (BACS). HPD and BACS primarily identify and refer residents from local homeless encampments.

A Local Advisory Committee (LAC) was created and consists of City of Hayward staff, HPD officers, BACS personnel, and other community-based non-profit staff, and community members with lived experience to provide oversight to the implementation of HNCP47. The City of Hayward, HPD, and BACS staff provide quarterly updates to the LAC, who use their diverse experiences and expertise to aid in problem-solving, facilitate resource identification, and promote implementation fidelity for the program model.

Program Management

Interagency Collaboration

The City of Hayward, HPD, and BACS have met regularly to create a program plan and implement HNCP47 since the Prop 47 grant was received in 2019. The regularity of meetings was maintained through shelter-in-place orders and the COVID-19 pandemic, with communication being even more essential for the safety and wellbeing of residents and on-site employees. Other internal stakeholders, including the Hayward Fire Department, met with the City of Hayward, HPD, and BACS to develop referral plans and assist with program design. Biweekly meetings with the City of Hayward, HPD, and BACS continue to occur to ensure the needs of residents and stakeholders continue to be met. External stakeholders, including the Alameda County District Attorney's Office and Alameda County Probation, have participated in program design and implementation meetings and continue to be available as program needs arise.

Local Advisory Committee (LAC)

The LAC was created once the Prop 47 grant was received to provide oversight of HNCP47 implementation and assist with identifying priorities and programming for addressing the needs of residents. The first LAC meeting was held on March 26, 2020, with subsequent quarterly meetings on October 9, 2020, January 28, 2021, April 22, 2021, and July 22, 2021. There was an initial delay in the start of the LAC due to the COVID-19 pandemic, though all LAC meetings have taken place as scheduled in 2021. Regular residents include stakeholders from the City of Hayward, HPD, BACS, and topics included the structure of the LAC, re-entry service

integration, the Let's House Hayward strategic plan, use of a racial equality lens for future homeless-related programs, objectives of training HPD personnel on LEAD, and a review of disaggregated resident information. The LAC meets quarterly (January, April, July, October) on the fourth Thursday of the month at 5 PM. The meetings are open to the public, with links available on the City of Hayward website to the virtual meetings (City of Hayward, 2021).

Training & Referrals

Hayward Police Sergeants created multiple training opportunities for officers in the District Command division, as well as outlined procedures for future training of all sworn personnel. Step-by-step processes for referrals were completed, as well as training in de-escalation, outreach resources, and collaborative training with Alameda County Behavioral Health and intellectual disability crisis workers. Information was also shared with BACS personnel at the Hayward Navigation Center on how to reach HPD for demanding residents or difficult situations.

“The focus of the training is to provide different resources to individuals prior to an arrest. Also providing resources to individuals that are unhoused.” - Hayward Police Sergeant

There was a delay in the creation of the LEAD program, with a new HPD Chief, pandemic barriers, and staffing changes contributing to the delay. In Q4 of the Prop 47 Grant, HPD staff received assistance from the City of Hayward and other stakeholders to develop key aspects of the program. HPD worked with Alameda County Public Health, Alameda County Mental Health, Alameda County District Attorney's Office, and Alameda County Probation to develop the LEAD Program. The training program was developed in early 2021, was four hours in length, and was provided to specialty homeless teams by March 31, 2021. As of July 2021, two sergeants and five officers have completed the LEAD training, with training outlines completed for all personnel and plans to complete the training for all sworn personnel in December 2021.

The HPD created Policy 221 - Law Enforcement Diversion Program (LEAD) in April 2021. The policy outlines that diversion by law enforcement is an option for those with chronic mental illness and/or substance use who have repeat contacts with law enforcement, emergency medical services, emergency departments, courts, mental health facilities, and jails. Through the Proposition 47 grant, with required LEAD training and protocols for employees, HPD will work with the Alameda County District Attorney's Office to pilot Community Assessment Referral and Engagement Services (CARES). Eligibility for referral through LEAD includes an adult arrested for a misdemeanor or other qualifying crime displaying chronic mental health or substance use behaviors as recognized through training. The offender must be non-violent with officers and must not require medical treatment. Common crimes for referral consideration include trespassing, petty theft, loitering, misdemeanor vandalism, possession of drugs or drug paraphernalia, and being under the influence of a controlled substance. Crimes that are excluded

from referrals include sex offenses, domestic violence, stalking, and driving under the influence. By March 31, 2021, the policy outlined that officers assigned to District Command will have completed training in de-escalation, training with the Alameda County Behavioral Health Team (CATT) and the Mobile Crisis Team, and crisis intervention training. The policy outlines the procedures officers must follow, including tracking of diversion suggestions, acceptances, and declines.

Service Provision

BACS provides extensive intake assessments to determine the applicability of all available services. All residents receive assessments for mental health treatment, housing, basic needs, substance use, diversion, employment, case management, legal services, transportation needs, social services, and other types of support services. HNCP47 is staffed 24 hours per day by BACS personnel and overseen by an on-site program manager. HNCP47 is also pet friendly, which BACS staff identify as a strength of the program. With approximately 10% of people experiencing homelessness having pets, finding shelter that allows pets can be especially challenging (Kerman et al., 2020). Few programs focused on providing permanent housing to the justice-involved homeless population focus on providing housing first, such as with HNCP47 (Rodriguez & Brown, 2003). Research shows that wrap-around services provided at a single location, similar to that at HNCP47, showed a reduction of stress, substance use, and self-sufficiency (Worcel et al., 2008).

Additionally, beginning in the fifth quarter of the grant period, BACS adjusted the service delivery model to link all Prop 47-eligible residents to its County-wide Re-Entry Team. The Re-Entry Team provides clinical-level behavioral health services focused specifically on the experiences of individuals with a history of justice involvement. Through these focused services, HNCP47 residents are given the opportunity to work with case managers with expertise in working with the re-entry population among a group of peers with similar experiences, which is intended to help promote recovery and service engagement. Since making this change to the delivery model, BACS has successfully transitioned all existing HNCP47 residents to the Re-Entry Team and all new residents are linked at intake.

Evaluation Methods and Design

The program evaluation was conducted by a researcher at California State University East Bay (CSUEB) through a request for proposal process that resulted in a finalized contract on October 30, 2020. The program evaluation was conducted through a mixed-methods research design with an evaluation of data from multiple sources to determine the effectiveness of HNCP47. The evaluation questions were:

- To what extent is the HNCP47 program model being implemented as designed?
- To what extent are providers using evidence-based practices?

- Is HNCP47 serving the population it intended to be served?
- What are the challenges and successes with identifying, outreaching to, and engaging eligible residents?
- What are the challenges and successes associated with collaborating with local justice and other City of Hayward partners and/or the Alameda County Coordinated Entry System to refer eligible residents to HNCP47?
- To what extent are local partners communicating and collaborating with each other and the City of Hayward to effectively implement HNCP47?
- Are providers meeting data-completing expectations?
- What are the experiences of individuals at HNCP47?
- To what extent are they satisfied with their experience?
- What HNCP47 services do they identify as successful, needing improvement, or missing?

Data were collected from three main stakeholder groups:

- Bay Area Community Services (BACS),
- The Hayward Police Department (HPD), and
- HNCP47 residents.

The initial design was to complete semi-structured interviews and/or focus groups with HPD personnel, BACS personnel, and HNCP47 residents for the qualitative component. The quantitative aspect, tracking residents and recidivism, required a four-way data sharing agreement with the City of Hayward, BACS, the HPD, and CSUEB. A draft of the data-sharing agreement, showing the resident data flowing from BACS to CSUEB, CSUEB to HPD, HPD to CSUEB, and CSUEB to the City of Hayward, was initiated in mid-December 2020 and finalized on March 12, 2021, after significant delays in requests for review and discussion of the data-sharing agreement.

Qualitative Data Collection

The research project was submitted to the CSUEB Institutional Review Board (IRB) for review on January 11, 2021, and approved for research on February 3, 2021. The data-sharing agreement, when completed in March 2021, was provided to IRB for review. Due to scheduling delays, the researcher submitted an IRB modification to transition the semi-structured interviews and/or focus groups to surveys. The modification was requested on June 13, 2021, and the approval for the modification was received on the same day. The researcher transitioned the semi-structured interviews for BACS and the HPD to surveys to gain access to the qualitative information needed from the sources. The surveys were sent to BACS and HPD personnel in July 2021, and in-person interviews were conducted with HNCP47 residents in July 2021. The evaluator was also onsite at HNCP47 in July 2021 and participated in a non-intrusive tour of the facility.

Of the five officers and two sergeants who work in HPD’s District Command, four completed the survey request (57.1% response rate). HPD personnel who responded had an average tenure of 10 years with the HPD, with two being sergeants and two being officers. HPD personnel are responsible for providing LEAD training to officers, recognizing potential residents suited for diversion opportunities, and completing referrals to the Hayward Navigation Center.

Of the seven residential counselors employed by BACS at HNCP47, five responded to the survey provided (71.4% response rate). The average tenure at BACS is 1.25 years for respondents. Sixty percent of BACS personnel respondents actively participate in intake.

Two current Prop 47 residents agreed to participate in an in-person interview and signed the required consent forms. Both residents received a \$50 Safeway gift card at the start of the interview as an incentive for their time. Both residents cited HPD as providing the referral, and both were homeless for over one year when being referred. One resident works full-time locally, and the other receives social security benefits.

Quantitative Data Collection

Recidivism and treatment data were obtained through the channels outlined in the data-sharing agreement (see Appendix A). Upon admission to HNCP47, BACS collects resident demographics and information, with the resident agreeing to share their data for evaluation purposes. BACS provided resident information, including names and dates of birth, to CSUEB. The researcher created a spreadsheet for the HPD to include any contacts, arrests, or other information about the residents. The spreadsheet was securely shared with a non-sworn member of HPD to conduct a records check and report findings. The data was then securely provided to CSUEB for analysis, with de-identified information shared with the City of Hayward and BSCC through the required recidivism reporting channels. Data were submitted from BACS and HPD in March 2021 and collected again in April 2021 to include the reporting period of August 15, 2018, to March 31, 2021. Accurant, a LexisNexis tool to conduct public records searches, was utilized to check arrest and conviction records, as were public records from Alameda County, Santa Clara County, and San Mateo County courts. Table 2 describes each evaluation outcome measure and its corresponding data source.

Table 2. Outcome Measures and Data Sources

Outreach, Engagement, and Diversion	
Outcome Measure	Data Source
# and % of encampment residents offered an HNCP47 bed and moved into the program within 14 days	BACS reporting data in HMIS
Perceptions of facilitators and barriers to successful enrollment into the program or connection to other appropriate sources	Qualitative data from HNCP47 residents, BACS, and HPD personnel

Housing Placements	
Outcome Measure	Data Source
Exits to permanent housing	BACS reporting in HMIS
Exits to known destinations	BACS reporting in HMIS
Perceptions to facilitators and barriers to successful service provision and exits to stable housing	Qualitative data from HNCP47 residents and BACS personnel
Reduced Homelessness	
Outcome Measure	Data Source
Reduction in number of homeless individuals in Hayward	Hayward Point-In-Time (PIT) Homeless Report
Reduced Justice Involvement	
Outcome Measure	Data Source
Reduction in police contacts and arrests	HPD Data
Reduction in recidivism	HPD Data, Accurint, Bay Area Court records

Evaluation Limitations and Further Research

The HNCP47 opened in November 2019 and accepted its first Prop 47 resident in late November 2019. A few months after opening HNCP47, the COVID-19 global pandemic struck, and capacity limitations were placed on all local shelters for the safety of the residents and staff. The capacity at the HNCP47 was reduced by approximately 50% in order to allow for adequate social distancing. In the 16 months from the first Prop 47 resident to the end of the reporting period on March 31, 2021, there were many challenges and process changes that will not allow an analysis of the full impact of the program until the project matures further. There was no tracking of the number of referrals and days from referral to placement, though these items will be tracked starting in July 2021 and will be included in future reporting. The Continuum of Care’s point-in-time (PIT) count of individuals experiencing homelessness was not completed in 2021 due to the pandemic, with the next Department of Housing and Urban Development (HUD) PIT scheduled at the beginning of 2023. The final HNCP47 evaluation report will include recidivism rates during enrollment as well as 6-month intervals after completion.

Evaluation Results and Discussion

The evaluation results and discussion is separated into the themes used to evaluate outcome measures. Quantitative and qualitative data are presented, as appropriate, to report findings related to each theme. Table 3 outlines the outcome category and measures, as well as their data source.

Table 3. Status of Outcome Evaluation Measures and Data Sources

Outreach, Engagement, and Diversion		
Outcome Measure	Data Source	Status
# and % of encampment residents offered an HNCP47	BACS reporting data in HMIS	Not currently tracked - Will be tracked for the final report with data from 2021 onward.

bed and moved into the program within 14 days		
Perceptions of facilitators and barriers to successful enrollment into the program or connection to other appropriate sources	Qualitative data from HNCP47 residents, BACS, and HPD personnel	On-track - All residents interviewed, and a general consensus of BACS and HPD personnel, was that enrollment of residents is going well. Additional tracking of referrals started in 2021 to increase transparency among stakeholders.
Housing Placements		
Outcome Measure	Data Source	Status
Exits to permanent housing	BACS reporting in HMIS	On-track – 100% of resident exits are tracked, with 62% exiting to permanent housing.
Exits to known destinations	BACS reporting in HMIS	On-track – 100% resident exits are tracked with 100% exiting to known destinations.
Perceptions to facilitators and barriers to successful service provision and exits to stable housing	Qualitative data from HNCP47 residents and BACS personnel	On-track - Current HNCP47 residents expressed frustration with the long housing placement process, but recognized their unique situation and that their case managers were actively seeking housing. BACS personnel felt that more personnel and increased communication with housing coordinators can increase housing placement.
Reduced Homelessness		
Outcome Measure	Data Source	Status
Reduction in number of homeless individuals in Hayward	Hayward Point-In-Time (PIT) Homeless Report	Delayed – Due to COVID-19, the PIT report was cancelled in 2021. The next Department of Housing and Urban Development PIT report will occur in 2023.
Reduced Justice Involvement		
Outcome Measure	Data Source	Status
Reduction in police contacts and arrests	HPD Data	Starting to track - HPD arrested 413 people and provided citations to 139 people in 2020 who self-identified as homeless. The arrest statistics will continue to be tracked in 2021 and 2022 to include in the final report.

Reduction in recidivism	HPD Data, Accurint, Bay Area Court records	On-track - 0% recidivism based on BSCC's definition. 6.67% recidivism rate based on the local definition. Average national recidivism is 68%.
-------------------------	--	--

Outreach, Engagement, and Diversion

Implementation & Collaboration

The implementation of HNCP47 occurred on schedule and within three months of receiving Prop 47 grant funding. HNCP47 opened in November 2019, and 15 residents were served during the first quarter. Collaboration of services across a treatment system is vital for resident success (Bray & Link, 2014). The City of Hayward regularly collaborates with internal and external stakeholders during the planning and ongoing implementation phases of HNCP47, with biweekly meetings continuing to present. To involve the local community, a Local Advisory Committee was established in early 2020 with public-facing meetings held quarterly to seek input and share progress on HNCP47 and other homelessness efforts.

The creation of HNCP47 and the associated programming was developed based on evidence-based practices. As homelessness is often not related to a single cause, recent policy shifts nationally have transitioned to housing people first rather than providing services, then trying to locate housing (Lee et al., 2021; Watson et al., 2017). HNCP47 follows the shelter first mentality, providing safe temporary housing initially then focusing on providing wrap-around services and seeking permanent housing situations. A coordinated response from social services and other supporting agencies is essential for providing access to necessary services (Bray & Link, 2014). Providing basic necessities, including food and transportation, as well as substance use treatment, physical and mental health treatment, and employment assistance, can improve the success of ending resident homelessness (Bray & Link, 2014; Guarino, 2014). All of the aforementioned services are provided at HNCP47, with all residents receiving mental health and substance use evaluations, as well as being enrolled in a diversion program.

Dignity is an often overlooked variable in homelessness and seeking services. Being provided with support, encouragement, and care often increases dignity in the homeless population, as well as belonging to a group (Miller & Keys, 2001). HNCP47 has nine case managers on-site that are available to provide support, encouragement, and care, something confirmed by both current HNCP47 residents during their interviews.

Outreach and Engagement

The target population for HNCP47 is literally homeless individuals experiencing homelessness in the City of Hayward. While referrals can be created for those who are not justice-involved, all information about residents in this report includes those with a history of justice involvement and mental health and/or substance use history. All current and former HNCP47 residents are members of the target population.

“I was using the restroom and they (Hayward Police Officer) said, ‘Would you like to help?’ I said no, I can’t. No money and that I’m homeless. Then they referred me... I saw them later and they remembered me and said hi. Very sweet.” -
Hayward Navigation Center Resident

Due to the COVID-19 global pandemic, no HNCP47 residents were accepted in Q2. Q2 and Q3 required decompression of residents due to social distancing requirements and purposely remained below 90% capacity. Recreational vehicles were placed on the HNCP47 site in October 2020 to increase the bed capacity by eight beds, totaling a 32-bed capacity due to COVID restrictions.

During the reporting period from August 15, 2019, to March 31, 2021, 45 Prop 47-related residents were serviced at HNCP47. Residents were generally an underrepresented minority male with an average age of 45.56 and a high school diploma. More specific demographics are present in Table 4. To protect the identities of residents, any subgroup with a number smaller than five was removed or combined with other groupings.

Table 4. Resident Demographics

Age	Frequency	% of total
20-29	5	11.11%
30-39	12	26.67%
40-49	13	28.89%
50-59	10	22.22%
60+	5	11.11%
Gender		
Male	29	64.44%
Female	13	28.89%
Non-binary/third gender/declined	3	6.67%
Race/Ethnicity		
Black or African American	17	37.78%
White	12	26.67
Hispanic, Latino, or Spanish	11	24.44%
2+ races/ethnicities & Native Hawaiian/Pacific Islander	5	11.11%
Level of Education Completed		
High school graduation	27	60.00%
Some college & college graduate	10	22.22
Some high school and some middle school	8	17.78%

Referrals were challenging, as a highly nomadic population without reliable contact information can be difficult to locate. During the reporting period, referrals were made by HPD personnel, local first responders, as well as inquiries through the 211 phone line resource system. A new referral form for potential HNCP47 residents was created in February 2021 for tracking referrals and outreach. The referral form includes the name of the person being referred, their age, physical description, contact information (if available), location last seen or encountered, if the person is a pet owner, if their HMIS assessment is complete and current, and the location of the individual around three priority areas. The three priority areas, which were identified in collaboration by BACS, HPD, and City staff, are Downtown Hayward, Weekes Library and Park, and the Skywest Golf Course. Individuals who are not residing near the three priority areas

are not excluded from outreach. Contact information for the person completing the referral and if the person is willing to participate in a “warm” handoff in-person to assist with the outreach is required to submit the referral form.

A BACS outreach coordinator described outreach services that include assisting partners by gathering and obtaining important documentation and assisting potential residents with finding jobs and housing, even if they are not able to place them at the Navigation Center. As an improvement to the current practices, the coordinator felt that having more individualized spaces available for participants can assist with overall success.

All HPD surveyed personnel referred unhoused individuals to the Hayward Navigation Center, with an average of 25 referrals completed each. When asked how referrals are chosen, all HPD respondents noted referrals being made to unhoused individuals, while one confirmed the potential resident had regular income before referral. One respondent provided their business card to assist with future placement if the person is not willing or able to participate at the time of contact. HPD respondents noted that many people do not want services, citing the location of the HNCP47 and the distance from other resources or not wanting to live in a communal setting. HPD and BACS staff identified initial issues with the pace of the referral process but noted that recent improvements have streamlined the process and improved communication. HPD personnel noted that the initial lack of coordination with the referral process made it difficult to see who was accepted. Two respondents requested a shared tracking tool of referrals to check on the status and success rates, as well as reasons why the person may not have been accepted. A tracking tool utilized by HPD and BACS can potentially improve referrals with HPD knowing why people were or were not accepted, as well as the availability of beds in the facility.

HPD staff noted that having dedicated beds for the community policing District Command could be helpful, as well as increasing District Command presence at HNCP47 to quickly address safety concerns. City staff are working with BACS and HPD to identify options to address this concern while still maintaining residents’ privacy and sense of home. Additionally, BACS staff have noted that it is important to locate services and community engagements off-site to develop residents’ sense of autonomy and to not build reliance on living at the HNCP47. In doing so, BACS staff work closely with residents to identify appropriate off-site services and transportation resources to help with access. HPD staff interviewed noted that ongoing relationship development between HPD and BACS would continue to develop rapport and help to bridge the natural challenges of cross-organizational relationships. Potential solutions noted by HPD are having a unified case management tool to loop in all stakeholders and improve communication and accepting individuals regardless of income.

The HNCP47 residents interviewed were both housed within two weeks of referral and found the referral and entry process easy and seamless. Both residents had a cellular phone to allow for contact, which made communication for outreach and placement more convenient. They were

open to communal living, which BACS and HPD staff have identified as a challenge for some placements. Both residents were referred by HPD and one noted their appreciation for HPD following up with them at HNCP47 weeks later, as it helped create a sense that they are cared for and have multiple people looking out for them.

Service Provision & Diversion

HPD District Command officers and sergeants have been trained in the LEAD program, with training for all HPD patrol personnel planned by the end of 2021. Through this training, HPD personnel learn about diversion resources both at HNCP47 and throughout the County. HPD personnel surveyed noted the strengths of HNCP47 include reasonably successful exit rates comparable to similar local Navigation Centers with diversion models, as well as providing residents with shelter, needed services, and identification cards. HNCP47 also allows law enforcement to enforce laws consistent with the December 2019 US Supreme Court ruling of *Martin v Boise*, outlining individuals experiencing homelessness cannot be charged for sleeping on public property if there are no adequate alternatives.

Upon arrival to HNCP47, BACS staff enters 100% of residents into HMIS within 72-hours and updates within 72-hours of departing. There is a 100% engagement rate with the Alameda County Coordinated entry system, and all submissions are using HMIS UDES. HNCP47 has a nightly occupancy rate of 90%, with the reduced housing availability due to pandemic restrictions. HNCP47 recently added a third trailer, expanding occupancy by one-third despite ongoing COVID-19 related capacity restrictions.

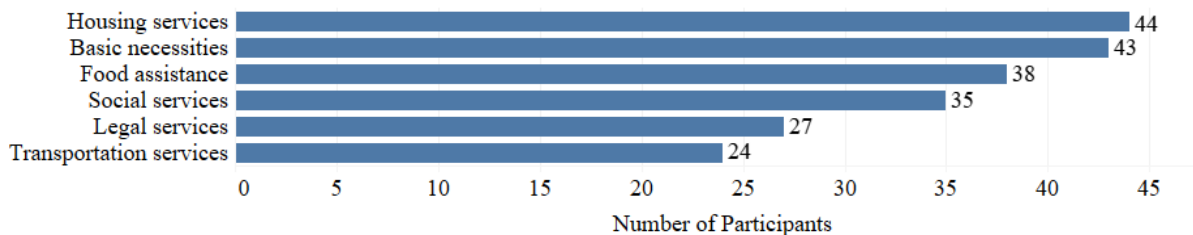
“I like the intake process. I do like that we have an opportunity to build the relationship from the beginning.” - BACS HNCP47 Staff Member

BACS personnel are present onsite at HNCP47 24 hours per day, seven days per week. All personnel felt the intake process went well, with the ideal situations of relationship-building from the first moment residents are on-site that assist with building trust with residents. BACS personnel suggested updating the paperwork to reduce repetitive questions and allowing the resident to remain with one residential counselor to continue to build trust and rapport.

A key element of the HNCP47 model is its wrap-around services, which emphasize goal-setting for residents. During the reporting period, 97.78% of residents expressed having a housing goal (44), and 37.78% of residents had an educational goal or were unsure about having an educational goal (17). For services, all residents received diversion services (45), all residents received an assessment for substance use (45), and all residents received assessments and enrollment in mental health treatment (45). Nearly all residents received housing services (44), 95.56% received basic necessities (43), 84.44% received food assistance (38), 77.78% received

social services (35), 60% received legal services (27), and 53.33% received transportation services (24). The services provided to residents are shown in Figure 1.

Figure 1. Services Provided to HNCP47 Residents



Initially, under-reported data showed that only one Prop 47 resident received mental health or substance use services. Reexamination of the data confirmed that mental health and substance use treatment services were being provided at a much higher rate, and reporting was adjusted in collaboration with the BSCC. The data was updated to accurately capture treatment and service engagement, also implementing a weekly review of data for possible error recognition. Further, BACS adjusted its service delivery model to connect HCNP47 residents with BACS’s County-wide Re-Entry Team, which provides specialized mental health services specifically tailored for justice-involved individuals. To improve service for current and past HNCP47 residents, all Prop 47-related residents are managed by the Re-Entry Team to improve behavioral health service engagement and provide residents with supportive services tailored to the experiences of individuals with a history of justice involvement.

During their interview, both HNCP47 residents explained their multiple years of sobriety and confirmed that BACS staff provide handouts and support to assist with continued sobriety. With regards to the facility, one resident felt the accommodations, food, and services were adequate, where the other complained of poor mattress quality and the lack of food selections. Both residents expressed concern about the long process to find permanent housing but noted that housing specialists were working on their behalf to secure housing. One resident was actively searching online for apartment opportunities in Alameda County and regularly sharing the information with BACS staff. Neither resident utilized employment assistance, though both felt that all services they needed were available at the HNCP47. One resident cited issues with refilling prescription medications and confirmed that BACS personnel were actively assisting her to find a resolution. Overall, both residents were happy with the services and support they were receiving in the safe environment of HNCP47.

Housing Placements

Of the Prop 47-eligible individuals who participated in the HNCP47 program, 53.33% completed all program requirements (24), and 37.78% completed the program and exited to permanent

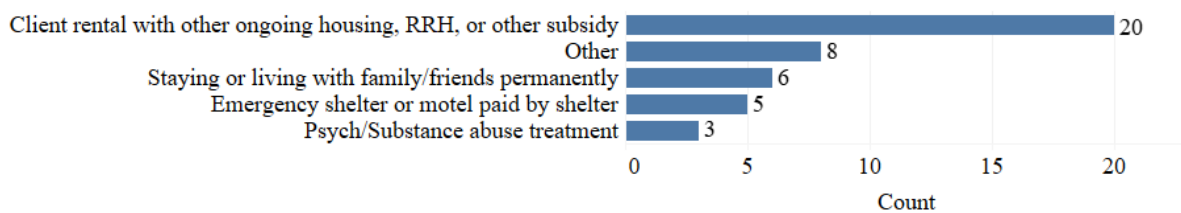
housing while still actively receiving services (17), totaling 91% of residents who completed the program requirements. Nearly 7% of residents are still enrolled and active at HNCP47 (3). Only one resident exited without completing program requirements. Participation status is shown in Table 5.

Table 5. HNCP47 Participation Status

Participation Status	Frequency	% of total
Completed program requirements	24	53.33%
Completed program requirements, still active	17	37.78%
Enrolled, active resident	3	6.67%
Exited without completing program requirements	1	2.22%

Of the 42 residents who completed the program or completed the program and are continuing to receive services (e.g., financial assistance, case management), 47.62% are in their own rental with rapid rehousing (RRH) or equivalent subsidy (20). Over 19% exited to another type of housing or situation (8), 14.29% are staying with family or friends permanently (6), and 11.91% are staying in an emergency shelter or motel/hotel paid for by a shelter (5). Individuals who exited to emergency shelter did so due to potential COVID-19 risks and the need to safely isolate. The remaining 7.14% of residents are in a psychiatric facility or substance use treatment facility, or rental with ongoing housing subsidy (4).¹ There were nearly 62% of residents who exited to permanent housing (26). The exit location of residents is graphically represented in Figure 2.

Figure 2. Exit Location of HNCP47 Residents



Through surveys, BACS personnel noted the types of services provided at HNCP47, including case management, stabilization clinics, onsite counseling, connection to physicians and job opportunities, rapid rehousing, mental health referrals, building life skills, legal, food, and alcohol/drug use assistance. All BACS employee respondents believe that services are adequately provided to residents, further citing that relationships are built through service

¹ These categories were aggregated for reporting purposes to prevent reporting exits for totals of less than five.

provision, which helps staff recognize other types of services that may assist residents even more. When asked what is going well at HNCP47, multiple employees cited the feeling of family in the residential program. They also noted the tailored approach that ensures residents are served with all available services that match their needs. BACS personnel noted that more personnel and clearer communication can further assist employees to support residents. Others cited the need for more regular meetings between residents and housing coordinators to increase successful placements and reduce the length of stay at the HNCP47 site. The BACS employee respondents had a strongly positive view of HNCP47 and its ability to provide services to build sustainable resident outcomes.

“At our site I would like to see more opportunities for our clients to meet with the housing coordinator. Often I hear people talk about how they haven’t met with the person in charge of getting them housed and that might feel discouraging for them if we aren’t meeting with them regularly.” BACS
HNCP47 Staff Member

All HNCP47 residents who exited the program were tracked in HMIS and 100% had known housing destinations. Nearly 60% of residents exited to permanent housing with 11.6% exiting to an emergency shelter or motel funded by an emergency shelter for COVID-19 isolation. Those who exited to emergency shelters for COVID-19 safety may still be eligible for permanent housing assistance in the future. Current residents noted the challenges of finding permanent housing and appreciated the work done to support them.

Reduced Homelessness

The most reliable local data source for homelessness prevalence is the County-wide Point-In-Time (PIT) homeless count. The most recent PIT count was conducted in January 2019. Due to COVID-19 safety considerations, the 2021 PIT homeless count was cancelled. The next HUD PIT is scheduled for 2023. This may create a barrier to reporting on the Prop 47 grant objective for reducing homelessness, as the timing of the 2023 PIT count is not yet confirmed and may be challenging to obtain final count data by the May 15, 2023 reporting deadline.

The last PIT report, completed by Applied Survey Research in 2019, showed a homeless population of 487 in the City of Hayward. The 2019 value is a 23% increase from the 2017 count of 397 in the homeless census (Applied Survey Research, 2019b). While Governor Newsom extended the State’s eviction moratorium to September 31, 2021, other local counties have had higher eviction rates and additional pushes to dismantle homeless encampments (Hoeven, 2021; Tobias, 2021). While emergency rental assistance is available as part of the state eviction moratorium, delays in the distribution of assistance may contribute to greater housing instability and an increase in the need for temporary shelter and housing problem-solving services like those provided at HNCP47.

Reduced Justice Involvement

In 2020, HPD arrested 413 people who self-identified as being homeless. HPD also provided 139 citations to people who self-identified as being homeless in 2020. The number of arrests and citations of people who identify as homeless will continue to be tracked for 2021 and 2022, with the findings provided in the final report.

The BSCC definition of recidivism is based on CA Penal Code §6046.1(D), the conviction of a new misdemeanor or felony within three years from the release of custody or three years after placement on supervision from a prior criminal conviction. COVID-19 brought a quick halt to criminal cases nationally, with a very slow start to return to virtual or in-person trials (Chan, 2021). The dramatic changes in the timing of trials and plea bargains may have affected recidivism rates for this reporting period and may continue to impact the final recidivism reporting numbers for this program.

“One of them [HPD] came back... I got to meet four of them. They were all sweet and kept coming back to check on us.” Hayward Navigation Center Participant on receiving support from HPD

Given these potential issues, the City of Hayward opted for a broader local definition of recidivism, which includes arrests made for misdemeanors and felonies after the residents were placed at HNCP47. The data-sharing agreement with the HPD included local arrests and contacts, as the decriminalization of some crimes and COVID-19 restrictions have reduced the number of arrests and citations provided. Listing contacts that HPD had with residents also provided victimization and other information that can assist with HNCP47 programming. In addition to HPD contacts and arrests, Accurint from the LexisNexis suite was utilized to scan public records nationally for arrests and convictions. Local public records in Alameda, San Mateo, and Santa Clara County courts were searched for all residents. Using the local definition of recidivism, 6.67% of residents were arrested for new crimes (3), 6.67% of residents had at least one contact with the police that did not result in an arrest (3), 6.67% of residents had civil hearings for dangerous animals (3), and 2.22% of residents were arrested for a warrant (1). The warrant arrest was not included in the larger umbrella of arrests, as the time frame from the resident entering HNCP47 to the time of warrant arrest makes it highly unlikely that the crime for which the warrant was created occurred while the person was receiving HNCP47 services. The local recidivism statistics are shown graphically in Table 6.

Table 6. Resident Recidivism - Local Definition

Type of Contact	Number of Residents	Percentage of Residents
Arrest	3	6.67%
Contacts	3	6.67%
Animal Hearings	3	6.67%
Warrant	1	2.22%

As fewer than five individuals recidivated, specific demographics about their service engagement and demographics will not be shared to protect their identity. Crimes included both felony and misdemeanor crimes, as well as probation violations. Some residents had multiple charges associated with one arrest.

Contacts with law enforcement include those that are not criminal. There were HNCP47 residents who were crime victims, witnesses to crimes, and experienced significant medical issues that were assisted by HPD and allied law enforcement agencies. The tracking of victimization is an underreported area and will continue to be tracked for the duration of this grant.

Conclusion

The Prop 47 BSCC grant awarded to the City of Hayward has shown to be on track for the majority of its program goals, with some goals unable to be reported on due to timing or data gaps that are being addressed for future reporting. HNCP47 was opened three months after receiving the grant award, with 15 residents joining in the first quarter. Less than four months after HNCP47 opened, the COVID-19 global pandemic struck with significant health requirement changes. All stakeholders were flexible and adaptable to the changing circumstances and continued to provide wrap-around care to residents. Resident support included thorough assessments for mental health and substance abuse, diversion training, on-site case management, assistance with basic necessities, and services for legal needs, education, employment, housing, social services, and transportation assistance. While enrollment at HNCP47 was paused in Q2 due to local health restrictions, 45 Prop 47 residents have received services from August 15, 2019, to March 31, 2021. All resident entries and exits were completed within 72 hours, and all HMIS Universal Data Element requirements were met. Tracking was started in 2021 for the number of days from referral to placement in HNCP47 and local homeless arrest data, which will allow for more detailed analysis of the referral to placement process in the final report. Residents interviewed expressed a positive experience from referral to and placement at HNCP47 and with support and services from on-site case managers and follow-up with HPD personnel. The residents also felt hopeful with their housing placement and the care they were receiving from

BACS. Other stakeholders, including BACS and HPD personnel, believed HNCP47 services supported the local homeless population, diverted them from the justice system, and provided the necessary treatments to reduce recidivism.

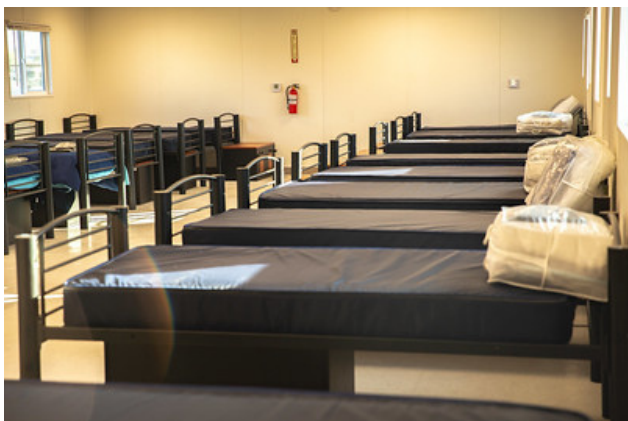
Logic Model

Inputs	Activities	Output Measures	Interim Outcomes	Long-term Impacts
<p>Funding</p> <ul style="list-style-type: none"> • Proposition 47 grant • Homeless Emergency Aid Program (HEAP) grant • Community Development Block Grant (CDBG) • Homeless Housing, Assistance, and Prevention (HHAP) grant • Permanent Local Housing Allocation (PHLA) grant • City of Hayward (COH) General Fund • Private donations <p>Leadership and Staffing</p> <ul style="list-style-type: none"> • 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, community members with justice involvement) • CSU East Bay Criminal Justice Faculty <p>Training and Evidence Based Practices</p> <ul style="list-style-type: none"> • BSCC Guiding Principles • Trauma-informed care • Motivational Interviewing • Cognitive Behavioral Therapy • Critical Time Intervention for assessing risk and need • Law Enforcement Assisted Diversion (LEAD) 	<p>Respite Services</p> <ul style="list-style-type: none"> • Operate 45-bed, low-barrier, housing focused homeless shelter program • Provide one meal per-day, storage, partner and pet accommodations <p>Sustained Outreach Services</p> <ul style="list-style-type: none"> • 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 <p>Navigation Services</p> <ul style="list-style-type: none"> • 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 residents who have been housed and receive Flexible Funds • Maintain 23:1 FTE case management ratio <p>Case Management Services</p> <ul style="list-style-type: none"> • Participation on County-wide BACS Re-Entry Team for targeted services to address individual needs, such as behavioral health treatment <p>Flexible Funds Administration</p> <ul style="list-style-type: none"> • Support Navigation Center residents in overcoming barriers with discretionary funding <p>Participation in Coordinated Entry</p> <ul style="list-style-type: none"> • Participate in Alameda County Coordinated Entry System Results Based Accountability (RBA) Framework for Street Outreach and Housing Navigation 	<p>Program-Level</p> <ul style="list-style-type: none"> • Unduplicated # and locations of encampments engaged • Unduplicated # of residents engaged per encampment • # and % of unsheltered individuals offered a Navigation Center bed and: <ul style="list-style-type: none"> ○ # 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 <p>Individual-Level</p> <ul style="list-style-type: none"> • Service provision activities, type and amount of assistance received • Satisfaction with Navigation Center 	<p>Diversion</p> <ul style="list-style-type: none"> • 100% of HPD officers assigned to encampment areas and homeless teams LEAD trained • 50% of all HPD officers LEAD trained <p>Outreach</p> <ul style="list-style-type: none"> • 70% of encampment residents offered a Navigation Center bed are moved into the program within 14 days <p>Occupancy</p> <ul style="list-style-type: none"> • 90% nightly bed occupancy rate <p>Exits</p> <ul style="list-style-type: none"> • 75% of residents exit from Navigation Center to permanent housing • 100% of residents exit from housing navigation to known destinations <p>Length of Assistance</p> <ul style="list-style-type: none"> • Up to 9 months of financial assistance or up to \$7,000 provided to 100% of individuals receiving short-term subsidies using flexible funds <p>Data Completion</p> <ul style="list-style-type: none"> • Complete data entry for HMIS entries and exits within 72 hours for 100% of residents served • 100% HMIS data completion rate for HMIS Universal Data Elements (UDEs) <p>Justice Involvement</p> <ul style="list-style-type: none"> • 5% reduction in police contacts and arrests 	<p>Homelessness</p> <ul style="list-style-type: none"> • 20% reduction in homelessness by end of project <p>Justice involvement</p> <ul style="list-style-type: none"> • Recidivism: 50% of residents 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

PROP 47 GRANTEE HIGHLIGHT

The City of Hayward saw a 23% increase in homelessness from 2017 to 2019, with 13% of the homeless population citing prior incarceration as the reason for their homelessness. Over one-third of the City's homeless struggle with alcohol and substance use issues.

Opened in November 2019, the Hayward Navigation Center (HNCP47) is a transitional housing site that provides comprehensive, evidence-based, trauma-informed diversion services for the local homeless population. Referrals are made by the Hayward Police Department (HPD), the contracted provider, and community members through 211. Residents are part of the Re-Entry Team, which provides clinical-level behavioral health care and services that center the experience of individuals with a history of justice involvement.



Diversion and Re-Entry at HNCP47

- Through Prop 47 grant funding, all HPD officers assigned to encampment areas and specialty homeless response teams have been trained in Law Enforcement Assisted Diversion (LEAD). Through LEAD training, HPD personnel learn about diversion principles and existing diversion resources both in Hayward and the County.
- 100% of residents at the HNCP4 are placed on the Re-Entry team at intake, which provides clinical-level behavioral health services focused specifically on the experiences of individuals with a history of justice involvement. Through these focused services, HNCP47 residents are given the opportunity to work with case managers with expertise in working with the re-entry population among a group of peers with similar experiences, which is intended to help promote recovery and service engagement

Successes at HNCP47

- Clients A and B were homeless for more than five years before being referred to the HNCP47. They both experience physical and mental disabilities. After entering the HNCP47 in November 2020, they have not only found a permanent housing placement but have received support with enrolling in a Master's program and starting an online business.
- Client C enrolled at the HNCP47 in October 2020, where he was linked to mental health services and was able to re-establish access to needed medications and support services. He also received support navigating state financial benefit systems. In March 2021 he exited to permanent housing and is living independently with ongoing case management.

References

- Alameda Kids. (2021). *Resource directory*. <https://alamedakids.org/resource-directory/view-program.php?id=1223>
- Alper, M., Durose, M., Markman, J. (2018, May). 2018 update on prisoner recidivism: A 9-year follow-up period (2005-2024) (Report No. NCJ 250975). U.S. Department of Justice. <https://bjs.ojp.gov/content/pub/pdf/18upr9yfup0514.pdf>
- Applied Survey Research. (2017). *City of Hayward Homeless Census & Survey Jurisdictional Report*. EveryOne Home. <https://everyonehome.org/wp-content/uploads/2017/11/2017HIRDReport-Hayward7.31-2.pdf>
- Applied Survey Research. (2019a). *Alameda County Homeless Count & Survey Comprehensive Report 2019*. EveryOne Home. https://everyonehome.org/wp-content/uploads/2019/07/ExecutiveSummary_Alameda2019-1.pdf
- Applied Survey Research. (2019b). *City of Hayward Homeless Count & Survey 2019*. EveryOne Home. <https://everyonehome.org/wp-content/uploads/2019/12/2019-Hayward-Final-Report.pdf>
- Ballotpedia. (2021). *California Proposition 47, reduced penalties for some crimes initiative*. [https://ballotpedia.org/California_Proposition_47,_Reduced_Penalties_for_Some_Crimes_Initiative_\(2014\)](https://ballotpedia.org/California_Proposition_47,_Reduced_Penalties_for_Some_Crimes_Initiative_(2014))
- Bray, J., & Link, A. (2014). Collaborations across and within systems that provide services to families without homes. In M. Haskett & S. Perlman (Eds), *Supporting families experiencing homelessness: Current practices and future directions* (105-120). Springer. <https://doi.org/10.1007/978-1-4614-8718-0>
- BSCC. (2021). *Prop 47 grant program*. https://www.bscc.ca.gov/s_bsccprop47/
- Chan, M. (2021, February 23). 'I want this over.' For victims and the accused, justice is delayed as COVID-19 snarls courts. Time Magazine. <https://time.com/5939482/covid-19-criminal-cases-backlog/>
- City of Hayward. (2019, October 26). *Community Services Commission*. <https://portal.laserfiche.com/Portal/DocView.aspx?id=227490&repo=r-b6d2994c&searchid=440d8cf8-15ea-41de-a7b1-c5bad9d463dd>
- City of Hayward. (2021). *Hayward housing navigation center*. <https://www.hayward-ca.gov/services/city-services/hayward-housing-navigation-center>

- City of Hayward. (2020). *Navigation center annex project to temporarily expand transitional housing and support for people experiencing homelessness*. <https://www.hayward-ca.gov/discover/news/dec20/navigation-center-annex-project-temporarily-expand-transitional-housing-and>
- Clifasefi, S., Lonczak, H., & Collis, S. (2017). Seattle's Law Enforcement Assisted Diversion (LEAD) Program: Within-subjects changes on housing, employment, and income/benefits outcomes and associations with recidivism. *Crime and Delinquency*, 63(4), 429-445. <https://doi.org/10.1177/0011128716687550>
- Findlaw. (2019). *California Code, Penal Code §6046.1*. <https://codes.findlaw.com/ca/penal-code/pen-sect-6046-1.html>
- Guarino, K. (2014). Trauma-informed care for families experiencing homelessness. In M. Haskett & S. Perlman (Eds), *Supporting families experiencing homelessness: Current practices and future directions* (105-120). Springer. <https://doi.org/10.1007/978-1-4614-8718-0>
- Hayward Police Department. (2019, January). Data report: Cases and calls near homeless encampments, 2018. City of Hayward.
- Hoeven, E., (2021, July 1). *Cities crack down on homeless encampments*. Cal Matters. <https://calmatters.org/newsletters/whatmatters/2021/07/california-homelessness-crisis/>
- HUD Exchange. (2017). *Universal Data Elements*. HUD Exchange HMIS Data Standards. https://www.hudexchange.info/programs/hmis/hmis-data-standards/standards/index.htm#t=Universal_Data_Elements.htm
- Kerman, N., Lem, M., Witte, M., Kim, C., & Rhodes, H. (2020). A multilevel intervention framework for supporting people experiencing homelessness with pets. *Animals*, 10(1), 1-18. <https://doi.org/10.3399/ani10101869>
- Komaromy, M., Harris, M., Koeng, R., Tomanovich, M., Ruiz-Mercado, G., & Barocas, J. (2021). Caring for COVID's most vulnerable victims: A safety-net hospital responds. *Journal of General Internal Medicine*, 36(1), 106-110. <https://doi.org/10.1007/s11606-020-06499-2>
- Lee, B., Shin, M., & Culhane, D. (2021). Homelessness as a moving target. *The Annals of the American Academy of Political and Social Science*, 693(1), 8-26. <https://doi.org/10.1177/0002716221997038>

- Lutze, F., Rosky, J., & Hamilton, Z. (2014). Homeless and reentry: A multisite outcome evaluation of Washington State's reentry housing program for high risk offenders. *Criminal Justice and Behavior*, 41(4), 491-491. <https://doi.org/10.1177/0093854813510164>
- Martin, C., Andres, P., Bullon, A., Villegas, J., de la Inglesia-Larrad, J., Bote, B., Prieto, N., & Roncero C. (2020). COVID pandemic as an opportunity for improving mental health treatments of the homeless people. *International Journal of Social Psychiatry*, 67(4), 335-343. <https://doi.org/10.1177/0020764020950770>
- Miller, A., & Keys, C. (2001). Understanding dignity in the lives of homeless persons. *American Journal of Community Psychology*, 29(2), 331-354. [https://doi.org/10.123/A"1010399218126](https://doi.org/10.123/A)
- Rodriguez, N., & Brown, B. (2003). *Preventing homelessness among people leaving prison*. Vera Institute of Justice.
- Rosalsky, G. (2021, June 8). *How California homelessness became a crisis*. National Public Radio. <https://www.npr.org/sections/money/2021/06/08/1003982733/squalor-behind-the-golden-gate-confronting-californias-homelessness-crisis>
- Schimmel, J. & Manini, A. (2020). Opioid use disorder and COVID-19: Biological plausibility for worsened outcomes. *Substance Use & Misuse*, 55(11), 1900-1901. <https://doi.org/10.1080/10826084.2020.1791184>
- Tobias, M. (2021, June 28). *California's eviction moratorium extension: What's in it for tenants and landlords?* Cal Matters. <https://calmatters.org/housing/2021/06/california-eviction-moratorium-deal/>
- United Way. (2021). *The impact of the COVID-19 pandemic on homelessness in the United States*. United Way of the National Capital Area. <https://unitedwaynca.org/stories/effect-pandemic-homeless-us/>
- Watson, D., Shuman, V., Kowalsky, J., Golembiewski, E., & Brown, M. (2017). Housing first and harm reduction: A rapid review and document analysis of the US and Canadian open-access literature. *Harm Reduction Journal*, 14(1), 14-30. <https://doi.org/10.1186/s12954-017-0158-x>

Worcel, S., Burrus, S., & Finigan, M. (2008). *Study of substance-free transitional housing and community corrections in Washington County, Oregon* (Report No. 225802). National Institute of Justice. <https://www.ojp.gov/pdffiles1/nij/grants/225802.pdf>

Appendix A

Multi-agency data-sharing agreement

Data-Sharing and Usage Agreement

Hayward Navigation Center Program Evaluation

Term of Agreement: May 3, 2021 to May 15, 2023

	Data Provider I	Data Provider II
Data Provider Name	Bay Area Community Services (BACS)	Hayward Police Department (HPD)
Contact Name	Jonathan Russell	Sgt. Faye Maloney
Contact Phone #	[REDACTED]	510-293-7272
Contact Email	[REDACTED]	[REDACTED]
Data Set Name/Contents	Justice-involved participant name, date of birth, personal file number (PFN)	Contacts and arrests with dates and reasons/charges for justice-involved participants
Website	https://www.bayareacs.org/	https://www.hayward-ca.gov/police-department

	California State University East Bay (CSUEB) and California State University East Bay Foundation, Inc. (CSUEBF)	City of Hayward (COH)
Primary Contact for Data Request	Dr. Michelle Rippy	Data Receiver: Dr. Amy Cole-Bloom
Primary Investigator	Dr. Michelle Rippy	Primary contact: Dr. Amy Cole-Bloom
CSUEB Department/College	Criminal Justice / College of Letters, Arts, & Social Sciences	Phone: [REDACTED]
Address	25800 Carlos Bee Boulevard; Hayward, CA 94542	777 B Street, Hayward, CA 94541
Phone	[REDACTED]	[REDACTED]
Email	[REDACTED]	Alternative Contact: Jessica Lobedan

This Agreement established the terms and conditions under which California State University East Bay (CSUEB), California State University East Bay Foundation, Inc. (CSUEBF), Bay Area Community Services (BACS), the Hayward Police Department (HPD), and the City of Hayward (COH) can acquire and use data from the other party. Any party may be the provider of data to the other or a recipient of data from another.

1. **Purpose.** The purpose of this Agreement is to outline data sharing across multiple entities for the purpose of the evaluation of the Hayward Navigation Center Program, under a Proposition 47 grant for justice-involved individuals. The data will be used and disclosed only to track state and locally defined recidivism rates of justice-involved participants of the Hayward Navigation Center. Except as otherwise specified in this agreement, the data shall only be used by the recipient organization(s) and under the direction of the designated recipient or others working under the designated recipients' direct supervisors.
2. **Duration.** The Agreement's duration is from March 3, 2021, to May 15, 2023, or until terminated by any party.
3. **Data flow.** The data provided by the BACS includes personally identifiable information of name, birth date, and personal file number (PFN). The data is shared from BACS to CSUEB, with CSUEB providing the identifiable data to HPD to obtain individual information on law enforcement contact and arrest data, including the date of contact and/or arrest. The data provided by HPD will be shared with CSUEB for data analysis and providing de-identified and aggregate data to the COH for program reporting purposes.
4. **Frequency.** Data sharing will occur in the following frequency:

Agency	Information Needed	Report Type	Due Date
BACS	Justice-involved person's name, date of birth, PFN (if known), and date admitted to the program, from the start of the program to December 31, 2020. Data provided to CSUEB.	Annual Recidivism Report	March 8, 2021
HPD	Contacts and arrest data, with dates and charges. Data provided to CSUEB.	Annual Recidivism Report	March 26, 2021
CSUEB	De-identified and aggregated data for grant recidivism reporting. De-identified data provided to COH.	Annual Recidivism Report	March 30, 2021
BACS	Justice-involved person's name, date of birth, PFN (if known), and date admitted to the program from January 1, 2021, to April 30, 2021. Data provided to CSUEB.	2-Year Report	May 14, 2021
HPD	Contacts and arrest data, with dates and charges. Data provided to CSUEB.	2-Year Report	June 15, 2021
CSUEB	De-identified and aggregated data for 2-year preliminary evaluation report and grant recidivism reporting. Data provided to COH.	2-Year Report	July 15, 2021
BACS	Justice-involved person's name, date of birth, PFN (if known), and date admitted to the program from May 1, 2021, to December 31, 2021. Data provided to CSUEB.	Annual Recidivism Report	January 14, 2022
HPD	Contacts and arrest data, with dates and charges. Data provided to CSUEB.	Annual Recidivism Report	February 15, 2022

BACS	Justice-involved person's name, date of birth, PFN (if known), and date admitted to the program from January 1, 2022, to February 28, 2023. Data provided to CSUEB.	Final Local Evaluation Report	March 15, 2023
HPD	Contacts and arrest data, with dates and charges. Data provided to CSUEB.	Final Local Evaluation Report	April 10, 2023
CSUEB	De-identified and aggregated data for 2-year preliminary evaluation report and grant recidivism reporting. Data provided to COH.	Final Local Evaluation Report	May 2023

5. The confidentiality of data pertaining to all individuals will be protected as follows:
 - a. Personally identifiable data shared between parties will be completed through a secure process of using the Google Drive system on the CSUEB server.
 - b. Data recipients will not publicly release any identifiable personal information for reports that can reveal the identity of the individuals.
 - c. Under no circumstance shall personal data be processed in any way that is unsecure or left unattended. It is the responsibility of the sender to ensure that the method is secure and that they have the correct contact details for the receiver.
 - d. All parties shall comply with all Federal and State laws and regulations governing the confidentiality of the information that is the subject of this Agreement.
 - e. Data recipients will not release data to a third party without prior approval from the data provider.
 - f. Data will not be used for commercial purposes.
6. Data security and retention. The data will be securely shared through CSUEB's encrypted Google Drive format, with separate folders for each entity controlled by CSUEB's principal investigator. The data will be stored for 3 years after the end date of the project in accordance with CSUEB's data retention policy.
7. Termination. CSUEB, BACS, HPD, and COH may terminate this Agreement at any time by mutual written consent with the following conditions: (a) On sixty (60) days written notice or (b) Immediately upon a material breach for good cause. Upon notice of termination, CSUEB shall have sixty (60) days to return, delete, or destroy any digital copies of confidential data from all storage media to which they might have been copied.
8. Publications/Reports. All entities agree that de-identified information can be the source of publication of reports and academic articles using the data provided by BACS and HPD in accordance with customary and ethical academic practices.
9. Indemnification. Each party shall indemnify, protect, defend, and hold harmless the other, including its officers, agents, and employees from any and all claims, losses, suits, or liability (including reasonable attorney's fees for damages or costs resulting from the other party's negligence from and against any all claims, suits, allegations, judgments, actions, liabilities, losses, damages, costs, and expenses (including, without limitation, reasonable attorney and expert witness fees) for injury, loss, or damage of any kind caused by or arising from, or alleged to have been caused by or arising from the other party's negligence, or material

breach of this contract, while performing under this Agreement. This section shall survive termination, cancellation, or expiration of this contract.

BACS:	 <u>Jamie Almanza (Mar 9, 2021 09:00 PST)</u> <i>Signature of authorized representative</i>	<u>Jamie Almanza, CEO</u> <i>Printed Name & Title</i>	<u>Mar 9, 2021</u> <i>Date</i>
HPD:	 <u>F. Maloney (Mar 10, 2021 16:29 PST)</u> <i>Signature of authorized representative</i>	<u>Faye Maloney, Sergeant</u> <i>Printed Name & Title</i>	<u>Mar 10, 2021</u> <i>Date</i>
COH:	 <u>Anshuk Agarwal /for MSL/ (Mar 11, 2021 18:13 PST)</u> <i>Signature of authorized representative</i>	<u>Michael Lawson, City Attorney</u> <i>Printed Name & Title</i>	<u>Mar 11, 2021</u> <i>Date</i>
COH:	 <i>Signature of authorized representative</i>	<u>Kelly McAdoo, City Manager</u> <i>Printed Name & Title</i>	<u>Mar 11, 2021</u> <i>Date</i>
COH:	 <u>Miriam Lens (Mar 12, 2021 07:39 PST)</u> <i>Signature of authorized representative</i>	<u>Miriam Lens, City Clerk</u> <i>Printed Name & Title</i>	<u>Mar 12, 2021</u> <i>Date</i>
CSUEB/F:	 <u>Jon Medwin (Mar 12, 2021 11:36 PST)</u> <i>Signature of authorized representative</i>	<u>Jon Medwin, Dir. Procurement</u> <i>Printed Name & Title</i>	<u>Mar 12, 2021</u> <i>Date</i>