MEMORANDUM

To: EveryOne Home Leadership Board
From: Results Based Accountability Committee
Date: December 7, 2017
Re: Recommendations for System Performance Measures and Data Dashboard Concept

RECOMMENDATIONS

1. The Results Based Accountability Committee (RBA Committee) recommends the approval of:
   a. The proposed Population Indicators and System Performance Measures as the basis for tracking and reporting
   b. Data Dashboard concept
   c. The process for monitoring and updating the measures and dashboard design

2. Results Based Accountability Committee recommends strongly encouraging County and City funders to incorporate the System Performance Measures into contracts as they amend, renew, or initiate new contracts.

BACKGROUND
In Alameda County, city and county governments, nonprofit organizations, philanthropies, and community members are collaborating to end the entrenched problem of homelessness. This collective impact initiative, called EveryOne Home, envisions a time when everyone in Alameda County has a safe, supportive and permanent home.

Realizing our vision of ending homelessness (Total Population) depends upon understanding how our housing crisis response system impacts the lives of the people we serve (Client Population). To assess our collective effort, quality, and impact, EveryOne Home adopted the Results Based Accountability (RBA) framework that establishes data as a basis upon which we collaborate, evaluate performance, and make decisions. In the RBA paradigm, performance measurement is a technique for improving our collective impact and reaching our population result (ending homelessness), rather than a tool for penalizing individual programs.
SYSTEM PERFORMANCE MEASURES

EveryOne Home’s Results Based Accountability Committee (RBA Committee) developed the following System Performance Measures that link the quantity and quality of services with their impact on clients’ well-being. We incorporated existing performance measurement requirements as defined by the U.S. Department of Housing and Urban Development, one critical source of financial resources for our housing crisis response system. The System Performance Measures focus on core dimensions of performance across the housing crisis response system—specifically, client population, data quality, service quality, cost effectiveness, income growth, enrollment in benefits and health insurance, and moving into permanent housing—because we believe these elements are intrinsic to our community vision.

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<th>Quantity</th>
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<tr>
<td>How much did we do?</td>
<td>How well did we do it?</td>
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<tr>
<td>• Clients Served</td>
<td>• Data Entry</td>
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<td>• Program Cost</td>
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<td>Is anyone better off?</td>
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<td>• Growing or Maintaining Income</td>
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<td>• Enrollment in Benefits</td>
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<td>• Moving into Permanent Housing</td>
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<td>• Retaining Permanent Housing</td>
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In developing the System Performance Measures, the RBA Committee was attentive to two RBA principles: data power and proxy power. Data power asks whether quality data exists to measure a result. Many of our results have established sources of data, and these sources of data are identified in parenthesis following the measure. A few important measures do not yet have a readily available data source. These measures are designated, “data development” in parenthesis following the measure. To ensure ongoing data quality, we also added data quality measures to each project type.

Proxy power asks whether the measure says something integral to the result, and favors succinctly representing several essential qualities of a result in a single measure. We sought to choose as few measures as possible while still articulating the core function of a project type. For instance, a measure of Street Outreach quality is the number of completed coordinated entry assessments, which captures both assessment and developing trusting relationships as core functions. As well, the RBA Committee strategically adapted the core dimensions of performance to fit the unique characteristics of that project type.
Below please find a list of the project types that are included in the System Performance measures and their respective focus areas.

- EveryOne Home: Focusing on quantifying the effectiveness of the collective impact effort and the housing crisis response system at large. These measures include the population result as well as performance measures that are informed by HUD’s System Performance Measures.
- Home Stretch: Focusing on county-wide coordination of permanent supportive housing resources.
- Regional Coordination: Focusing on the effectiveness and efficiency of coordination between housing and support programs in a region and the impact for all homeless people in that region.
- 211: Focusing on the performance of the 211 call center, specifically its ability to identify literally homeless callers, provide effective housing problem solving, and coordinate with the Housing Resource Center access points.
- Outreach: Focusing on building enough trust with unhoused people to complete the Coordinated Entry Assessment, linking to benefits, and successful exits to indoor locations (both temporary and permanent).
- Housing Resource Center (HRC): Focusing on providing the Coordinated Entry Assessment, linking to benefits, and effective housing problem solving.
- Housing Navigation: Focusing on linking to benefits and helping clients to locate and secure permanent housing.
- Emergency Shelters: Focusing on linking to benefits and efficient, successful exits to permanent housing.
- Transitional Housing: Focusing on linking to benefits and efficient, successful exits to permanent housing.
- Rapid Re-Housing (RRH): Focusing on increasing income and efficient, successful exits to permanent housing.
- Permanent Supportive Housing: Focusing on maintaining income, retaining housing or exits to other permanent housing.

**DATA DASHBOARD CONCEPT**

The planned EveryOne Home Data Dashboard that will be available on the EveryOne Home website - everyonehome.org. The EveryOne Home Data Dashboard will visually represent the scale of homelessness in Alameda County and key indicators of the housing crisis response system’s performance taken from the System Performance Measures. In doing so, the EveryOne Home Data Dashboard will be a tool to monitor and communicate with the public about our effectiveness.

To reach a broad public audience, the RBA Committee is committed to presenting data in a straightforward manner free from jargon or clutter. Our review of comparable community dashboards impressed the value of crafting a clear take away message, avoiding excessive text, and using color and symbols to communicate simply and effectively. Informed by these lessons and guided by the RBA paradigm, the EveryOne Home Data Dashboard will use infographics to tell a compelling story about homelessness in Alameda County and the
impact of our housing crisis response system in the lives of its consumers. Specifically, the infographic will depict the following measures:

- What is the need?
  - Population Indicator: How many people are experiencing homelessness in Alameda County at a point-in-time?
    - To begin, this measure will be the biennial point in time census of people experiencing homelessness with the intention of developing capacity to have a real-time count.
  - Performance Measure: How many people in the Homeless Management Information System (HMIS) are literally homeless at a point-in-time?
    - To begin we will use the quarterly point in time county provided through HMIS. Eventually, we will use the county-wide by name list.
  - Performance Measure: How many people are entering our housing crisis response system?
    - This measure will include people who are newly homeless and returns to homelessness

- How does our housing crisis response system help?
  - Performance Measure: How many people exit to permanent housing?
  - Performance Measure: How many people retained permanent supportive housing?
  - Performance Measure: How many people became inactive (we lost track of)?

- What is the capacity of our housing crisis response system to meet the need?
  - Performance Measure: How much temporary housing exists for literally homeless people?
    - This will include emergency shelter and transitional housing opportunities.
  - Performance Measure: How much permanent housing for extremely-low income people (<30% AMI) exists county-wide?
    - This will include and differentiate permanent supportive housing opportunities.
  - Performance Measure: How much affordable permanent housing (<30%AMI) is in the development pipeline?
    - This will include and differentiate the permanent supportive housing pipeline.
  - Performance Measure: How much of a gap exists between the total population and our housing crisis response system’s capacity?

EveryOne Home and the RBA Committee will use the System Performance Measures and Data Dashboard to improve our impact, communicate with the public, and inform bold solutions to homelessness by:

- Complying with funding requirements of key funders, such as HUD, and advocating effectively for increased resources available to our system of care.
- Continuously improving our program performance and service quality.
- Identifying best practices and engaging in a cycle of continual learning.
- Informing the public about the scale of homelessness and the impact of Alameda County’s housing crisis response system.

We’re doing this because we know that ending homeless for everyone demands holding ourselves accountable for making real change in the lives of the people we serve.
DEVELOPMENT OF THE SYSTEM PERFORMANCE MEASURES AND DASHBOARD CONCEPT

The process to develop the System Performance Measures and Data Dashboard Concept was conducted between August 2017 and December 2017 and was broadly inclusive of EveryOne Home stakeholders. In all there were 13 convenings: 5 RBA Committee Meetings and 8 topic specific working group sessions. Forty-three people participated in the process, representing three county agencies, two city governments, eleven nonprofit organizations, and two consumers of housing crisis response system services. A survey of participants’ roles reflects the group’s wide-ranging expertise, from HMIS Project Coordinators, Information Systems Specialists, Quality Assurance Managers, Program Analysts, and Program Managers, to program participants, Executive Directors, and Directors. For details on the topics, timeline, and participants, please see Appendix B.

In addition to extensive participation in the development process, the RBA Committee also posted the System Performance Measures and a descriptive framework document on the EveryOne Home website for public comment. The public comment period began November 3rd and closed on December 1st. We received comments from six individuals. The RBA Committee met on December 4th and identified public comments that warrant immediate response. Several public comments offered ways to strengthen the System Performance Measures by clarifying language, incorporating visual charts, adding or expanding definitions, adding annual reporting to the quarterly framework, aligning performance measures to regional systems and conceptualizing the HRCs as local access points. These changes have already been incorporated into the System Performance Measures and into this document.

One persistent undercurrent in the public comment is the perception (rooted in experience) that performance management will be used unfairly, or in pursuit of arbitrary targets at the expense of client outcomes. These are real concerns that the RBA Committee discussed at length throughout the development process. A key tenant of RBA is that performance measurement be used to help the collective impact initiative hold itself accountable to making change by improving collective work. In this spirit, cost effectiveness data points will be used to identify best practices, troubleshoot anomalies, and understand future needs. Similarly, as we collectively work to permanently house people experiencing homelessness, the RBA committee wanted to measure transitions to permanent housing and returns to homelessness across most project types (excluding 211 and modified for outreach). In doing so, we aim to align all parts of the system to our population result of ending homelessness.

Many of the public comments offered insightful ideas that will require a community process. The RBA Community will write a memo in response to public comment to be published on the EveryOne Home website in early 2018.

ON-GOING DEVELOPMENT AND STEWARDSHIP OF THE EVERYONE HOME SYSTEM PERFORMANCE MEASURES AND DATA DASHBOARD

The RBA Committee will provide stewardship of the System Performance Measures and Data Dashboard and oversee the formal process to develop, refine, evaluate, monitor, and adjust the population indicators and performance measures included in both. The EveryOne Home Leadership Board will approve substantive changes to the design.
• The Results Based Accountability Committee will use the System Performance Measures to monitor population and performance measures on a quarterly basis.

• The Results Based Accountability Committee will fully develop and maintain the Data Dashboard using the new Clarity Human Services HMIS.

• In addition to posting the Dashboard on the EveryOne Home website, the Data Dashboard will be distributed to the Leadership Board, Advocacy, Funders Collaborative, HUD CoC, and System Coordination Committees on a quarterly basis to inform their planning, evaluating and advocating responsibilities.

• The EveryOne Home Leadership Board will review the Data Dashboard on a quarterly basis.

• The RBA Committee will consider adjustments to the System Performance Measures and Data Dashboard on an annual basis. Substantive changes will be approved by to the Leadership Board.
APPENDIX A: GLOSSARY

Glossary

211: The county-wide information and referral telephone resource that will be screening callers, providing housing problem solving, and linking callers experiencing homelessness to the regional Housing Resource Center hubs.

Annual Performance Report (APR): A standardized report that HUD uses to monitor the performance of HUD-funded grants.

Chronically Homeless: According to the National Alliance to End Homelessness, “People who are chronically homeless have experienced homelessness for at least a year—or repeatedly—while struggling with a disabling condition such as a serious mental illness, substance use disorder, or physical disability” (https://endhomelessness.org/homelessness-in-america/who-experiences-homelessness/chronically-homeless/).

Data Dashboard: A visual representation of key performance indicators to monitor system effectiveness.

Data Development: Measures for which we have not yet determined a data source or collection method. This data is “in development.”

Emergency Shelter (ES or Shelter): HUD defines an emergency shelter as “any facility, the primary purpose of which is to provide temporary or transitional shelter for the homeless in general or for specific populations of the homeless” (https://www.huduser.gov/portal/glossary/glossary_all.html#e).

EveryOne Home: Alameda County’s collective impact effort to end homelessness, which includes a backbone organization that guides the strategic vision, advances policy, and aligns the efforts of city and county governments, nonprofit organizations, and philanthropies.

EveryOne Home Staff (the Staff): Employees of the collective impact backbone organization.

Homelessness Management Information System (HMIS): Is a local information system (i.e. a database) used to confidentially collect and aggregate data about homeless individuals and populations.

Housing Resource Center (HRC): Regional centers from which housing resources and assistance are deployed, including outreach teams and trained Assessors. Although some HRCs have limited walk-in capacity, they are not designed as drop-in service centers. Rather, HRC staff are tasked with “bringing the front door to the clients” by conducting extensive street level outreach and offering field and phone-based screening. Assessment, housing problem solving, and linking to mainstream resources are the primary functions of the housing resource centers.

Housing Navigation (Navigation): A supportive service aimed at helping people experiencing homelessness find and obtain permanent housing.

Indicator: Indicators are measures that help quantify the achievement of a population result. They answer the question, “How would we recognize these results in measurable terms if we fell over them?” EveryOne Home
uses the biennial Point In Time homeless count (PIT Count) to know how many people are experiencing homelessness in our county. The PIT Count helps quantify whole populations, not programs.

**Literally Homeless:** According to HUD a person can be considered literally homeless when they are without, “a fixed, regular, and adequate nighttime residence, meaning: (i) Has a primary nighttime residence that is a public or private place not meant for human habitation; (ii) Is living in a publicly or privately operated shelter designated to provide temporary living arrangements (including congregate shelters, transitional housing, and hotels and motels paid for by charitable organizations or by federal, state and local government programs); or (iii) Is exiting an institution where (s)he has resided for 90 days or less and who resided in an emergency shelter or place not meant for human habitation” Also considered literally homeless is, “Any individual or family who: (i) Is fleeing, or is attempting to flee, domestic violence; (ii) Has no other residence; and (iii) Lacks the resources or support networks to obtain other permanent housing.”

(https://www.hudexchange.info/resources/documents/HomelessDefinition_RecordkeepingRequirementsandCriteria.pdf)

**Performance Measure:** Performance measures are measures of how well public and private programs and agencies are working. The most important performance measures tell us whether the clients or customers of the service are better off. Measures that track the quality of the program are also important. A performance measure can apply to entire agencies, service delivery systems, or individual programs.

**Permanent Supportive Housing (PSH):** The National Health Care for the Homeless Council defines Permanent Supportive Housing as, “a model that combines low-barrier affordable housing, health care, and supportive services to help individuals and families lead more stable lives” (https://www.nhchc.org/policy-advocacy/issue/permanent-supportive-housing/)

**Rapid Re-Housing (RRH):** A permanent housing intervention that helps individuals and families quickly exit homelessness and return to permanent housing by providing help finding housing opportunities, assisting with move in and rent costs, as well as case management.

**Result:** conditions of well-being for an entire population—for instance, children, adults, families, or communities—stated in plain language. They are things that voters and taxpayers can understand. Results are not about programs or agencies or governmental jargon. EveryOne Home’s population result is: All people in Alameda County have a safe, supportive, permanent home.

**Street Outreach (SO or Outreach):** Focused primarily on unsheltered individuals who are living in places not meant for human habitation, outreach workers seek to establish trust, build rapport, and cultivate relationships with people who have multiple barriers to services, working in partnership toward rehousing. Outreach services are a critical tool for engaging the most vulnerable homeless people into coordinated entry and the housing crisis response system.

**Transitional Housing:** “A project that has as its purpose facilitating the movement of homeless individuals and families to permanent housing within a reasonable amount of time” (https://www.huduser.gov/portal/glossary/glossary_all.html#e).
**Turning the Curve:** Turning the curve describes efforts to improve the direction or rate of change in the baseline of an indicator or performance measures. Specifically, turning a trend on a graph from a negative or bad direction to a positive direction. It is also a short-hand for the process of determining whether the current and projected level on an indicator or performance measure is acceptable or requires change.

**Warm Hand Off:** An approach to information and referral in which callers are directly connected to a service provider who can provide what they want and need. In the case of Alameda County’s coordinated entry design, a warm hand off will take place when a 211 operator can connect the client with an assessor or other staff member at a housing resource center.
APPENDIX B: TIMELINE AND PARTICIPATION

Project Launch: August 14, 2017
- Discussed project deliverables and timeline
- Divided Project types into work groups and scheduled working group sessions
- Participants: Brenda Goldstein (Lifelong Medical), Charlene Jimerson (Consumer), Connie Greene (BOSS), Elaine de Coligny (EveryOne Home), Emily Claassen (Home Stretch), Helene Hoenig (HCSA), Hollis Williams (SSA), Janice Chin (HCSA), Jessie Shimmin (EOH), Julie Leadbetter (EOH), Kathy Naff (Berkeley Food and Housing), Lora Ashworth (Home Stretch), Lucy Kasdin (Health Care for the Homeless), Marnelle Timson (Consumer), Monica Guo (HCSA), Suzanne Warner (HCSA), Teslim Ikharo (Hello Housing)

Working Group on Rapid Re-Housing and Housing Navigation: August 23, 2017
- Created a first draft of the system performance measures for these project types.
- Participants: Elaine de Coligny (EOH), Emily Claassen (Home Stretch), Janice Chin (HCSA), Jeannette Rodriguez (HCD), Jessie Shimmin (EOH), Robert Ratner (HCSA)

Working Group on 211 and HRCs: August 23, 2017
- Created a first draft of the system performance measures for these project types.
- Participants: Alison De Jung (Eden I&R), Charlene Jimerson (Consumer), Jessie Shimmin (EOH), Katherine Naff (BFHP), Mike Keller (EOCP), Suzanne Warner (HCSA)

Working Group on Emergency Shelter and Transitional Housing: August 28, 2017
- Created a first draft of the system performance measures for these project types.
- Participants: Connie Green (BOSS), Jessie Shimmin (EOH), Maryam Bhimji (SSA), Hollis Williams (SSA)

Working Group on Permanent Supportive Housing and Home Stretch: August 28, 2017
- Created a first draft of the system performance measures for these project types.
- Participants: Brenda Goldstein (Lifelong Medical), Helene Hoenig (HCSA), Jessie Shimmin (EOH), Lora Ashworth (Home Stretch), Monica Guo (Home Stretch),

RBA Committee Meeting: September 11, 2017
- Discuss and revise the working group drafts
- Participants: Francesca Bifi (BFHP), Helene Hoenig (HCSA), Jessie Shimmin (EOH), Kathy Naff (BFHP), Lalliwa Willie (HCSA), Lisette Martinez (BFHP), Marta Lutsky (HCSA), Mike Penner (Abode), Monica Guo (HCSA), Sharon Hawkins Leydon (BFHP)

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Working Group on Street Outreach: September 26, 2017
- Created a first draft of the system performance measures for this project type.
- Participants: Elaine De Coligny (EOH), Hollis Williams (SSA), Julian Leiserson (Abode), Julie Leadbetter (EOH), Jessie Shimmin (EOH), Katherine Naff (BFHP), Lisette Martinez (BFHP), Lora Ashworth (Home Stretch), Lucy Kasdin (Health Care for the Homeless), Margaret Alfaro (Abode), Mike Penner (Abode), Peter Radu (City of Berkeley), Sabrina Thomas (Building Futures with Women and Children), Sara Johnson (Women’s Daytime Drop In), Teddie Pierce (Decipher HMIS), Trevor Mells (HCD)

RBA Committee Meeting: October 9, 2017
- Consolidate and fine tune preliminary version of System Performance Measures
- Discuss content of a framing document and assign drafting roles.
- Participants: Brenda Goldstein (LifeLong Medical), Elaine de Coligny (EOH), Helene Hoenig (HCSA), Jeannette Rodriguez (HCD), Jessie Shimmin (EOH), Julian Leiserson (Abode), Katherine Naff (BFHP), Kathryn Lee (Catholic Charities), Laura Guzman (EOH), Leslie Berkler (Women's Daytime Drop In), Lisette Martinez (BFHP), Lora Ashworth (Home Stretch), Lucy Kasdin (Health Care for the Homeless), Margaret Alfaro (Abode), Marta Lutsky (HCSA), Mike Keller (EOCP), Michael Penner (Abode), Monica Guo (HCSA), Ruby Butler (EOH), Stevan Alvarado (City of Oakland), Trevor Mells (HCD)

Working Group on the Relationship between 211 and HRCs: October 17, 2017
- Revisit HRC and 211 measures with a focus on the roles and relationship between the two.
- Participants: Elaine de Coligny (EOH), Janice Chin (HCSA), Jessie Shimmin (EOH), Julian Leiserson (Abode), Julie Leadbetter (EOH), Katherine Naff (BFHP), Margaret Alfaro (Abode), Marta Lutsky (HSCA), Michael Penner (Abode), Sharon Hawkins Leydon (BFHP), Stevan Alvarado (City of Oakland), Trevor Mells (HCD)

Working Group on HRCs: October 24, 2017
- Revisit the HRC measures with discussion of the scope, role, and responsibilities of the HRCs.
- Agreement to post the System Performance Framework and Measures for public comment.
- Participants: Elaine de Coligny (EOH), Janice Chin (HCSA), Jessie Shimmin (EOH), Julian Leiserson (Abode), Julie Leadbetter (EOH), Justine Jennings (BACS), Katherine Naff (BFHP), Margaret Alfaro (Abode), Stevan Alvarado (City of Oakland), Trevor Mells (HCD)

Public Comment Period: Friday November 3 – Friday December 1, 2017
- System Performance Framework and Measures are posted on the EveryOne Home website with a google form to collect feedback.
- Invitations to comment sent to the RBA Committee, System Coordination’s Implementation and Learning Collaborative-Operators group, and the EveryOne Home list serv.

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RBA Committee Meeting: November 13, 2017

- Discussion of the public comment process including the need for the RBA Committee to draft a memo of response to the public comments.
- Review comparable communities’ data dashboards with a discussion of the RBA concept of “communication power.”
- Participants: Connie Green (BOSS), Hanna Flores (HCSA), Helene Hoenig (HCSA), Jessie Shimmin (EOH), Julian Leiserson (Abode), Katherine Naff (BFHP), Lisette Martinez (BFHP), Lucy Kasdin (Health Care for the Homeless), Margaret Alfaro (Abode), Mark Shotwell (Health Care for the Homeless), Marta Lutsky (HCSA), Mike Keller (EOCP), Mike Penner (Abode), Robert Ratner (HCSA), Stevan Alvarado (City of Oakland), Trevor Mells (HCD)

RBA Committee Meeting: December 4, 2017

- Final review and approval of the System Performance Framework and Measures
- Develop response to public comments
- Participants: Christina Chu (EOH), Elaine de Coligny (EOH), Jessie Shimmin (EOH), Julian Leiserson (Abode) Julie Leadbetter (EOH), Katherine Naff (BFHP), Kathryn Lee (Catholic Charities), Laura Guzman (EOH), Lisette Martinez (BFHP), Mark Shotwell (HCSA), Margaret Alfaro (Abode) Michael Penner (Abode), Monica Guo (HCSA), Riley Wilkerson (HCD), Robert Ratner (HCSA), Stevan Alvarado (City of Oakland), Trevor Mells (HCD)