

'Housing First' and Ohana Zones Implementation Progress Report

YEAR 2: DECEMBER 2020

Acknowledgements

Mari is amazing... we are so proud of her.

-Carla Houser, RYSE

cover photo

It is my honor to study the extraordinary efforts undertaken by all of you who comprise Hawaii's homeless service system, and your success in responding to the needs of the most vulnerable people in Hawaii in 2020. Your nimble and tireless work during the pandemic has already saved thousands of people, a key driver in sustaining the lowest rates of COVID-19 in America. I am humbled and inspired by your aloha and its transformational power in the lives of people, like Mari and her children.

Thank you to the Hawaii State Legislature for investing in Ohana Zones, a unique laboratory of innovation and a significant driver of Housing First progress. I am grateful for the partnership with Harold Brackeen III at DHS Homeless Programs Office, Scott Morishige, the Governor's Coordinator on Homelessness, and the opportunity to support the State's strategic planning. Offering great appreciation for the work of Mayor Kirk Caldwell and his team at the Office of Housing, especially Marc Alexander, who together led great reduction in the homelessness the development of more than 1,400 units of affordable housing; and Mayor Harry Kim, under whose leadership Hawaii Island experienced the greatest reduction of unsheltered homelessness in the state.

Mahalo from my heart to each of you listed here for sharing your time and expertise during interviews this year, and to the growing network of organizations working to end homelessness. This progress report is just a glimpse of your special aloha that is changing lives now and for future generations.

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Key Partners in Solving Homelessness in Hawaii



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Executive Summary

At this time of unprecedented crisis, the people of Hawaii are coming together to address the pandemic with amazing success. As COVID-19 cases surge nationwide, Hawaii has contained the spread of the virus resulting in the lowest infection rates in the country. While the pandemic has given way to cascading challenges, especially for houseless adults and children across the state, there have also been opportunities for collaboration that have propelled the homeless service system forward in the implementation of the Housing First approach and Ohana Zones projects.

Central to the success are a combination of competencies, organizational supports, and responsive leadership. Across settings, Hawaiian values, like malama, largely inspired people to care for one another by upholding public safety measures. Dedication to public safety and protection of the most vulnerable people across the state fuels continued interdisciplinary collaboration. The proactive adjustments among government leaders and providers yielded important innovations and efficiencies, which saved countless lives. This Year 2 Progress Report is part of a three-year evaluation to:

PURPOSE OF THE EVALUATION

1. To understand the impact of Housing First and Ohana Zones on improving access to permanent housing
2. To identify what is further required to improve access to permanent housing, and, ultimately, end homelessness in Hawaii

The evaluation is grounded with the use of Active Implementation Frameworks (AI), a best practice Implementation Science model that synthesizes the complicated work of system change into a common language and reference for all stakeholders to use. The AI lens provides a grounded approach to analyze the implementation of these two efforts and share findings.

Implementation of Housing First began in 2016, and overall the system is engaged in the initial implementation phase marked by ongoing adjustments and balancing drivers. Overall, the Housing First approach continues to yield significant positive outcomes across Hawaii, as evidenced by the following progress since 2016 (HMIS, 2020):

- **18.5% decrease in homeless population**
- **300% increase in permanent housing beds**
- **Increase to 52% of exits to permanent housing**
- **40% reduced time to housing placement**

Ohana Zones are a key driver in accelerating the Housing First approach. While six projects were required by law, the homeless service system has launched 16 statewide. Overall, 358 beds have been preserved, 390 new beds created, and 3,116 people helped through Ohana Zone projects.

Included in the Year 1's Initial Assessment (2019) was a series of 'Next Steps to Consider', which used the AI framework to synthesize findings from interviews, research, previous evaluations, and observations conducted as part of this evaluation into a discussion tool for system leaders. This compendium also addresses the second evaluation purpose: to identify what is further required to end homelessness in Hawaii.

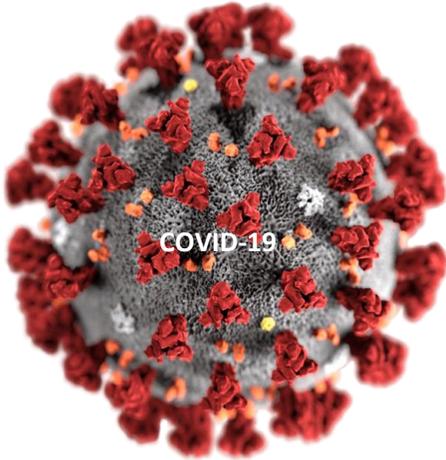
Since that time, the Governor's Coordinator on Homelessness (GCH) and Hawaii the Interagency Council on Homelessness (HICH) have embraced these considerations into strategic planning discussions for the next HICH 10-year plan. GCH streamlined the 'Next Steps to Consider' content into five strategic planning priorities, as reflected here (GCH, 2020):

1. **Build system capacity and strengthen core competencies**
2. **Strengthen leadership and stakeholder alignment**
3. **Invest in organizational supports and infrastructure**
4. **Sustain and scale housing focused solutions**
5. **Scale proactive efforts to divert those with higher needs to more appropriate care and prevent those who are imminently at risk of homelessness from entering the system.**

The implementation of 'Housing First' and Ohana Zones is fueling the solution to homelessness in Hawaii.

National Context

The epic events of 2020 have forever changed modern life. At the time of this report, there are 54.6 million active cases of COVID-19 worldwide and 1.32 million deaths (Elfein, 2020), representing the



strength of a global catastrophe that is far from over. The countries with the best outcomes have managed the crisis with a range of unified approaches from using martial law to enforce stay-at-home orders in developing nations to a Whole-Of-Government approach using a combination of public health and economic support to eradicate the virus. America's response to COVID-19 has varied state to state, resulting in the highest number of recorded cases, 11.1 million, and deaths, 300,000, than any other country in the world (Elfein, 2020).

At the time of this report, this lack of united response is symptomatic of the cultural divide and resulting distress that is erupting across America. While Joe Biden was recognized as the President-elect (Lemire, J., Miller, Z., Weissert, W. 2020), Donald Trump's concession came weeks later, when appeal options had been exhausted. Spanning this transition, Black Lives Matter continues to grow as an international movement dedicated to eradicating white supremacy, and a surge of immigration continues as vulnerable people seek refuge.

American cultural shifts are happening in an increasingly fragile economic context. National unemployment rates spiked to 14+% in the spring of 2020, it has decreased to 6.9%. (US Department of Labor, 2020). Federal relief to individuals has been minimal with the typical worker receiving \$1,200. Inadequate financial support for businesses resulted in more than 80,000 small businesses closing this year. This is a silent alarm that will create a huge drag on the economy in the coming years (Ngo, 2020). At the same time, housing costs continue to surge (Tully, 2020), with a median home price that has increased to record \$320,000. The gap between income and rent is impacting greater numbers, and the rate of homelessness is increasing nationwide with 17 out of every 10,000 people in housing crisis (State of Homelessness, 2020).

The longer the crisis lasts, the harder it will become for people experiencing homelessness and those with low or extremely low incomes to meet their basic needs.

– National Alliance to End Homelessness

The federal government has responded to this COVID-19 related housing crisis in a number of ways. First, protections for tenants and mortgage loan borrowers were established under the Coronavirus Aid, Relief, and Economic Security (CARES) Act. Specifically, tenants renting



units in properties with federally backed mortgages could not be evicted or charged penalties for nonpayment of rent until July 2020. However, many agencies that regulate federally-backed mortgages extended their single-family moratoria on evictions until December 31, 2020 (justia.com, 2020). In addition, Congress provided \$4 billion for the Department of Housing and Urban Development's Emergency Solutions Grant (ESG) program for local governments to prevent, prepare for, and respond to the Coronavirus among individuals and families who are homeless, receiving homeless assistance, or are at risk of becoming homeless (Jedra,2020).

Federal housing policy and implementation approach has also shifted drastically. The US Interagency Council on Homelessness's (USICH's) 2020 report *Expanding the Toolbox: The Whole-of-Government Response to Homelessness* emphasizes addressing the root causes of homelessness and prioritizing trauma-informed care to support the success of each individual and family experiencing homelessness (USICH, 2020). The plan also focuses on the importance of promoting self-sufficiency across federal agencies as a way of ending the cycle of homelessness and dependency.

The USICH report makes a drastic turn away from the Housing First approach, citing that it has limited success, but this finding has received widespread scrutiny. Experts relay that the Biden Administration will re-embrace Housing First (Roman, 2020). In addition, HUD has recently recognized the error of their own technical assistance programming as 'overprescribed' and calling for a return to local leaders to drive strategic plans (Caron, 2020). HUD has also acknowledged the use of tiny homes for emergency shelter and housing. While this is a welcome embrace of alternate design, these structures are not eligible for federal funds for capital development, rental subsidy or services; and tiny homes using communal dining and hygiene facilities may not meet criteria to qualify for federal rental subsidies (HUD, 2020).

Hawaii's Local Context and Response to COVID-19

The strength of Hawaii's local leadership and consistent promotion and enforcement of public safety protocols prevailed to prevent the spread of COVID-19. Throughout 2020, Hawaii has the lowest



incidence of COVID-19 in America. Hawaii, the 40th most populous state, has a low case count even when adjusting for population— as of November 23, 2020 it has a weekly average of seven (7) cases per 100,000 residents, with the highest per-capita figures belonging to North Dakota at 160 and Wyoming at 154. Infection levels in Hawaii

have stayed relatively steady since mid-September, while nearly every other state has experienced an increase (De La Garza, 2020).

Key to this success is the unique culture of the people of Hawaii, which is woven into the fabric of legislation and everyday life. Fundamental to this is the Aloha Statute (1986) which defines and operationalizes Aloha in terms of the kindness, unity, agreeability, humility and patience, the traits of character that express the charm, warmth, and sincerity of Hawaii's people. Aloha means mutual regard and affection and extends warmth in caring with no obligation in return. Aloha is the essence of relationships in which each person is important to every other person for collective existence. Aloha means to hear what is not said, to see what cannot be seen and to know the unknowable (Chapter 5 Hawaii Revised Statute [L 1986, c 202, § 1]).

More recently, Department of Human Services (DHS) initiated Ohana Nui (2018), which operationalizes cultural values across social service programming for the State. Ohana Nui is a framework for a multigenerational and integrated approach to addressing poverty through housing, food, health, education and social services, which informs strategic planning and operations across DHS divisions. In practice with participants, Hawaiian values have strong roots in all aspects of practice, which provides opportunity for further study to establish national best practice. The foundation in these beautiful and sacred values displayed in the 'malama' that minimized the spread of COVID-19 provides an example for the world.

Clear public safety messaging was punctuated with communication by Governor David Ige who provided



continued and evolving guidance.

This started with a stay-at-home order in March and a total of 15 COVID-19 related emergency proclamations enacted. At the same time, Governor Ige also faced the unexpected retirement of key leaders of his administration when the Directors of Human Services, Health,

and Public Safety Directors retired in the summer (HNN Staff, 2020).

Lieutenant Governor, Dr. Josh Green, demonstrated great efforts to support, align and raise awareness about State public health mandates with daily updates, even when he had COVID-19 himself. These communications were highlighted with an interview with Dr. Anthony Fauci, as shown in the picture here, and regular radio interviews and TV appearances. Harold Brackeen III, DHS Homeless Programs Office Administrator (DHS-HPO), Scott Morishige, GCH, and Eddie Mercereau of Department of Health, Behavioral Health Administration (DOH-BHA) worked collaboratively, and proactively with County governments to adjust contracts and manage the crisis with increased communication channels.

Across the State, leaders shared a consistent message to uphold COVID-19 related public safety protocols and allowed for some variation with abundant personal flare. City and County of Honolulu Mayor Kirk Caldwell continued visible and positive public presence as his administration began a thoughtful transition to new Mayor, Rick Blangiardi, a long-time advocate for the homeless and media executive in Honolulu. On Hawaii Island, Mayor Harry Kim made distinct choice to uphold less restrictive business restrictions

and also supported the development of more than 50 additional shelter beds as the Island welcomed Mitch Roth as the new mayor.

In Kauai, Mayor Derek Kawakami initiated 'Stay Home Kauai', seen to the right, featuring light-hearted social



media posts about crafts, recipes and magic tricks that won the hearts of America (Else, 2020). Kauai

also allowed five beach parks to be used as Safe Camping sites for houseless people and kept bathroom



facilities open. On Maui, Mayor Paul Victorino offered calming reassurance and welcomed the development of a 32-bed pallet shelter to increase inventory of available safe space.

While travel restrictions and quarantine rules were lifted in October, the impact of the lack of tourism for several months has severely affected the economy that depends on 10 million tourists that

visit the Island annually (Nakaso, 2020). Hawaii's adjusted unemployment rate is 26.5%, the highest in the country. In October, the Department of Labor and Industrial Relations and Labor announced an extension on benefits (Gomes, 2020). The cost of living is more than 150% of the national average (Fujii-Oride, 2018). Before the pandemic, more than 33% of households did not have resources to meet basic household necessities (ALICE, 2018), today needs are skyrocketing. It is likely that unemployment rates will increase as 37% of adults statewide expect a loss in household income in the near future (U.S. Census Bureau, 2020). Meanwhile, international demand keeps home prices skyrocketing squeezing out options for affordable

housing. The average home price soared to a record \$790,000 this year, while Hawaii also has one of the lowest levels of affordable housing in the country with a projected need for more than 60,000 units of affordable housing by 2025 (Fujii-Oride, 2018).



To address the immediate economic crisis, leaders convened to coordinate federal and state funds for mortgage and rent relief during the pandemic. Overall, Hawaii has received more than \$ 9 billion in Coronavirus relief funding since the pandemic began. This includes \$31 million ESG from HUD to address COVID-19-related homelessness (Jedra, 2020). This enormous infusion of resources revealed the fragility of the administrative infrastructure, which has caused significant delays in spending the

money. In addition, aggressive spending timelines limited opportunities for greater planning among



Park Lane \$28m luxury living at Ala Moana Beach Park

State, City and County governments. These are common challenges across the nation, and it is expected that the federal government will relax spending timeframes (Roman, 2020).

When there was an increase in COVID-19 cases during the summer, a two-week surge testing program was implemented in

August to contain the outbreak on Oahu. This was funded by the Department of Health and Human Services and then-U.S. Surgeon General Jerome Adams was on site to oversee the process (Avendano, 2020). A well-organized inter-agency statewide food distribution took place for those suffering with COVID-19 or quarantined, which was led by key players like Hawaii Health and Harm Reduction Center (H3RC), University of Hawaii, the Hawaii Food Bank, Partners in Care, and others.

Meanwhile, this precious aina and its people are in danger. At the shore, more than 70% of beaches on the island of Kauai, Oahu, and Maui have experienced long-term erosion at a rate of about three inches a year (Live Science Staff, 2012). At the top of Mauna Kea, protests that flooded headlines just a year ago are temporarily quelled, as then-Mayor Kim paused the construction of the Thirty Meter Telescope for the time being.

Native Hawaiians are over-represented in Island institutions. While Native Hawaiians make up about 10% of the overall population they are over-represented in Island institutions, comprising 50% of the houseless population across the Islands (HMIS, 2020). Tragically, teens 18+ are the fastest growing



Barely surviving at Ala Moana Beach Park

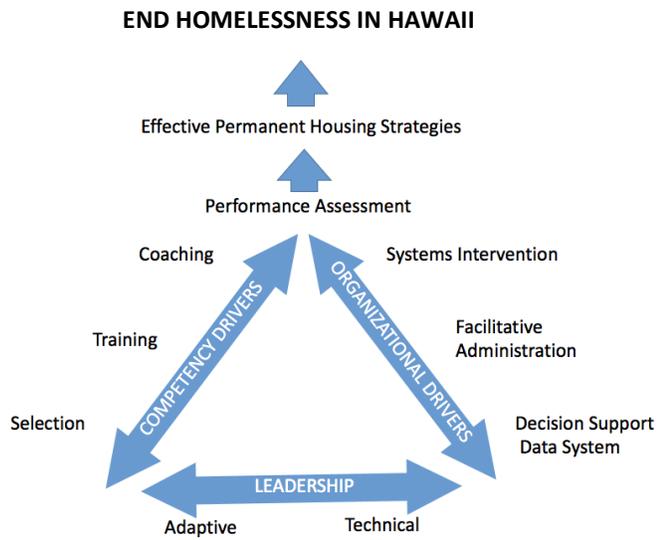
homeless sector due to discharge from foster care, hospitals, and correctional facilities at 18 without a plan for permanency and housing. Among them, a whopping 44% identify as Native Hawaiian or part (UH Manoa Center on the Family, 2018). On a positive note, while the construction of the city's rail line

is delayed, U.S. Senator Brian Schatz helped Honolulu get an extension on a deadline to develop plans for the last segment of the city's rail line, which prevented the loss of the \$250 million federal grant (Associated Press, 2020).

Homeless Service System Key Achievements 2020

The people who make up Hawaii’s homeless service system demonstrated incredible tenacity, leadership, and collaborative problem-solving throughout this extended crisis, which directly contributed to the state’s success in preventing the spread of COVID-19 overall. The pandemic also created an opportunity for leaders across Hawaii’s homeless service system to expedite the ‘Housing First’ approach and collaborate to address emerging needs, especially those of the unsheltered. This trust and teamwork led to innovation, nimble adaptation, and expedited coordination system-wide resulting in high numbers of people being placed in permanent housing – up to 76% on the Neighbor Islands (HMIS, 2020).

Active Implementation Frameworks Drivers



The developments below highlight the exemplary teamwork displayed across the system in response to COVID-19 (HICH, 2020). These are organized using Active Implementation Frameworks drivers, as detailed in the Year 1 Initial Assessment: Competencies, Organizational Structures, and Leadership as reflected in the diagram and detailed in the text below:

COMPETENCIES

New interdisciplinary capacity-building

GCH worked in partnership with DOH to offer crisis intervention training (CIT) and Mental Health Emergency Worker training to the State law enforcement and land management agencies including DPS Sheriff Division, DLNR, and Department of Transportation. In addition, these training were expanded to police departments on Maui, Hawaii, and Kauai Counties qualifying more outreach providers to complete the MH-1 process, which allows a qualified person to bring an individual in crisis to the hospital for emergency examination.

Defining a 'Systems Vision' participant flow map

The System Vision participant flow map codifies the pathways through the homeless service system from initial engagement to permanent housing placement. It was developed in partnership with US HUD and in consultation with the Corporation for Supportive Housing. This map is a building block for other aspects of Housing First practice, including the development of competency profiles and related job-specific training for practitioners in the same roles across the system.

Coordinated outreach and diversion

HICH supported outreach and diversion strategies to coordinate outreach efforts with government, provider agencies, health care agencies, law enforcement, land management, and volunteers. For example, the Department of Land and Natural Resources (DLNR) has a coordinator that efforts to outreach to encampments on State lands in partnership with nonprofit outreach



providers and law enforcement officers. DLNR's efforts include the development of specific training modules for law enforcement on how to more effectively coordinate with outreach and shelter providers. Outreach has also been supported through contract performance measures, facilitated outreach, case conferencing meetings, and increased access to transportation services.

Increasing access to mental health and substance abuse treatment

HICH members developed new programs including DOH pilots Palekana and Palekana Ekolu on Oahu and Palekana Elua on Hawaii Island to address the needs of people with co-occurring substance abuse and mental health disorders. DOH also launched a new statewide outreach program for homeless individuals with less than severe mental illness. This new program is intended to fill a gap in services for individuals who need mental health services and do not meet the criteria for higher levels of care. Providers are being incorporated into existing homeless outreach workgroups facilitated by GCH and HPO to ensure integrated coordination and linkage to services.

ORGANIZATIONAL STRUCTURES

New central point of access to services

DOH-BHA streamlined referrals for homeless people seeking COVID-19-related services through the 24-



hour statewide CARES line (808-832-3100). This dedicated phone line creates a centralized entry point for individuals and providers to access mental health, substance abuse treatment, COVID-19 isolation and quarantine facilities, and COVID-19 testing for individual in encampments or congregate living situations.

New continuum of COVID-19 related prevention services

Through partnerships with county governments, quarantine and isolation facilities for homeless individuals were established, and targeted outreach and testing were conducted across the state. On Oahu, where there is the greatest concentration of unsheltered people, DHS-HPO, GCH, and DOH-BHA facilitated coordinated referrals to necessary services, including the Provisional Outdoor Screening and Triage (POST) program, which

was an expansion of an existing Ohana Zone program using federal CARES Act funds. Mobile testing programs, like Project Vision Hawaii, were established to ensure routine spot testing at congregate shelter facilities and unsheltered encampments. DOH-BHA established the Temporary,



Temporary Quarantine and Isolation Center

Quarantine and Isolation Center (TQIC) as temporary residence for participants to stabilize and connect with services. The TQIC was later expanded to include a number of other hotels and City-owned facilities that also provided isolation and quarantine, as well as case management and support with food and medical benefits. Between August 10, 2020 and November 16, 2020, DOH placed 1,605 individuals

and 401 families in isolation facilities, and nearly one (1) in five (5) of those were experiencing homelessness. (BHHSURG, 2020)

Increasing emergency shelter inventory

County leaders acted quickly to address immediate emergency housing needs due to COVID-19. On Hawaii Island, the strong partnership and collaboration among Brandee Menino, HOPE Services CEO,



Maui 'Pallet' Shelter

Sharon Hirota, Hawaii County Homeless Coordinator, and Paul Normann, Neighborhood Place of Puna Executive Director, served to mitigate catastrophe as Ohana Zone funds were reallocated to facilitate the placement of 67 people in temporary hotel units. In addition, these leaders worked

creatively to establish Safe Parking facilities through a network of faith-based organizations to provide additional capacity in East Hawaii. On Kauai, dedicated sites for Safe Camping were negotiated in partnership with the Kauai County Department of Parks and Recreation in five (5) beach parks. Newly hired Kauai County Homeless Coordinator, Ashton Varner, collaborated with the local leadership of the Kauai Community Alliance (KCA) to coordinate targeted outreach, including both traditional and non-traditional homeless service providers to coordinate targeted outreach. On Maui, the County Department of Housing and Human Concerns implemented and developed a 32 bed 'pallet' shelter, and when administrative challenges prolonged the service contracting process, the County staff provided on-site services for the facility (Nakama, 2020). On Oahu, the POST and TQIC expanded emergency shelter by nearly 200 beds. Then-City Housing Executive Director, Marc Alexander and the Department of Community Services team, played a key role to facilitate communication and fill emerging



The Shelter at First Assembly of God

service gaps. Faith-based partnerships contributed to additional shelter capacity outside the Coordinated Entry System, and one example is The Shelter at First Assembly of God.

Continued Housing First contract alignment

Overall, government and providers statewide have worked to significantly lower barriers to shelter entry. In July DHS-HPO executed new contracts for emergency shelter, which eliminated mandatory shelter feeds and mandatory chores for those with no income, and capped fees for those with income. DHS HPO also facilitate regular meetings with shelter providers to reinforce low-barrier entry to shelter, as well as emphasizing a focus on permanent housing placement.

Improved data sharing

Across the state, there are ongoing efforts to align data collection. Hawaii's two Continuua of Care (CoCs), Partners in Care for Oahu and Bridging the Gap for the Neighbor Islands, are working to better coordinate Point-In-Time methodology and are finalizing a Statewide data sharing agreement. HICH facilitated the development of data sharing agreements between Partners in Care and Office of Hawaiian Affairs (OHA) and Department of Hawaiian Home Lands (DHHL) to determine the scope of homelessness among their respective beneficiaries. The data shared assisted in leveraging a \$1 million HOME Investment Partnership Program award from the City and County of Honolulu and will inform policy making and the development of new programs to support Native Hawaiians (HICH, 2020). In addition, three Medicaid managed care health plans: Ohana, Aloha Care, and Kaiser recently obtained access to the Oahu HMIS to view data for health plan beneficiaries experiencing homelessness.

LEADERSHIP

Responsive leadership decisions statewide

DHS-HPO, GCH, DOH-BHA and County governments made strategic choices to leverage resources and address emerging needs collectively. A number of Ohana Zone projects were adjusted to address the reduction in emergency shelter capacity. New tiny home shelters were developed on Hawaii Island and Maui, as detailed below and in the Ohana Zone section of this report. DOH coordinated crisis response efforts and mobilized an interdisciplinary outreach team within 24 hours, when it was needed. The close coordination among DOH, DHS, GCH, County governments and providers resulted in the identification of those with COVID-19 and contained what would have been a much greater crisis (HICH, 2020).

Continued development of services and leadership for young people

Partners in Care launched a \$3.8 million Youth Homeless Demonstration Program funded by HUD. This initiative is designed to respond to the needs of homeless youth with a coordinated community approach. Oahu Youth Action Board (OYAB, 2020), a group of young people under 29 years old with lived experience of homelessness, spearheaded the development of Oahu’s Coordinated Community Plan to End Youth Homelessness (OYAB, 2020). This plan provided the framework for the selection of programs funded by the YHDP grant.



COMMUNICATION FEEDBACK LOOPS

New communication feedback loops

The Behavioral Health and Homelessness Statewide Unified Response Group (BHHSURG) is a partnership between GCH, DHS-HPO, and DOH-BHA. This effort included a centralized website to share COVID-19

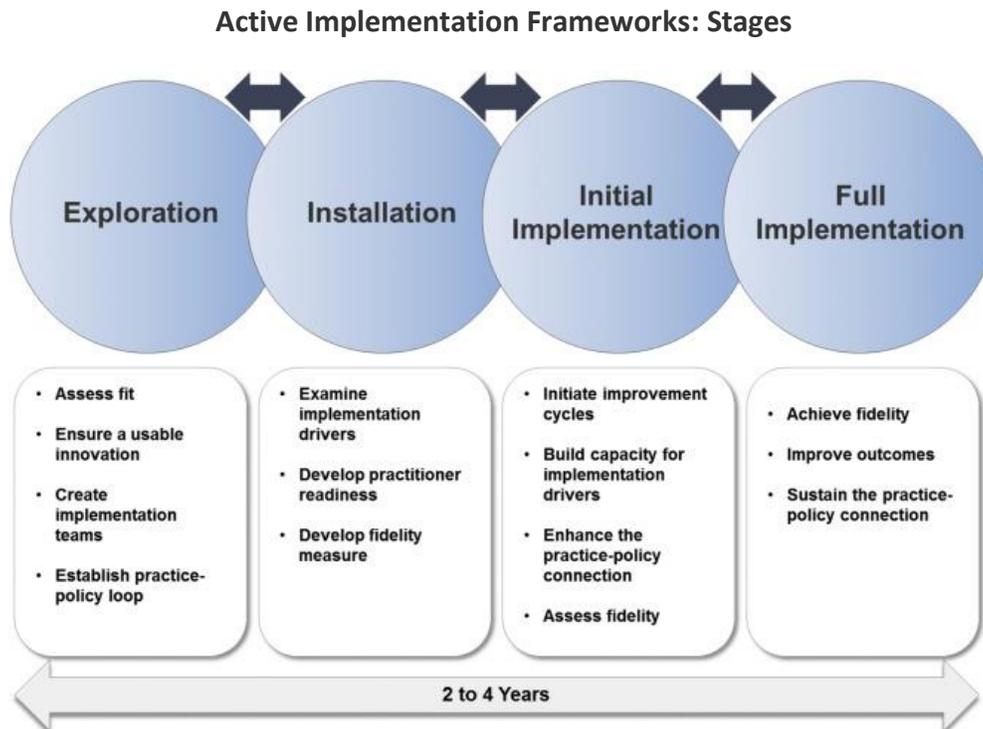


guidance, the formation of community resilience hubs to collect and distribute Personal Protective Equipment (PPE), and weekly webinars to share information on a variety of topics related to the pandemic. New funders meetings, and frontline provider meetings were also

initiated to improve coordination of services. The first ever virtual Statewide Homeless Awareness Conference attracted more than 1,150 attendees (HICH, 2020). A new DOH and Hawaii Behavioral Health COVID-19 dashboards were also established to share information among service providers. The new BHHSURG website is featured above.

Findings: ‘Housing First’ Progress

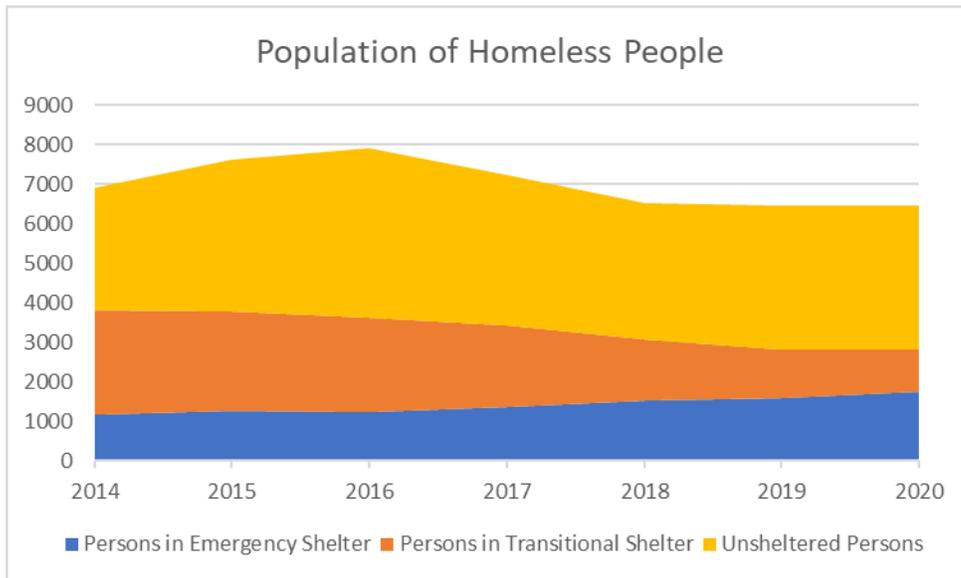
The ‘Housing First’ approach is having a significant impact on solving homelessness in Hawaii. The ‘Housing First’ approach is defined as prioritizing housing in the provision of service rather than using it as a reward. The extensive and ongoing efforts of the State, Counties, and providers, to initiate ‘Housing First’ practice since 2016, as detailed in last year’s Initial Assessment, are yielding positive results. Overall, the system is in the initial implementation stage, the third of four stages outlined in the Active Implementation Frameworks:



Full implementation of Housing First will likely require focused attention for several years to come. Four measures provide evidence of progress as detailed by the performance outcomes on the following pages:

- **Population of Homeless People**
- **Exits to Permanent Housing**
- **Time to Placement**
- **Housing Inventory Count**

Population of Homeless People



The annual Point-in-Time (PIT) count is the method used to determine the population of homeless people in need of permanent housing. There is a decrease in the PIT for homeless families, homeless veterans, and chronically homeless individuals. PIT is conducted locally by the two CoCs, Partners in Care on Oahu and Bridging the Gap, which use different methodologies for the PIT count (HICH, 2020). The statewide PIT count remained relatively level between 2019 and 2020. Honolulu was the only major West coast city not to have an increase (HUD, 2020).

Highlights and Lessons

- 18.5% decrease in homeless population since 2016.
- From 2016-2020 Hawaii experienced:
 - 43.7% reduction in homeless families
 - 27.1% reduction in veteran homelessness
 - 22.4% reduction in chronic homelessness
 - 15.2% reduction in unsheltered homelessness
- While the City of Honolulu has seen a slight increase in homeless population, and Kauai's homeless population remains relatively static, there has been significant reductions in the

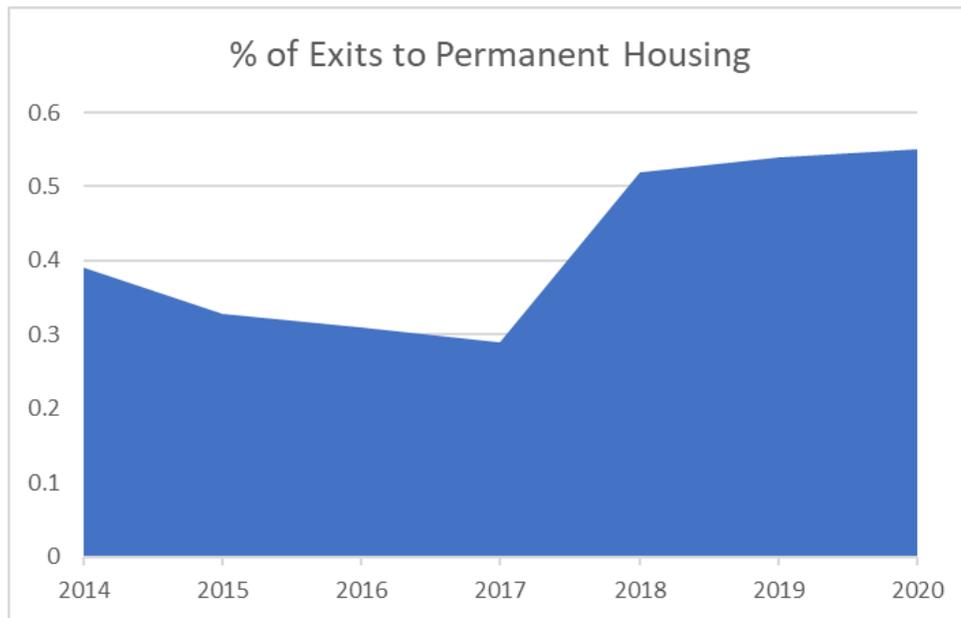
homeless population statewide since 2016 (HMIS, 2020): 9.95% on Oahu, 42.8% on Hawaii Island, and 31.1% on Maui (HMIS, 2020).

- Unsheltered homeless population increased on Oahu but decreased Statewide by 15.2% since 2016, largely driven by reductions on the Neighbor Islands, especially a 60% reduction on Hawaii Island (HICH, 2020).



- Unsheltered homelessness on Oahu increased despite a 167% increase in permanent housing inventory. Further examination indicated a steady inflow of new individuals entering the homeless service system with 58% first time participants in homeless services (HICH, 2020).

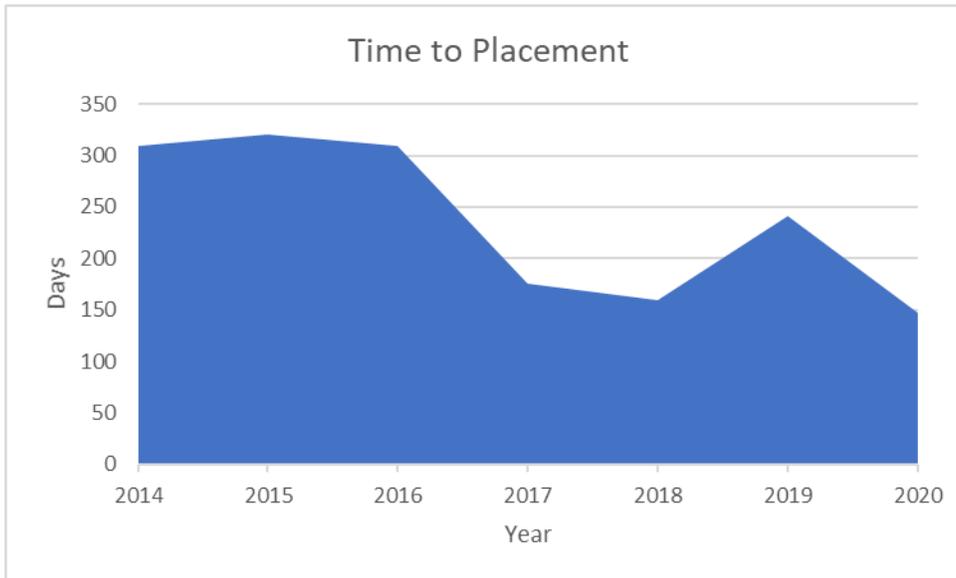
Exits to Permanent Housing



Highlights and Lessons

- The percentage of individuals transitioning from homelessness to permanent housing has significantly increased since 2017.
- Over the past three years and during the pandemic, the percentage of individual placed in permanent housing remained at over 50%.
- The increase in exits to permanent housing placement follows the implementation of performance metric in DHS HPO contracts for homeless services which began in 2017, as well as the expansion of State funding of the Housing First and Rapid Rehousing programs (HICH, 2020).
- Since the pandemic began, the Neighbor Islands have demonstrated a higher percentage of exits to permanent housing. In October 2020, exits to permanent housing reached a high of 76% (HMIS, 2020).
- New real-time housing inventories and coordinated outreach efforts support expedited placement.

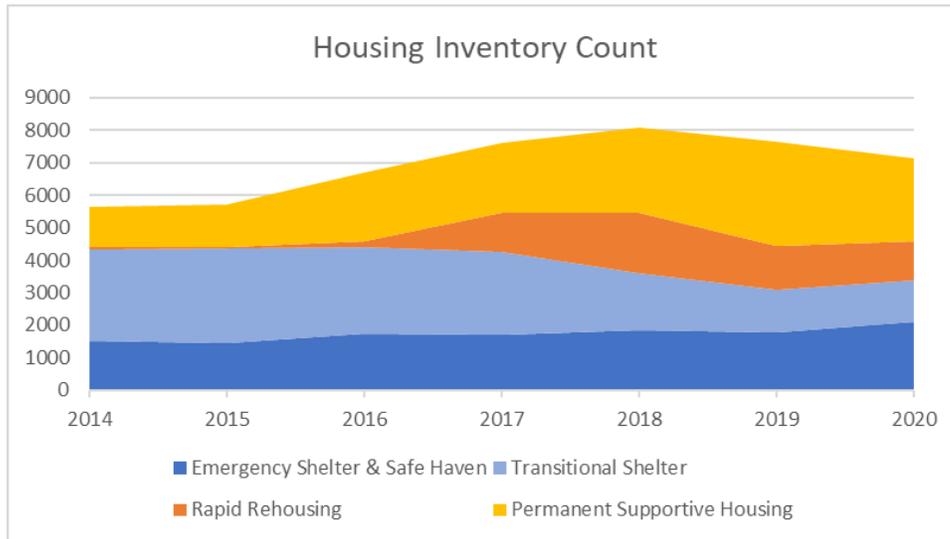
Time to Placement



Highlights and Lessons

- Time to placement has been reduced 40% since 2016, the year Housing First performance measures were introduced (HMIS, 2020).
- The goal for the average length of stay in emergency shelter is not to exceed 90 days, yet the actual length of stay increased from 79 to 96 days over the last three years (HMIS, 2020).

Housing Inventory Count



Highlights and Lessons

- There has been a 300% increase in the number of permanent beds from 1,359 in 2015 to 4,553 in 2019.
- Kauhale, the tiny home initiative spearheaded by Lieutenant Governor Josh Green, is gaining momentum. The first project, Kalaeloa Kauhale, is organized by HomeAid Hawaii and intended to house unsheltered chronically homeless people with 36 units on Hawaii Public Housing Authority (HPHA) property, and projected to open in Spring 2021 (HICH, 2020). The entire project costs

roughly \$3 million, and HPHA authorized \$2 million for development. Construction is supported through funding from the Hawaii Public Housing



A tiny home at Kalaeloa Kauhale

Authority, and a diverse network of private funding and in-kind support. In addition, DHS has

committed up to \$375,000 for on-site supportive services and property management. The state-subsidized tiny homes will be rented by homeless people at an affordable cost.

- The decrease in transitional shelter beds reflects a change in policy by US Department of Housing and Urban Development reducing the funding for transitional shelter since 2012 with a drastic 65% funding reduction between 2014-2015 (HUD, 2019).
- The number of emergency shelter beds increased from 2017 to 2020. This is due to the new emergency shelter programs funded through Ohana Zones initiatives, such as Villages of Ma'ili and the Keolahou Emergency Shelter.

- Additional shelter space:
Hale Hanakahi, Ka Lamaku,
and Keauhou Emergency
Shelter expanded capacity
on Hawaii Island.
Development at Uluwini also
increased inventory. There
is also a new DOH funded
emergency shelter for
homeless minors on
Windward Oahu, and a City
& County of Honolulu funded
youth emergency shelter in
Central Oahu (GCH, 2020).



- There are several affordable housing projects in development through HHFDC and County Housing offices across the state, and a coordinated communication can leverage public awareness of this progress.
- Necessary modifications resulted in an estimated 20% reduction in emergency shelter capacity, which was addressed by a variety of innovate solutions statewide (HICH, 2020).
- Infrastructure innovation at Hale Mauiola demonstrates new options for plumbing that may expand choices for developable land (IHS, 2020).

Ohana Zones

The substantial \$32 million of Ohana Zones funding is a driving force in successful housing-focused solutions to end homelessness in Hawaii. It is the only source of unrestricted funding available and provides a support for local priorities and a laboratory for innovative ideas that is yielding significant learning and positive impact. When enacting Ohana Zones Act 209 in 2018, the Hawaii Legislature determined ‘that addressing homelessness requires the courage to try something new... to improve the health and welfare of individuals experiencing homelessness and provide access to needed services’.

Ohana Zones are places where individuals experiencing homelessness and those who serve them to treat each other as an extended family (HICH, 2020). While each project is unique, they all embody the intent of the legislation, to be safe places where people are treated with familial care and compassion.

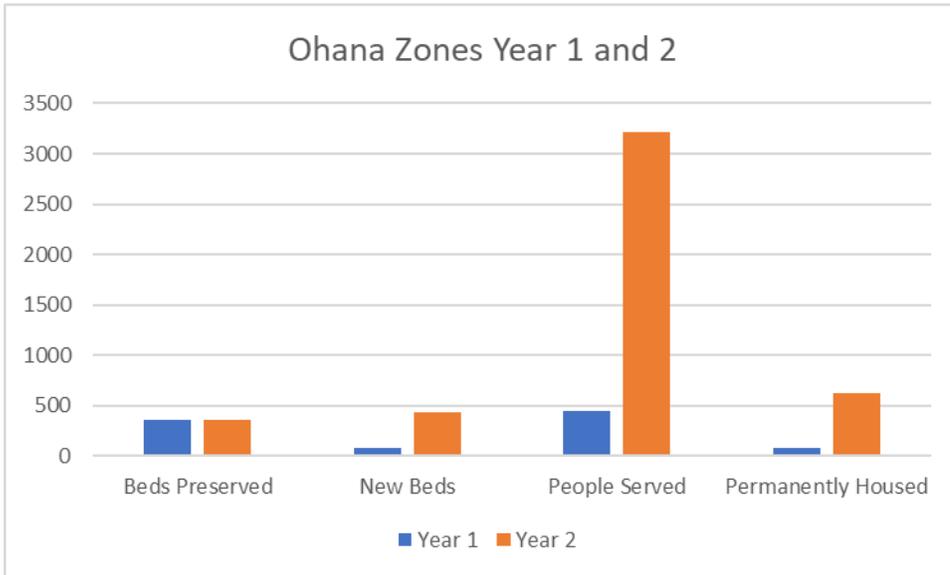
There are two types of Ohana Zones:

- (1) A program to improve health and well-being of individuals experiencing homelessness through wraparound services, social and health care services, transportation, and other services may be offered with the goals of alleviating poverty and transitioning individuals experiencing homelessness into affordable housing.**
- (2) Public lands, including at least three sites on Oahu and one site each on Hawaii, Kauai, and Maui to provide secure dwelling spaces, medical and social services and transportation.**

While legislation stipulated that six Ohana Zone sites were to be established, there are 16. The Office of the Governor approved all 16, and all funds have been transferred to DHS, DOH, HHFDC, and the Office of Youth Services (OYS) to oversee implementation. As of December 2019, all \$32 million appropriated has been encumbered and administered to site on Oahu, Hawaii Island, Kauai and Maui, as well as, statewide funding for training and evaluation and newly added emergency shelter inventory.

Management of funds is an important asset to drive local strategic planning by GCH and HICH. Similar councils in other states directly administer funds for homeless programs or assist in the oversight of the local CoCs and other federal HUD funding like Emergency Solutions Grants (ESG). HICH did not have any formal mechanisms to influence the allocation of funding until Ohana Zone funding. Unrestricted funding allows for great collaboration among County and State officials and service providers, which empowers local needs to drive funding decisions. This is an important and strategic embrace of local priorities above the national funding agenda superimposed by federal sources.

Ohana Zones Year 1 and 2 Progress



Ohana Zones Year 2 Totals



Ohana Zone initiatives are organized in four categories as detailed on the following pages in the Summary Chart and Site-Specific Progress reports:

1. **Permanent Supportive Housing**
2. **Increasing access to permanent housing**
3. **Site maintenance**
4. **Capacity building**

Ohana Zones Summary Chart

Category	No.	Contract Name	Managing Department	Location (Island)	Contracted Agency/Provider	Project Name and Description	Total Bed/Unit Count	Beds Preserved	New Beds Created	No. of People Served	No. of People Permanently Housed
Building Permanent Housing Capacity	1	Lihue Affordable Housing for Homeless Families (Services)	DHS	Kaua'i	County of Kaua'i	Kealaula at Pua Loke	29	-	29	67	67
		Lihue Affordable Housing for Homeless Families (Construction)	HHFDC								
	2	Kahului Affordable Housing for Homeless Families	DHS	Maui	County of Maui	Huliau	12	-	12	-	-
	3	Honolulu Permanent Supportive Housing	DHS	O'ahu	City & County of Honolulu	Kumuwai	20	-	60	66	66
	4					Hale Maluhia	20	-			
	5					Hale Kipa	10	-			
6	H3RC					10	-				
Building Outreach and Shelter Capacity	7	Law Enforcement Assisted Diversion (LEAD)	DOH	Hawai'i	Big Island Substance Abuse Council	Hawai'i LEAD	6	-	6	72	22
	8	LEAD		Kaua'i	Women in Need	Kaua'i LEAD	6	-	6	90	0
	9	LEAD		Maui	Mental Health Kokua	Maui LEAD	6	-	6	372	7
	10	East Hawai'i Individual Assessment Center and Emergency Shelter	DHS	Hawai'i	County of Hawai'i	Keolahou Assessment Center	50	-	50	76	28
	11					Hale Hanakahi	32	-	32	44	3
	12					Ka Lamaku	18	-	18	36	7
	13	West Hawai'i Assessment Centers and Housing	DHS	Hawai'i	County of Hawai'i	Uluwini Assessment Center	23	-	23	365	53
	14					Kukuioia Village	30	-	30	-	-
	15	Lift Mobile Navigation Centers	DHS	O'ahu	City & County of Honolulu	HONU / POST	150	-	150	1080	85
	16	Individual and Family Assessment Centers, and Bridge Housing	DHS	O'ahu	Catholic Charities Hawai'i	Villages of Maili	80	80		709	269
	17	Youth Outreach, Emergency Shelter, and Wraparound Services	OYS	O'ahu	RYSE	RYSE Youth Access Center	30	20	10	238	18
	18	Shelter Roof Repair	DHS	O'ahu	Kealahou West O'ahu	Onelauena Shelter	190	190			
	19	Shelter Roof Repair	DHS	O'ahu	Honolulu Community Action Program	Kumuhonua Shelter	68	68			
20	Provider Training and Professional Development	DHS	Statewide	OrgCode	Training for State and County shelter staff on best practices, including Housing First and Trauma Informed Care						
Evaluation	21	Housing First and Ohana Zone Evaluation	DHS	Statewide	Collaborative Quality Consulting	Comprehensive Statewide Systems Level Evaluation Utilizing Active Implementation Framework					

Findings: Ohana Zones Site-Specific Progress

Permanent Supportive Housing

Kauai

Kealaula or “a brightened path out of darkness” at Pua Loke is an affordable rental housing project for those transitioning from homelessness. Ohana Zone funds supported construction, infrastructure improvements and the delivery of on-site services. This affordable housing community at Pua Loke was originally slated for 21 units, yet finished with 29 due to cost savings during construction. In addition to apartments, there are laundry facilities and an on-site office for supportive services. Kealaula includes 29 1-bedroom apartments that rent for



Kealaula at Pua Loke on Kauai

\$700/month and seven studios that rent for \$500/month. The project is administered by the Kauai County Housing Agency, and on-site services are provided by Women In Need (WIN). WIN has been serving Hawaii since 1996 with headquarters on Oahu and a newly expanded reach in Kauai. This agency is dedicated to assisting women and their families with transitional housing and other services to empower Hawaii's families to lead healthy and full lives (WIN, 2020).

Women In Need identifies prospective tenants in partnership with local service providers and community outreach efforts. Entry is low barrier, and the only requirements for referral are: homelessness and an agreement to participate in services. Because the funds are managed locally, there are fewer restrictions than federal housing programs. To address the needs of residents in light of COVID-19, allowances for Ohana Zone funding were expanded to include transportation and increased outreach.

Highlights and Lessons

- INTERDISCIPLINARY COLLABORATION: GCH, County of Kauai Homeless Coordinator, County of Kauai Housing Agency, Hawaii Housing Finance and Development Corporation, Women in Need, and Kauai Community Alliance.
- The Governor's emergency proclamation made it possible to expedite some steps in the development process, however, property development would be easier if there were statutory exemptions built into the process.

- Local CES does not reflect total population of homeless people known to stakeholders.



- The use of State land provided by DLNR reduced project development costs substantially, as compared to an adjacent affordable housing project.
- Location of housing is very important. When there is a disconnect between housing resources and services, people do not remain housed and stable (Roversi, 2020).
- There is a great need for mental health services on Kauai (Roversi, 2020).

Maui

The Huliau, named to signify this resource as “a turning point, a time of change”, will provide 12 two-bedroom units that will be utilized as long-term rental housing (permanent housing) for families with minor children transitioning out of homelessness. The project is located at the site of the old Maui College dorms in Kahului. It is currently under construction with completion anticipated for early 2021 (GCH, 2020).



Highlights and Lessons

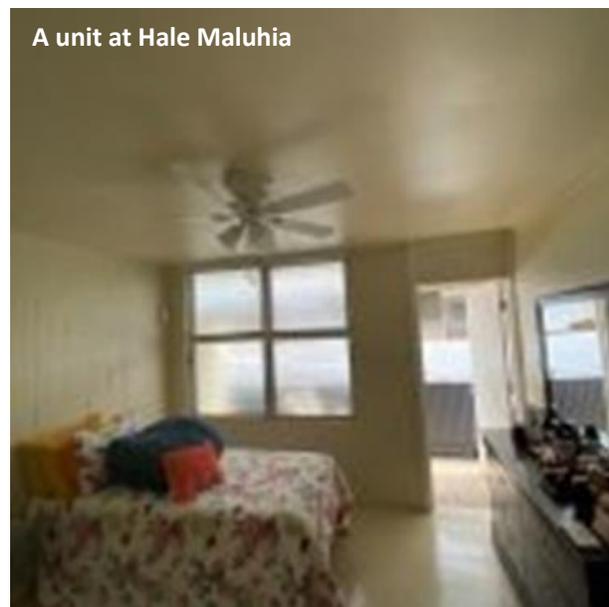
- INTERDISCIPLINARY COLLABORATION: HHFDC Dwelling Unit Revolving Fund, and County of Maui Department of Housing and Human Concerns Homeless Programs Division.
- Governor’s emergency proclamation expedited steps in the development process.
- The project leveraged \$5 million in DURF funds from HHFDC, which supported construction and infrastructure costs, and costs related to an Environmental Assessment and topographical survey required.

Oahu

The inventory of Permanent Supportive Housing on Oahu has increased through four specialized programs designed for underserved populations: domestic violence survivors, seniors, young people, and those who are chronically homeless, as detailed below:

- **Domestic Violence – Domestic Violence Action Center – 20 vouchers**

Hale Maluhia or “House of Peace” is a success story of a previously underused City-owned domestic violence shelter in Makiki. For a number of years, a group of service providers led by the Domestic Violence Action Center (DVAC), a domestic violence service agency, advocated to the City for the facility to be repurposed to provide permanent housing for survivors. While the need was widely recognized, the funding was not readily available until unrestricted Ohana Zone funding provided the catalyst for the vision of Hale Maluhia to become reality. Housing Solutions, Inc., a local property management company, and DVAC provides on-site wraparound services.



“Housing is the number-one problem for survivors who are trying to leave their abuser,” says Lydia Pavon, a fifteen-year advocate with the DVAC and the current manager of Hale Maluhia. Without safe housing alternatives, victims are often left with few options. “If they have nowhere to go,” Lydia says, “they may feel like they have to return to their abuser” (GCH, 2020).

DVAC began processing referrals for Hale Maluhia in February 2020 and welcomed 20 adults and 33 children starting at the onset of the pandemic in April 2020. (NOTE: While the Ohana Zone bed count is 20 for this program, the actual number of people placed is 53.) Support services are designed to ‘screen people in’ through individualized and low barrier services. Extensive wraparound and advocacy case management services include: legal representation, support with applying for benefits, services and employment; laptops and internet services for all residents; accompanying clients to court and appointments; facilitating a teen services program; and adult support groups; providing Lyft and Uber

transportation, and overall community building and support. In the short time the program has been open, community volunteers have coordinated to fill participant 'wish lists' and provide fresh fruit and vegetables. This compassionate and comprehensive approach is already yielding transformational results in the lives of resident families.

Housing is the number one problem for survivors who are trying to leave their abusers.

- Lydia Pavon, DVAC

Referrals are coordinated through a network of DV agencies and administered by Parents and Children Together due to the stipulations of the Violence Against Women Act, which prevent DV clients' information to be entered into HMIS. However, external data collection may present challenges with reporting and documenting the true need for Permanent Supportive Housing for domestic violence survivors, though hundreds of people seek DV services across the State every day. The ethics of DVAC Deputy Director, Marci Lopes are clear as she relays the need for housing is great in the context of nearly nonexistent housing resources. "We could create a pipeline of referrals, but I don't want to give false hope when the housing and services aren't available" (Lopes, 2020).

Highlights and Lessons

- **INTERDISCIPLINARY COLLABORATION:** GCH, City and County of Honolulu, DVAC, Parents and Children Together, Children and Family Services, community volunteers, and Housing Solutions, Inc.
- VI-SPDAT does not accurately reflect the severity of the situation for people experiencing housing crisis due to domestic violence.

- **Senior Housing – Kumuwai – 20 vouchers**

Twenty homeless seniors transitioning from chronic homelessness moved into the newly renovated, three-story Kumuwai building at the corner of Young and Artesian Streets in the McCully-Moiliili



Residents of Kumuwai

neighborhood. The City purchased the building in 2017 for \$6.3 million and invested another \$5 million into a major renovation to create 30 studio apartments that are 150 to 230 square feet. Each apartment comes with a private kitchen and bathroom. There are two outdoor lanai, laundry facilities on each floor, and 22 ground-level parking stalls underneath (Nakaso, 2020).

The 20 Ohana Zone funded permanent supportive housing units are site-based, meaning that they are tied to the Kumuwai facility. The permanent supportive housing at Kumuwai was specifically designed to assist elderly homeless individuals who may otherwise experience difficulty in finding a rental unit in the private market. The facility is property managed by the nonprofit Housing Solutions, Inc., and case management is provided by the City & County of Honolulu Department of Community Services (DCS) (GCH, 2020).

Elderly people are a growing sector of the homeless population and DCS Work Hawaii Administrator, Leina’ala Nakamura relays that it is the top mission of public servants to serve community members who are vulnerable. As such, she and on-site social worker, Taimane Passi, have been a welcome resource for new residents during the COVID-19 pandemic providing support with transportation to medical appointments, applying for benefits, and connecting with community resources. “We are here to help them in a dignified way.” Nakamura explained. Kumuwai is fully occupied with all original residents settled in their new homes escaping extreme vulnerability of life on the street during the pandemic.

Highlights and Lessons

- **INTERDISCIPLINARY COLLABORTION:** City and County of Honolulu Department of Community Services, GCH, and Housing Solutions, Inc.
- Longer multi-year contracts are needed to stabilize service provision (Nakamura, 2020).

- Include performance measures to manage the standard of service and help agencies build capacity to achieve them.

- City and DHS contract alignment would be very helpful for providers. City Corporation Counsel and State Attorney General can agree standards for record retention, HIPPA, definitions, outcomes, and use the same language in contracts across jurisdictions (Nakamura, 2020).



- Clarification of intersecting case management roles of Managed Care and Kumuwai social workers would help streamline client services.

- **Young People – Hale Kipa – 10 vouchers**

Ohana Zone funds are providing an opportunity to address the distinct needs of young people with 10 housing vouchers managed by Hale Kipa or “House of Friendliness”, a well-respected provider of child welfare services

Statewide. Hale Kipa screens and places young people into City-owned housing where they pay 30% of their income towards rent with a goal of financial independence at 12 months. This program is a ground-breaking



contribution to the housing needs of this underserved group, which is yielding important learning about the interface of two DHS divisions: Child Welfare Services and HPO.

While there is a rapidly growing number of children turning 18 and needing permanent housing, the housing service system designed for adults does not fully align with their needs. Commitments like a 12-month lease, no pets, and strict timeliness for services are challenging; and the expectation for financial independence, where the average rent for a studio in Honolulu is \$1,240+ (rentcafe.com), can be highly overwhelming to face alone, as well as unreasonable. Thus, it is not a surprise that this program is at times underused, which is not a reflection of underperformance by Hale Kipa.

For 50 years, Hale Kipa has been a pioneer in serving vulnerable young people with a continuum of housing and support services and a long track record of leadership in many demonstration projects. For example, at the time of this Ohana Zone pilot, the agency was also awarded two housing vouchers from Foster Youth to Independence Program, a new HUD initiative to provide housing vouchers to Child Welfare Services and refer young people for housing while they are still in foster care instead of having to become homeless to get help (halekipa.org). As the need for permanent housing continues to grow, knowledge gained from pilot programs, such as this one, ensures the development of sustainable housing policies and practices for this important group.

Highlights and Lessons

- Young people leaving foster care have a primary need for Permanent Supportive Housing (PSH); however, they do not fit the criteria for PSH that is designed for adults because they have not been chronically homeless for an extended period of time.
- It is more efficient to give child welfare providers housing vouchers than to try to qualify vulnerable young people for the services they need in an adult system (Campbell & Uyeoka, 2020).
- Young people facing housing crisis are still developing into adults and need greater flexibility to meet their evolving needs. It would be helpful if young people given allowance to move back and forth between types of services and relaxed timeframes for participation (Campbell & Uyeoka, 2020).
- It is important to balance the idea of 'low-barrier service' with the structure and rules that developing brains need (Campbell & Uyeoka, 2020).
- There is a great need for substance abuse and mental health treatment on demand. Reducing the referral time would support successful participation in services (Campbell & Uyeoka, 2020).
- Explore the possibility of using Medicaid funds for cash grants to eligible young people leaving foster care.



New Hale Kipa headquarters in Ewa Beach

- **Chronically homeless –H3RC 10 vouchers**

The Hawai'i Health & Harm Reduction Center (H3RC) was selected to administer 10 PSH vouchers for



chronically homeless people through Ohana Zone funding. H3RC serves Hawai'i communities by reducing the harm and fighting the stigma of HIV, hepatitis, homelessness, substance use, mental illness, and poverty through care services, advocacy, training, prevention, education, and capacity building (H3RC, 2020).

H3RC is a leader in the provision of myriad services to people in housing crisis on Oahu. The unrestricted

Ohana Zones funding allows this non-traditional housing provider to try out vouchers and learn best practices to develop a more robust continuum of services. While COVID-19 disrupted all social services and caused delays in getting potential voucher recipients 'document ready', H3RC continued to provide services and placed six (6) people in housing. The team plans to place the other four (4) people by January 2021 (Lusk, 2020). In addition to its portfolio of services, this agency also stepped forward in crisis relief efforts to address the needs of the most vulnerable people on Oahu during the pandemic by:

- Staffing two TQIC sites in partnership with the City and Hawai'i Department of Health.
- Distributing 250,000+ pounds of food in partnership with the Hawai'i Foodbank.
- Greatly expanding behavioral health services through video conferencing.

Highlights and Lessons

- Flexibility to work outside of CES is helpful to prioritize placement for people with high needs yet do not meet CES requirements (Lusk, 2020).
- Contract reimbursement based on a capitated rate per client is easy and flexible (Lusk, 2020).
- Provide implementation support for new providers to develop policies and procedures and other administrative infrastructure, if helpful.

Increasing Access to Services

- **Statewide - Law Enforcement Assisted Diversion (LEAD)**

Law Enforcement Assisted Diversion (LEAD) is a best practice approach to help people *before* they reach crisis by diverting them from repeating minor legal offenses to engaging in individualized case management. LEAD is based on a partnership among social service providers and law enforcement to identify participants and the provision of wraparound supports. While not specifically designed as a homeless services program, a large percentage of LEAD participants are in housing crisis or are at imminent risk of homelessness (GCH, 2020; Willingham, Gralapp, Barile, 2020).



Not only is LEAD significantly effective to divert people from court involvement and access housing, it is highly cost effective. Many of the single unsheltered people experience chronic mental health issues and have spent years on the street making them high users of medical and legal services. A major influencer in this population is crystal methamphetamine addiction that instigates law breaking behavior and generates excessive medical costs. In fact, 3.6% of Medicaid recipients use 61% of Hawaii's Medical budget or \$1.2 billion on emergencies and temporary treatment (DOH, 2018). This cohort is the target population for LEAD. Pivoting to the legal system, nearly 75% of Hawaii's jail and prison population are incarcerated for misdemeanors, petty misdemeanors, and technical offenses, the kinds of offenses targeted by LEAD (Willingham, Gralapp, Barile, 2020). Overall, LEAD is a well-positioned asset to divert people from incarceration and hospital stays (HCR, 2017), and the high costs related.

With established success on Oahu at LEAD Honolulu at Hawaii Health and Harm Reduction (H3RC), Ohana Zone funds were used to scale LEAD statewide at four sites on: Hawaii Island, Kauai, and Maui. Based on guidance from H3RC LEAD Honolulu, the pilots included up to 60 days of emergency shelter bed space for LEAD participants on the Neighbor Islands, which was not allowed with other funding

streams. The following organizations administered were selected to direct LEAD programming in collaboration with County Prosecuting Attorney's offices and Police Departments.

- Kauai – Women in Need
- Maui – Mental Health Kokua, Ka Hale A Ke Ola, Aloha House
- Hawaii – Big Island Substance Abuse Council, HOPE Services, Going Home Hawaii



LEAD is the subject of a multi-year statewide evaluation with the Department of Psychology at UH Manoa, which directly informs this report. LEAD Kauai, Maui and Hawaii all completed a pilot year, but funding was not sustained as originally intended. Due to COVID-19, unused LEAD Ohana Zone funding for the three pilot sites was redirected. While there are variations across settings, the fundamentals of LEAD program implementation gave way to strengthened interdisciplinary partnerships with the Hawaii Police Department and DOH Alcohol and Drug Abuse Division (ADAD) (Willingham, Gralapp, Barile, 2020). LEAD-type services have been absorbed in the ADAD portfolio of contracts without extended shelter provisions. The fidelity to LEAD is yet to be discovered. Experts recommend the continued expansion of LEAD across the State in partnership with local law enforcement, prosecutor's office and judges (Willingham, Gralapp & Barile, 2020).

Highlights and Lessons

- **INTERDISCIPLINARY COLLABORATION:** Big Island Substance Abuse Council, Hawaii Police Department, Maui Police Department, Kauai Police Department, HOPE Services, Going Home Hawaii, Ka Hale A Ke Ola, Aloha House, Prosecutor's Offices, Mental Health Kokua, Hawaii Health and Harm Reduction Center, Women In Need, DOH- ADAD, many judges across the state and UH Manoa Ecological Determinants Lab at the Department of Psychology.
- 50% of LEAD clients are Native Hawaiian (Willingham, Gralapp & Barile, 2020).
- Emergency room visits decreased 17% for LEAD participants (Willingham, Gralapp & Barile, 2020).
- Self-reported crystal methamphetamine used decreased by 23% for LEAD participants (Willingham, Gralapp & Barile, 2020).
- Coordinated and individualized LEAD implementation support is needed Statewide (Lusk, 2019).

- Consistent communication among LEAD Hui members is a helpful way to build capacity for sustainable LEAD practice.

Hawaii

East Hawaii

- **Keolahou shelter for single men**

The Keolahou Assessment Center (KAC) is Hawaii Island’s first Ohana Zone project, which is located at the site of the Old Hilo Memorial Hospital. KAC expands emergency shelter capacity in East Hawaii by



adding 50 new emergency shelter beds for single men. KAC is focused on partnering with multiple other organizations to provide supportive services at one centralized location.

HOPE Services Hawaii is sub-contracted by Hawaii County to administer day-to-day operations of the shelter. This agency is dedicated to “make homelessness on Hawaii Island rare, brief, and nonrecurring”

(HOPE Services Hawaii, 2020). While currently focused on providing emergency shelter on the first floor, longer term plans for the KAC facility include stabilization beds and permanent supportive housing for homeless individuals with severe mental illness and co-occurring substance use disorders on the building’s upper floors.

- **Hale Hanakahi - NEW**

In April 2020, the County of Hawaii used Ohana Zone funds to construct 32 tiny units for the Hale Hanakahi Emergency Shelter program on county-owned land in Hilo. The program provides additional shelter capacity for homeless individuals on Hawaii Island who are affected by the COVID-19 pandemic. Hale Hanakahi is administered by the



County of Hawaii, and on-site case management and shelter services are provided through a partnership with Neighborhood Place of Puna and HOPE Services Hawaii. Each tiny home unit in the program is 10 feet by 8 feet and includes a bed, linens, and basic necessities (GCH, 2020).

West Hawaii

- **Ulu Wini**

The Ulu Wini Assessment Center is located at Na Kahua O Ulu Wini in West Hawaii. The Ulu Wini Assessment Center is modeled after the Kakaako Family Assessment Center on Oahu. The approach provides coordinated access to services to support people needs in a comprehensive way: housing,



food, health, economic self-sufficiency, education, and social capital.

The Ulu Wini Assessment Center is managed by Hawaii Affordable Properties, Inc. (HAPI) and provides a connection to housing resources, along with case management, mail service, and transitional shelter for families with children. In addition

to housing resources, Ulu Wini Assessment Center case managers will help with money management, benefits enrollment, and life skills. The overall goal of this facility is to help homeless families get back on their feet and provide them with the knowledge for long-term success and ending the cycle of homelessness.

- **Kukuiola Village**

Kukuiola Village is a 30-unit emergency shelter that is currently under construction and will be located on 15 acres of a larger state property in West Hawaii. The estimated completion date for Kukuiola Village is Fall 2021 due to a delay in construction associated with the discovery of endangered flora and cultural artifacts at the site. The target population for the program will be single adults and couples, and the program will provide emergency shelter as well as navigate homeless individuals to permanent housing options.

Kukuiola Village is a collaborative effort between the State and the County. In addition to Ohana Zone funding, the Hawaii Department of Land and Natural Resources (DLNR) provided land for the property through an Executive Order to the Hawaii Housing Finance and Development Corporation (HHFDC), and HHFDC provided funding to the County to assist with the development and construction of the site, as well as the environmental assessment and planning process.

- **Ka Lamaku - NEW**

Ohana Zone funds allowed the County of Hawaii to construct Ka Lamaku, a community of 18 tiny homes in Kailua-Kona at the Old Kona Airport Park that opened in June 2020. The tiny homes provide temporary emergency shelter to individuals and couples experiencing homelessness during the COVID-19 pandemic. Each tiny home unit is 10 feet by 8 feet and can house up to two people. HOPE Services Hawaii is providing on-site services and administering the temporary shelter program. The program is a collaborative effort that includes County funding for services, State Ohana Zone funds for the construction of tiny homes, community sweat equity to assist with labor, and materials donated by the Hawaii Department of Transportation.

Highlights and Lessons

- **INTERDISCIPLINARY COLLABORATION:** Arc of Hilo, Bay Clinic, Big Island Substance Abuse Council, County of Hawaii Housing, Hawaii Department of Land and Natural Resources (DLNR), Hawaii Housing Finance and Development Corporation (HHFDC), Hawaii Affordable Properties, Inc. (HAPI), Hawaii Department of Transportation, Hawaii Islands HIV/AIDS Foundation, Hawaiian Community Assets, HOPE Services Hawaii, InterFaith Action Committee, Legal Aid Society of Hawaii, Neighborhood Place of Puna, Project Vision Hawaii, The Food Basket, and Hilo Hospital.
- Hawaii Island has the highest rates of reduction in unsheltered homelessness at 42.8% since 2016 (HUD, 2020).
- The Office of the Mayor, HOPE Services Hawaii, and Neighborhood Place of Puna Proactively facilitated long-term visioning and strategic planning, which is generating significant progress.

Oahu

- **Homeless Outreach and Navigation for Unsheltered Person (HONU)**

A half step between outreach and established shelter programs, the Homeless Outreach and Navigation for Unsheltered Persons (HONU) program provides 24/7 short-term shelter to homeless individuals and help them find longer-term shelter and other housing options. Each HONU is a mobile facility that has the capacity to serve between 60 and 100 individuals at one location with sleeping quarters, hygiene facilities, and food. It is operated by the City and County of Honolulu Department of Community Services in partnership with the Honolulu Police Department. This program also partners with other organizations to provide on-site services, including assistance with identification, housing navigation, legal, and medical services.



As of April 2020, the HONU has transitioned to the Provisional Outdoor Screening and Triage (POST) program to adapt to the current COVID-19 pandemic. An important distinction is that the POST provided individual, rather than collective tents, and maintained a static location at Keehi Lagoon Beach Park. Recent CARES Act funding provided additional support and scaling of the POST to 150 beds. While critiqued for underuse by local media (Blair, 2020), this is unfair criticism as this innovation is in early implementation and adjustments to service provision and design are ongoing.

Highlights and Lessons

- **INTERDISCIPLINARY COLLABORATION:** City & County of Honolulu Department of Community Services , Honolulu Police Department, Hawaii Health and Harm Reduction Center, Institute for Human Services, Partners in Care, community volunteers, Department of Land and Natural Resources (DLNR), City and County of Honolulu Department of Parks and Recreation, Hawaii National Guard, and River of Life.

- HONU and POST are the only programs of their kind in the nation, a groundbreaking innovation demonstrating a new role for law enforcement in solving homelessness.

- Consider scattered site POST locations and working with local communities to stay longer than 90 days.



- It is difficult to staff a program that moves drastically every 90 days (O'Neal, 2020).

- It is helpful for HPD to operate an Island-wide program because they do not have the geographic restrictions that homeless service providers do (O'Neal, 2020).

- The para-military infrastructure of HPD facilitates decision-making and implementation (O'Neal, 2020).

- Mobility of this initiative is important because it allows the service to be brought to meet potential clients where they are living to facilitate access to a hot shower, safety, and food.

Villages of Ma'ili

The Villages of Ma'ili is an Ohana Zone funded program in Leeward Oahu that provides a total of 80



units set aside for emergency shelter and temporary bridge housing. The program is located at the site of the former Ulu Ke Kukui transitional housing program, which closed in October 2018. When the former program closed, the Hawaii Department of Human Services explored ways to

continue the short-term use of the property for homeless services, and Ohana Zone funding provided that chance. This program has the highest permanent housing placement rates of any Ohana Zone program, placing 269 people in permanent housing at the time of this report (GCH, 2020).

Villages of Ma'ili is operated by Catholic Charities Hawaii (CCH), and is modeled after the agency's Kakaako Family Assessment Center. CCH has a 70-year history in Hawaii and is one of the state's largest social service organizations with 300+ employees that operate more than 30 programs statewide serving 40,000 children, families, seniors, and immigrants (CCH, 2020). Villages of Maili serves homeless individuals and couples, as well as families with minor children.

A unique component of Villages of Ma'ili is the Bridge Housing program, which provides temporary housing for chronically homeless individuals referred through the Coordinated Entry System who have been assigned a permanent supportive housing voucher but require a temporary place to stay while searching for a longer-term rental unit. Programming is modeled after CCH's Kakaako Family Assessment Center providing coordinated access to service and supports including: early childhood education, permanent housing, food, health, economic self-sufficiency, education, and social connections. Placement rates to permanent housing continued to remain high, even during the pandemic.

Highlights and Lessons

- **INTERDISCIPLINARY COLLABORATION:** Catholic Charities of Hawaii, Department of Human Services, Department of Health, UH JABSOM Traveling Medical Clinic, Next Step Shelter, Partners in Development Traveling Preschool, Department of Education, United Healthcare, Legal Aid Society of Hawaii, community volunteers, and the local faith-based community.
- **Highest Ohana Zone placement rates achieved: 269 people placed in permanent housing.**
- Superior practice demonstrated among case practice and leadership team featuring:
 - Individualized planning for residents
 - Unconditional positive regard and care for residents
 - Daily meetings with individual residents to expedite goal achievement
 - Crisis intervention and individualized safety planning
 - Consistent protocols and processes for case practice
 - Commitment to accommodate and expanding programming and resources for residents of all ages and needs
 - Support for competency-development and program implementation through support of the larger organizational infrastructure of CCH, a leading social service provider across Hawaii.

- CCH leadership credits training from the Institute for Greater Good for informing the program's practice approach (Ka'aloa, 2020).



CCH Director Camille Simon with residents at Villages of Ma'ili

- Staff and families volunteer to make holidays special throughout the year for resident families (Ka'aloa, 2020).
- Strong teamwork is promoted by leadership, and the staff is cohesive with very little turnover (Ka'aloa, 2020).
- Housing units provide privacy and cooking capacity for every household.

RYSE Youth Access Center

Ohana Zone funding enabled the RYSE Youth Assessment and Navigation Center to expand its bed



capacity to 30 beds for homeless youth and expand outreach and on-site medical services. The facility is operated by Residential Youth and Empowerment Services Hawaii (RYSE) Hawaii and located on the grounds of the Kawailoa Youth and Family Wellness Center in Windward Oahu, previously known as the Hawaii Youth Correctional Facility. Ohana Zones funding is used to establish and operate a medical clinic onsite that specializes in adolescent

health care, with linkages to family planning, behavioral health, and substance abuse treatment. It also offers COVID-19 testing, tuberculosis screenings, and pre-employment physicals.

The RYSE Youth Access Center is particularly important in a sparse service infrastructure, since youth are the fastest growing population of homeless people in Hawaii (Center on the Family, 2018). A significant contributor to this problem is discharge from institutions like foster care, hospitals, and correctional facilities without a plan for permanent housing (Thorton, Koshiba, & Lii-Ibarra, 2017). Thus, addressing the distinct needs of homeless young people is critical to ending homelessness in the future.

“RYSE clinic plays an essential role in empowering these young adults at this particularly vulnerable time in their lives,” said Ava Jenkins, the Advanced Practice Registered Nurse (APRN) at RYSE. “They are all transitioning from pediatrics to adult health, many have a history of inadequate medical care as children, and some are developing symptoms of mental and physical illness.” This innovative program is the study of evaluation by the Ecological Determinants Lab at the Department of Psychology, UH Manoa, which directly informs this report.

Highlights and Lessons

- INTERDISCIPLINARY COLLABORATION: RYSE, ALEA Bridge, Kawaihoa Youth and Family Wellness Center, Department of Human Services, Office of Youth Services, UH Manoa Ecological Determinants Lab at the Department of Psychology.
- Intakes increased 47% in year two of RYSE operation (41 to 77) (Webb, Combs & Barile, 2020).
- 48% of RYSE participants identify as Native Hawaiian (Webb, Combs & Barile, 2020).
- More than 50% of RYSE participants are male (Webb, Combs & Barile, 2020).
- 48% of RYSE participants have a high school diploma or GED (Webb, Combs & Barile, 2020).
- Nearly 60% of RYSE participants are 18-20 year olds, which is likely due to discharge from child welfare and juvenile justice programs (Webb, Combs & Barile, 2020).
- 48% of participants had experience domestic violence (Webb, Combs & Barile, 2020).
- 38% of participants indicated previous foster care involvement (Webb, Combs & Barile, 2020).
- 37% of participants indicated previous involvement with juvenile justice (Webb, Combs & Barile, 2020).

Site Maintenance

- **Kumuhonua**

Kumuhonua is a 68-bed transitional shelter facility in Leeward Oahu. The shelter is a State-owned facility operated by the Honolulu Community Action Program (HCAP), and serves homeless single adults and couples. Ohana Zone funding is being used for critical roof repairs and complete other necessary maintenance to sustain current capacity.



- **Onelauena**

Onelauena is a 190-bed emergency shelter facility in Leeward Oahu. The shelter is a state-owned facility operated by Kealahou West Oahu, and serves homeless single adults, couples, and families with minor children. Ohana Zone funding is being used to make critical roof repairs and complete other necessary maintenance to sustain current capacity.



Capacity Building

- **Collaborative Quality Consulting**

Collaborative Quality Consulting is conducting this three-year evaluation of projects receiving Ohana Zone funding, and this is the second report in that effort. This is a systemwide evaluation of Housing First implementation to understand the system today and identify what is further required to increase access to permanent housing and end homelessness in Hawaii in the future. The evaluation uses best practice Implementation Science to understand the interaction of components across the homeless service system and their collective impact.

- **OrgCode Consulting, Inc.**

Ohana Zone funds are pending for contract with OrgCode Consulting, Inc. to provide a series of trainings regarding a housing-focused approach, the use of diversion tools, and rapid rehousing. The organization's CEO, Iain De Jong, developed the VI-SPDAT assessment and triage tool and is an internationally recognized homelessness expert. De Jong was a featured keynote speaker at the 2020 virtual Statewide Homelessness Awareness Conference (De Jong, 2020).

Next Steps

Included in the Year 1’s Initial Assessment (2019) was series of ‘Next Steps to Consider’, which synthesized content from interviews with system experts, research, and previous evaluations into a list of tasks intended as a discussion tool for system leaders. Since that time, the Governor’s Coordinator on Homelessness and Hawaii Interagency Council on Homelessness (HICH) have embraced these considerations into strategic planning discussions for the next HICH 10-year plan to achieve this system vision:

To end homelessness in Hawaii by implementing and sustaining a housing-focused system that draws upon the efforts of multiple partners and creates a clear pathway to stable housing for individuals, families, and children who are homeless which requires a shared community effort and ‘all hands on deck’ approach.

The draft plan below will be presented to HICH for review and discussion during the first half of 2021. Based on feedback received, revisions will be made to the plan with the goal of a full plan to be agreed upon by HICH mid-year 2021. Once agreed upon, revisions and external technical assistance projects can be vetted through HICH for alignment with the proposed plan, as detailed in the five priorities below:

1. **Build system capacity and strengthen core competencies** – Full implementation requires a skilled staff capable of practicing the Housing First approach across all programs, roles, and settings.

1	Build a shared understanding of the client process map with all stakeholders. (i.e., BESSD, CoCs, City of Honolulu, county governments, HPO, Med-QUEST, and DOH.)
2	Create competency-based practitioner profiles for workers across the components of the process, and use practitioner competencies to develop a comprehensive professional development toolkit to support all Competency Drivers.
3	Expand ‘Peer Specialist’ opportunities currently included in HPO contracts for people with lived experience of homelessness to enter the workforce as outreach and shelter workers and other service roles.

Further consideration...

- Embrace Hawaiian values and cultural competencies in all aspects of service provision. Work toward codifying culturally based practice models and establishing best practice.

2. **Strengthen Leadership and Stakeholder Alignment** – A clear understanding of roles and responsibilities of stakeholders across the system contributes to alignment, efficiency, and effectiveness.

1	Establish a common understanding and language for the roles and responsibilities of all stakeholders across the homeless service system to reduce duplication of efforts and clarify domains of responsibility.
2	Offer voluntary <i>ho'oponopono</i> and/or mediation services to all of those impacted by system change to resolve interpersonal conflicts and establish more positive ways to work together.
3	Build capacity for inter-jurisdictional collaborative problem-solving across all leadership structures in the system.
4	Promote a balance of power and horizontal and vertical alignment in governance. Reflect on inclusion, roles and balance in leadership structures like HICH, CoC, federal, state and local governments.
5	Create a competency-based practice profile for leaders to develop leadership capacity with a common approach to generate further alignment among leaders.

3. **Invest in Organizational Supports and Infrastructure** – Standardizing processes and protocols promotes high fidelity Housing First practice and performance management, including data collection and analysis, and effective oversight for financial and human resources. This supports the partnerships among system stakeholders and provides opportunities for new partnerships with those with lived experienced, and the faith-based and business communities.

1	Develop a statewide Data Warehouse to integrate client data across multiple state systems.
2	Develop IT solution within both Coordinated Entry Systems to access real-time inventories for: shelter, HPHA, and vouchers.
3	Align methodology for Point-in-Time Count between Bridging the Gap and Partners in Care.
4	Expand and aggregate statewide data collection: budget and services and map the data.
5	Refine service contracts across jurisdictions, including alignment of performance metrics for contracts.
6	Explore funding mechanisms to support providers in upgrading shelter facilities to increase client privacy.
7	Explore ways to engage the public and business community as partners in ending homelessness and turn complaints into contributions.
8	Raise awareness and further explore how to scale and coordinate efforts of the faith-based community, including service provision and housing development.
9	Leverage evidence of improvement to develop a comprehensive communications plan to raise awareness about the accomplishments and shift to a more positive key message: the solution is in progress.
10	Establish Client Rights and Fair Hearing processes and procedures for individuals and families receiving homeless services.
11	Continue to build alignment among stakeholders with collaborative problem solving.

Further consideration...

- Department of Facilities Maintenance to place personal belonging facilities at or near outreach stations to incentivize use of the facility and provide opportunities to access other services.

4. **Sustain and Scale Housing Focused Solutions** – The solution to homelessness is housing. An effective homelessness response system should include strategies to support the development of low-income affordable housing, as well as services that support rapid placement and ongoing support.

1	Continue to develop low-income and affordable housing by reinvigorating and expanding the ten-year Affordable Rental Housing Plan to embrace people with all income levels.
2	Increase Permanent Supportive Housing (PSH) financing strategies, including strategies to scale site-based PSH.
3	Support additional rental housing subsidies through federal, state, local and private resources.
4	Expand the supply of affordable rental housing where units are most needed through federal, state, local and private efforts and partnerships.
5	Improve access to and use of supportive housing by encouraging participant in the Coordinated Entry System, including prioritization and matching people appropriate levels of support
6	Review government policies and practices in government funded affordable housing, including subsidized public housing, which impact eligibility and eviction.
7	Conduct a system-wide inventory of available land and properties that may be repurpose for housing or for the use of housing-focused programs.
8	Explore strategies to incentivize the acquisition or repurposing of facilities for housing, including housing specifically targeted for individuals transitioning from homelessness.
9	Embrace Kauhale and other co-housing models in the development of permanent supportive housing for people with 0-30% area median income (AMI). Support implementation of 12 new Kauhale sites across the state. (LG Initiatives on Chronic Homelessness, 2019)

Further consideration...

- Embrace Kauhale and other co-housing models in the development of permanent supportive housing for people with 0-30% average median income (AMI). Support implementation of 12 new Kauhale sites across the state (LG Initiatives on Chronic Homelessness, 2019).
- Reinstate the Strategic Action Team that previously managed the plan and this team under the leadership of an Affordable Housing Coordinator, similar to the Governor’s Coordinator on Homelessness. Add three staff members responsible for identifying new building methods, addressing regulatory issues, collaborating with construction unions, and coordinating with all government jurisdictions (Lin, 2019).
- Include milestones for affordable housing development for each land-holding department or entity (i.e., Department of Transportation, Department of Land and Natural Resources, University of Hawaii, Department of Hawaiian Homelands, federal government, etc.). Explore a 10% set aside guideline for this purpose (Lin, 2019).

- Ask all new affordable housing developments to set aside 5% of site to be used for Housing First, as in ART Space in Kakaako (Yang, 2019).
- Accessory Dwelling Unit (ADU) financing as per Hawaii Appleseed: Subsidizing ADUs completely such that the state would pay for the full construction of an ADU, and in return, the landowner would rent it to a person in need of Permanent Supportive Housing. (Appleseed, 2018)
- Use Federal HOME dollars for housing vouchers.
- Explore an empty home tax. At about 13%, urban Honolulu has one of the highest rates of home vacancy in the country. Former Mayor Caldwell proposed to levy an extra tax on those vacant properties, an idea that has been successful in Vancouver, British Columbia (Finnerty, 2019).
- The people of Hawaii are connected to the land and often benefit from having land to tend and care for as part of their permanent housing (Aiu, 2021).

5. Scale Proactive Efforts to Divert Those with Higher Needs to More Appropriate Care, and Prevent Those Who Are Imminently at Risk of Homelessness From Entering the System.

Dedicated efforts to address system entry points prevent the entry of people who are eligible for alternative support. Stabilizing housing for those who are at risk of homelessness and quickly identifying a wider array of options for those without a history of housing crisis are also recommended. Those with severe mental illness, substance use disorders and/or chronic physical health conditions can be connected to resources to help them stabilize with more appropriate levels of care.

1	Scale eviction prevention strategies, including targeted short-term rental assistance, mediation, services, and civil legal services for landlord-tenant issues.
2	Introduce and advocate for policies that provide increased protection for renters including 'Just Cause' rules for evictions, 'Rent Control', and policies examining discrimination based on source of income, gender, and ethnicity.
3	Develop new opportunities for individual enterprise for people with 0-30% AMI through partnership with artisan collectives, business improvement districts, private industry, construction unions, and the hospitality industry.
4	Scale Assisted Community Treatment street medicine model and build capacity to service chronically homeless people.
5	Increase capacity for in-patient mental health and substance abuse treatment and expand options for specialized transitional housing.
6	Utilize mainstream resources to provide housing stabilization assistance.
7	Review and develop strategies to assist homeless non-residents in accessing the most appropriate resources.
8	Improve coordinate and integration of employment programs and homeless assistance programs.
9	Seek opportunities to scale medical respite programs (transitional programs for the medically fragile) to accommodate people being discharged from hospitals experiencing homelessness with complex health needs.
10	Increase availability of and accessibility to health services for special populations (i.e., co-occurring disorders including mental illness, substance abuse, developmental disability, and medical frailty).
11	Create specialized service packages for community re-entry for populations such as families, veterans, disabled youth ageing out of systems, mentally ill offenders and sex offenders.
12	Improve discharge planning from foster care, medical centers, emergency departments, psychiatric facilities, jails and prisons to connect people, especially with Family Finding services, to their extended social network, housing, health, and behavioral health services, and appropriate public benefits.
13	Increase jail diversion programs that are linked to housing and support

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