



City of Hayward Proposition 47
Final Report
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UNIVERSITY
E A S T B A Y

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Executive Summary

“Thanks to the Hayward Navigation Center, I now have an apartment, and I was blessed to be a part of God and work with First Presbyterian Church in helping the community grow and the homeless get the help they need to get back on their feet and live a happier life.” - Hayward Navigation Center Participant

Project Purpose

Homelessness is a multifaceted issue, which has been 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 2022 point-in-time count showed a 21.77% reduction in homelessness in Hayward, dropping to a five-year low of 381 persons. Of these persons, 114 were sheltered, down from 115 in 2019 (0.87% decrease), and 267 were unsheltered, down from 372 in 2019 (28.23% decrease). During the same time period, homelessness in Alameda County rose 21.50% to 9,747 persons, up from 8,022 in 2019, with 2,612 in shelters (52.75% increase) and 7,135 unsheltered (13.04% increase). Of those who were found to be unsheltered, 4% of the unsheltered in Alameda County resided in Hayward. All persons sheltered in Alameda County were in emergency shelters (Everyone Home, 2022b).

The City of Hayward conducted a resident satisfaction survey in October 2021 to determine perceptions of responsiveness and services provided by the City of Hayward, quality of life concerns, and priorities of residents. The survey was a sample of 914 residents, with 70% believing that homelessness is an extremely serious problem. The concern rose from 60% in 2019. Homelessness was cited as the most concerning problem, with the cost of housing noted as being extremely serious as cited by 65% of respondents, up from 60% in 2019. General crime concerns were determined to be extremely serious by 58% of respondents, up 9% from 2019. Homeless services had polarized responses, with 44% of residents being totally dissatisfied with how the City was providing services to homeless residents, while 31% were totally satisfied. One-quarter of surveyed residents who felt unsafe in the City wanted homelessness and encampments addressed, while 51% wanted more police presence, and 5% wished to prioritize mental illness and awareness services (City of Hayward, 2021).

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). Point-in-time data for 2022 did not reflect recent interactions with the justice system (Everyone Home, 2022b).

With the increase in the homeless population, 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 (BSCC, 2021). 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 2020, an additional residential dormitory building was placed on-site to allow for an increased capacity of up to 33 beds. In addition to intensive case management, participants 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 was 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 only 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 the 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. Recruitment of participants 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). By early 2023, all HPD officers were

LEAD trained, with those working in the Downtown area and on homeless projects also receiving advanced diversion training.

The Prop 47 Grant created the Hayward Navigation Center Prop 47 Local Advisory Committee (LAC), which meets quarterly in a virtual space. 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, 2021a). The LAC met semi-regularly until June 2022.

The HNCP47 project has five goals, which are participant-centered around holistic care. Table 1 outlines the goals and their progress. 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 participant 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.	Met goal – 100% of Hayward Police Officers were trained in LEAD diversion. All officers assigned to encampment areas and specialty homeless teams also finished diversion education.

Goal 2 – Coordination	
Objective	Status
Coordinate wrap-around services through extensive case management and assistance.	Met goal – 98.9% of participants received mental health, substance abuse disorder, or diversion assessments. 77.1% attended mental health treatment, with all completing treatment. 54.3% of participants received substance abuse disorder treatment, with 5.9% completing treatment. 95.2% of participants attended diversion treatment, with 86% completing treatment. 97.3% received case management, 96.8% received basic necessities, 94.1% received housing services, 92.0% received food assistance, 85.6% received social services, 75.5% received transportation services, 67.0% received employment services, 46.3% received legal services, and 27.1% received educational services.
Goal 3 – Provide housing	
Objective	Status
Provide immediate interim housing.	Goal not achieved – The COH and BACS created data collection tools to better track the length of time between initial referral and placement at HNCP47. An outreach referral form was created, which generated 238 referrals from February 2021 to the end of the grant cycle, including referrals from the HPD and COH employees. Based on BACS end of grant period tracking, of the 153 Prop 47 participants who received services from February 2021 to February 15, 2023, 39 were moved into HNCP47 within 14 days (25.5%). Quarterly data submitted to the BSCC was based on enrolled participants, 74.5% of whom enrolled at the HNCP47 site within 14 days, with another 9.7% housed in the Annex prior to HNCP47. The goal was for 70% of referrals to receive service within 14 days.

Goal 4 - Transition to Permanent Housing	
Objective	Status
Transition individuals (75%) to permanent housing.	<p>Goal not achieved – Of the 188 participants, 32 are still receiving services and 3 were noted as being deceased, resulting in 153 participants who exited HNCP47 per BACS. Of these exits, 69.9% exited to permanent housing, including client rental with subsidies, living with family/friends permanently, or own their residence. Another 12.4% exited to an emergency shelter or hotel paid for by the shelter, 2.0% exited to a substance abuse treatment facility, 2% exited to a hospital or psychiatric hospital, 0.7% left and were not reachable, and 12.4% exited to other destinations.</p> <p>While the goal of 75% of exits to permanent housing was met, there was a 69.9% rate of exits to permanent housing, and there was a 12.7% increase in exits to permanent housing from 2021 to 2023, despite challenges identifying safe permanent housing options during the COVID-19 pandemic.</p>
Goal 5 – Reduce recidivism	
Objective	Status
Reduce recidivism of individuals who participate in the Navigation Center.	<p>Met goal – Using the BSCC definition, 0% of participants recidivated. Using the City of Hayward definition, 9.6% of participants recidivated, with an average time from exit to recidivism being 173 days (nearly 6 months). The goal was 50% of clients to not re-offend after a year, and 70% will not re-offend by the end of the program.</p>

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 and accept referrals with a reduced number of participants 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 allowed for the best service for participants.

- **All participants 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 participants received temporary housing. Almost all participants (98.9%) received mental health, substance use, or diversion assessments. Nearly 70% of participants who finished the program are in permanent housing, reflecting positively on the wrap-around services provided. BACS had a program manager and twelve case managers on-site at the Hayward Navigation Center to organize and provide services.
- **HMIS data completion.** All Homeless Management Information System (HMIS) entries and exits were completed within 72 hours for all participants. 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 participant destinations (HUD Exchange, 2017).
- **Implementation.** The HNCP47 program model was implemented as designed, and 188 participants were served during the 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.
- **Positive participant experience.** Through participant interviews, HNCP47 clients had a positive experience through the referral and transitional housing process. Participants felt safe and supported by BACS staff and outlined the quality of the facilities and programs available to them.
- **Reduction in homelessness.** The 2022 point-in-time (PIT) count showed a 21.8% decrease in homelessness in the City of Hayward, while there was a 21.5% increase in the overall Alameda County homeless population (Everyone Counts, 2022a; Everyone Counts, 2022b). The HNCP47 program was one of several important investments made by the City of Hayward that helped contribute to the reduction in homelessness in Hayward.
- **Low recidivism rates.** The local definition of recidivism, including when an arrest was made for a new crime, was 9.6%. The BSCC definition of recidivism, including prosecution for a new crime, was 0% for all participants. The average recidivism rate within three years of release from prison is 68% (Alper et al., 2018), with crimes being up to 514 times more likely to be committed by those who are homeless when compared to the non-homeless population (San Diego County District Attorney's Office, 2022).

Conclusion

There were 188 Prop 47 participants at the HNCP47 during the evaluation time. The recidivism rate using the BSCC definition of a new misdemeanor or felony conviction within three years of release from services was 0%, compared to the average recidivism rate after three years of

release from prison at 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 9.6%, which is a seventh of the average recidivism rate. In addition to the 69.9% of people who exited HNCP47 to permanent housing, 91.8% who entered with full-time employment maintained the status upon exit, and 100% 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 participants received assessments to properly determine treatment paths and were provided wrap-around services along with housing navigation. Federally required data was entered into the HMIS system within 72 hours for all participants. Stakeholders continue to meet biweekly to determine progress, update implementation plans, and provide insight on how best to serve HNCP47 participants. In interviews, participants reported overall satisfaction with the services they are provided, with the hopefulness of being placed into permanent housing while maintaining sobriety.

Program Background

“My goals are to grow and be a better person and to one day own my own house, and continue to [do] good deeds in my community and help others achieve a better life.” - Hayward Navigation Center Participant

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 by 23%, and, as of 2019, the City of Hayward had 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), which opened in November 2019. The 2022 point-in-time (PIT) count showed a 21.8% decrease in homelessness in the City of Hayward, while there was a 21.5% increase in the overall Alameda County homeless population (Everyone Counts, 2022a; Everyone Counts, 2022b), showing the potential impact HNCP47 had within Hayward.

Local data suggests a strong link between homelessness and justice involvement, with the Hayward Police Department (HPD) responding to 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% cite 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 clients 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 with 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 clients 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 provided quarterly updates to the LAC, who used their diverse

experiences and expertise to aid in problem-solving, facilitated resource identification, and promoted implementation fidelity for the program model.

Program Management

Interagency Collaboration

The City of Hayward, HPD, and BACS 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 well-being of participants 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 continued to occur to ensure the needs of participants and stakeholders continued 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 participants. 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 took place as scheduled in 2021. The LAC was scheduled to meet quarterly in January, April, July, and October, with the meetings open to the public with links available to the virtual meetings (City of Hayward, 2021a). The last LAC meeting occurred on June 9, 2022, with the remainder of the 2022 and 2023 meetings being canceled. Regular participants included 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 to reduce homelessness, use of a racial equality lens for future homeless-related programs, objectives of training HPD personnel on LEAD, and a review of disaggregated participant information.

Training & Referrals

"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

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. The District Command division is located in downtown Hayward and focuses on community policing

in an accessible location to support the local neighborhoods (Hayward Police Department, 2023). The training created by District Command sergeants included step-by-step processes for referrals, 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 clients or difficult situations.

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 early 2023, all HPD officers were trained in LEAD, with District Command-based officers receiving additional training. Through LEAD, HNCP47-eligible participants can be diverted to the Navigation Center for housing navigation and wrap-around services.

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 the tracking of diversion suggestions, acceptances, and declines.

Services Provided

BACS provides extensive intake assessments to determine the applicability of all available services. All participants 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 a 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 an increase in self-sufficiency (Worcel et al., 2008).

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 participants?
- 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 participants 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 participants.

The initial design was to complete semi-structured interviews and/or focus groups with HPD personnel, BACS personnel, and HNCP47 participants for the qualitative component. The

quantitative aspect, tracking participants 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 participant 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.

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 and received approval for an IRB modification to transition the semi-structured interviews and/or focus groups to surveys. The two-year report included semi-structured interviews from HNCP47 participants, BACS personnel, and HPD personnel in July 2021. The evaluator was on-site meeting with HNCP47 participants in July 2021 and participated in a non-intrusive tour of the facility. Due to communication challenges with obtaining participant and personnel information from BACS, surveys were sent to HNCP47 participants, BACS personnel, and HPD personnel in April 2023, with a 100% response rate from all divisions.

Of the four officers and one sergeant who work in HPD's District Command, all completed the survey request (100% response rate). HPD personnel had an average tenure of 11.3 years, and all personnel had personally completed referrals to HNCP47. The four officers and sergeant completed over 220 referrals, mostly unique, to HNCP47 since its inception.

Of the 14 BACS employees at HNCP47, all responded to the survey (100%). The average tenure at BACS is 1.75 years for respondents. There were 12 residential counselors and two care coordinators who participated in the survey. All respondents showed familiarity with the intake process and services provided to participants.

Four current Prop 47 participants agreed to participate in a survey and received a \$50 Safeway e-gift card at the start of the survey as an incentive for their time (100% response rate). The participants were referred by friends (50%), local churches (25%), and social workers (25%), with an average tenure of 5.25 months at HNCP47. All participants cited they felt well-supported and prepared to leave HNCP47.

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 participant demographics and information, with the participant agreeing to share their data for evaluation

purposes. BACS provided participant 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 participants. The spreadsheet was shared with a non-sworn member of HPD to conduct a records check and report findings. The data was then 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. Accurint, 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.

While collecting the final participant data in 2023, it was learned that multiple participant data discrepancies were present in earlier data and housing timeline data. There were 36 participants from 2021 to 2023 that were not present on the data-tracking SmartSheet hosted by BSCC and nine participants who were present on the SmartSheet but were not part of Prop 47. Changes were made to the final SmartSheet recidivism data submission, though earlier submissions from 2021 and 2023 were not able to be edited, reflecting incorrect data and statistics. Relevant progress report data was also updated. BACS cited staffing changes at HNCP47 as the reason for the data discrepancies.

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 participants, 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 participants and BACS personnel
Reduced Homelessness	
Outcome Measure	Data Source
Reduction in the number of homeless individuals in Hayward	Hayward Point-In-Time (PIT) Homeless Report (2019, 2022)
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

The HNCP47 opened in November 2019 and accepted its first Prop 47 participant in late November 2019. A few months after opening HNCP47, the COVID-19 global pandemic struck, and housing limitations were placed for the safety of the participants 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 participant 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. For the first six months of implementation, there was no consistent tracking of the number of referrals and days from referral to placement. BACS instituted a tracking system starting in February 2021 for continued outreach to unhoused persons. The tracking system recorded 238 referrals from February 2021 through the end of the grant cycle. Throughout the grant period, tracking of the timeline between referral to the HNCP47 and enrollment at the HNCP47 was inconsistent and resulted in unresolved discrepancies. BACS and COH staff continue to build out this tracking tool and train staff on its use as the grant period concludes.

The Continuum of Care's PIT count of individuals experiencing homelessness was not completed in 2021 due to the pandemic, though it was completed in February 2022 (Everyone Counts, 2022b). Other limitations include the lack of contact and arrest record access with other local law enforcement jurisdictions outside of Hayward, especially for the HNCP47 participants

entering in 2023, as there may be a delay with records tracking in Accurant and publicly available records.

Evaluation Results and Discussion

The evaluation results and discussion section 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 bed and moved into the program within 14 days	BACS reporting data in HMIS	Goal not achieved – The COH and BACS created data collection tools to better track the length of time between initial referral and placement at HNCP47. An outreach referral form was created, which generated 238 referrals from February 2021 to the end of the grant cycle, including referrals from the HPD and COH employees. Based on BACS end of grant period tracking, of the 153 Prop 47 participants who received services from February 2021 to February 15, 2023, 39 were moved into HNCP47 within 14 days (25.5%). Quarterly data submitted to the BSCC was based on enrolled participants, 74.5% of whom enrolled at the HNCP47 site within 14 days, with another 9.7% housed in the Annex prior to HNCP47. The goal was for 70% of referrals to receive service within 14 days.
Perceptions of facilitators and barriers to successful enrollment into the program or connection to other appropriate sources	Qualitative data from HNCP47 participants, BACS, and HPD personnel	Met goal - All participants interviewed, and a general consensus of BACS and HPD personnel, was that enrollment of participants went well and that collaboration improved throughout the grant cycle. 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	<p>Goal not achieved – Of the 188 participants, 32 are still receiving services and 3 were noted as being deceased, resulting in 153 participants who exited HNCP47 per BACS. Of these exits, 69.9% exited to permanent housing, including client rental with subsidies, living with family/friends permanently, or own their residence. Another 12.4% exited to an emergency shelter or hotel paid for by the shelter, 2.0% exited to a substance abuse treatment facility, 2% exited to a hospital or psychiatric hospital, 0.7% left and were not reachable, and 12.4% exited to other destinations.</p> <p>While the goal of 75% of exits to permanent housing was met, there was a 69.9% rate of exits to permanent housing, and there was a 12.7% increase in exits to permanent housing from 2021 to 2023, despite challenges identifying safe permanent housing options during the COVID-19 pandemic.</p>
Exits to known destinations	BACS reporting in HMIS	<p>Goal not achieved - 100% of participant exits are tracked, with 99.3% exiting to known destinations, nearing the 100% goal.</p>
Perceptions to facilitators and barriers to successful service provision and exits to stable housing	Qualitative data from HNCP47 participants and BACS personnel	<p>Met goal - HNCP47 participants expressed frustration with the long housing placement process, but recognized their unique situation and that their case managers were actively seeking housing. Participants felt that BACS was short-handed but worked hard to ensure they were cared for. BACS personnel felt that more personnel and increased communication with housing coordinators can increase housing placement and that they work as a team to best serve their clients.</p>

Reduced Homelessness		
Outcome Measure	Data Source	Status
Reduction in the number of homeless individuals in Hayward	Hayward Point-In-Time (PIT) Homeless Report	Met goal – There was a 21.8% reduction in homelessness per the PIT report from 2019 to 2022. This includes a 0.9% reduction in sheltered homeless and a 28.23% reduction in unsheltered homeless.
Reduced Justice Involvement		
Outcome Measure	Data Source	Status
Reduction in police contacts and arrests	HPD Data	Inconclusive - HPD arrested 413 people and cited 139 people in 2020 who self-identified as homeless. HPD had 856 contacts with unhoused individuals in 2021 and 1872 contacts in 2022. Arrest and citation data was not available from HPD at the time of this report.
Reduction in recidivism	HPD Data, Accurant, Bay Area Court records	Met goal - 0% recidivism based on BSCC's definition. 9.6% recidivism rate based on the local definition. The average national recidivism is 68%.

Outreach, Engagement, and Diversion

Implementation & Collaboration

“It has had its moments, but over the last year and a half, it has been seamless. We work directly with the intake person at BACS, and it has made all the difference in the world.” - Hayward Police Officer

The implementation of HNCP47 occurred on schedule and within three months of receiving Prop 47 grant funding. HNCP47 opened in November 2019, and 15 clients were served during the first quarter. Collaboration of services across a treatment system is vital for participant 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 until June 2022 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 participant homelessness (Bray & Link, 2014; Guarino, 2014). All of the aforementioned services are provided at HNCP47, with all participants 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 twelve residential counselors and two care coordinators on-site that are available to provide support, encouragement, and care, something confirmed by both current HNCP47 participants in their surveys.

Outreach

“I have noticed the people who are accepting services and are serious about getting housing, they are able to go through the process without any issues and are no longer struggling on the streets.” - Hayward Police Officer

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

Due to the COVID-19 global pandemic, no HNCP47 participants were accepted in Q2. Q2 and Q3 required decompression of participants 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. The recreational vehicles were removed in Spring 2021, and HNCP47 returned to a 45-bed capacity with maintained social distancing protocols. After COVID-19 restrictions were lifted, the average nightly occupancy rate was 38 participants, showing an 84.4% average nightly occupancy.

During the reporting period from August 15, 2019, to February 15, 2023, there were 188 Prop 47-related participants served at HNCP47. Participants were generally an Black/African American or Hispanic men with an average age of 43 years of age and the highest level of education of a high school diploma. More specific demographics are present in Table 4. To protect the identities of participants, any subgroup with a number smaller than five was removed or combined with other groupings.

Table 4
Participant Demographics

Age	Frequency	% of total
20-29	24	12.8%
30-39	58	30.9%
40-49	48	25.5%
50-59	41	21.8%
60+	17	9.0%
Gender		
Male	29	64.44%
Female	13	28.89%
Non-binary/third gender/declined	3	6.67%
Race/Ethnicity		
Black or African American	103	54.8%
Hispanic, Latino, or Spanish	33	17.6%
White	33	17.6%%
Native Hawaiian/Pacific Islander or American Indian/Alaskan Native	7	3.7%
2+ races/ethnicities	9	4.8%
Asian - Chinese or Other	3	1.6%
Level of Education Completed		
High school graduation or GED	149	79.3%
Some college & college graduate	24	12.8%

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 resource system. A new referral form for potential HNCP47 participants 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, were Downtown Hayward, Weekes Library and Park, and the Skywest Golf Course. Individuals who are not residing near the three priority areas were 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.

The referral form was used by community groups, churches, COH employees, HPD and Hayward Fire Department personnel, and others. There were 238 referrals made from February 2021 to the end of the grant period, including nine participants who ultimately received services at HNCP47. There did not appear to be consistent additions to the form, and some referrals did not have names available, but provided locations where people were unsheltered in Hayward to allow the BACS Outreach Team to follow up. BACS’s cumulative totals from the referral tracker at the end of the grant period showed that 153 people received services at HNCP47 from February 2021 to February 15, 2023 and 39 received services within 14 days (25.5%). This differs from quarterly tracking reported to the BSCC, as the data provided during that time was only for individuals who enrolled at the HNCP47. Through process of completing this final evaluation report, COH staff, BACS, and the evaluator identified this inconsistency and will adjust the data tracking done moving forward, as COH staff and BACS are committed to continued evaluation of the program after the grant period ends. Of the individuals enrolled in the program, 108 received services within 14 days (74.5%), with 14 more participants (9.7%) housed in the Annex prior to moving to HNCP47. The goal was for 70% of participants to receive services within 14 days was found to be inconclusive due to the discrepancy of metrics between BACS and the COH.

A BACS outreach coordinator noted that adequate outreach services are provided to participants. Outreach from BACS includes assisting partners by gathering and obtaining important documentation and assisting participants with finding jobs and housing. As an improvement to the current practices, the coordinator felt that having more individualized spaces available for participants, as opposed to congregate settings, can assist with overall success.

All HPD officers and sergeants were trained in the LEAD program by early 2023. HPD District Command officers and sergeants had additional diversion training. HPD personnel surveyed noted the strengths of HNCP47 being that there are reasonably successful exit rates with similar local Navigation Centers, as well as providing participants 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 that homeless persons cannot be charged for sleeping on public property if there are no adequate alternatives. Police personnel found that referrals were slowed by HNCP47 beds being taken by individuals from outside of Hayward, requiring unhoused Hayward residents to be placed into hotels without all services available. HPD requested priority referrals and reserved beds for unhoused Hayward residents to ensure the Hayward community was served on a more immediate timeline. With the movement of persons experiencing homelessness around the county, it can be challenging to guarantee that all persons receiving interim housing at HNCP47 are from Hayward, though Hayward residents continued to be the target population for outreach services in high-risk areas.

HPD personnel noted multiple complaints from unhoused individuals who want services from HNCP47 but are concerned about the lack of structure and rules at HNCP47, citing they preferred to be on the street until the conditions improve at HNCP47. BACS provided some additional insight, confirming that HNCP47 is a low-barrier program and designed for harm reduction. Policies at HNCP47 do not allow for drugs or alcohol use on site, but HNCP47 is not operated as a correctional facility with regular bag checks. BACS noted that they enforce all rules and regulations but do complete random dormitory checks to remove and discard items that are not within policy. HPD noted that they have worked with BACS to remove clients who are causing issues or committing crimes, with issues requiring HPD assistance occurring on an irregular basis. HPD confirmed that they have worked to build relationships with BACS staff to assist with supporting their efforts and assisting with safety at HNCP47.

All HPD surveyed personnel referred unhoused individuals to the Hayward Navigation Center, with an average of 44 referrals completed each, with most referrals being unique. When asked how referrals are chosen, all HPD respondents noted referrals being made to all unhoused individuals, while one confirmed the potential participant had to have some type of income to be accepted. HPD personnel noted the important resource HNCP47 is to the unhoused community, especially when referrals are received and processed in a timely manner. HPD respondents noted that many people do not want services, the shared room concept, and safety concerns at HNCP47 due to lack of structure and enforced rules. One HPD officer noted how much smoother the referral process has been for the past year and a half, and another noted how responsive BACS has been to their referrals. HPD staff noted that having dedicated beds for District Command could be helpful, as well as the several-week timeline for potential participants to receive housing. One officer stated that the process works by having the right people in the right jobs, both with BACS and HPD, with a focus on multi-agency communication to provide the best

outcomes for unhoused Hayward residents. 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 participants surveyed felt that life at HNCP47 was well managed, and they felt supported by BACS staff. One participant cited that HNCP47 staff were short-handed, but they tried their hardest to accommodate participants, making the experience great. Three of four participants listed BACS staff as the best part of the HNCP47 experience.

Engagement

“The intake process is good overall, but participants entering the program [are] not getting a clear understanding of what is required of them in the program.” - BACS HNCP47 Staff Member

Upon arrival to HNCP47, BACS staff enters 100% of participants 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 maintained a nightly occupancy rate of 90%, except for during transition periods of navigating COVID-19 and adding and then removing recreational vehicles. During periods where capacity was restricted due to state or local social distancing requirements, the occupancy rate was calculated based on the reduced occupancy cap. HNCP47 added a third residential trailer in 2021, expanding occupancy by one-third despite ongoing COVID-19-related capacity restrictions. Once COVID-19 restrictions were lifted, the average nightly occupancy rate was 84.4% (38 participants), which is below the 90% occupancy goal.

BACS personnel are present onsite at HNCP47 24 hours per day, seven days per week. BACS personnel had mixed feelings about the intake process, stating that it is all over the map, mediocre at best and that it has improved significantly. One staff member stated that participants in the program are not getting a clear understanding of what is expected of them in the program, while others noted there should be a mental check in the intake process and that staff should have more discretion regarding who will be a good fit for the program. Without having more say as to who should participate with HNCP47, staff stated that they cannot properly support clients who cannot adhere to the rapid rehousing program. A better screening process is believed to determine if outside referrals are ready for the HNCP47 programming, as they have a lot of drop-outs from the program who were not prepared for the housing program requirements. BACS staff also noted that there needs to be a prescribed way to complete intakes and receive referrals, including calling and scheduling intakes, with another staff member requesting better tracking to show when a client has not met the year mark and is able to return for services. Suggestions were made to update policies to require clearly explaining expectations of the program to participants, add procedures on where to house clients with animals due to allergies of others, and have a mental health check in the intake process so staff are aware of who they are working with.

Despite any challenges staff faces, BACS personnel consistently noted that they do their best to assist clients and support their success in their housing and job goals.

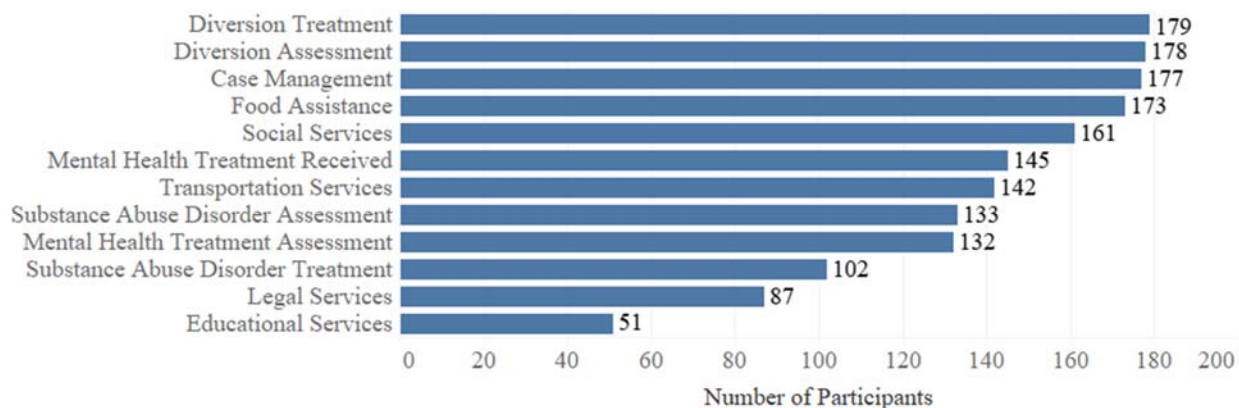
Service Provision & Diversion

“I feel like clients know that they can come to us for anything, and we either help them directly or point them in the direction for help.” - BACS HNCP47 Staff Member

A key element of the HNCP47 model is its wrap-around services, which emphasize goal setting for participants. During the reporting period, 98.9% of participants expressed having a housing goal (186), and 12.4% had or were unsure about an educational goal (23). For services, 70.2% received an assessment for mental health (132), with 77.1% of participants receiving mental health treatment (145) during the evaluation period. A vast majority of participants received a diversion assessment (94.7% or 178), and 95.2% received diversion treatment (179). For mental health and diversion assessments and treatments, the care provider recorded more treatments being received than assessments being made. There were 70.7% of participants who received a substance abuse disorder assessment (133), and 54.3% completed treatment (102). Nearly all participants received case management (97.3% or 183), basic necessities (96.8% or 182), housing assistance (94.1% or 177), and food assistance (92.0% or 173). There were 85.6% of participants who received social services (161), 75.5% received transportation services (142), 46.3% who received legal services (87), and 27% received educational services (51). The services provided are shown in Figure 1.

Figure 1

Services Provided to HNCP47 Participants



Initially, under-reported data showed that only one Prop 47 participant received mental health or substance use services. A 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. Following the first few quarters of implementation and technical

assistance from 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 HNCP47 participants 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 participants, all Prop 47-related participants are managed by the Re-Entry Team to improve behavioral health service engagement.

HNCP47 participants received multiple services from the Center, with all receiving housing program assistance (100%). Two participants received benefit assistance, food support, mental health services, and health services (50%), and one received job support and substance abuse services (25%). All participants cited a positive experience at HNCP47, primarily due to staff support and food assistance. All participants found housing programs to be of the most assistance to them (100%), with two citing job support (50%), two citing benefits assistance (50%), and two citing food support (50%). The negative components were that BACS staff were short-handed, but were doing their best to provide support (25%), needing more assistance after moving out of HNCP47 (25%), and having more washers and dryers (25%), with one person citing nothing negative (25%). Overall, participants were complimentary of the services and support received at HNCP47.

Staff at HNCP47 felt that services were being adequately provided to participants (78.6% or 11), with 21.4% being unsure or disagreeing that services were adequately provided (3). Staff stated that they work together as a team to provide services and promote success, including significant efforts by staff to ensure all client needs are met. Staff also mentioned that providing services can be challenging since all clients are accepted no matter their goals or drug-related issues, while mentioning that pushback from management increases challenges to providing services. HNCP47 staff mentioned that they tend to go out of their job descriptions to support participants, and additional policy updates can improve staff success in their roles.

Safety

BACS and HPD personnel noted concerns about drug usage at the HNCP47, with one BACS employee stating that bag checks need to occur for the safety of staff and clients. The safety concerns from BACS were tied to discretion in intake for what is best for the client, which may not be temporary housing at HNCP47.

Victimization occurs at a higher rate among the homeless population than the general population, with studies showing a lifetime victimization rate of 73.7% to 87%, with victimization occurring more frequently in depressed women with a history of child abuse (Roy et al., 2014). In 2019, 33-41% of crime was reported to authorities (Morgan & Thompson, 2021), with reporting of crimes being less likely among those who are unhoused or justice involved. San Diego County

found that the homeless population is 19 times more likely to be murdered and 12 times more likely to be assaulted, and 9 times more likely to be sexually assaulted than the general population (San Diego County District Attorney's Office, 2022). Violent crime victimization in the general population is 6.6 victimizations per 1000 people 12 or older, with property crime occurring at a rate of 62 per 1000 people (Morgan & Thompson, 2021).

From the time HNCP47 participants started in the program to the end of the reporting period, there were 15 records of local crime victimization. The average age of the victim was 43.7 years, with six females and nine males being victimized. Thirteen of the victims were underrepresented minorities (86.7%). The crimes included eight violent crimes (53.3%) and seven non-violent crimes (46.7%). Violent crimes included assault with a deadly weapon, battery, assault, and sex crimes, while non-violent crimes included fraud, vandalism, car theft, and burglary. Five of the six women victims suffered from violent crimes (83.3%), while three men were violently victimized (33.3%).

There was an incident on-site at HNCP47 during the grant period when an HNCP47 participant utilized a privately made, unserialized firearm and shot another participant, resulting in non-life-threatening injuries. Law enforcement action was taken, and the victim received treatment for their injuries. As noted by staff at HNCP47, completing bag checks and following other safety measures can reduce the likelihood of weapons being brought to the HNCP47.

Substance abuse is cited as being a behavioral pattern common in the homeless population. A range of 20% to 40% of homeless individuals have both severe mental illness and substance abuse disorder (Roy et al., 2014). HPD personnel noted that when speaking with individuals experiencing homelessness in Hayward that some cite the inconsistent enforcement of rules and regulations at HNCP47, including drug usage, as a deterrent from their desire to participate in programming. During the grant period, four current or former participants died. All of the participants were male, with an average age of 39 years. Two participants died in Alameda County, with one being pronounced deceased at HNCP47 (Alameda County Coroner's Office, 2022b). Both deaths in Alameda County were due to drug toxicity with fentanyl and other drug involvement (Alameda County Coroner's Office, 2022a). Information on the deaths of the two participants outside of Alameda County could not be obtained.

The BACS staff may have experienced emotional trauma and safety concerns from having a shooting happen on-site and having a participant die in the dormitories. There were no additional criminal incidents or known drug toxicity-related incidents that occurred after the aforementioned situations. BACS staff highlighted the tension between a low-barrier, harm reduction model and ensuring a positive environment for all participants, as participant drug usage can disrupt the environment for those who are in recovery and trying to maintain a sober

living lifestyle. Instituting a strict bag check upon entry or mandatory storage of unchecked bags could improve participant and staff safety.

Housing Placements

“They have help looking for housing, also have support getting doc[s] ready, and once they are housed, they still have service provided.” BACS HNCP47 Staff Member

Of those who participated in the HNCP47 program, 55.9% completed all program requirements (105). The 2021 progress report reflected 91% of participants who completed the program requirements (49), showing a 38.6% reduction in program completion. There were 26.1% of participants who exited without completing requirements (49), 1.1% who are linked to services but not enrolled (2), and 17.0% who are currently active in the program (32). Participation status is shown in Table 5.

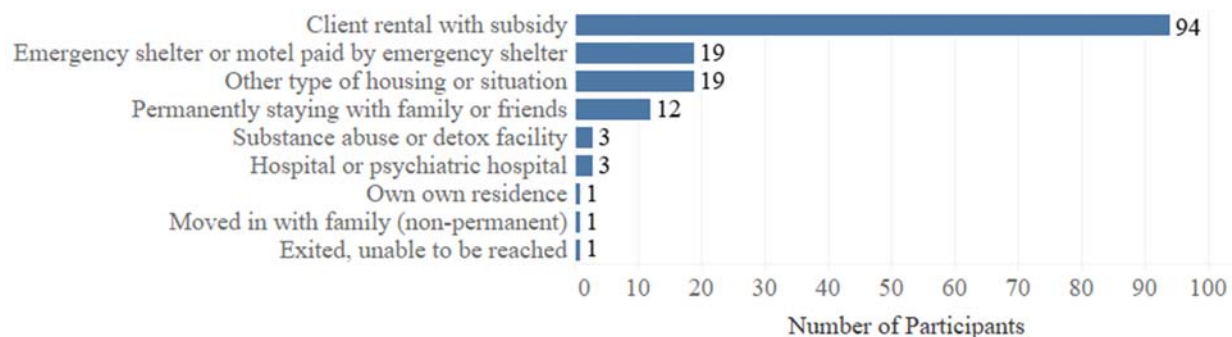
Table 5
HNCP47 Participation Status

Participation Status	Frequency	% of total
Completed program requirements	105	55.9%
Exited without completing program requirements	49	26.1%
Enrolled, active participant	32	17.0%
Linked to services but not currently enrolled	2	1.1%

There were 153 participants who exited HNCP47, excluding the 32 current participants and BACS records of three deaths. Of those who exited, 69.9% were in client rentals with subsidies (94), permanently staying with family or friends (12), or owned their own residence (1). Over 12% went to an emergency shelter or motel paid for by a shelter (19), and 12.4% moved into another type of housing or situation (19). Two percent of participants exited to a hospital or psychiatric hospital (3), and 2% exited to substance abuse or detox facilities. One participant moved in with family in a non-permanent status (0.7%), and 0.7% of participants left treatment and were not able to be reached. There was a 12.7% increase in exits to permanent housing from the 2021 report to the end of the grant period. The exit location of participants is graphically represented in Figure 2.

Figure 2

Exit Location of HNCP47 Participants



BACS personnel noted the types of services outlined that BACS provides include case management, stabilization clinics, counseling onsite, 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 participants, further citing that relationships are built to provide services and recognize other types of services available to assist participants even more. When asked what is going well at HNCP47, multiple employees cited the feeling of family in the residential program and confirmed that participants are served with all available services. For improvements, BACS personnel noted that more personnel and clearer communication can further assist employees in supporting participants, and others cited regular meetings between participants and housing coordinators to increase encouragement of placement. The BACS employee respondents had a strongly positive view of HNCP47 and its ability to provide services to build sustainable participant outcomes.

All HNCP47 who exited the program were tracked, and 100% had known housing destinations. Nearly 70% of participants exited to permanent housing, with 12.4% exiting to an emergency shelter or motel funded by an emergency shelter, possibly being eligible for permanent housing assistance in the future. Current participants understood the challenges of finding permanent housing and appreciated the work done to support them.

Reduced Homelessness

Due to COVID-19, the Point-In-Time (PIT) homeless count was canceled for 2021, with the PIT completed in February 2022. The last PIT report in 2019, completed by Applied Survey Research, showed a homeless population of 487 in the City of Hayward. The 2019 value is a 22.67% 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 had higher eviction rates and additional pushes to dismantle homeless encampments (Hoeven, 2021; Tobias, 2021). While rent assistance was available first through

Hayward's rental assistance program from May through December 2020, then through the County Emergency Rental Assistance Program (ERAP), delays in the distribution of ERAP payments 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.

The 2022 PIT showed a 21.5% increase in the Alameda County homeless population, with a 52.8% increase in sheltered housing and a 13.0% increase in unsheltered housing (Everyone Counts, 2022a). In contrast to Alameda County's rise in homelessness, Hayward's PIT showed a 21.8% reduction in overall homelessness, with a 0.9% reduction in sheltered housing and a 28.3% reduction in unsheltered housing (Everyone Counts, 2022b). While the reduction in homelessness cannot be directly tied to the services provided at HNCP47, it is clear that HNCP47 was part of the overall efforts to successfully reduce homelessness in the City of Hayward.

Reduced Justice Involvement

"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

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. In 2021, HPD had 856 contacts with people who identified as homeless, and 1872 contacts in 2022, reflecting a 118.7% increase in contacts in one year. HPD did not provide citation and arrest data for 2021 or 2022 to allow for additional comparison, leaving the goal of a reduction in arrests, citations, and contacts inconclusive.

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.

Similar to higher victimization rates in the unhoused population, homeless persons are more likely to be perpetrators of crime. A study in San Diego County showed that homeless individuals are 514 times more likely to commit arson, 222 times more likely to commit vandalism, 183 times more likely to commit residential burglary, 176 times more likely to commit robbery, and 130 times more likely to commit assault than housed individuals (San Diego County District Attorney's Office, 2022).

Given these issues, the City of Hayward opted for a broader local definition of recidivism, which includes arrests made for misdemeanors and felonies after the participants 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 participants 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 participants. Using the local definition of recidivism, 9.6% of participants were arrested for new crimes (18), 4.3% of participants received a citation (8), 3.2% had warrant arrests (6), 17.0% of participants had contact with the HPD in a non-arrest/citation situation (32), and 1.6% had dangerous animal hearings (3). New crimes included both misdemeanor and felony crimes, with arrests ranging from domestic violence to drug violations, assault with a deadly weapon, vehicle theft, and resisting arrest. Of the 18 participants who were arrested for new crimes, 83.3% were male (15), 11.1% were female (2), and 5.6% declined to provide a gender (1). Those who recidivated were mostly African American or Black (61.1% or 11), with an average age of 38 years. One participant was arrested in 2019 (5.6%), with 27.8% arrested in 2020 (5), 44.4% arrested in 2021 (8), and 22.2% arrested in 2022 (4). Three participants who were arrested for new crimes were also victims in other crime cases. The range of time from exit from HNCP47 to recidivism was 2 to 600 days, with an average of 173.7 and a median of 85 days.

Contacts with law enforcement are non-criminal based, as some HNCP47 participants were victims of crime, witnesses in criminal cases, had medical emergencies, or were having their mandated sex registrant status checked. The warrant arrests were not included in the larger umbrella of arrests, as the time frame from the participant 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
Participant Recidivism - Local Definition

Type of Contact	Number of Participants	Percentage of Participants
Arrest	18	9.6%
Citation	8	4.3%
Contacts	32	17.0%

Animal Hearings	3	1.6%
Warrant	6	3.2%

Conclusion

The Prop 47 BSCC grant awarded to the City of Hayward met many of its program goals. HNCP47 was opened three months after receiving the grant award, with 15 participants 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 participants. Participant 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. Admittance to HNCP47 was paused in Q2 due to local health restrictions, though 188 Prop 47 participants have received services from August 15, 2019, to February 15, 2023. All participant entries and exits were completed within 72 hours, and all met HMIS Universal Data Element requirements. Tracking was started in 2021 for the number of days from referral to placement in HNCP47, with BACS noting 25.5% of all referred participants receiving services at HNCP47 within 14 days and 74.5% of enrolled participants housed within 14 days. All participants were tracked upon exit, with 99.3% exiting to known destinations. There were 69.9% of participants who exited HNCP47 with permanent housing, with a goal of 75%. There were zero participants that met the BSCC recidivism definition and 9.6% that met the local definition of recidivism. Participants interviewed expressed a positive experience from referral to and placement at HNCP47, with support and services from on-site case managers and follow-up with HPD personnel. The participants also felt hopeful about their housing placement and the care they were receiving from BACS. Other stakeholders interviewed, including BACS and HPD personnel, believed the services provided supported the local homeless population and availed the necessary treatments to reduce recidivism. The LEAD training that HPD developed led to the training of all officers and sergeants by the end of the grant period to increase knowledge, engagement, and outreach to divert the homeless population to HNCP47. The reduction in homelessness in Hayward was supported by the collaboration of the City of Hayward, HPD, BACS, and the community with the impetus of the extensive partnerships stemming from the BSCC grant.

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Appendix A: Logic Model

<u>Inputs</u>	<u>Activities</u>	<u>Output Measures</u>	<u>Interim Outcomes</u>	<u>Long-Term Impacts</u>
<p><u>Funding</u></p> <ul style="list-style-type: none"> • Prop 47 grant • Homeless Emergency Aid Program (HEAP) grant • City of Hayward (COH) General Fund • Private donations <p><u>Leadership & Staffing</u></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, Adobe Services, community members with justice involvement) <p><u>Training and Evidence-Based Practices</u></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><u>Respite Services</u></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><u>Sustained Outreach Services</u></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 • Identify with interim or bridge housing resources • Collaborate with COH for outreach encampments that violate ordinances and/or have been identified for removal or cleaning <p><u>Navigation Services</u></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 clients who have been housed and receive Flexible Funds • Maintain 23:1 FTE case management ratio <p><u>Case Management Services</u></p> <ul style="list-style-type: none"> • Services to address individual needs, such as behavioral health treatment <p><u>Flexible Funds Administration</u></p> <ul style="list-style-type: none"> • Support Navigation Center residents in overcoming barriers with discretionary funding <p><u>Participation in Coordinated Entry</u></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><u>Program-Level</u></p> <ul style="list-style-type: none"> • Unduplicated # and location of encampments engaged • Unduplicated # of clients engaged per encampment • # 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 connected to or maintaining enrollment in mainstream benefits • # and % of unsheltered individuals who received flexible funding assistance, and the amount spent <p><u>Individual-Level</u></p> <ul style="list-style-type: none"> • Service provision activities, type and amount of assistance received • Satisfaction with Navigation Center 	<p><u>Diversion</u></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><u>Outreach</u></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><u>Occupancy</u></p> <ul style="list-style-type: none"> • 90% nightly bed occupancy rate <p><u>Exits</u></p> <ul style="list-style-type: none"> • 75% of clients exit from Navigation Center to permanent housing • 100% of clients exit from housing navigation to known destinations <p><u>Length of Assistance</u></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><u>Data Completion</u></p> <ul style="list-style-type: none"> • 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) <p><u>Justice Involvement</u></p> <ul style="list-style-type: none"> • 5% reduction in police contacts and arrests 	<p><u>Homelessness</u></p> <ul style="list-style-type: none"> • 20% reduction in homelessness by end of project <p><u>Justice Involvement</u></p> <ul style="list-style-type: none"> • 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 the end of BSCC program • 5% reduction in nuisance incidents among homeless population by end of project

Appendix B: 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.

Appendix B: Multi-Agency Data Sharing Agreement

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

Appendix B: Multi-Agency Data Sharing Agreement

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

Appendix B: Multi-Agency Data Sharing Agreement

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>Anush Agarwal /for MSL/ (Mar 11, 2021 18:18 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>