Collaborative Quality Consulting

Kealaula in Lihue, Kauai

Housing First and Ohana Zones Implementation Progress Report

YEAR 3: DECEMBER 2021

Acknowledgements

Thank you very much for contributing your wisdom and expertise to this year's evaluation. It is our honor to share your progress and achievements. The solution to homelessness is happening in Hawaii, and it's fueled by the hearts of its people. The aloha and compassion so vibrant in each of you awakens a deeper compassion in all of us. We hope this work serves you on the road to resolution.

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Executive Summary

During the greatest public health crisis in modern history, the people of Hawaii's homeless service system continue to make significant progress implementing the Housing First approach and Ohana Zones initiative. At the same time, their inspired collaboration also contributed to sustaining the lowest rates of COVID-19 in the nation. Meanwhile, the local economic situation is worsening, with increasing unemployment and soaring housing costs pushing more local people into financial distress. Of those in housing crisis, there is an overrepresentation of Native Hawaiians, with the fastest growing segment comprised of 18-to-24-year-olds.

The best practice Implementation Science model Active Implementation Frameworks provides a grounded theoretical approach to evaluate these interconnected initiatives, which better reflects real world experience. The purpose of this evaluation of Housing First and Ohana Zones is to reveal what is further required to end homelessness in Hawaii. At Year Three of this five-part report (2018-2023), progress achieved allows for a two-part implementation analysis: policy and practice.

Since the first Honolulu pilot in 2012, Housing First continues to have cascading impact and Ohana Zones is a Housing First accelerator, and strategically successful for many reasons. Central coordination of funds by the Governor's Coordinator on Homelessness (GCH) allowed the state to reclaim local priorities distinct from the national HUD agenda. Ohana Zones established an innovation laboratory to explore and scale localized solutions, which is unique on the evidence-driven national landscape. The establishment of 20 programs demonstrates the superior collaboration of people within the Hawaii homeless service system who exceeded standards of Act 209. The administration of all funds across five state offices demonstrates superior administrative capacity by the GCH, as well as Homeless Programs Office, Department of Health, Office of Youth Services, and all county governments. Direct funding to counties invigorated county-level strategic planning and distribution of funds across government offices promoted new partnerships.

To build on this success, we offer three key recommends:

1. Stabilize and increase dedicated funding to address homelessness
2. Increase affordable housing stock
3. Establish a competency framework to inform practice

Full implementation of Ohana Zones invites an exploration of innovations and practice across five distinct disciplines: capital projects, vouchers, outreach, emergency shelter and Family Assessment Centers. The collective learning is potent fuel for program development and strategic planning. The report concludes with next steps to consider and sample tools included. We offer this work to support alignment among stakeholders, which fosters continued progress to end homelessness in Hawaii.

Evaluation Overview

Purpose

The purpose of this five-year evaluation of Housing First and Ohana Zones is to understand the impact of these initiatives on increasing access to permanent housing and what is further required to end homelessness in Hawaii (2018-2023). Building on the assessment and findings of Year 1 and 2, this Year 3 progress report is a two-part assessment that features a continued focus on policy implementation and a new opportunity to explore practice trends and innovations across Ohana Zones practice groups.

HOUSING FIRST and OHANA ZONES YEAR 3 PROGRESS REPORT ANALYSIS:

(1) Policy

(2) Practice by group

This Year 3 report offers a systems perspective on the implementation and of Housing First and Ohana Zones to:

- Share progress
- Highlight innovation and success across the state
- Provide a reference for strategic planning
- Offer primary and supportive recommendations with examples
- Offer a connective framework for concurrent reports and evaluations, including:
    - GCH Ohana Zones report
    - Annual Report of Hawaii Interagency Council on Homelessness
    - LEAD evaluation by UH Manoa Department of Psychology
    - RYSE evaluation by UH Manoa Department of Psychology

using the following methodology.

Methodology

THEORETICAL APPROACH: ACTIVE IMPLEMENTATION FRAMEWORKS (AI)

Implementation Science (IS) is the study of change in complex systems. Even though IS has great potential in public services, it is underused due to the gap between academic research and real-world social services. As a result, it takes an average of 30 years to implement new ideas, which explains why more than 70 percent of system change efforts fail (Gleeson, 2017).

Implementation Science helps expedite the transfer of knowledge into practice to make the changes we want to see in the world. Active Implementation (AI) Frameworks is the best practice Implementation Science used in this evaluation because it is dynamic and inclusive, which better reflects the reality of

ongoing relationships required to achieve change. Active Implementation Frameworks continue to evolve with research. Since COVID-19, the frameworks have been updated and refined, as reflected in this report (Metz, 2021):

1. **Context** – Relationships and regulations that impact change
2. **Stages** – Categories of development-appropriate tasks required to make change
3. **Drivers** – Core operational components: leadership, competencies, organizational infrastructure
4. **Improvement Cycles** - Feedback loops that reduce barriers to sustainable, high-fidelity practice
5. **Communications** – Focused support and consistent messaging

The alignment of these AI Frameworks is proven to expedite system change.

DATA COLLECTION

This evaluation uses multi-method data collection including:

1. Quantitative measures: HMIS data and Ohana Zones
   - Time to placement
   - Population
   - Rate of placement into permanent housing
   - Number served
   - Housing inventory
2. Structured interviews: Services, Housing, Leaders
3. Meeting observation: Monthly funders, HICH, outreach/shelter, BHHSURG, County Coordinators.
4. Literature review
5. Ethnography: site visit Villages of Maili (2018, 2019), HONU (2021)

ROLE OF THE EVALUATION

Our team approaches evaluation as an ongoing partnership dedicated to co-learning, facilitating dialog, and sustaining change, using AI frameworks as a guide. Our interdisciplinary team offers implementation support and subject expertise:

Collaborative Quality Consulting DBA Focalize – Lead Facilitator Heather Henderson and Research Coordinator, Jasmira Colon, MSW Candidate at Monmouth University, contribute implementation and methodology expertise. Learn more at focalizechange.com.

Housing Innovations - Suzanne Wagner and Andrea White provide executive guidance, subject expertise, and international perspective as renowned leaders in solutions to homelessness.

Let's get started with a look at context to establish a better understanding of the current situation surrounding the implementation of Housing First and Ohana Zones in Hawaii.

Implementation Assessment

Context

NATIONAL

At the close of 2021, the world dares to hope for relief from the pandemic, though the challenges we face remain great. Demand has increased for COVID-19 vaccines, but this disease continues to permeate society. Even as the Omicron variant lurks, deep pockets of the population remain unvaccinated, including Native Hawaiians. (Center for Disease Control, 2021; Hassainein, 2021). During Covid-19, millions of Americans experienced financial crisis; the federal government responded with cascading support in an American Rescue Plan totaling more than $3.4 trillion (White House, 2021).[1] Overall, this action is the largest relief effort provided in American history. In its midst, the United States is experiencing the "great resignation" -- millions of people across the country quitting their jobs in search of higher pay and better benefits while rethinking future career plans (Hsu, 2021).

The appointment of Marcia Fudge as the new Secretary of the U.S. Department of Housing and Urban Development (HUD) cues a greater national focus addressing housing crisis and homelessness. To that end, the federal eviction moratorium protected millions of Americans from eviction, but without federal support and legislation in place, their futures may be insecure. Meanwhile, tent cities spring up at unprecedented rates, and for the first time among homeless people, more are unsheltered than sheltered. Consequences of the pandemic reverberate in a nation divided. In the aftermath of George Floyd's death at the hands of police, racial tensions continue to percolate. Not unsurprisingly, 40 percent of Americans surveyed report a decline in mental health status (CDC, 2020).

LOCAL

The people of Hawaii live in a context of extremes, where the greatest consequences of COVID-19 may be on the horizon. This year, the average cost of a single family home there topped $1 million, propelling homeownership far beyond the reach of many local families (Locations, 2021). These luxury second home purchases are a driving force in pricing out local people who emigrate to the mainland, resulting in an overall population decline across the state (SMS, 2019).

With travel restricted for much of 2021, unemployment in Hawaii skyrocketed to 8 percent during the summer, the highest in the United States. While on the decline at 7.7 percent, it is still well above the national average of 5.9 percent (HNN, 2021). Among those employed, a staggering 42 percent of the state's population is 'impoverished' (United for Alice, 2020). Further, there is reason to believe this number will rise, as applications for SNAP applications have increased 28-38 percent across the state over the last year (Med QUEST, 2021). Experts say that the physical and mental health consequences of the pandemic in Hawaii have been hardest on Native Hawaiian adults and children and will be felt for many years to come (Hassainein, 2021). Of the homeless, unsheltered people remain the largest segment, with Native Hawaiians disproportionately represented, with the fastest growing group 18 to 24 years old (HUD, 2021).

Implementation Stages

Implementation Stages represent the categories of development-appropriate tasks that take place as implementation progresses from an idea into practice, which typically take two to four years:
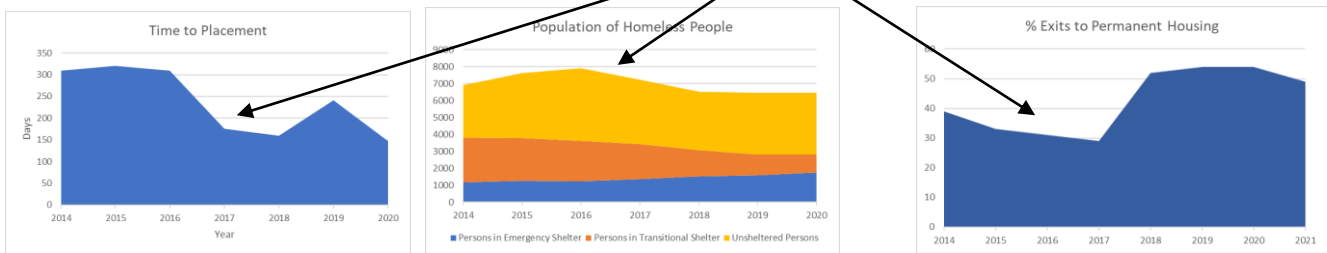
Implementation Stages

EXPLORATION Select intervention and create a team	INSTALLATION Examine drivers, name fidelity measures and develop practice readiness	INITIAL IMPLEMENTATION Strengthen drivers, start improvement cycles, measure progress	FULL IMPLEMENTATION Practice with high fidelity and improve outcomes

HOUSING FIRST AND OHANA ZONES IMPLEMENTATION STAGES

Implementation Timeline													
	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2024	2026
Housing First													
Ohana Zones													

Housing First policy implementation has been incremental, occurring over a longer timeline, starting when the City of Honolulu launched a Housing First pilot in 2012. This was reorganized and installed as part of a multi-year Housing First investment in 2014. A monumental statewide shift occurred in 2016. Homeless Programs Office (HPO) reorganized their homeless service contracts to promote a Housing First practice. They supported this effort with statewide training by a variety of Housing First experts in 2017-18.[2] Overall, this policy implementation is incremental and does not have a distinct timeline or shared targets.

Housing First performance measures in HPO contracts

EVIDENCE OF IMPACT

Conversely, **Ohana Zones** implementation was a three-year and now a more than five-year initiative that requires a collective effort across all counties and several divisions of Department of Human Services (2018-2023). It has specific time frames, budgets, and deliverables. It is coupled with an emergency proclamation that expedited implementation of ideas. There are no defined performance targets and no standardized data collection tools in use by all programs.

Implementation Stages Findings

The 'Housing First' approach, recognized more widely as 'housing focused' approach is having a positive impact at initial implementation. Consistent positive progress is evident since 2017, as seen on p. 9. Terminology has been updated to address the confusion between the Housing First model and practice that prioritizes permanent housing placement. The increase in time to placement in 2019-20 may be largely attributed to limitations from COVID-19.

Housing First fidelity varies cross the state. The Coordinated Entry System (CES) prioritizes people for housing placement, a central tenet of the Housing First approach. However, for placement in Ohana Zones projects, CES use was limited due to a lack of clients in the database resulting in a need for individualized recruitment. Experts across the state said this was not because of a lack of people in need but rather the documentation required for CES (Cumming, Varner, Roversi, Nakama, Nakamura, 2021).

> **…There still seems to be housing readiness foundation with Housing First sprinkled on top. Unless we get to that foundation, we're not going to get there. We must get rid of this attitude about 'they're not motivated'... that's why we should be approaching them!**
>
> - *Harold Brackeen III, Homeless Programs Office*

Ohana Zones is a Housing First accelerator at full implementation. The people of Hawaii's homeless service system exceeded the goals of Act 209. In addition to these six housing sites required, an additional 14 programs across the state were established. Distinct implementation approaches for Housing First and Ohana Zones demonstrate the value of time-limited initiatives with explicit goals.

OHANA ZONE ACHIEVEMENTS

- **Ohana Zones established an innovation laboratory which yielded new models, unique on an evidence-driven funding landscape.**

- **Central coordination of funds by GCH allowed the state to reclaim local priorities distinct from the national HUD agenda (Morishige, 2020).**

- **Only source of unrestricted funding for homelessness solutions, which allowed for repurposing funds, when necessary.**

- **Establishing 20 programs demonstrates the superior collaboration of the people of Hawaii homeless service system, who exceeded the standards of Act 209.**

- **The administration of all funds across five state offices demonstrates superior administrative capacity by GCH, as well as HPO, DOH, OYS, and county governments.**

- **Direct funding to counties invigorated county-level strategic planning and promoted new partnerships.**
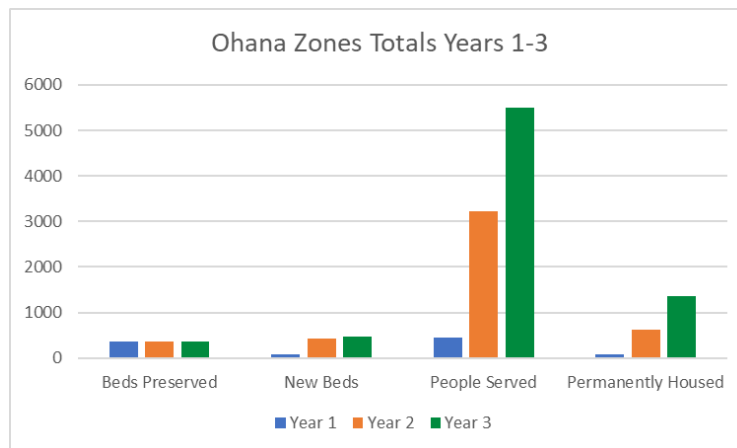
HICH's interdisciplinary vision for ending homelessness is rooted in local priorities. GCH management of Ohana Zones funds gave this leadership office the resources required to advance local needs and

articulate the state's vision to end homelessness in Hawaii by: *Creating a clear pathway to stable housing for all people by implementing a housing-focused system that draws upon the efforts of multiple partners* (GCH, 2020).

> **You cannot address big, complicated problems by yourself… you need to bring people together with your own staff and other leaders.**
>
> *-   Scott Morishige, Governor's Coordinator on Homelessness*

A strategic vision requires increased long-term financial investment. While the time limits have ignited implementation, they also create limits. Ohana Zones is understood to be a 'pilot,' a short-term funding

> **We're not going to solve something in a year… Sometimes there's a lot of money thrown at something for one year and they wonder why the problem is not solved. Homelessness is not a 'now' problem, it's a long-term solution.**
>
> *-   Maude Cumming, Family Life Center*

approach, which does not fit a long-term goal of ending homelessness. This time-limited approach is mirrored in annual renegotiation state funding for HPO, the state's largest contractor of homeless services, and federal HUD funding. A short-term funding approach destabilizes all aspects of service (DeJong, 2014). When

budgets are constantly in flux, great effort is dedicated to maintaining current funding, which becomes an overwhelming distraction to the real work: ending homelessness.

Ohana Zones Totals Years 1-3

Ohana Zones Year 3 Totals
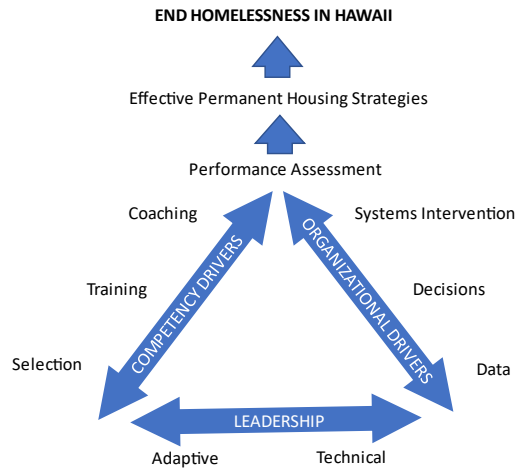
| 358 Beds preserved | 469 New beds | 5510 People served | 1368 Permanently Housed |

Implementation Drivers

Implementation Drivers help us understand how strategies work in the real world. The drivers are building blocks of the infrastructure needed to support practice, organizational functions, and systems change (Fixsen et al., 2005): leadership, competencies, and organizational infrastructure. Alignment of the drivers yields effective, high-quality implementation.
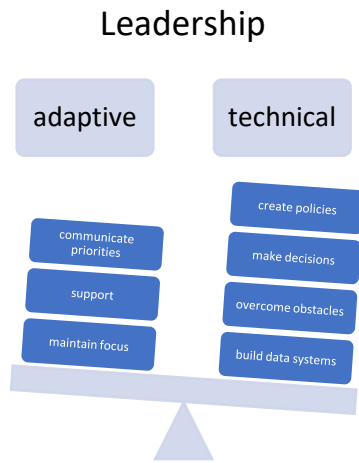

Leadership

Leadership is a foundational element of implementation that focuses on using technical and adaptive strategies to navigate challenges and achieve a goal (AI Hub, 2021). Leadership is needed at all system levels to not only overcome barriers but also to support teams in moving forward.

LEADERSHIP STRUCTURE

Collective leadership structure of Hawaii's homeless service system is distinctly unique from the typical hierarchy that informs most government agencies, which presents distinct challenges. On a federal level, U.S. Interagency Council on Homelessness is a flat, interdisciplinary collective. This structure is echoed in Hawaii's Interagency Council on Homelessness and the two Continua of Care decide the allocation of federal funding decision-making bodies on Oahu: Partners in Care, and one for the 'balance of state', Bridging the Gap. While the GCH is the thought leader in strategy, until Ohana Zones funding, this office had very little direct responsibility for program funds.

Across the system, there are many leaders with a long history of public service, subject expertise, and institutional knowledge. The leadership team is also influenced by newcomers with invigorating energy. Leaders expressed a passion for solving homelessness and great empathy for people in need. Conversely, changes in local leadership can impede strategic agendas because newly appointed teams need time to learn this complicated system and its players.

Leadership Findings

Leaders demonstrate capacity for superior collaboration and goal achievement. Research during COVID-19 reveals that implementation among public service jurisdictions was expedited when value-driven relationships and trust were present (Metz, 2021), and several great examples of this occurred in Hawaii. Leaders across the state demonstrated teamwork excellence, which yielded a number of extraordinary achievements:

1. **Sustaining the lowest rate COVID-19 infection in the nation for several months**
2. **Rapid distribution of federal rental assistance funds by City and County of Honolulu and DHHL**
3. **Innovative use of CARES Act funds to provide rental assistance through Oahu Housing Now**
4. **Exceeding Ohana Zones standards**

All are time sensitive, high priority situations with a common goal, distinct from business as usual. Stakeholders stepped out of typical roles to address problems with cooperative innovation.

Leaders across the system relay that 'collaboration' is a key leadership skill. Collaboration is a superior problem-solving approach, and operationalizing the practice makes it easier to identify and replicate (Wujec, 2015):

- Success is about what the group achieves together.
- Group discussion provides a common experience and language for problem solving.
- There's no single correct plan.
- The strongest solutions allow for changes along the way.
- A little adjustment can make a big difference.
- Diverse skills on a team contribute to greater success.
- High pressure and low skill lead to poor results.

Allowing for adjustments along the way promotes success. Positive outcomes were more likely when a project team committed to a prototype and allowed themselves flexibility to change aspects of policy, practice, or design without considering the adjustments a failure. Examples include the design and implementation of Kealaula on Kaui, HONU on Oahu, Keolahou on Hawaii island, and operational improvements at Huliau.

> **There was respect for what each entity needed to be done, and willingness to make changes along the way.**
>
> - *Kimberly Cummings, Women In Need on development of Kealaula*

Interpersonal differences impact progress on collective goals. The same passions that fuel advancement can also breed sensitivities that prevent partners from communicating. Experts across interviews expressed challenges in overcoming barriers once crises subsided and stakeholders returned to typical siloed ways of working.

> **Conflict is necessary. We have different perceptions, but we don't have different values… if you let fear drive your decision-making, you're always going to fall short When you are in fear, you're always second guessing yourself.**
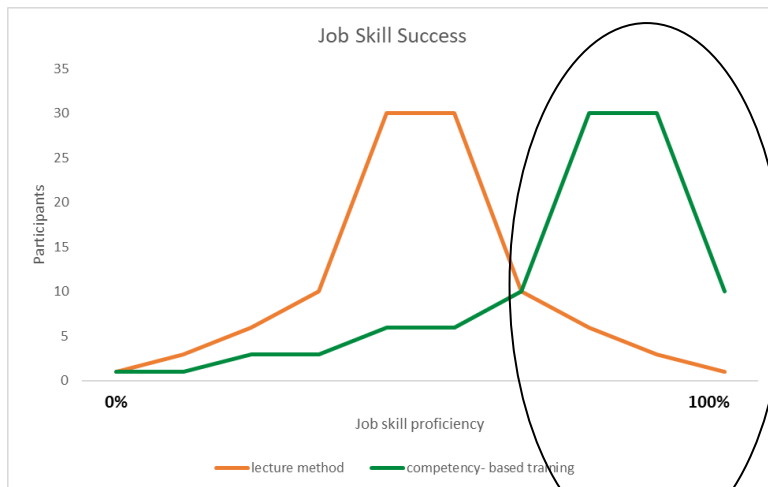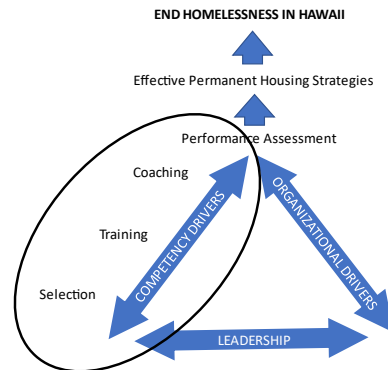>
> - *Lei Nakamura, WORK Hawaii*

Competencies

Competency drivers are activities to develop successful practice: selection, training, and coaching. Collectively, they drive the professional development required to provide high fidelity service. The drivers are informed by a clear definition of job-specific competencies.

END HOMELESSNESS IN HAWAII

Effective Permanent Housing Strategies

Performance Assessment

Coaching

Training

Selection

COMPETENCY DRIVERS

ORGANIZATIONAL DRIVERS

LEADERSHIP

JOB-SPECIFIC COMPETENCIES

Most jobs can be described by a range of five to eight job-specific skills or competencies. Competencies are teachable, learnable, and observable actions (AIHub, 2021). They provide a common reference for job skills required for people across a system doing the same work.

There are two ways to teach people how to do a job: traditional training and competency-based training (CBT). In traditional training, lectures are typically shared in segments, and job readiness is determined through a written test. In contrast, CBT teaches participants how to master essential job skills by providing opportunities to practice in a low pressure setting.

Using CBT, between 80 and 90 percent of participants master job skills, as opposed to only 10 percent of participants using the lecture method (Blank, 2009). This comparison also demonstrates little relationship between the 'lecture and test' approach and success at work. Thus, CBT skills-based learning taps into the hidden potential of every workforce, allowing more people to succeed at providing a service as it is intended.

More people learn job skills with Competency Based Training.

While a competency-framework for practice in the homeless service system is not yet developed, there is vast practice expertise to draw on from expert practitioners across the state. It is important to note that Ohana Zones policy is successful because of the workforce. This evaluation revealed countless examples of superior case practice existing in pockets within programs, agencies, and consortia. Aligning the existing training content with a job-specific competency profile can help scale successful practice for people doing the same job across the state.

Competencies Findings

Compassion informs practice. When asked to name the skills or competencies required for 'Housing First', experts across the state often said the same thing. "Compassion… It could be me, my family, or somebody I know." Ironically, though a top named competency, compassion is not a skill. Rather, It is a value. Central to 'compassion' is a sense of equity with the person in need. This flattens the

> **You gotta have the heart for it. That's the most fundamental thing. Sometimes officers are cold because they've had their own trauma.**
>
> -   *Captain Mike Lambert, Honolulu Police Department*

power differential between helper and client. This is distinct from the privileged 'hand up' paradigm common in social services, which exacerbates the interpersonal power imbalance (handup.org, 2021).[3]

Once named, we are better able to identify the compassionate practice examples unique to the local context. Acts of compassion are vibrant across Hawaii's homeless service system. This reflects the special culture of Hawaii, where reverence for life is even part of legislation. This started with the Aloha Statute (1986), which directs people to give to others without expecting anything in return.

There is an opportunity to define housing focused practitioner competencies. While case worker competencies are recognized (NASW, 2021), competences specific to housing-focused solutions are yet to be defined. Interviews surveyed the competencies essential to housing-focused work, and the top responses are listed here. Experts relay the importance of developing 'housing focused' rather than 'Housing First' approach to better reflect the approach to practice. Competencies define required skills and help organize training, while allowing for flexibility across settings.

> **HOUSING FOCUSED PRACTICE COMPETENCIES**
> Survey says…
>
> - **Assessment**
> - **Engagement**
> - **Case management**
> - **Knowledge of system and subject**
> - **Crisis intervention/Safety planning**
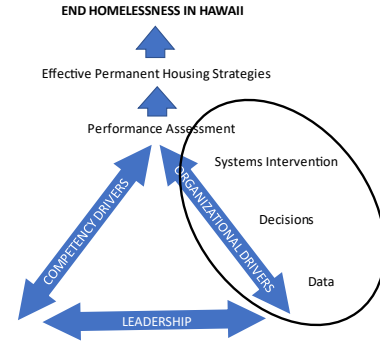> - **Data entry**
> - **Documentation**
> - **Prioritization**

There is an opportunity to define housing focused competencies for all job roles. Defining Housing First practice competencies is a building block that helps to reveal additional competency profiles for other partners, including supervisors (White, 2021), first responders, law enforcement, leaders, and medical providers.

There is an opportunity to define practitioner competencies for working with special populations: domestic violence victims,[4] elderly and young people. These three populations have distinct needs and tailored interventions can improve outcomes.

There is a need to further professionalize the role and service. The typical annual salary for a case manager in the homeless services field is $35-$45,000, versus the average salary in Hawaii of $73,973 (ZipRecruiter, 2021). "If our industry has any hope of ending homelessness, then we need to continue to professionalize the work, staff, and wages. We cannot expect volunteer-driven, low paid, or inappropriate people to solve a very complex social issue… well-trained people doing the work should not have to live in poverty." (DeJong, 2019)

Organizational Drivers

Organizational Drivers are the administrative parts of implementation that create supportive organizational environments for practice: data systems, decision making, and systems intervention. Like Competency Drivers, Organizational Drivers build upon one another. At the foundation, the integrity, validity, and reliability of data is critical, since this information is used to make strategic decisions.

END HOMELESSNESS IN HAWAII

Effective Permanent Housing Strategies

Performance Assessment

Systems Intervention

Decisions

Data

COMPETENCY DRIVERS

ORGANIZATIONAL DRIVERS

LEADERSHIP

Organizational Drivers Findings

DATA

Multiple data systems in use. Overall, the homeless services system suffers from the coexistence of multiple databases that collect information about many of the same people in housing crisis.[5] Within these systems there is often duplication of client information, and multiple interviews mentioned the challenges of achieving CES document requirements. This segmented system also suffers from an undercount of people served: children, non-HUD programs, and hotel stays are not counted.

The state is developing a library of locally sourced data. A highlight of these efforts is the GCH fiscal mapping, the use of Survey 123 digital mapping application by Partners in Care for the Oahu Point in Time count, and HPO's daily vacancy reports. The fiscal mapping is the state's inaugural effort to tabulate resources spent to address homelessness. This is critical to advocacy for increased investment.

DECISION-MAKING

Distributing Ohana Zones funds across government agencies established collective buy-in, but also contributed to variances. These differences include budget structure (fee for service/cost reimbursement), communications and positioning of the contracted service within the agency, contract duration, data collection methods, scope of work, outcomes, and performance management approach. All of these add to the complexities of implementation and program management for all areas.

SYSTEMS INTERVENTION

Successful public-private partnerships may go under-noticed. Across the success of Ohana Zones programs, multiple private stakeholders shy away from accolades. While the contributions from Arisumi Brothers, Shioi Construction, Hui Aloha and others are essential, they are also under-recognized.

There is a need for more employment and enterprise opportunities. Most current employment programs promote traditional shift work and service jobs. These present barriers to people with criminal records or mental health conditions, which preclude them from sustaining permanent housing.

Improvement Cycles

Improvement cycles or 'feedback loops' support teams to make change on purpose. They are integral to change efforts, from large scale strategic plans to program-specific ones. While there are many models for improvement, Plan-Do-Study-Act (PDSA) cycles are preferred for making lasting change. These cycles are central to the Continuous Quality Improvement (CQI), which provides a model for identify a problem, make a plan, and address barriers in the implementation process, as seen to the right. While CQI has its roots in private industry, it is widely promoted by public service thought leaders (Wulczyn, 2017).

Continuous Quality Improvement

IMPROVEMENT CYCLES GET BETTER RESULTS

CQI has been a mainstay in private industry for more than 75 years. This far outpaces and outperforms the quality assurance approach used for many social service programs, as seen in the table below (Dever, 2003). Using CQI, progress is incremental, not a pass or fail event, which more accurately reflects real-world practice.

Contract Monitoring Approaches	
Quality Assurance	**Continuous Quality Improvement**
incident-focused	evidence informed
separate	integrated
reactive	proactive
directive	collaborative
improves cases reviewed	improves performance agency-wide
case-specific criteria	valid and reliable criteria
event-based	ongoing cycle
selected functions	agency-wide

At every step, CQI uses data to inform assessments, priorities, and decisions rather than reacting to individual crises. Instead, teams collaborate on one goal: improving outcomes for people in need.

In Hawaii's homeless service system, program improvement cycles occur as part of contract monitoring between government and service providers. Contracts specify the type and amount of service provided. Service providers are expected to align program operations with their contract.

The Ohana Zones contracts shared among eight government agencies provide a sample of practice in contract and performance management for human services across the state: County of Maui, County of Kauai, County of Hawaii, City and County of Honolulu, Department of Health, Governor's Coordinator on Homelessness, Homeless Programs Office, and Office of Youth Services.

Improvement Cycle Findings

Government stakeholders across Hawaii's homeless service system use individualized monitoring to manage performance. Leaders across jurisdictions express challenges with contract monitoring, relying heavily on individualized interventions to keep programs afloat. While methods differ, all contractors use financial and outcomes data to measure implementation progress and performance. In larger service areas with 80-plus contracts to manage, this

approach can become overwhelming, leaving administrators with scarce infrastructure to identify and act on programmatic problems before they erupt in crisis.

Continued under-performance can also escalate to 'corrective action plans' that are completed by under-performing providers. These outline plans for improvement and are approved by the government contractor. The ultimate consequence for lack of performance is a canceled contract.

> **We have a heart-to-heart with them… re-contracting is a long process, and we don't want to do that.**
>
> - *Timothy Ho, City and County of Honolulu*
> *On addressing underperformance*

> **Individualized approach. Not regular frequency. We do our best to be open, inclusive and fair.**
>
> - *Harold Brackeen III, Homeless Programs Office*
> *On managing contractor performance*

> **We chip away at it.**
>
> *-Lori Tsuhako, Maui County*
> *On managing contractor performance*

Leaders express frustration with operating in constant 'crisis mode' and the limited organizational capacity across the shallow pool of social service providers. Many desired to help providers improve performance, but acknowledged the limits of their reactive efforts. As a result, government contractors may attempt to manage performance through the terms of their contracts.

Both HPO and DOH expressed dedicated efforts to define expectations as part of the contract and review the contracted providers personally before the start of a new service. The use of shorter 1– to 2-year contract durations is another strategy used to manage performance, while other government contractors prefer on-site monitoring or rely on heart-to-heart negotiations to make things happen.

> **They reach out when they're struggling.**
>
> - *Sharon Hirota, Hawaii County*
> *On managing contractor performance*

> **We give a lot of oversight with biweekly conversations.**
>
> - *Scott Morishige, GCH*
> *On managing contractor performance*

> **Measured of performance vary depending on the service being provided.**
>
> - *Adam Roversi, Kauai County*
> *On managing contractor performance*

Teamwork and Communication

Teamwork is fueled by communication, which promotes the ability to co-create, improve, and sustain progress. It is required for lasting change to take place.

TEAMWORK

The true measure of a team is that it accomplishes the results it sets out to achieve. Thought leader Patrick Lencioni explains this is accomplished with a foundation of trust built through collaboration --

the previously highlighted competency prevalent among in Hawaii's leaders. Teams that trust each other are not afraid to engage in passionate dialogue to discover truth and make great decisions (Lencioni, 2002).

In this conflict, teams achieve genuine buy-in for important decisions, even if there is initial disagreement, because no idea is left unexplored. This is key because teams that commit to decisions and standards of performance hold each other accountable for adhering to those decisions. One highlight of the model is its normalization of conflict. When passions are at stake for heart-driven issues, interpersonal conflict is expected, and this model reframes 'conflict' as part of the process of getting things done.

Patrick Lencioni's Teamwork Model

PROACTIVE EXTERNAL AND INTERNAL COMMUNICAITONS

Communication is important for the success of any system. "An effective communications campaign can inform the public in ways that broaden networks, encourage innovation, and focus attention on alleviating the struggles of homelessness." (Gibbs, 2021)   Communications can be broken down into two parts: external communication with the public and internal communication among stakeholders.

Creating an **external communications** plan across government and non-profit platforms establishes a common, coordinated messaging to leverage a greater response. The 'call to action' is a key component, providing the invitation for next steps, a helpful strategy to guide the public's efforts.

The heartbeat of **internal communications** is meetings. Many organizations and interdisciplinary teams hold one type of meeting, where little is decided because participants cannot determine their role in decisions (Lencioni, 2004). The most effective meetings clarify how the agenda and decisions relate to a strategic priority. They define a specific purpose, audience, topics, and timings for various types of meetings: check-in, tactical, strategic, and review. Using meeting forums in this way introduces a fundamental pivot from information sharing to a more action-oriented approach.[6]

Communications Findings

A proactive approach is important for external and internal communications, but the audience, channels, and purpose for each of these communications are distinct.

EXTERNAL

Homelessness is an issue that is covered regularly in local media. (Pruitt, 2019) As such, the homeless service system is regularly under scrutiny due to the public's concern for people in need. There is also an interest in public safety and quality of life, as evidenced by the 300-400,000 annual complaint calls on homeless-related issues (HPD, 2020). While there are positive stories about achievements of Hawaii's homeless service system, these are under-reported.

Communication Factors in Hawaii's Homeless Service System			
Communications	Audience	Primary Channels	Secondary Channels
External	Public Individual complaints Philanthropy Private partners	Social media Television Phone Websites	Print Public meetings Reports
Internal	Government agencies Practitioners Volunteers	Meetings Emails Websites	Reports

Stories promoted by the homeless service system leaders highlight information-sharing and are becoming more proactive. While individual efforts are made to garner media attention for activities of a particular agency or government office, without coordinated, statewide communications, it is difficult to maintain focused attention to ongoing work and collaboration to end homelessness. While many media stories do not include a call to action, Oahu Housing Now, a housing placement program, makes a clear, market-driven appeal to local landlords with a specific request: rent to someone facing a housing crisis.

INTERNAL

The network of information sharing channels was greatly strengthened during the COVID-19 pandemic. Several new meetings convened regularly, while regular meetings shared information, including: BHHSURG, Outreach/Shelter, Funders, County representatives, and Continuum of Care general meetings and committees. The largest of these, the BHHSURG meeting, attracts 100-200 attendees. This is the largest interdisciplinary audience for system-wide issues and a forum for agency information-sharing and updates.

Some larger meetings include people with a range of roles and responsibilities. General agendas with a large numbers of attendees in varied roles limits capacity for discussions and decision-making without explicit structure, targeted questions or challenges to address, and timelines.

Practice Assessment

With most Ohana Zones initiatives in full implementation, there is an opportunity to explore practices across budgets and settings for learning and planning purposes. This assessment will highlight the strategic importance of the service and population served. The implementation drivers: leadership, competencies, and organization, are used to organize findings for the following Ohana Zones assessment groups listed to the right:

ASSESSMENT GROUPS

- Capital Development
- Housing Vouchers
- Outreach
- Emergency Shelter
- Family Assessment Centers

POPULATION SERVED

Domestic Violence Victims – While dedicated programming is important, domestic violence is pervasive in Hawaii and needs to be recognized and addressed universally. In 2020, Hawaii amended its definition of 'domestic abuse' to include 'coercive control,' or pattern of humiliation of intimidation. This expanded definition opens a door to rethinking domestic violence intervention to include an assessment of context.[7] This is an important step in redesigning domestic violence services, recognized as one of the most dangerous scenarios for law enforcement (Garner and Clemmer, 1986). The rate of injury to police provides evidence of the danger, and also signals that a better fitting intervention is needed.

Elderly – Dedicated permanent housing for the elderly is a critical component of housing solutions since a significant and growing portion of unsheltered people are over 65 years old. Many have been homeless for many years, like those featured in these success stories of residents from Kumuwai. See Stories, Tools and Tables. p. 39.

Families – The focus on ending family homelessness continues after the conclusion of Housing ASAP, a statewide networking consortium sponsored and facilitated by Hawaii Community Foundation (Hawaii Community Foundation, 2016-2019). The critical importance of serving children is the positive impact of preventing their homelessness as adults (Collins).

Jackie, 69, Kumuwai resident (pictured at HONU)

Unsheltered - The population of unsheltered people has skyrocketed since the reversal of the Community Mental Health Act (1981), which resulted in catastrophic rates of homelessness among people with severe mental health needs. More than 40 years later, people's needs are exacerbated after decades of living on the street.

Youth – Native Hawaiian 18- to 24-year-olds are the fastest growing segment of homeless people in Hawaii. (Street Youth Study, 2018). While young people are quicker to resolve their housing issues, services designed for adults do not accommodate their distinct developmental needs (UN, 2010). Children under 18 are particularly vulnerable because they are not counted. While McKinney-Vento Workers are available in schools, they are typically responsible for serving hundreds on their caseloads.

Permanent Housing

Capital Development

Group	Project	Location	Lead Agency	Contractor	Preserved Beds	New Beds	Managing Dept.
Capital Development	Keolahou	Hawaii	County	HOPE Services	90	100	GCH
	Kealaula	Kauai	County	Women In Need		29	GCH
	Huliau	Maui	County	Hale Mahaolu and Family Life Center		12	GCH
	Kumuwai	Oahu	City and County	WORK Hawaii Division		20	GCH
	Hale Maluhia	Oahu	City and County	Domestic Violence Action Center		20	GCH
	Kamaoku Kauhale	Oahu	City and County	Hui Aloha		37	LG

SERVICE: New construction or renovation with on-site wraparound services.

STRATEGIC IMPORTANCE

The growing list of capital projects reflects a creative array of housing solutions. There are two new capital project updates. First, the renovation of Keolahou in Hilo is complete. Ohana Zones funding was used to develop emergency shelter services, detailed later, as part of a longer-term vision including permanent supportive housing on the second floor. The second new project, the Nimitz Kauhale, Kamaoku, uses tiny homes to increase the permanent housing inventory, an important step into the tiny home trend gaining momentum, where the use of 3D printed homes,

> **Not everyone who is houseless wants to participate in the traditional housing system. Not everyone can handle a one-bedroom apartment.**
>
> - *Maude Cumming, Family Life Center*

upcycled shipping containers and a host of innovative housing designs are in use across the globe (World Economic Forum, 2021). Kamaoku units will be included in HUD's Housing Inventory Count and eligible for federal case management funds; however they do not meet Housing Quality Standards due to the size of units and design of communal facilities, so they are ineligible for federal rental assistance funds.

Kealauala (see cover) is also newly constructed; remaining projects Huliau, Hale Maluhia, and Kumuwai are renovations. County leaders relay that renovating existing facilities helped to expedite development on Maui and Oahu, though new construction did not present obstacles for Kauai County, where government infrastructure is smaller. Experts say the key to success was pairing the project with the Governor's Emergency Proclamation on Homelessness, which expedited development.[8]

These units contribute to the projected need for 50,156 units of housing across the state by 2025 (SMS, 2019). While there are no shortage of proposals and plans to achieve this goal, leaders closest to the work explain that the greatest challenge is the availability of state- and county-owned land for development (Minakami, 2021).

Capital Development Findings

LEADERSHIP DRIVER

Ohana Zones funding invigorated county-level strategic planning. It contributed to the cascading series of Housing First increments I-VI on Oahu, enabled the environmental assessment on an adjacent parcel to Huliau on Maui, and inspired Kauai County's first affordable housing development strategic plan.

Ohana Zones funding leveraged multiple funding sources. These sources include Dwelling Unit Revolving Fund, as well as City and County of Honolulu and County of Maui funds.

Several new projects include gardens to help residents grow their own food. Hale Maluhia, Kealaula, and Kamaoku all include gardens for use by residents to address nutritional needs and mitigate Hawaii's vulnerable food supply chain (Sustainability Hawaii, 2021).

COMPETENCY DRIVER

Tenancy for new housing required CES and individualized recruitment. Tenants were identified using a combination of the CES By Name List and individual recruiting once CES resources were exhausted.

Domestic violence cannot be addressed in a specialized program alone. Key to remediation is aligning assessment and intervention skills across programs, services, and first responders.

On-site security services and house rules are essential. Ensuring a safe housing site is part of support services.

> **There is a lack of understanding for abuser accountability. The message [needs to be]: family violence is unacceptable.**
> - *Nanci Kreidman, Domestic Violence Action Center*

Eviction criteria varies across sites. Some projects allow a high degree of flexibility to ensure a person remains housed. Others accept that some people will be evicted as part of learning tenancy skills.

ORGANIZATIONAL DRIVER

The pairing of Ohana Zones funding and the Governor's Emergency Proclamation on Homelessness alleviated regulatory challenges.

> **Government doesn't always have to be involved in every project. Our money comes with a lot of strings.**
> - *Janice Takahashi, Hawaii Housing Development Finance Corporation (retired)*

Some permanent housing is not permanent. Some projects have two-year limits on tenancy, which are enforced with varying degrees of flexibility. (See Interview Notes.)

Available, developable land is the greatest barrier to affordable housing development (Minakami, 2021).

Housing Voucher Program

Group	Project	Location	Lead Agency	Contractor	Preserved Beds	New Beds	Managing Dept.
Housing Vouchers	Vouchers: unsheltered	Oahu	City and County	Hawaii Health and Harm Reduction		10	GCH
	Vouchers: youth	Oahu	City and County	Hale Kipa		10	GCH

SERVICE: One-year housing subsidy with individualized case management with an option for a second-year renewal for young people and unsheltered people in City-owned apartments scattered across sites.

STRATEGIC IMPORTANCE

Ohana Zones voucher programming represents a growing commodity in the housing market as more housing vouchers become available with the release of federal funding. If voucher programs are to be successfully implemented, experts advise that a market-driven approach is needed to engage landlords (DeJong, 2014). Oahu Housing Now is an excellent example of a market-driven solution that packages two months' rent, security deposit, direct contact with case managers, and money available for apartment repairs.

The irony of homelessness in Hawaii is that it occurs in a context where there are many vacant units. The abundance of units available in Hawaii on rental platforms, like VRBO and Airbnb, demonstrates it may be less of an inventory challenge and more a challenge of accessibility to available units. More than 35,000 seasonal, recreational, and occasional use properties, and another 17,000 "other vacant" units, await the owner's decision for use. Nationally, Hawaii is in the top 15 percent of states losing housing units to vacancies. (SMS, 2019)

Locally, there is clear evidence voucher-based programs yield positive outcomes with great cost savings. The estimated healthcare costs of those served through the state's Housing First Program decreased by 43 percent in service costs over six months (UH Manoa, 2016).

> **All participants are leaseholders, but none of them will be able to pay rent on their own…. Young people need more time.**
>
> - *Alika Campbell, Hale Kipa*
> *On vouchers for young people*

However, once housed, program leaders relay that most tenants require sustained financial, emotional, and social support that time limited programs cannot provide. Client needs may be exacerbated due to isolation, since people are placed in available units that are not necessarily close to work, school, and existing supports.

Voucher Program Findings

LEADERSHIP DRIVER

Funds for repairs to rental units are limited and don't always cover damages. Practitioners across voucher programs argue that landlords' common objection to housing vouchers is concern for the destruction of their property (Okamoto, 2021). This can be alleviated with commercial business liability insurance policy, offered by agencies like Chubb and Hai Group, to cover potential damages.

COMPETENCY DRIVER

Keeping a person sustainably housed in a scattered site voucher program highlights important considerations about client isolation. Experts explain that both young people and many unsheltered people function best in community-oriented settings. The social isolation created by placing individuals without a community context increases the vulnerability of the placement.

Managing a scattered site voucher program causes case management staff to spend a significant portion of the week in transit from client to client. This limits time case workers can spend with clients working on service plan goal achievement.

ORGANIZATIONAL DRIVER

Permanent housing is not always permanent. Vouchers exist in the context of a market-driven housing economy in one of the world's premier vacation destinations. While policy experts advocate for legislation addressing bias against housing vouchers, these laws are not helpful unless enforced. Vouchers only provide housing for the length of the voucher. In this case, vouchers are renewed annually. Without a voucher, there is no housing.

Practitioners expressed challenges with the limitations of placing tenants in city- and state-owned buildings. They also expressed great concern about the two-year time limitations on this 'permanent' housing approach.

There is a high rate of housing vacancy. Digital platforms like VRBO and Airbnb advertise hundreds of temporary rentals available in Hawaii. There is a higher-than-average vacancy rate of privately owned homes across the state (SMS, 2019).

Outreach

Group	Project	Location	Lead Agency	Contractor	Preserved Beds	New Beds	Managing Dept.
Outreach	LEAD	Kauai	DOH	WIN		6	DOH
	LEAD	Hawaii	DOH	Big Island Substance Abuse Council		6	DOH
	LEAD	Maui	DOH	Mental Health Kokua		6	DOH

SERVICE: Individualized community-based engagement services with temporary housing.

STRATEGIC IMPORTANCE

Law Enforcement Assisted Diversion (LEAD), newly rebranded as "Letting Everyone Advance with Dignity" is a tailored outreach innovation coupled with dedicated bed space at emergency shelters.

While not specifically designed as a homeless service program, a large percentage of LEAD participants are in housing crisis (GCH, 2020). Partnership between social service and law enforcement began when Hawaii Health and Harm Reduction suggested the program to the Honolulu Police Department in 2017.

> **I have never seen PD care about people this way… they know each person's name. They come and check to make sure they're okay.**
>
> - *Lori Naluai, Mental Health Kokua, Maui*
> *On operating LEAD*

LEAD serves people who are convicted of misdemeanors, petty misdemeanors, and technical offenses, a good fit for Hawaii where nearly 75% of Hawaii's jail and prison population are incarcerated for these types of offenses (Willingham, Gralapp, Barile, 2020) LEAD is a pioneering program that repositions the police as helpers with common clients -- a radical departure from police as 'enforcers.'

The success of LEAD is evident in many areas including a decrease in emergency room visits of 17% for participants (Willingham, Gralapp, Barile, 2020). This is very important since many LEAD participants are part of the 3.6% of the population that use 61% of Hawaii's Medical budget or $1.2 billion on emergencies and temporary treatment (DOH, 2018).

> **The police as partners? I love it!**
>
> - *Connie Mitchell, Institute for Human Services*

Due to the success of LEAD on Oahu, DOH proposed to scale the program statewide using Ohana Zones funding. Leaders across the state rose to the challenge, but without dedicated implementation support, results were mixed. In particular, the site with an on-island champion, LEAD Maui, served more people. While LEAD contracts have concluded, Mental Health Kokua continues to self-fund a version of the Maui LEAD program with limited capacity. LEAD was implemented in a crowded landscape of outreach case management across many programs and agencies. For further programmatic analysis, please see LEAD evaluations by UH Manoa Department of Psychology.

Outreach Findings

LEADERSHIP DRIVER

On-island champions resulted in program success. Across the four LEAD program settings, Oahu, Maui, Kauai and Hawaii Island, LEAD programming succeeded when there was an on-island champion. On Oahu, this is Hawaii Health and Harm Reduction, who holds the LEAD contract with DOH. On Maui, the champion was Maui Police Department, who did not hold the contract.

> **Because BISAC wasn't familiar with LEAD, we had to step out and be the leaders. This was a project brought to the county externally.**
> - *Dr. Hannah Preston-Pita, Big Island Substance Abuse Council*

Shared leadership created confusion in the organizational drivers: data collection, administration, and service provided. Leaders across the state expressed challenges in navigating program implementation decisions in the local context. This occurred on Hawaii Island when HPD and BISAC ideas about program location differed. On Kauai, leaders had difficulty agreeing on the range of criminal charges to be targeted, since the crimes targeted in urban settings did not apply in the local context.

COMPETENCIES DRIVER

LEAD training varied across settings compromised model fidelity. Leaders expressed their efforts to create their own LEAD training to help raise awareness and integrate the service in their local setting. This helped to advance the effort, but also compromised the fidelity of the LEAD model across sites.

ORGANIZATIONAL DRIVER

One year contracts compromised program implementation because there was no long-term commitment to the program. Time-limited contracts were established in an attempt to manage contractor performance, however this limitation precluded organizations, practitioners, and police departments from fully investing, since LEAD appeared to be temporary.

Varied protocols compromised model fidelity. Each site selected unique parameters for their target population, client flow and role of police officers, which impacted how LEAD program services were delivered.

Emergency Shelter

Group	Project	Location	Lead Agency	Contractor	Preserved Beds	New Beds	Managing Dept.
Emergency Shelter	Hale Hanakahi	Hawaii	County	HOPE Services			GCH
	Ka Lamaku	Hawaii	County	HOPE Services			GCH
	HONU	Oahu	City and County	Honolulu Police Dept. and Institute for Human Services		150	GCH
	RYSE Emergency shelter	Oahu	OYS	Residential Youth Services and	20	10	OYS

SERVICE: Individualized engagement with temporary housing and wraparound services.

STRATEGIC IMPORTANCE

These four emergency shelters highlight the importance of this service to address the basic health and safety of vulnerable people, especially during health emergencies like the COVID-19 pandemic. It also highlights incredible partnership among government entities to expedite implementation during the crisis to ensure the public good. On Hawaii Island, the establishment of Hale Hanakahi and Ka Lamaku marks a growing interest in the use of tiny house units, part of a growing worldwide trend. The use of moveable units also introduces opportunities to explore trauma-informed site design, which is visible in Ka Lamaku and HONU, described on p. 29. Also see Stories, Tables and Tools p. 40.

> **Hear that crying? That's the success. That baby wasn't born at Sewers. There's hope. That baby is off the street.**
>
> - *Carla Houser, RYSE*

Ohana Zones funds allowed RYSE to increase capacity and add medical and clinical services for 10 additional young people with great success. Unfortunately, a recent inquiry about an overdue electrical inspection may cause the program to be evicted from its current location on the campus of the Hawaii Youth Correctional Facility's Kawailoa Family Wellness Center.

The Homeless Outreach and Navigation for Unsheltered Persons (HONU) is the only program of its kind in the nation providing short-term shelter those who are not ready to enter traditional emergency shelters. Basic medical services are provided by HOME Project of the UH Manoa School of Medicine, and Institute for Human Services is contracted to provide housing navigation services. HONU services evolved in April 2020 to address the needs of unsheltered people during the pandemic. The program incorporated the use of individual tents and remained at a static location, Keehi Lagoon Beach Park for longer than 90 days. CARES Act funding provided support to scale this program from 100 to 150 beds.

However, as critical as these services are, without a long-term investment and dedicated sites, all are vulnerable.   For further programmatic analysis of RYSE services, see the evaluation by UH Manoa Department of Psychology.

Emergency Shelter Findings

LEADERSHIP DRIVER

Change in administration resulted in communication breakdown. RYSE leadership expressed confusion about the position of the program in the OYS portfolio of services. When the new mayor was elected in Honolulu and leadership changed at OYS, the program vision changed.

Strong network of relationships expedited implementation. One example of this is on Hawaii Island, the Office of Community Engagement organized the expedited set up of Hale Hanakahi and Ka Lamaku with the help of the West Side Community Fire Department and HPM Building Supply.

Superior collaborative problem-solving by county and state leaders. At the onset of the pandemic, leaders quickly agreed to a proactive redistribution of Ohana Zones funds to address immediate need to provide shelter-in-place accommodation for unsheltered people in hotels.

> **The County develops partners in local communities because they are the existing access points… instead of the government rolling in and handing out stuff.**
>
> - *Sharon* Hirota, Hawaii County

Value-driven leadership and a commitment to community service are key to program success. Shared leadership and misaligned priorities between the City and County of Honolulu (CCH) and Honolulu Police Department (HPD) presented challenges between process-oriented social workers and the hierarchical law enforcement. Because leaders focused on serving the community, they reorganized instead of closing the program. HPD assumed sole leadership for HONU and subcontracted housing navigation case management services to the Institute for Human Services. CCH transitioned from a program operator to a contract administrator.

Shared leadership created confusion in the organizational drivers: data collection, administration, and service provided. Leaders across the state expressed challenges in navigating program implementation decisions in the local context. When implementing HONU, WORK Hawaii and HPD clashed over program design and invoicing. When one entity held leadership responsibilities, program implementation was more efficient.

COMPETENCIES DRIVER

Case management duplication. Interviews with HONU residents indicated duplication of case management services. Residents relay having multiple caseworkers, but are unsure who employs them or if they coordinate case management services.

> **I got one worker at [AGENCY A] and one from [AGENCY B], and whoever wants to help me… there you go.**
>
> - *Donna, HONU resident*

Trauma informed site design. HONU and Ka Lamaku site designs reflect principles promoted in the early childhood attachment theory and practice, The Circle of Security. The goals of this model are to address children's attachment needs to promote secure attachment by providing a secure base, supporting

exploration, and welcoming a return, and ensuring protection (Circle of Security, 2021). Parallels in design invite further exploration into the use of trauma-informed site design in homeless services. See Stories, Tables, and Tools p. 39.

Knowledge of subject and culture is key to successful engagement. Street culture has distinct values, rules and behaviors. Understanding this paradigm contributes to better client engagement and more successful outcomes (Miyashiro, 2021; Fest, 2014).

On-site medical services are helpful. The Hawaii HOME Project provides free medical services to unsheltered homeless individuals at HONU through weekly on-site clinics. Community-based preventive medical services are a critical strategy in preventing high costs medical emergencies.

ORGANIZATIONAL DRIVER

Co-locating a new program on multi-use state land can be destabilizing. At Hale Hanakahi, the emergency shelter will be deconstructed due to renovations to an on-site public pool. Alleged concerns from the Hawaii Youth Correctional Facility leadership about electrical inspection issues have the potential for the RYSE program to be evicted from its current site.

Emergency Shelter: Family Assessment Centers

Group	Project	Location	Lead Agency	Contractor	Preserved Beds	New Beds	Managing Dept.
Emergency Shelter: Family Assessment Centers	Kukuiola	Hawaii Island	County				GCH
	Uluwini	Hawaii Island	County	Hawaii Affordable Properties		53	GCH
	Villages of Maili	Oahu	Catholic Charities of Hawaii	Catholic Charities of Hawaii	80		HPO

SERVICE: Safe, temporary housing for families and singles with the goal of permanent housing placement within 90 days using integrated, on-site services and extensive participant engagement. Kukuiola will open next year. These programs are classified as emergency shelter programs.

STRATEGIC IMPORTANCE

In recent years, interest has grown in the wraparound service model used at some HPO contracted shelters, Family Assessment Center (FAC) (Jayanthi and Glosser, 2021). Ohana Zones FAC initiatives at Uluwini and Villages of Mai'li present an opportunity to build on recent study and further operationalize the model.

Services at FACs are organized into the disciplines of Ohana Nui, the overarching conceptual framework the department of Human Services uses "to promote the wellbeing and independence." These are organized in five disciplines, as seen in the table here.

Approach to Service Design for People in Housing Crisis		
Social Determinants of Health	Ohana Nui	Service Provision and Assessment Tool (SPDAT)
neighborhood and the built environment	housing and shelter	history of homelessness and housing
health care access and quality	health and wellness	wellness
		risks
social and community context	social capital	socialization and daily functions
economic stability	economic support and education	
education access and quality		
	food and nutrition	

While this approach is unique to the design of services for unsheltered families and children, homeless service experts say those similar domains are already in use, as derived from the Service Prioritization Decision Assessment Tool (SPDAT) (Mitchell, 2021). Other practitioners use social determinants of health to define their approach (DOH, 2021). While distinct organizing frameworks, there are overlapping categories among them. Understanding how they align reveals opportunity for coordination across settings and frameworks. Ohana Nui is the most comprehensive of the three presented.

Family Assessment Center Findings

LEADERSHIP DRIVER

While VOM is no longer operational, the state planned to demonstrate the FAC model and relocate the program if successful. The landholder Department of Hawaiian Home Lands (DHHL) intends to use this parcel as housing for its Native Hawaiian constituents.

COMPETENCIES DRIVER

The Ohana Nui framework is reflected in programming at FAC sites. Ohana Nui programming is visible across a FAC sites: Villages of Ma'ili, Kakaako FAC, Hale Iki, and Ulu Wini. Programming at each site is unique reflecting an effort to match local client needs with existing services and community resources. See Stories, Tables and Tools p. 41.

ORGANIZATIONAL DRIVER

Limits of the original Villages of Ma'ili contract and subsequent reporting resulted in a lack of shared understanding about program operations and closure. After several attempts to negotiate, the program closed in November 2021. All clients were transitioned to alternate housing. This program is pending final review.

Segmented funding perpetuates program instability. The Ulu Wini budget is derived from a series of interconnected funding streams, which illustrates the instability of funding typical to social services. Commonly, components of an overall program may be separately funded, resulting in cascading destabilization that can negatively impact the continuity and quality of services delivered.

> **It's the regulatory challenges that are hard for us. If we don't get the county contract [to operate Ulu Wini], then we must give back the HUD grant.**
>
> - *Toni Symons, Hawaii Affordable Properties*

Limited tenancy of a program site contributed to operations and staffing challenges. Program leaders relayed difficulties in maintaining full staffing and program census at Villages of Ma'ili when the stability of the site was vulnerable.

Priority Recommendations

1. **Increase and stabilize dedicated funding to address homelessness**
    - Renew unrestricted Ohana Zones funding in five-year increments to be administered by GCH.
    - Make the Homeless Programs Office allocation part of the base budget and adjust annually for rate of inflation (Moriwaki, 2021; Morishige, 2021).
    - Explore empty home tax (Finnerty, 2019).
    - Establish a trust fund dedicated to affordable housing development projects that fall outside of HUD guidelines for those with less than 60 percent AMI (Takahashi, 2021).

2. **Increase affordable housing stock**
    - Provide extra points on tax credit applications for developments that include permanent supportive housing (Wagner, 2021).
    - Establish a mandatory 10 percent set aside for affordable housing in all new housing projects (White, 2021).
    - Establish a 10 percent set aside for affordable workforce housing for each landholding department of the state (Lin, 2019).
    - Engage private partners to act as ambassadors to help explore public-private partnerships with new private landowners, luxury real estate developers, and contractors to develop affordable housing projects.
    - Establish mandatory inclusionary zoning with no time limits (Krucky, 2021).
    - Explore options to repurpose inventory from platforms like VRBO.com when 30-day rental rules are violated.
    - Subsidize Accessory Dwelling Units (ADUs) to be rented to people needing PSH using a state fund for construction and maintenance (Appleseed, 2015). Include option for landowner to be certified as a Personal Assistant Behavioral Worker (PAB) and provide case management to renter needing PSH services.
    - Engage hospitality industry to establish workforce housing.
    - Consider purchasing commercial business liability insurance to maximize unit repair funds for tenants in voucher-subsidized units (i.e., Chubb and Hai Group).
    - Reestablish the Governor's Emergency Proclamation on Homelessness in alignment with Ohana Zones funding cycles.

3. **Establish a competency framework to inform practice**
    - Continue to promote 'compassionate practice' with local culture and values.
    - Create a job-specific competency profile that outlines all skills required to be a housing focused caseworker and use the profile to inform worker selection, training, coaching, and evaluation.
    - Establish competencies specific to special populations: domestic violence victims, the elderly, and young people.
    - Create a job-specific competency profile for all stakeholders including supervisors, leaders, first responders, and law enforcement.

Supporting Recommendations

drivers	**leadership**	Name quantitative goals for the five objectives of the GCH 10-year plan.
		Continue to engage a diverse network of strategic partners including Hawaii Community Development Authority, and County agencies like police, CDBG and housing finance leaders.
		Explore indivualized mentoring and/or coaching for leaders.
		Engage third party support to help overcome barriers among stakeholders.
	competencies	Explore the use GPS mapping technology to coordinate outeach and case management for unsheltered people.
		Use Best Practice Self-Assessment to inform strategic planning (competencies and organization). See Tools and Tables p. 35.
		Include family finding in case management competency training.
	organization	Invest in professionalizing the work, staff, and wages.
		Realign service contracts with legislative districts (Lambert, 2021).
		Create an inventory of public-private affordable housing partnerships and develop digital and print communications tools to showcase their success (i.e., Success Story Book).
		Engage private partners as ambassadors to engage new landowners in new affordable housing development projects.
		Government contractors establish consistent data collection methods and tools that promote the use of the system of record.
		Engage the business community and business improvement districts in establishing employment programming. Explore options for hourly subcontracting for industries like maintenance, landscaping and other limited commitment, task-oriented work.
improvement cycles		Determine performance measures and design a 1-page dashboard that reflects selected data set over 12-month period.
		Agree and implement a consistent CQI process – See example in Tables and Tools p. 36.
communications	**external**	Agree a statewide communication campaign that reflects the state's vision, like: The people of Hawai'i are implementing an inclusive, housing-focused system to end homelessness together (GCH, 2020).
		Draft a common communications plan that includes: messaging to the public, a customer service protocol for complaint calls, and a call to action for the public and volunteers.
		Create a library of Success Stories to be used in print and digital media to reflect the successful impact of the housing focused work under way and used to engage new private partners. See sample in Tables and Tools p. 38.
	internal	Define purpose and audience for meetings. Dedicate specific meetings to strategic decision making and overcoming barriers.
		Use more meeting time for discussion and decisions, and use email, maps, and websites for information sharing.
		Engage County CBDG and housing finance partners in funding related meetings.
practice groups	**capital**	Include gardening plots as part of housing projects to address nutritional needs of residents and supply chain issues. (Sustainability Hawaii, 2021).
		Develop opportunities for enterprise in new affordable housing developments including combined retail and living spaces, centralized commercial kitchen facilities, and rentable meeting spaces.
	voucher	Contract for site-based case management services rather than a operating scattered-site case management programs.
	outreach	HONU: Explore options to maximize ability of residents to meet their basic needs (i.e., placing food and supplies in an accessible yet observable area so residents can choose when to take supplies, while still ensuring overall security of the items.)
		Integrate medical services like Hawaii HOME Project, street medicine and Assisted Community Treatment into all aspects of outreach.
		Use digital encampment mapping as an organizing tool for ourtreach efforts taking place in the same district.
		Identify provider mission barriers and resolve them (i.e., working with police, harm reduction approach, etc.)
		Explore co-locating lockers for stored property requirements at existing service hubs.
		Consider LEAD and HONU as intersecting components of a continuum of service.
	emergency shelter	Include dedicated beds for domestic violence victims in all settings.
	family assessment centers	Outstation BESSD, MedQUEST and managed care companies to co-locate benefit application and insurance services at emergency shelters.
		Use Family Assessment Center Ohana Nui Service Design chart to explore and scale Ohana Nui practice across settings and populations. See Table and Tools p. 40.

Stories, Tables and Tools

BEST PRACTICE SELF ASSESSMENT			
Team:			
Program:			
Date:			

The purpose of this assessment is to help organizations and systems asses supports and resources in place for a selected program or practice. Specifically, organizations can use it to:
• Identify strengths and opportunities for improvement in their current supports and resources
• Select implementation best practices to strengthen staff competency and organizational practices
• Provide an implementation team with a structured process to develop an action plan and data to monitor progress

COMPETENCY DRIVERS			
Selection	**In Place**	**Partially**	**Not in Place**
1 There is someone accountable for the recruitment and selection of relevant staff for the program.			
2 Job descriptions are in place for relevant staff roles in the program.			
3 Individuals accountable for selection understand the skills and abilities needed for staff.			
4 Selection protocols are in place to assess competencies related to the program or practice.			
5 Selection processes are regularly reviewed.			
Training	**In Place**	**Partially**	**Not in Place**
6 Competency-based assessment informs training needs.			
7 Training to address each job competenct is clear and standardized			
8 There is someone accountable for the training staff for the program.			
9 Agency staff provide or secure skill-based training for staff.			
10 Agency staff use training data for improvement.			
Coaching	**In Place**	**Partially**	**Not in Place**
11 There is someone accountable for coaching program staff in their practice.			
12 Coaching is provided to improve the competency of staff to practice.			
13 Agency staff use a coaching service delivery plan.			
14 Agency staff regularly assess coaching effectiveness.			
Evaluation	**In Place**	**Partially**	**Not in Place**
15 There is someone accountable for the fidelity assessments of relevant staff for the program or practice.			
16 The agency uses a fidelity assessment for the program.			
17 Agency staff follow a protocol for fidelity assessments.			

ORGANIZATIONAL DRIVERS			
Data	**In Place**	**Partially**	**Not in Place**
18 Agency staff use fidelity data to improve program or practice outcomes and implementation supports.			
19 There is someone accountable for the decision-support data system.			
20 Agency staff have access to relevant data for making decisions for program improvement.			
21 Data are useful and usable.			
Decision making	**In Place**	**Partially**	**Not in Place**
22 Agency staff have a process for using data for decision-making.			
23 Leadership sets aside resources to support the development of staff competency to deliver the program or practice.			
24 Leadership develops and/or refines internal policies or procedures that support the program or practice.			
25 Leadership makes changes in organization roles, functions, and structures as needed to accommodate the program or practice.			
26 Leadership engages in regular communication with all staff and service users regarding the program or practice.			
27 Leadership visibly promotes the importance of effectively implementing the program or practice.			
28 Leadership problem-solves challenges to implement the program or practice effectively.			
Systems intervention	**In Place**	**Partially**	**Not in Place**
29 Leadership recognizes and appreciates staff contributions to implement the program effectively.			
30 Leadership engages stakeholders and staff in developing a shared understanding of the need for the program.			
31 Leadership creates opportunities for stakeholders and staff to learn and design solutions together to support the program.			
32 Leadership regularly communicates with stakeholders regarding the program.			

SCORING SUMMARY	
COMPETENCY DRIVERS	
Selection	
Training	
Coaching	
ORGANIZATIONAL DRIVERS	
Data	
Decision-Making	
Systems intervention	

Continuous Quality Improvement Planning Tool

Team:
Program:
Today's Date:

1. What is the greatest challenge we observe?

What evidence demonstrates the challenge?

2. Why do we think it is happening?

What evidence supports this theory?

3. What are we going to do about it?

Why do we think this will work?

4. What do we think our efforts will result in?

What evidence demonstrates progress?

Adapted from: Wulczyn, Fred; Alpert, Lily; Orlebeke, Britany & Haight, Jennifer. (2014) Principles, Language, and Shared Meaning: Toward a Common Understanding of CQI in Child Welfare. The State Center for Child Welfare Data. Chapin Hall. University of Chicago. Illinois.

Ohana Zones Totals 2021										
Type	Group	Project	Location	Lead Agency	Contractor	Preserved Beds	New Beds	People Served	People Housed	Managing Dept.
Housing	Capital Development	Keolahou	Hawaii	County	HOPE Services	90	100	309	78	GCH
		Kealaula	Kauai	County	Women In Need		29	71	71	GCH
		Huliau	Maui	County	Hale Mahaolu and Family Life Center		12	46	46	GCH
		Kumuwai	Oahu	City and County	WORK Hawaii Division		20			GCH
		Hale Maluhia	Oahu	City and County	Domestic Violence Action Center		20			GCH
		Kamaoku Kauhale	Oahu	City and County	Hui Aloha		37	126	126	LG
	Housing Vouchers	Vouchers: unsheltered	Oahu	City and County	Hawaii Health and Harm Reduction		10			GCH
		Vouchers: youth	Oahu	City and County	Hale Kipa		10			GCH
Services	Outreach	LEAD	Kauai	DOH	WIN		6	96	96	DOH
		LEAD	Hawaii	DOH	Big Island Substance Abuse Council		6	72	22	DOH
		LEAD	Maui	DOH	Mental Health Kokua		6	372	7	DOH
	Emergency Shelter	Hale Hanakahi	Hawaii	County	HOPE Services					GCH
		Ka Lamaku	Hawaii	County	HOPE Services					GCH
		HONU	Oahu	City and County	Honolulu Police Dept. and Institute for Human Services		150	2327	235	GCH
		RYSE Emergency shelter	Oahu	OYS	Residential Youth Services and	20	10	336	53	OYS
	Assessment Centers (Emergency Shelter)	Kukuiola	Hawaii Island	County						GCH
		Uluwini	Hawaii Island	County	Hawaii Affordable Properties		53	800	143	GCH
		Villages of Maili	Oahu	Catholic Charities of Hawaii	Catholic Charities of Hawaii	80		955	491	HPO
Repairs		Kumuhonua	Oahu	HPO	HCAP	68				HPO
		Onelauena	Oahu	HPO	Kealahou West Oahu	190				HPO
						448	469	5510	1368	

Table reflects data available at the time of submission.

SUCCESS STORIES FROM KUMUWAI

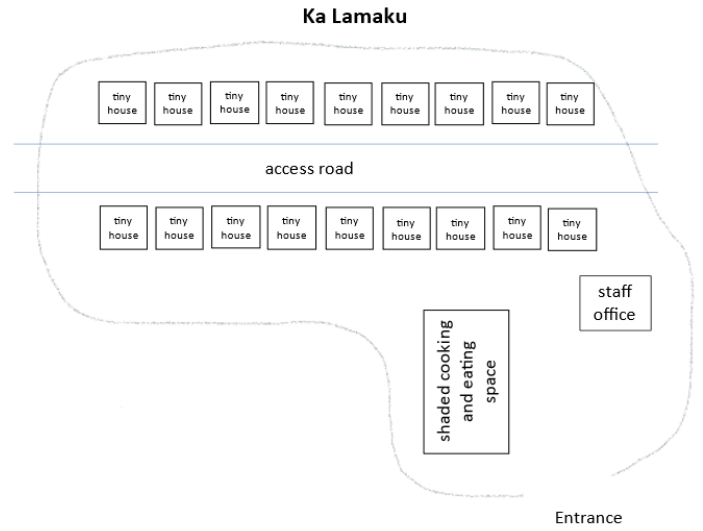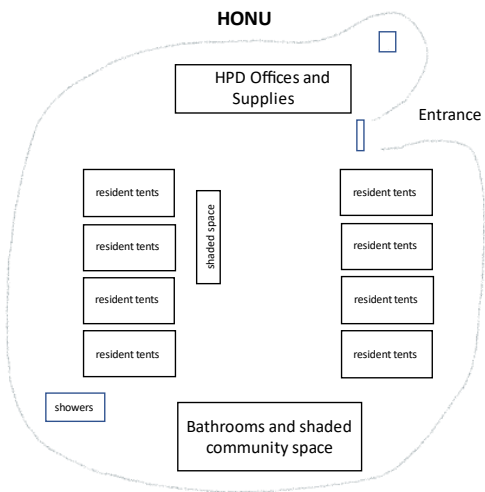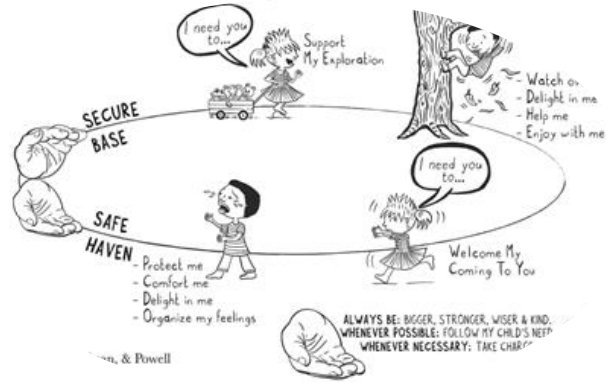|	
	"Bumbai" got involved in the "drug life," which was the main reason for his homelessness. After living in the streets for 25+ years, he was fed up and decided to get clean and get help. After entering a shelter, moving into transitional housing, and now into permanent supportive housing, Clyde is sustainable and grateful to be where he's at today.
	"Jerry" was living in his van for 8+ years and never sought help, until his best friend reached out to the Elderly Affairs Division (EAD) Senior Helpline. Jerry was referred to Kumuwai, and is now living in his own apartment where is able to recover from severe depression and enjoy the simple things in life, now that he has a stable place to live.
	"Jackie", 69, had been in and out of homelessness for 20+ years before encountering WorkHawaii's Outreach T.E.A.M. on the pier of Marisco in Ewa Beach. She was immediately referred to HONU, and was placed into permanent supportive housing withing two weeks. Today she is happy to have a roof over her head.
	"Ms. Barbie" had been in and out of homelessness for 18+ years. Her alcoholism and mental health inspired challenging behaviors, but persistence Kumuwai staff were able to help her move from the street into a long term facility to get a higher level of medical care she needs.

Submitted by Taimane Passi, Program Director at Kumuwai.

'CIRCLE OF SECURITY' AND SITE MAPS

Circle of Security

HONU

Ka Lamaku

Family Assessment Centers Ohana Nui Service Deisgn

PURPOSE: An exploration of Ohana Nui operations across settings and budgets.

Ohana Nui Category	site / provider / location	FAC at Kakaako — Catholic Charities of Hawaii (CCH) — Honolulu, Oahu	Villages of Ma'ili FAC — CCH — Ma'ili, Oahu	Hale Iki FAC — Neighborhood Place of Puna (NPP) — Keaau, Hawaii Island	Ulu Wini FAC — Hawaii Affordable Properties — Kailua-Kona, Hawaii
Housing		HF CASE MANAGEMENT: Individualized service planning and high frequency casework contacts. EMERGENCY SHELTER: Temporary housing intended for about 90 days.	HF CASE MANAGEMENT: Individualized service planning and high frequency casework contacts. EMERGENCY SHELTER: Temporary housing intended for about 90 days.	HF CASE MANAGEMENT: Intensive Housing First housing navigation. Case management continues for six months after permanent housing placement. EMERGENCY SHELTER: Temporary housing intended for about 90 days.	HF CASE MANAGEMENT: Individualized service planning and high frequency casework contacts. EMERGENCY SHELTER: Temporary housing intended for about 90 days.
Economic Support and Education		ON-SITE HELP WITH BENEFITS: (1) BESSD eligibity worker provides monthly n0site support with benefit applications. (2) Referrals to Institute for Human Services Hele2Work.	ON-SITE CAREER CENTER: Employment specialist provides individualized job finding support, and financial literacy classes. LITERACY: Hawai'i Literacy's Bookmobile conducts children's story time and adult tutoring.	CONNECTING TO SCHOOL: Case managers ensure children are connected to school. FINANCIAL EDUCATION: Referrals to Hawaii Community Assets for financial education. RENTAL ASSISTANCE: NPP's ERAP provides support for delinquent and new housing placement costs.	EMPLOYMENT: (1) Habitat for Humanity Restore and Hawaii Island Food Basket are co-located and provide employment opportunities. (2) Local coffee farmers provide jobs. DOMESTIC VIOLENCE SERVICES: (1) Hawaii County Grant in Aid provides: tuition, rental deposits and airfare. (2) HUD RRH Rental Assistance provides specialized case management and transitional housing.
Health and Wellness		MEDICAL SUPPORT SERVICES: Med-QUEST worker provides support with securing medical coverage.	LICENSED THERAPIST: On-site licensed clinical therapist expedites the 1157 for PSH. MEDICAL SERVICES: (1) H.O.M.E. Project of UH Manoa Medical School provides weekly first aid and preventive medical care. (2) Project Vision provides weekly COVID testing, vaccinations, and TB testing.	CLOTHING AND HYGIENE SUPPLIES: On-site clothing closet provides families basic supplies. COVID-19 SERVICES: On-site COVID-19 testing and vaccination.	MEDICAL SUPPORT SERVICES: West Hawaii Community Health Center provides on-site assistance for medical coverage sign up and health classes. F10-G10
Food and Nutrition		ACCESS TO FOOD: On-Site emergency food pantry with non-perishable items .	ACCESS TO FOOD: Aloha Harvest provides weekly food distribution. MEALS PROVIDED: Two meals provided daily by Lanikila Pacific. Clients have opportunities to learn culinary skills.	ACCESS TO FOOD: On-site emergency food pantry provides basic food supplies. The families have a shared food preparation and storage area.	ACCESS TO FOOD: (1) Hawaii Island Food Basket, a food bank, is co-located on property. (2) St. Michael's Church provides weekly fresh produce. (3) On-site garden. MEALS PROVIDED: Hawaii County Grant In Aid provides weekend and after-school food. COOKING INSTRUCTION: (1) Reconvening healthy cooking classes. (2) Upgrading to certified kitchen.
Social Capital		EARLY CHILDHOOD: Weekly parenting program for thise with children 0-5 provided by Parents and Children Together funded by the federal Department of Health and Human Services.	HOLIDAY CELEBRATIONS: Great holiday celebrations help make happy memories during difficult times. PETS: K9 Kokua provides shots, microchips, and spay/neutering. YOUTH: (1) After School Allstars meets weekday afternoons. (2) CCH's Kupuna to Kamaiii. (3) Local halau provides scholarships and activities. COMMUNITY ENGAGEMENT: (1) Honolulu Police Department provides Keiki IDs and participates in activities. (2) Paradise Chapel Assembly of God provides move out kits. EARLY CHILDHOOD: (1) Honolulu Community Action Program Head Start (ended). (2) Partner's In Development's Ka Pa'alana Traveling Preschool provides classes twice a week.	COMMUNITY ENGAGEMENT: (1) Interfaith Communities in Action volunteers for improvement projects and maintenance. (2) Connect Point Church built site and leases it to NPP. EARLY CHILDHOOD: On-site diapers and essentials available. FAMILY SUPPORT: Referrals to NPP's Parenting Support Program.	TRANSPORTATION: Supported through Uber coupons and mileage provided to staff. YOUTH: (1) On-site after school tutoring by volunteers. (2) Boys and Girls Club provides transportation to off-site program. COMMUNITY ENGAGEMENT: commuity members provide donated books and school supplies. EARLY CHILDHOOD: On-site diaper bank. PARENTING CLASSES: Provided by Neighborhood Place of Kona.

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Footnotes

[1] This includes the Response and Relief Act, Families First Coronavirus Response Act, Coronavirus Aid, Relief, and Economic Security (CARES) Act, the Paycheck Protection Program and Health Care Enhancement (PPPHCE) Act. These funds provided Americans with cash relief, increased child tax credits for families with children, extended unemployment benefits, lower health insurance costs, and support to small businesses.

[2] The complete data set for the 2021 Point-in-Time count is not available. Due to COVID-19 the 'unsheltered count' was not completed, and the 2021 are not included in this report.

[3] The importance of compassion is receiving increasing research attention. The first step in understanding compassion is a consistent definition consisting of five elements (Strauss, 2016): Recognizing suffering, understanding the universality of human suffering, feeling for the person suffering, tolerating uncomfortable feelings, and motivation to act/acting to alleviate suffering.

[4] The definition of 'domestic abuse' in Hawaii was amended in 2020 to include 'coercive control,' or pattern of humiliation of intimidation. Advocates find this a huge win, allowing a victim's situation to be considered during law enforcement and court interventions rather than assessments made on the limits of a specific circumstance. This expanded definition opens a door to rethinking domestic violence intervention among the stakeholders involved. This is especially important as domestic abuse is recognized, whether accurately or inaccurately, to be one of the most dangerous situations encountered by law enforcement. The lack of success suggests a better fitting intervention protocol is required.

[5] Databases in use: Bridging the Gap CaseWorthy; Department of Education; Department of Human Services (DHS), Benefits, Employment, and Support Services Division; DHS, Department of Health, Web-based Infrastructure Treatment System (WITS); DHS, Child Welfare Services, DHS, Homeless Programs Office – Statewide Data System; Partners in Care CaseWorthy System; and police department and sheriff databases.

[6] Types of meetings as specified by Patrick Lencioni:

Types of Meetings			
Meeting type	Time	Purpose	Audience
check-in	15 minutes	quick forum to share shcedules and activities	direct reports
tactical	45-90	review activities as related to a goal, resolve obstacles and address emerging issues	practitioners and decision makers
strategic	2-4 hours	discuss and analyze and decide approach to critical issues	decision makers and funders
review	quarterly	review of strategy, trends, and context.	decision makers

[7] More stories at: https://domesticviolenceactioncenter.org/30-voices/

[8] The Governor's Emergency Proclamation made the following allowances: 'David Bacon' wage standards waived, environmental assessment after construction started, general excise taxes waived, procurement process waived, and state and county land use regulations waived.