Home Sweet Home

Hawaii's Response to Homelessness 2014-2018: Initial Assessment

DECEMBER 2019

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Kahauiki Village Cover Photo Credit: kahauiki.org + Cover art by Brandekko: brandekko.com

Executive Summary

Overview

People from around the world come to Hawaii to be immersed in the Aloha Spirit; meanwhile, many residents are clinging to the margins of their Island home. Down the coast from premier vacation spots, encampments of homeless people, more than one third of whom are Hawaiian,[1] are a symptom of building tension between economic development and human rights. Hawaii is an archipelago of extremes, with a high demand for luxury real estate with very low property taxes, and the highest rate of homelessness in America.[2]

Hawaii's housing crisis has been met with multiple responses from legislators, providers, and the public through an array of initiatives. Especially over the past five years (2014-2018), there has been a significant increase in initiatives addressing homelessness and affordable housing. Two key efforts are the subject of special focus: (1) Housing First, a federal policy prioritizing permanent housing placement (2105), and (2) Ohana Zones, $30 million to establish designated areas to assist homeless people to access permanent housing. (2018)

> **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**

DHS Homeless Programs Office (HPO) is partnering with Collaborative Quality Consulting (CQC) to assess the impact of these initiatives across Hawaii's homeless service system. This three-year evaluation will use Implementation Science to understand the homeless service system's moving parts, to document the joint impact of Housing First and Ohana Zones on increasing access to permanent housing, and to identify what is further required to increase access to housing and ultimately end homelessness in Hawaii. This initial assessment is the first of three annual reports.

While it is true that homelessness is an extreme problem in Hawaii, <u>the solution is in progress</u>. Both the inventory of affordable housing units and the rate of placement into housing are increasing, reflecting hard-won impact of system change due to a Housing First approach, as illustrated (2014-2018):[3]

- **Permanent housing inventory increased 250%**
- **Time for housing placement reduced by more than 40%**
- **Exits to permanent housing up 26% since low in 2016**
- **Overall census declined 18% since high in 2016**

Evaluating the collective efforts of stakeholders across the system provides an opportunity to establish a common understanding of the current landscape and identify necessary next steps for continued progress. This report concludes with a proposal to convene an Implementation Leadership Team to build alignment and determine next steps for implementation using a structured facilitation process. All related references, tools and materials are included in the Appendix.

Evaluation Team
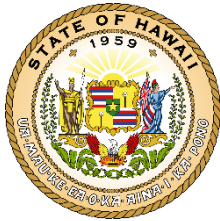
DHS HPO is partnering with CQC to conduct this three-year evaluation.[4] CQC is a consulting practice that specializes in implementing change to help vulnerable people by strengthening the services that support them. We partner with governments and non-profits to design and create sustainable system change with evaluation, implementation, and improvement.

Our work is greatly enhanced by the team we have convened for this project. First, subject expertise and executive guidance is provided by Suzanne Wagner and Andrea White of Housing Solutions.   They are internationally renowned experts in the provision of homeless services who consult and coach leaders about policy and practice internationally. In addition, Hunter Tregoning, MSW Intern, joins us through our partnership with Monmouth University School of Social Work generously supported by The Sally L. Kanehe Fellowship. Published author, Patricia Donovan, gives our team a polish with her expert copy editing.

Reporting Calendar

The CQC team will continually conduct valid and reliable data using the following methods, including but not limited to: observation, ethnographic participation, cross-system interviews, data collection, literature and materials review. This data collection will inform an annual report for each year of the three-year project: YEAR 1: Initial Assessment (2019), YEAR 2: Progress Report (2020), and YEAR 3: Update (2021) and Next Steps to Consider (2022).

Implementation Evaluation Timeline

Evaluation Component	2019			2020				2021				2022	
	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2
Learning Visit	▓		▓		▓		▓		▓		▓		
Data Collection	■	■	■	■	■	■	■	■	■	■	■	■	
Stakeholder Feedback		■	■			■	■			■	■		
Reports to HI State Legislature			■				■				■		■

Initial Assessment

This is the first of three reports. The purpose is two-fold:

> **PURPOSE OF THIS REPORT: Initial Assessment**
>
> 1. **To establish a common understanding of Hawaii's Homeless Service System and its context**
>
> 2. **To propose a process to determine next steps for implementing the Housing First approach**

The following narrative establishes a 'common understanding' by describing the context of Hawaii's homeless service system using Active Implementation frameworks. The document concludes with a 'process to determine next steps for implementation,' as follows:

- Hawaii's Homelessness In Context
- Evaluation Approach
- Findings: Implementation Stages
    - Overview
    - Initial Assessment
    - Key Achievements
- Findings: Implementation Drivers
    - Overview
    - Initial Assessment
    - Key Achievements
- Findings: Policy-Practice Feedback Loops
    - Overview
    - Pending Discussion in Progress Report
- Findings: Implementation Support
    - Overview
    - Initial Assessment
- Proposing a Process to Determine Next Steps

Hawaii's Homelessness in Context

While international law recognizes housing as a human right, today more than 100 million people around the world have no home.[5] Housing is not recognized as a right in most of the United States; instead, an array of responses addresses the lingering epidemic of homelessness that has plagued the country for more than fifty years. The approach to working with homeless people has evolved over time. Since 2009, U.S. Housing and Urban Development Department (HUD) has promoted a shift from a Housing Readiness to a Housing First approach, and results are encouraging.

Housing First is a collection of principles and best practices with the goal of unconditionally housing chronically homeless people.[6] Housing First promotes housing placement as an essential first step in service instead of a reward when housing 'readiness' is earned with bargaining chips like sobriety and employment. While there is variation in the application of Housing First nationwide, outcomes are correlated to a more than 10% reduction of

Leeward Coast Oahu   November 2019

homelessness since its implementation overall, with high points, like Utah reporting a drop of 91%.[7] Housing is associated with reducing costs in many states, due to less time spent in hospital emergency rooms and prisons, while achieving greater success in life overall.[8]

The population of homeless people is also declining in Hawaii. In fact, the decline on Oahu alone is 10% in the last two years. This progress is heartening, yet the rate of homelessness in Hawaii continues to be the highest in the nation.[9] A chief contributor to homelessness in Hawaii is a cost of living 88% higher than the national average combined with one of the lowest levels of affordable housing availability in the country.[10] [11]

Homelessness reflects Hawaii's challenging economic environment, where nearly 50% of Hawaii's families struggle with limited income, and 11% live in poverty.[12]   On these Islands, children are more likely to be homeless than adults, and 18- to 24 year-old 'transitional youth' are the fastest growing cohort overall.[13] A significant contributor to this problem is discharge from institutions like foster care, hospitals, and correctional facilities without a plan for permanent housing.[14]

Among people who are homeless, there is an over-representation of Native Hawaiians, the leading ethnic group represented. While 10% of the overall population, they comprise 39% of the homeless population.[15] The heightened level of Native Hawaiian representation among the youngest cohort of homeless people is of particular concern. A recent study of homeless young people found that 44% identify as Native Hawaiian or part.[16]

Within the community of Native Hawaiians who are homeless, many people self-identify as 'houseless,' since the Islands are 'home.' Displacement of native people is visible in the encampments from the mountain top of Mauna Kea to the coast of Waianae.[17] Add the percentage of those with mixed ethnicity including South Pacific Islanders, and it's more than half of the homeless population. Within this category, Compact of Free Association (COFA) immigrants alone cost the state about $140 million annually.[18] [19]

The demographics of the population are also changing.[20] In recent years, family homelessness has decreased 39%,[21] and 91% of the remaining population is single and unsheltered.[22] This population is growing. In addition, recent Oahu sampling suggests that about 10% are from the Mainland.[23] While common thinking suggests Mainland jurisdictions may be exporting homeless people to Hawaii, the reality is that most find their way independently and bottom out.[24]

Kevin at Honolulu Boat Harbor June 2019

Many of the single unsheltered people experience chronic mental health issues and have spent years on the street, making them high users of medical services and also the hardest to place. A major influencer in this population is the plague of addiction, especially to crystal methamphetamine, that runs rampant and generates excessive medical costs. In fact, 3.6% of Medicaid recipients use 61% of the state's Medicaid budget. That translates into $1.2 billion spent on emergencies and temporary treatment every year for a small group of people.[25]

While permanently housing this same group reduces Medicaid costs by 43-75%, supporting the transition into housing is an arduous plight that can take years.[26] However, recent legislation makes it easier for judges to support the Assisted Community Treatment (ACT) approach, which includes the provision for intravenous drugs like Invega Sustenna® to treat mental illness and help this cadre of the hardest to reach.[27]

Governance

Each Island has a unique mix of services and programs to address homelessness that are governed by multiple bodies. City and county governments typically coordinate services and organizational infrastructure on their respective Islands. The governor's coordinator leads on state policy development through the Hawaii Interagency Council on Homelessness (HICH), established in 2012. The Hawaii state legislature ultimately drives change through passing bills and allocating funding in their annual budget and additional special efforts.

Additional variables also impact leadership and strategic direction of services. HPO administers the majority of program dollars for outreach, shelter, and placement services. In addition, the HUD field

office and its SNAPS central office are actively sought as advisors and provide myriad consultants for various technical assistance projects. On the program level, two Continua of Care (CoC) administer federal HUD funding to two provider networks: Partners in Care on Oahu, and Balance of State, Bridging the Gap, which includes the Big Island, Kauai, and Maui.[28] Currently, each CoC assumes autonomy for strategic direction of services, and recently split their Homeless Management Information System (HMIS) database. This presents potential challenges with the alignment of data collection and statewide data integrity.

Other Significant Contributors

In addition to DHS statewide initiatives, there are multiple programs that have had a major impact on homelessness, including those supported by:

- *Government representatives*
- *Governor's Coordinator on Affordable Housing*
- *Grassroots community organizers*
- *Hawaii Community Development Authority*
- *Hawaii Community Foundation*
- *Hawaii Housing Finance and Development Corporation*
- *Hawaii State Office of Planning*
- *Hawaii Public Housing Authority*
- *Lieutenant Governor*
- *Police Department*
- *Sheriff's Department*
- *Public-Private Partnerships*
- *Real Estate community*
- *University of Hawaii at Manoa*

In addition, recent case law is impacting the provision of service to homeless people. In the case of Martin v. City and County of Honolulu, the court found that items belonging to homeless people must be stored after a compassionate enforcement of clearing public space occurs. This resulted in the creation of the Department of Facilities Maintenance, a team of 12 that respond to eight to nine complaints a day on Oahu, clearing, storing and managing the belongings in a central facility in downtown Honolulu that costs millions of dollars a year.[29]

Second, Martin v. City of Boise provides foundation for laws that prohibit outside sleeping when no shelter is available, and also allow for restrictions for

Kevin's belongings
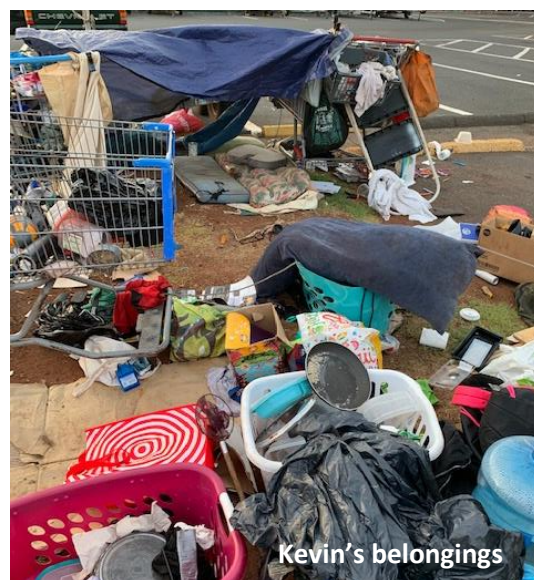
sitting, lying or sleeping outside at particular times and locations. Locally, this is enforced as the 'Sit and Lie Ban' that is mostly focused in Waikiki.

Public Concern

Multiple factors suggest that people of Hawaii may be more aware of and more sympathetic to homelessness than other communities across the United States.[30] Hawaii's mild climate and the dense population of Oahu result in the high visibility of homelessness and large encampments. In addition to high visibility, local government officials frequently refer to the issue in public addresses. In 2015, Governor David Y. Ige declared a state of emergency due to the homelessness problem, which garnered national attention. Governor Ige has continued to prioritize this issue with multiple emergency proclamations since that time. [31]

In contrast to the rest of America, where homelessness comprises a negligible portion of news stories, media coverage in Hawaii is regular and persistent. Special reporting like *Prescribing Hope*, a documentary series produced by the Institute for Human Services Hawaii and Hawaii News Now, illustrates how mainstream media prioritizes the issue.[32]

Prescribing *HOPE*

Documentary Series
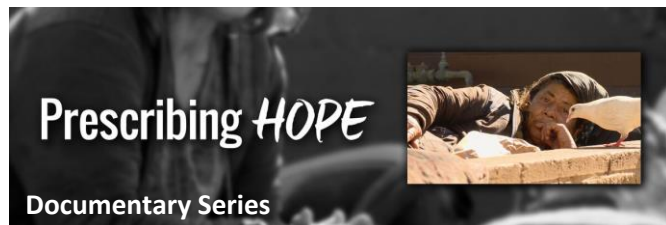
On the flip side, unsheltered people are a subject of significant public safety concerns. In Honolulu alone, Hawaii Police Department receives 300,000-400,000 complaint calls a year related to homelessness and related public safety issues.[33] Ironically, housing and homelessness-related issues are a top priority in this Pacific paradise, a land of extremes.[34] Thus, while there is reason to believe that sympathy for the plight of homeless people is prevalent, it is not unanimous.

In the realm of current public concerns, most issues fall under the shadow of 'Mauna.' In July 2019, the Mauna Kea Protectors established an encampment at the foot of the mountain to protest the development of a new 30-meter telescope, an encampment that exists to this day. While this issue has been actively protested since 2014, it garnered global attention with the arrest of 31 *kupuna* (grandparents or elders) who blockaded the roadway from construction crews earlier this year. This worldwide headline is influencing the discussion of land rights in Hawaii; however, independent surveys reveal that the public is split about the issue.[35] There is a direct intersection between the displacement represented by this protest and a need for Housing First.

Housing Market and Economic Context

Hawaii is one of the premier vacation destinations in the world, which drives the demand for housing. More than 9 million people visit the islands every year, which creates a heightened demand for vacation rentals.[36] [37] Recent allowances for Accessory Dwelling Units (ADUs) generated an increase in available housing intended for local people, but have been largely dedicated to vacationers and reduced the

availability of affordable year-round rentals. Now, one in 24 homes in Hawaii is a vacation rental, reflecting the nationwide trend of the inflated vacation home market. [38] Here in Hawaii, government officials are beginning to institute measures to rectify this imbalance.[39]

Near Kaimana Beach
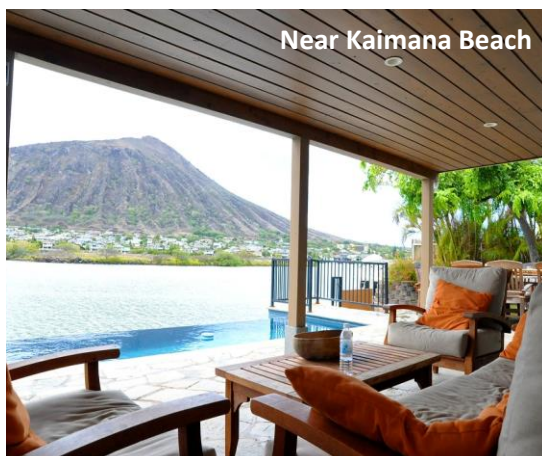
Hawaii also attracts second home buyers. The stability and appreciation make Hawaii one of the best real-estate investments worldwide. The state also has the lowest real estate tax rates in the nation. These factors skew the market for a high demand of luxury housing that attracts international investment by non-residents. In fact, 50% of vacation rentals are owned by nonresidents.[40] The City and County of Honolulu plans to pursue a progressive property tax that will increase rates for property classes of approximately 12,000 units that have absentee investors. As Honolulu Office of Housing Executive Director Marc Alexander explains, "the vacancy fee is meant to encourage the return of units to the long-term housing markets."

Still, local families struggle to compete, as Hawaii's housing demand occurs in a context of poverty. [41] The cost of living is more than 150% of the national average. More than 48% of households are considered 'Impoverished.'[42] The gap between wages and cost of living is wide, forcing many local people to consider alternatives to owning a home. It is not uncommon to hear stories of family and friends leaving the Islands for a lower cost of living on the mainland.

What remains is a housing burdened population, where, as Hawaii Appleseed Executive Director Gavin Thorton explains, "Homelessness is the expression of the housing crisis that impacts us all." State Senator Stanley Chang reflects, "It's a predictable consequence of not building enough housing supply to meet demand. We're forcing our children and grandchildren and great-grandchildren to leave," he says. Despite a slight decline in population, there is a projected need for 60,000 units of affordable housing by 2025, and a number of statewide plans previously listed are actively addressing the demand.[43]

Near Kaimana Beach

Evaluation Approach

Implementation Science

This three-year Implementation Evaluation will explore Hawaii's Homeless Service System using Implementation Science (IS). This approach is preferred for evaluating complex systems that have multiple interdisciplinary stakeholders and an ever-changing environment. While typical evaluation isolates a specific part of practice, IS uses a systems approach to understand all the moving parts. The result? IS closes the research gap and expedites the transfer of knowledge to practice, where the implementation after typical research lags about 30 years.[44]

While there are several IS models, Active Implementation frameworks (AI) is the best practice that synthesizes findings across a range of fields into four overarching frameworks to inform all aspects of implementation process. AI provides a common language for interconnected players to support communication about interactions within the system.

The purpose of applying this model is to achieve balance and alignment to develop effective strategies that solve problems. It is collaborative rather than directive, as reflected in the 'active' aspects of the model, like the drivers, feedback loops, and support. This is a departure from the typical hierarchal approach to making change, and seems to align better with the collective leadership structure that is a pattern across the system, and local value of *lokahi* or teamwork that 'celebrates the gifts of every village.' [45]

Active Implementation Frameworks
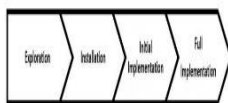
 Implementation Stages – Stage-appropriate activities necessary for successful systems change.

 Implementation Drivers – Core components that create an infrastructure that supports sustainable service delivery.

 Policy-Practice Feedback Loops – Connecting policy to practice to reduce barriers.

 Implementation Support – Support achieves quicker, higher-quality results.

Findings: Implementation Stages

There is substantial agreement that planned change is a process that happens in stages, typically over two to four years. Each stage involves multiple decisions, actions, and adjustments to change the structures and conditions through which organizations do something new. AI stages correspond to activities necessary for successful service and system change to occur.

Active Implementation Frameworks: Implementation Stages

Exploration → Installation → Initial Implementation → Full Implementation
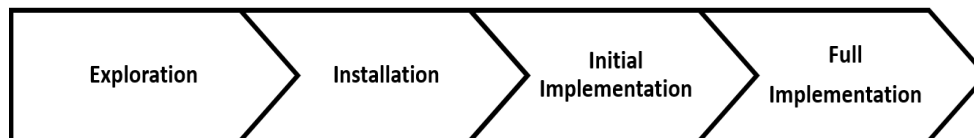
One stage builds on the next as teams work together to make change, typically over two to four years. First, the goal of the Exploration Stage is to examine the degree to which a particular model meets the needs of the system as well as its feasibility. During the Installation Stage, an intervention is chosen, staff is trained and the model is initiated in practice. Initial Implementation of new practice takes place over the first six to 12 months. Gradually, Full Implementation occurs over the next two years, as change becomes 'what we do.'

Initial Assessment

Statewide Initiatives

The system is engaged in the simultaneous implementation of several new policies and initiatives in a highly regulated environment. The Hawaii Legislature reviews 60% of the volume of bills as the federal government for 1% of the national population.[46] [47] A cascading impact of the legislative volume is the number of new initiatives and laws in play in the realm of homeless services and affordable housing from 2014-2018. Governor Ige has released multiple emergency proclamations that have called for the development of several low-income housing projects.[48]

Over the last five years, more than 20 key policies regarding some aspect of homelessness have been initiated, which are listed in a table included in the Appendix. Beyond DHS, other key statewide initiatives are impacting homeless people, including: The Affordable Rental Housing 10-Year Plan (2015); a new mental health outreach service from the DOH Adult Mental Health Division (AMHD) for contiguous geographic areas with HPO; and a new database called Web-based Infrastructure Treatment System (WITS) operated by a central CARES team and Ohana Zones (2019). The increasing trend reflects the priority given to this issue across the state:

Key Initiatives Related to Homelessness
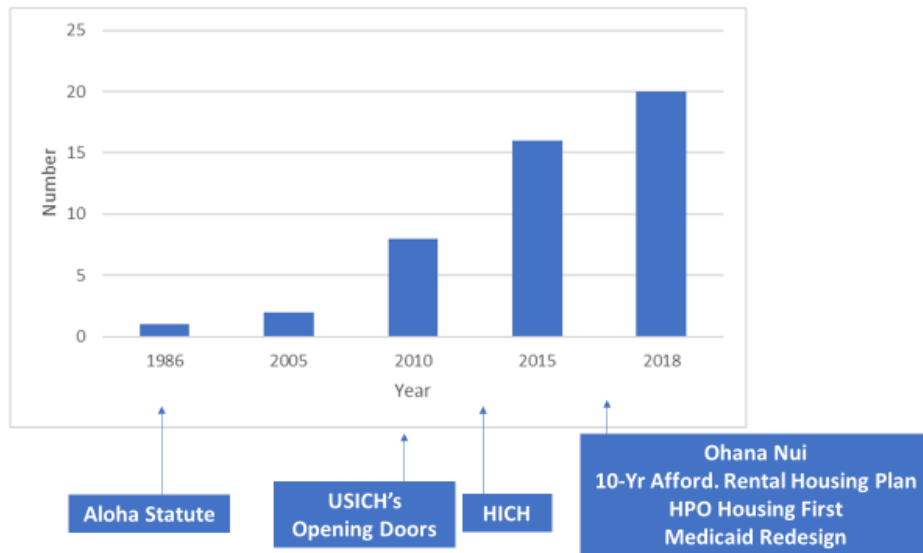
Ohana Nui Vision

Another defining statewide initiative is Ohana Nui, a vision for the people of Hawaii promoted by the Hawaii State Department of Human Services.[49]

OHANA NUI VISION

The people of Hawaii are thriving through a multigenerational approach to services that encourages self-sufficiency and supports the well-being of individuals, families and communities.

This plan is meant to be a high-level framework to coordinate the work and bring the whole system together,[50] and Ohana Nui is growing roots throughout DHS divisions. The work of Homeless Programs Office to promote Housing First and Ohana Zones managed by the Governor's Coordinator on Homelessness falls within the Department of Human Services and also supports Ohana Nui. Ohana Nui is also reflected in the current narrative of 2019 Medicaid reform, which will have significant impact on homeless services.

Housing First

Across the state, Housing First has been gaining momentum since 2012. Housing First is a federally mandated approach that prioritizes housing placement instead of withholding it as a reward. This squarely reverses the traditional Housing 'Readiness' paradigm, where clients must achieve sobriety or other criteria to be considered 'ready' to be housed. Housing First entered the scene with the inaugural U.S. Interagency Council on Homelessness (USICH) in 2010. Two years later, the Hawaii Interagency Council on Homelessness (HICH), inspired by the federal leadership model, issued its first strategic plan promoting the approach that was created for the Islands.[51]

Hawaii Interagency Council on Homelessness 2019

The administration of Mayor Kirk Caldwell in the City of Honolulu also has been a driving force in statewide Housing First progress. In 2014, the city launched its inaugural Housing First program. Since then, 268 people in this program have received services, of which 84% have remained housed.[52] This effort is part of the city's growing campaign to prioritize addressing homelessness. The campaign's integrated approach includes prioritizing this issue in the 2019 West Coast Mayors' Convention, the Mayors Challenge to End Veteran Homelessness, and dedicating significant funding.

Statewide, Housing First was enacted into law by 2016 Section 346-378, Hawaii Revised Statutes, establishing the state's first Housing First program. Hawaii's homeless service system experienced a major paradigm shift by making system-level changes to improve the coordination of care and transforming its service approach to Housing First. In response to the HICH Plan of 2012, HPO began to implement Housing First in all programs with a major shift from prioritizing transitional shelter to emergency shelters and permanent housing.

Among providers, great efforts were made to standardize and streamline practice. HPO and the two Continua of Care selected a common assessment tool, the Vulnerability Index and Service Prioritization Decision Assistance Tool (VI-SPDAT). In 2017, HPO made a bold implementation step to performance-based contracts for outreach, shelter, emergency grants, rapid re-housing and Housing First contracts. Provider performance measures now include exits to permanent housing, length of stay, and housing retention. Contracts also require participation in a Coordinated Entry System, a centralized intake process that uses the VI-SPDAT to measure acuity and promote case conferencing to address client needs and overcome barriers. Within contracts, guidance for staff training and Continuous Quality Improvement were outlined.

Ohana Zones

In 2018, the Hawaii Legislature enacted SB2401 SD2 HD1 CD1, also known as Ohana Zones, generously appropriating $30 million over three years to improve access to services and increase housing for homeless people. This law and significant funding mark a step in a long legacy of Hawaii's top leaders to uphold the care of its people through dedicated legislation, and demonstrates the state's continued urgency to address homelessness with new ideas while upholding cultural values, as reflected in Ohana Zones legislation:

> *Ohana is a group of closely- or distantly-related people who share nearly everything, from land and food to responsibility for taking care of children and elders. Members of an ohana, whether or not related by blood, treat each other as extended family and share generously with each other. The legislature finds that building upon this ethic of ohana presents an opportunity to improve the lives of people experiencing homelessness… the legislature finds that addressing homelessness requires the courage to try something new.[53]*

Since the Aloha Statute was established in 1985, caring context is pervasive through many laws and rules that govern the Islands, emanating Native Hawaiian cultural values that promote treating people like family.[54]

> *AN INFLUENCING HAWAIIAN VALUE*
>
> *kōkua aku, kōkua mai, pēlā ihola ka nohona ʻohana*
>
> **To give and receive help like people are family.**

In addition, the tolerance for innovation within Hawaii's highly regulated context creates an extraordinary and greatly needed practice laboratory. Ohana Zone contracts are administered over several government agencies; however, they are unified in consistent language and performance measures. The combination of caring intention and the tolerance for new ideas informs Ohana Zones' two-fold purpose: increasing access to services and housing by building capacity administered as follows:

Act 209: Ohana Zone Contracts

Ohana Zones Services - Ohana Zones goal is improving the health and well-being of individuals experiencing homelessness and providing access to needed services.

- **Kauai LEAD Pilot Program** ($650k) – *Kauai*

- **Lift Mobile Navigation Centers or 'HONU'** ($6M) – *Oahu*

- **Kealahou Assessment Center**[55] ($2,511,828) – *Hawaii Island*

- **Maui LEAD Pilot Program** ($450K) – *Maui*

- **RYSE Youth Access Center & Outreach Services** ($1.8M) – *Oahu*

- **Shelter Roof Repair and Renovation** ($1.25M) – *Oahu*

- **Villages of Ma'ili Assessment Center** ($7.5M) – *Oahu*

- **West Hawaii LEAD Pilot Program** ($450K) – *Hawaii Island*

- **West Hawaii Assessment Centers and Housing** ($1,500,000) – *Hawaii Island*

Ohana Zones Housing - Ohana Zones are stipulated for public lands, including at least three sites on Oahu and one site on each of the islands of Hawaii, Kauai, and Maui. These sites may provide secure dwelling spaces, medical and social services, and transportation.

- **Honolulu Permanent Supportive Housing** ($4.5M) – *Oahu*

- **Kahului Affordable Housing for Homeless Families** ($864,200) – *Maui*

- **Lihue Affordable Housing for Homeless Families** ($2,363,972) – *Kauai*

Ohana Zones Implementation Support – A small portion of Ohana Zones funding (1%) is dedicated to Implementation support through training and this evaluation.

- **Collaborative Quality Consulting's Housing First Implementation Evaluation** ($225K) – *Statewide*

- **OrgCode Training** ($70K) - *Statewide*

Key Achievements: Statewide

Across measures, evidence of focus on increasing access to permanent housing reflects positive system change to Housing First from 2014-2018, as illustrated (2014-2018):[56] [57]

Permanent housing inventory increased 250%

Housing Inventory

Legend: ■ Emergency Shelter & Safe Haven ■ Transitional Shelter ■ Rapid Rehousing ■ Permanent Supportive Housing
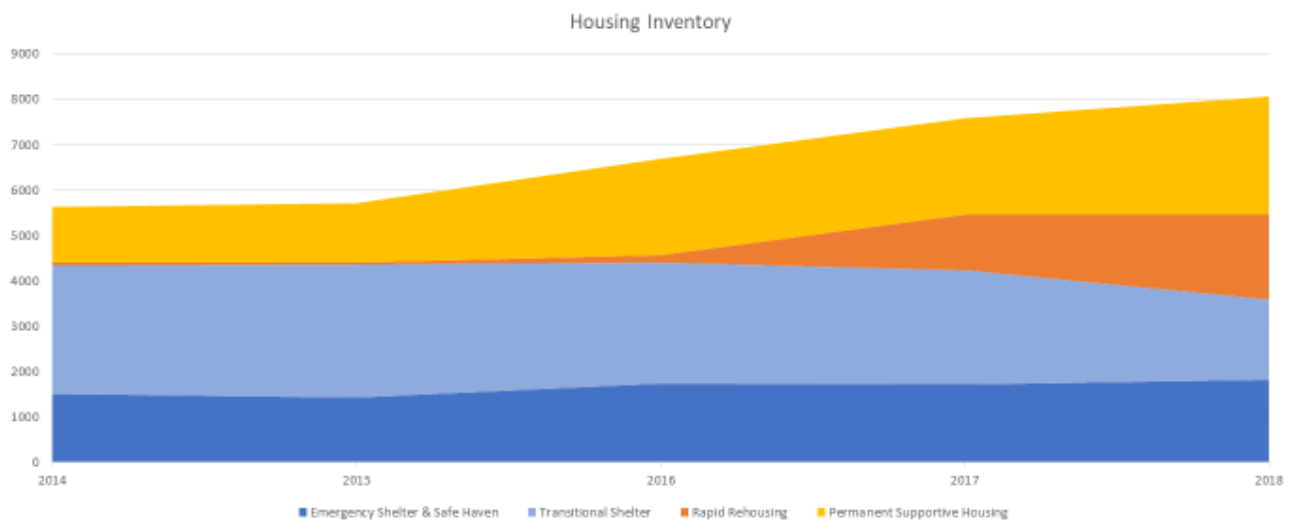
Reduced time for housing placement by more than 40%

Length of Stay in Shelter
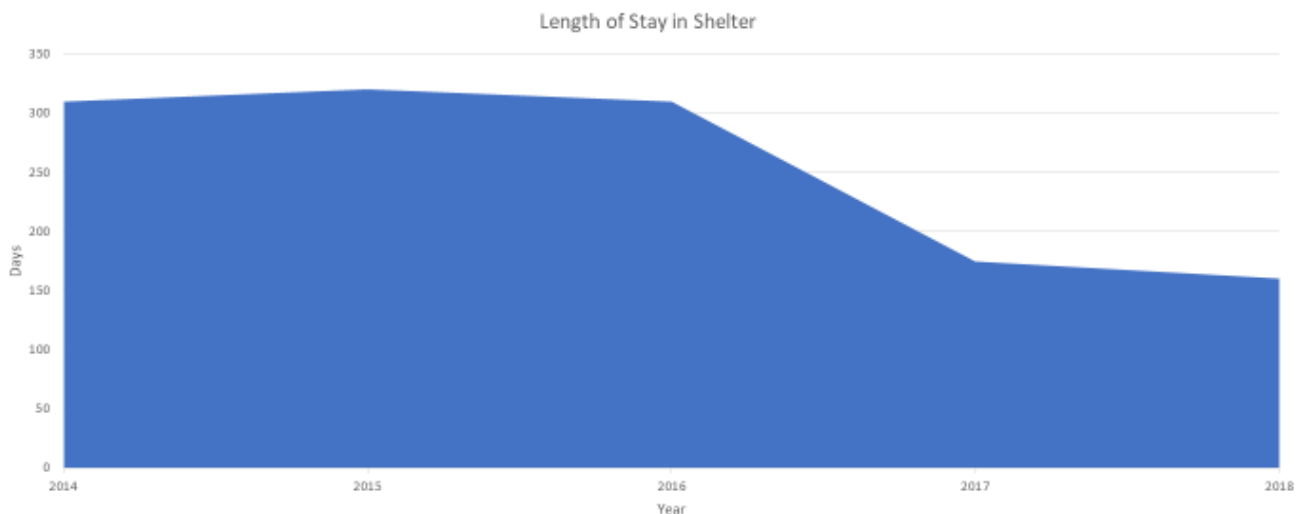
Exits to permanent housing are up 15% overall (26% since 2016)

% of Exits to Permanent Housing

Population of homeless people decreased 18% since 2016

People in Need of Permanent Housing

Persons in Emergency Shelter   Persons in Transitional Shelter   Unsheltered Persons
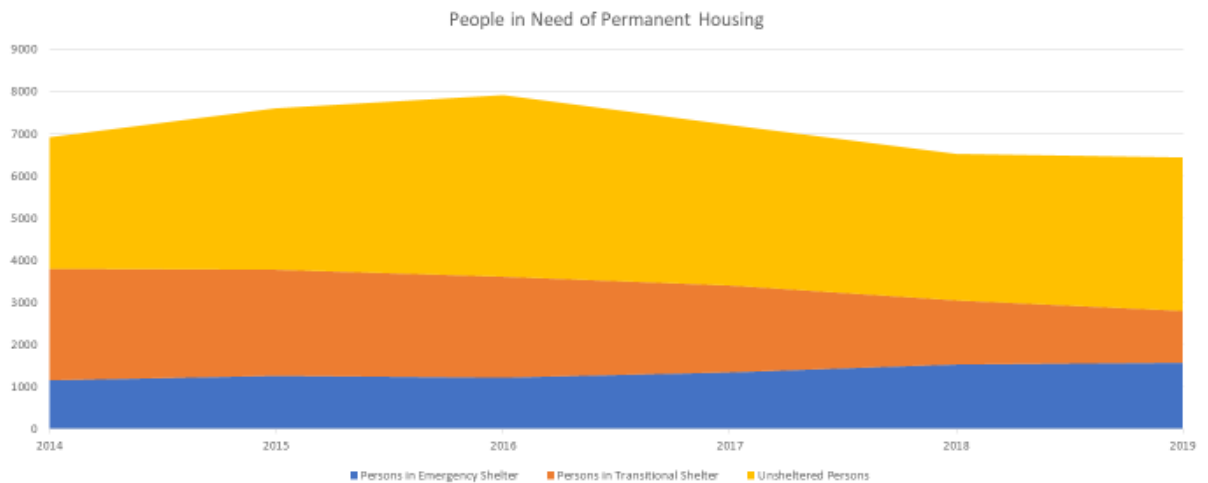
Key Achievements: Ohana Zones

The award of the Ohana Zone contracts meets the requirements outlined by Act 209. The administration and execution of a measure of this magnitude represents impressive capacity of the office of the Governor's Coordinator on Homelessness. While projects have been 'coming on line' as early as May 2019, it is still a time of initial installation, and many initiatives are in early days of operation with new inter-disciplinary teams. Thus, it is important to keep the local context top of mind. In the words of Lori Tsuhako, Housing and Human Concerns director, County of Maui, even 'small numbers can have a big impact on a tiny Island community'. Here are early Ohana Zone achievements:

Ohana Zone's Six-Month Progress

358
Beds
Preserved

78
New Beds

440
Served

77
Permanent
Housing
Placements

Ohana Zones Highlights

Honolulu Permanent Supportive Housing – This project made important progress in December 2019, deciding the allocation of the 60 beds funded: 20 for seniors, 20 for domestic violence survivors, 10 for young people, and 10 for chronically homeless people. Two sites also have been identified for housing: a site on Young Street and the Prosecutor's former Safe House in Makiki. In addition, vouchers are now available for youth and chronically homeless people, which can be used in any city-owned property.

Keolahou Assessment Shelter - Keolahou, an emergency shelter for homeless men within the Hilo's old Memorial Hospital on the Big Island, is the first Ohana Zone to launch on the Big Island. Besides emergency shelter, Keolahou will provide meals, medical services, counseling, connection to employment opportunities, access to a clothing bank and laundry facilities, mail service, legal guidance, and haircuts. Keolahou opens as a response to the need for housing for homeless men but

Keolahou Assessment Shelter in Hilo 2019
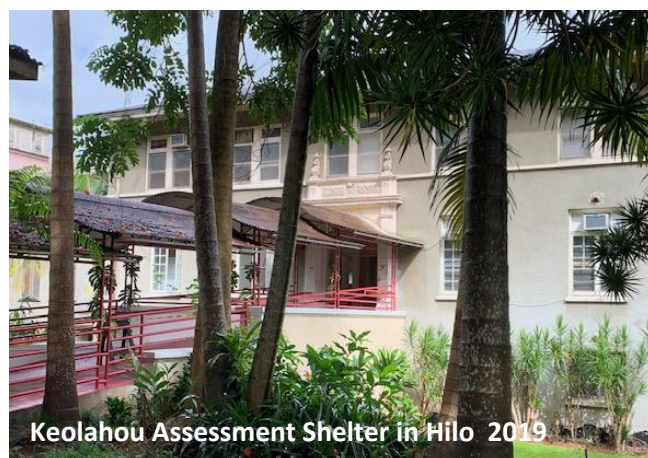
within the first phase of renovations, 22 out of 25 beds are already spoken for. In recognizing the severity of this need, Keolahou's capacity will double from 25 to 50 in December 2019 and construction will begin in 2020 to create 20 new apartments.[58]

Law Enforcement Assisted Diversion (LEAD) - is a program designed to divert low-level offenders from citation and/or arrest, and increase connections to harm reduction-based, individualized case management. The program involves a close partnership between social service providers and law enforcement. While not a designated Ohana Zone, the success of the Oahu LEAD initiative is the catalyst for scaling this model in three Ohana Zone projects on the Big Island, Kauai, and Maui. Positive results from the Oahu model provide support for the investment.

The Oahu LEAD Pilot launched in July 2018, and targeted the Chinatown and Iwilei areas, with Hawaii Health and Harm Reduction Center serving as the primary service provider, in partnership with the Honolulu Police Department and Hawaii Department of Public Safety's Sheriff Division. A recent evaluation yielded encouraging results; though sample size is small and the study limited, the results culled by Jack Barile, PhD and his team at the UH Manoa Ecological Determinants Laboratory are encouraging and support the development of this program:[59]

- **On average, clients had 55% fewer cited encounters with law enforcement.**
- **Clients decreased time spent unsheltered by 38%.**
- **Clients increased time spent in emergency shelter by 138% and transitional shelter by 90%**
- **On average, use of methamphetamine decreased by 18%**

Lift Mobile Navigation Centers/Homeless Outreach and Navigation for Unsheltered Persons (HONU) – HONU is a mobile facility that has the capacity to serve between 60-100 individuals at one location.   The

HONU is operated by the City & County of Honolulu Department of Community Services in partnership with the Honolulu Police Department. The goal of the program is to provide 24/7 short-term shelter services, and navigation to connect homeless individuals and families to longer-term shelter and other housing options.[60]

HONU in Waipahu December 2019

HONU also provides a critical tool for law enforcement officers to divert homeless individuals from citation and arrest, and provide the option of short-term shelter and services.Each HONU site includes beds and hygiene facilities, as well as the access to one meal per day. HONU also provides a space for social service partner organizations to provide on-site services, including assistance with identification, housing navigation, as well as legal and medical services.

The first HONU site was launched in December 2019 in Waipahu at Waipahu Cultural Garden Park. This new two-pronged strategy deals with homelessness on Oahu by opening a temporary, all-in-one 'navigation center' and imposing a crackdown on any violations in the vicinity. Honolulu Police Department Captain Mike Lambert came up with the idea for a 50-yard-by-50-yard temporary

navigation center on his own and did not base the HONU concept on any other model. "It's never been done before," he said. "It's the first of its kind in the nation."

Villages of Ma'ili- Villages of Ma'ili, run by Catholic Charities Hawaii, is a short-term residential facility located in Leeward O'ahu that offers 80 units of housing and services to those experiencing homelessness. This facility provides a new assessment center for individuals and a Bridge Housing component to support people awaiting placement. Since its opening, services have expanded to include case management, budget counseling, housing counseling, life skills counseling, and legal services assistance. With a strong focus on community, Villages of Ma'ili also offers a Ka Pa'alana learning

Villages of Ma'ili on Oahu

environment for pre-school age children and caregivers as well as the People Empowerment Program. Beyond the expansion of services, the staff goes above and beyond to support tenants with daily check-ins, unit inspections, special workshops, and events. Staff aims to build relationships with residents and continues to involve them to create a sense of community and belonging, which contributes to their strong success placing 67 within six months of operation.

Residential Youth Services and Empowerment (RYSE) – This shelter for young people 18-24 is the first of its kind in Hawaii, with its doors open just one year and already growing. Ohana Zones funds have been used to add ten additional beds and one-to-one counseling services. This group has special needs, and while living independently in permanent housing is a primary goal for many, reunification can be an even better option. Asking for consideration for reunification counts toward permanent housing goals, since they account for more than 50% of successful exits. The contractual requirements for counseling services have been exceeded. This hard work is reflected in the elevated rates of enrollment, up to 79%, in school, vocational programming, and essential benefits.[61] [62]

RYSE Emergency Shelter for Youth in Kailua

Ohana Zones Overview

Building Capacity	Location	Project	Lead Agency	Purpose	Managing Department	Encumbered	Expended	Balance	Total Bed Count	# Beds Preserved	# of New Beds/Units Created	# Served	# Permanent Housing Placement	
HOUSING	Kauai (Lihue)	Lihue Affordable Housing for Homeless Families	Kauai County	Rental housing and support services for families.	DHS	$2,363,972.00	$0.00	$2,363,972.00	Same as Kauai Affordable Housing	-	-	-	-	
	Maui (Central)	Kahului Affordable Housing for Homeless Families	Maui County	Rental housing and support services for families.	DHS	$864,200.00	$0.00	$864,200	12	-	-	-	-	
	Oahu (3)	Honolulu Permanent Supportive Housing	City and County of Honolulu	County owned facilities. Potential locations include properties on: Young Street, Ena Road, and Kuwili Street.	DHS	$4,500,000.00	$375,000.00	$4,125,000.00	60	-	-	-	-	
SHELTER	Hawaii Island (East Hawaii)	Keolahou Assessment Center	County of Hawaii	Emergency shelter for single men including case management and housing placement.	DHS	$2,511,828.00	$750,000.00	$1,761,828.00	50	-	50	41	0	
	Hawaii Island (West Hawaii)	Law Enforcement Assisted Diversion - (LEAD)	Big Island Substance Abuse Council (BISAC)	TEMPORARY SHELTER 24-hour bed availability	DOH	$450,000.00	$0.00	$450,000.00	6	-	6	-	-	
	Hawaii Island (West Hawaii)	West Hawaii Assessment Centers and Housing (WHACH)	County of Hawaii	(1) Transitional Housing Nahua Hale O Uluwini for families (2) Emergency Shelter at Kukuiola for individuals.	DHS	$1,500,000.00	$125,000.00	$1,375,000.00	53	-	-	-	-	
	Kauai (Lihue)	Kauai Affordable Housing Project	HHFDC	Funds for development of affordable housing for homeless families (restricted to construction and infrastructure)	HHFDC	$2,000,000.00	$0.00	$2,000,000.00	24	-	-	N/A	N/A	
	Kauai (Lihue)	Law Enforcement Assisted Diversion - (LEAD)	Women In Need (WIN)	SERVICES and TEMPORARY SHELTER 24-hour bed availability.	DOH	$650,000.00	$12,000.00	$638,000.00	6	-	6	1	0	
	Maui (Central)	Law Enforcement Assisted Diversion - (LEAD)	Mental Health Kokua	TEMPORARY SHELTER 24-hr bed availability	DOH	$450,000.00	$45,400.00	$404,600.00	6	-	6	9	7	
	Oahu	LIFT Mobile Navigation Centers	City and County of Honolulu	Temporary shelter and links to services, access to shelter or other housing.	DHS	$6,000,000.00	$982,660.00	$5,017,340.00	120-200	-	-	-	-	
	Oahu (Leeward)	Kealahou West Oahu Onelauena Shelter	Kealahou West Oahu	Roof repair to maintain capacity.	DHS	$750,000.00	$375,000.00	$375,000.00	190	190	-	N/A	N/A	
	Oahu (Leeward)	Villages of Ma'ili Assessment Center	Catholic Charities	80 units of emergency shelter and bridge housing for individuals and families.	DHS	$7,500,000.00	$2,375,000.00	$5,125,000.00	80	80	-	282	67	
	Oahu (Leeward)	HCAP Kumuhonua Shelter	HCAP	Roof repair to maintain capacity.	DHS	$500,000.00	$0.00	$500,000.00	68	68	-	N/A	N/A	
	Oahu (Windward)	Youth Access Center	Residential Youth Services and Empowerment (RYSE)	(1) 10 new beds (2) Outreach services	OYS	$1,800,000.00	$224,235.60	$1,575,764	20	20	10	107	3	
SUPPORT	Statewide	Professional Development	OrgCode	Training for State and County shelter staff on best practices including Housing First and Trauma Informed Care.	DHS	$70,000.00	$0.00	$70,000.00						
	Statewide	Evaluation	Collaborative Quality Consulting	Evaluation of Housing First and Ohana Zones in system context.	DHS	$225,000.00	$53,439.75	$171,560.25	N/A	N/A	N/A	N/A	N/A	
						$31,840,000.00	$5,264,295.60	$26,575,704.40	575 Total Beds	358 Beds Preserved	78 New Beds	440 Served	77 Placed in Permanent Housing	17.5% Placed in Permanent Housing

Findings: Implementation Drivers

There are three building blocks needed to support practice, organizational and systems change. They are explained here and illustrated in the diagram below:

- **COMPETENCY DRIVERS -** mechanisms to develop the skill set necessary for practitioners and supervisors to implement a new practice.

- **ORGANIZATIONAL DRIVERS -** intentionally designed supports and systems needed in organizations and government entities to create a hospitable environment for new programs used by practitioners.

- **LEADERSHIP DRIVERS -** the people and processes used to make decisions and develop the strategic direction of the system.

Together they create an infrastructure that generates effective strategies and promotes real and lasting change. The following narrative addresses each driver in greater detail and provides initial findings with one list of key achievements at the end of the section.

Active Implementation Frameworks: Implementation Drivers

COMPETENCY DRIVERS

Competency drivers are mechanisms to develop the skill set necessary for practitioners and supervisors to implement a new way of providing service. Competencies are teachable, learnable, and observable skills needed to complete the tasks specific to a job.[63] Once defined, a set of tasks or profiles provides a common language for 'standards of practice,'[64] which informs all aspects of professional development for case workers and each role across an organization or government agency.

A competency-based approach is preferred over traditional methods of on-the-job training because it helps more people learn. In fact, 80-90% of people achieve task mastery using a competency-based approach, as compared to a 10% mastery rate with traditional lectures. This contributing factor explains why people stay in their jobs longer using competency-based learning.[65] Overall, well-defined programs with clear competencies allow organizations to sustain a standard of practice.[66]

Initial Assessment

We are in the process of exploring the range of training resources across the system. Essential to this exploration is understanding how guidance provided in service contracts impacts the workforce. In their restructured service contracts, DHS HPO provides guidance about Housing First training and offers periodic in-person training with Housing First experts. DHS also provides online opportunities for administrative training via the DHS web site. Generally, the approach to service articulated in these contracts and training guidelines has been used for contracts in other jurisdictions and special projects, including Ohana Zones.

Across the system, there is a mix of in-person and online training opportunities. In-person training and coaching are helpful, but also limited due to high staff turnover and limited resources. Increasingly, stakeholders across the system are using the Internet to allow group participation in virtual events and trainings. Some agencies like HOPE Services Hawaii on the Big Island and Catholic Charities Hawaii are using best-practice on-line training platforms to train their workforce across programs and locations.

We are also learning how training from other stakeholders impacts the system. While professional development tools exist, there is limited statewide digital infrastructure to organize, disseminate, and update these tools. While, there is limited internal capacity to share helpful resources and establish a standard for on-the-job learning right now, there is a great opportunity to build a foundation to support

workers. While competencies are not yet defined for workers in Hawaii's homeless service system, there is an opportunity to unite and leverage training.

That process has already begun. Partners in Care is receiving specialized technical assistance from HUD to create a fundamental building block. HUD is helping PIC to clarify the components of the new client flow process through the homeless service system. Through a collaborative process over the last several months (2019), they developed a vision for the 'Honolulu System Vision and Proposed System Experiment' to streamline the client flow process through the homeless service system.

ORGANIZATIONAL DRIVERS

Organizational drivers are the supports and systems needed to create a hospitable environment for new programs used by practitioners. They ensure the competencies are applied and data are used for improvement. Within this category there are three types of drivers:

- ***Decision-Support Data Systems***

- ***Facilitative Administration***

- ***Systems Interventions***

These drivers build on one another as organizational infrastructure:
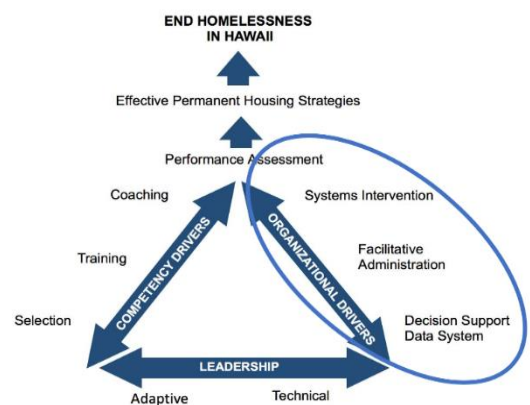
Decision-Support Data Systems - The integrity of data in any system is fundamental. 'Integrity' refers to the validity and reliability of data that are used to assess key aspects of overall performance and support decision-making. Using data to inform decisions for improvement is the best route to obtain results.[67]

Initial Assessment

Across Hawaii's public sector, there are a number of databases that store information about an overlapping population of vulnerable people:

- ***DHS Benefits, Employment and Support Services***
- ***Child Protective Services***
- ***Child Welfare Services***
- ***Continuum of Care: Partners in Care***
- ***Continuum of Care: Bridging the Gap***
- ***Department of Education***
- ***Electronic Health Record***
- ***Homeless Programs Office database***
- ***Public Safety (i.e., Police Departments and Sheriff)***
- ***Web-based Infrastructure Treatment System (WITS)***

Within homeless services, the two CoCs, Bridging the Gap and Partners in Care, operate independently for data collection: HMIS/Caseworthy, VI-SPDAT, and Point in Time. The two CoCs are currently finalizing the cloning of HMIS and management of data going forward. These measures newly separate from DHS HPO data collection, which is focused on statewide data collection. This process is in transition, and there is not yet a plan for data collection and management in place. However, state IT specialists are engaged in solution-building. It is essential to IT expertise in the collective long-term solution to ensure valid and reliable methodology is developed for statewide data collection.

__Facilitative Administration__ - Implementation leaders use a wide range of data to inform decision-making, support the overall process and focus staff on outcomes that facilitate the administration of a new way of work. Key to the success of every new idea is leaders' commitment to a new program. This means they are available to develop plans, to address challenges and create solutions, and to establish feedback loops and policies to support the new way of working. This is the driver where strategic planning takes place.

Initial Assessment

Leaders throughout Hawaii use data to inform thoughtful plans to help the people of Hawaii thrive. Leaders' high priority of addressing homelessness has resulted in a number of communications and plans in circulation (2014-present), including:

- Action Plan to Address the Public Health and Safety Issues Associated with Concentrations of Homeless Persons in the City and County of Honolulu
- Affordable Rental Housing Plan
- Honolulu Mayor's Initiative on Veteran's Housing
- Housing Oahu: Affordable Housing Strategy
- Kawailoa Youth and Family Wellness Center Program Plan
- Lieutenant Governor's Initiative on Chronic Homelessness
- Maui Island Plan and Regional Plan
- Maui Mayoral Strategic Plan
- Maui County Strategic Housing Plan
- Medicaid Redesign
- Ohana Nui Strategic Framework
- Oahu Resilience Strategy: Remaining Rooted
- Pu'uhonua O Waianae
- State Homelessness Strategic Plan

As a function of planning, there are also a variety of communication channels:

- Partners in Care – partnersincareoahu.org
- Governor's Office – Homelessness Initiative – homelessness.hawaii.gov
- State DHS – Homeless Programs Office – humanservices.hawaii/bessd/home/hp
- City of Honolulu – Honolulu.gov/housing/homelessnes

Systems Intervention - These are strategies to work with external systems and stakeholders to ensure the availability of financial, organizational, and human resources required to support the work of practitioners.

Initial Assessment

The great efforts to address homelessness across the state in the many facets of public and private Hawaii have heightened awareness about the issue. As a result, significant developments have shaped the landscape of housing services and Housing First implementation. The list below highlights examples from a growing list of efforts across the state:

ALOHA Homes is a plan by Senator Stanley Chang to create low-cost homes available for sale to Hawaii residents. This plan is now moving through the legislative process. The program would allow high density residences to be constructed on state- and county-owned urban redevelopment sites. The starting price of the leasehold condominiums would be $300,000, with 99-year leases by Hawaii Housing Finance and Development Corporation to qualified residents.[68]

City of Honolulu has made addressing homelessness a priority during Mayor Kirk Caldwell's administration.   In 2015, the mayor joined the national effort and initiated the Mayor's Challenge in Honolulu. This dedicated effort to house homeless veterans has helped move 2,016 veterans into permanent housing, reducing veteran homelessness by 18%.[69] In addition, he hosted the West Coast Mayors Conference in Honolulu with an agenda largely dedicated to addressing homelessness and sharing solutions.

Department of Health Adult Mental Health Division has augmented and reorganized mental health outreach services for people with severe mental illness. The provision of contracts was coordinated with HPO.

Family Promise success

Family Promise of Hawaii is an innovative program to help families with children escape homelessness by providing safe spaces. The organization provides a safe space during the day at the Family Day Center in Honolulu, then partners with local congregations, churches, synagogues, temples, mosques and community groups to provide families with a safe place to sleep at night.[70]

Foster Youth to Independence Initiative is an effort by Hawaii Public Housing Authority to increase the number of housing vouchers for youth ages 18-24 who have a history of child welfare involvement and are at-risk of or are currently experiencing homelessness.

John A. Burns School of Medicine University of Hawaii at Manoa hosts a street outreach program staffed by medical students that mostly focuses in the Kakaako neighborhood on Oahu.

Housing ASAP is a statewide network of providers serving homeless families convened from 2014-2018 with generous funding from Hawaii Community Foundation.   The purpose of this group is to strategize on ending family homeless using the Housing First approach. Their aligned efforts including establishing common data measures, and using data to inform decisions for implementation. This highly successful effort also served to build relationships across the state. The group provided a necessary venue "where we could hash it out," relays Housing ASAP member Brandee Menino, CEO of HOPE Services Hawaii. The four-year effort resulted in a 39% reduction in family homelessness. [71]

Interfaith Communities in Action is a group of church members from Big Island congregations who originally came together in 2016 for the Celebrating Housing conference. This led to a second conference and the initiation of this group, which funded Hale Iki. This family shelter of 11 micro units, community room and kitchen, originally used for people displaced from the Kilauea eruption, now serves the general community. Connect Point Church leases the land, Holy Apostle Church manages landscaping and programming is managed by Neighborhood Place of Puna.

Paul Normann, Neighborhood Place of Puna, at Hale Iki

Kauhale, or co-housing, is a centerpiece of the Lieutenant Governor Josh Green's Initiative on Homelessness, which calls for at least 12 such communities across the state to house 100-200 people per site. A Kauhale, a community of tiny homes to be utilized by homeless individuals, is located next to the U.S. Vets homeless shelter on Shangrila Street. Ground has officially been broken and construction of 14 of the 39 planned tiny homes is already underway. Officials are working hard, with move-in dates expected in January 2020. With a strong focus on community, homes are not the only things being built. The Kauhale will have shared utilities, onsite healthcare, social services, and a special community gathering area.[72]

Kahauhiki Villages is an exemplary cross-sector public-private partnership to develop permanent affordable housing for local families. In this plantation-inspired community, cultural diversity and personal pride foster strong neighborhood ties. This proposed community of about 144 one- to two-bedroom homes on 11.3 acres between Nimitz Highway and Sand Island is expected to house 153 families when complete. Partners include: State of Hawaii, City and County of Honolulu, aio Foundation, Institute for Human Services and a long list of partners detailed at kahauiki.org.[73]

Kahauiki Village

Med-QUEST is using the **federal Medicaid Waiver to develop** a Patient-Centered Medical Home model, which includes allowance for pre-tenancy and tenancy case management services.[74] The coordinated provision of these services to Medicaid clients could support a need for ongoing case management. This would provide Permanent Supportive Housing for the numerous homeless Medicaid recipients in need of this integrated service.

Pu'uhonua O Wai'anae is a longstanding and controversial encampment of 200+ houseless people that has existed for more than a decade on the Waianae Coast. After significant planning and fundraising efforts, they are negotiating to purchase private land to build a permanent community with the leadership of Twinkle Borge and the community's leadership team.[75]

Pu'uhonua O Wai'anae Leaders

Section 811 Mainstream Vouchers were awarded after Hawaii Public Housing Authority applied to increase housing vouchers for non-elderly persons with disabilities, including individuals experiencing homelessness.

Second Chance Act Pay for Success Initiative was started by Honolulu Police Department, in partnership with DHS and Department of Public Safety, to facilitate outcomes-based contracting to lower recidivism and homelessness for individuals exiting from incarceration.

Youth Homelessness Demonstration Project, an initiative of Partners in Care in coordination with DOE and DHS, received a $3.8M grant to implement a planning and demonstration project to address the needs of homeless youth aged 18-24.

LEADERSHIP

Leaders drive change through a balance of vision and problem solving. To achieve the vision, problem solving is key, and there are two ways to go about this. The analytical approach is an external process, solving a problem from outside the situation. This reflects the typical hierarchies for decision-making in many organizations, and the corresponding rules and regulations that govern those hierarchies.[76]

The other type of problem-solving is interactive, when people actively engage in collaborative problem solving as a team. This is the adaptive part of leadership, the growth and change that takes place as practice evolves. This method is proven to be more effective, though it may appear to be more difficult to practice.[77] As difficult as teamwork can be to achieve, it is not complicated. According to leadership expert Patrick Lencioni, teams become cohesive to achieve results through building trust with transparent communication and collaboration to reach a common goal.
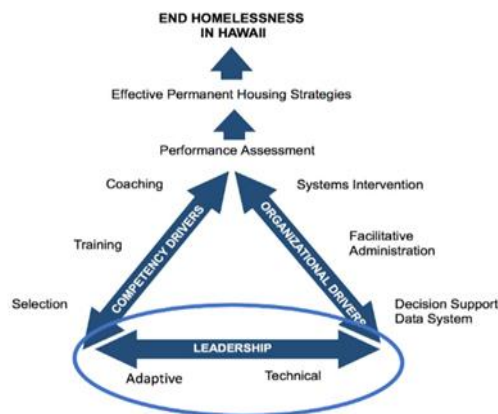
Initial Assessment

The collective leadership prevalent across the system is unique in the public sector, though it mirrors the federal standard. The federal government's USICH, established in 2010, is a group of representatives that governs other services who come together to guide policy about homeless services. Hawaii Interagency Council on Homelessness (HICH) is organized like USHIC and was enacted by legislation in 2012. State law specifies HICH members, including businesses and the U.S. Department of Housing and Urban Development (HUD). This is different from most other states that do not require HUD involvement.

Keolahou Assessment Shelter Blessing 2019

At the local level, there are a number of leadership influences.[78] Most essentially, the two Continuua of Care in Hawaii, Bridging the Gap (BTG) and Partners in Care (PIC), are composed of representatives from a variety of organizations, including homeless service providers that coordinate funding, policies and strategies using HUD funds.[79] In 2019, the two organizations decided to separate and operate independently, and the impact of this decision is yet to be fully realized. Both have managed the transition successfully.

Another influence on local leadership is the external guidance sought from and offered by a variety of consulting and Technical Assistance (TA) resources to government, CoCs, and individual agencies. In addition, networks like Housing ASAP and foundations like Hawaii Community Foundation are important influencers. While there are powerful spheres of influence and progress is underway, a traditional hierarchy found in typical government administration of public service is not readily apparent. In its place is a network of extraordinary leaders who are driving Housing First implementation.

Hawaii's Homeless Service System Top Leaders and Influencers

Key Achievements

Competency Drivers:

1. Ian DeJong, Org Code Housing First training completed and applied successfully.
2. Partners in Care has addressed a need for HMIS training.
3. The System Vision and Proposed Experiment managed by an interdisciplinary Leadership Team is providing foundational components to develop a competency-based practitioner profile.

Organizational Drivers:

Decision Support Data Systems

1. Both BTG and PIC have integrated the Coordinated Entry System (CES).
2. Both BTG and PIC are using the VI-SPDAT.
3. Both BTG and PIC managed the administrative divide of Continuum of Care successfully with PIC achieved 501 c 3 status.
4. Both BTG and PIC are currently providing all necessary HMIS training. PIC made a significant effort to provide remedial HMIS training and update training material following intermittent staff vacancies in HMIS.
5. PIC new leadership and HMIS hires are in place after intermittent leadership over the last few years.
6. PIC is integrating CES and updating training.

Facilitative Administration

1. The HPO used data to shift to the Housing First model, which has been a significant driver of system change across the state.
2. The provision of expert training statewide was key to high fidelity Housing First practice.
3. The capacity for HPO to respond to providers and adjust implementation timelines is very helpful.
4. Administration of 16 Ohana Zone contracts demonstrates great capacity of the Governor's Coordinator on Homelessness.
5. Partnership by LEAD agencies and Residential Youth Services & Empowerment (RYSE) in formal evaluation is exemplary practice.
6. The cooperation of all providers with required data collection is very helpful.
7. HPO gained greater alignment across government divisions, including coordination surrounding the 1115 Medicaid Waiver, Department of Health, Department of Public Safety, and HPD.[80]

Systems Intervention

1. Housing First is the agreed approach to services across government jurisdictions.
2. Ohana Zones reflects the groundbreaking collaboration of several government agencies to administer 16 provider contracts.
3. 'Kauhale' development in progress on Oahu. Excellent example of engaging private funders.

Leadership Drivers:

1. Using Housing First as a guiding approach to service.
2. Collaboration across jurisdictions is generating great success. (See System Intervention.)

Findings: Policy-Practice Feedback Loops

Connecting policy to practices is a key aspect of making system change. There must be good policy for good practice, but practice also informs policy. Ultimately, the policy is meaningless without the practice. Many times, practitioners experience barriers to delivering new services that can only be resolved at the policy level. There must be a system in place that ensures practice experiences are communicated to inform decision-making and continuous improvement.

One type of improvement cycle, Plan-Do-Study-Act,[81] is central to the Continuous Quality Improvement Model.

Plan – Specify the plan to make change

Do – Implement the plan

Study – Assess the plan

Act – Make changes to improve implementation

Initial Assessment

An initial exploration reveals a robust communication infrastructure at every level of governance. This framework can be the scaffolding to understand the communication feedback loops in place across the system. This framework will be highlighted in the next Progress Report where we will explore how to build capacity to use feedback loops to strengthen implementation.

Findings: Implementation Support

There's a big difference between 'letting it happen' and 'helping it happen.' Research demonstrates that dedicated support for change management yields quicker, higher quality results.[82] Dedicated support can be in the form of an internal or external team to keep all stakeholders focused and manage the system change process. There are three types of support:[83] [84]

Co - Creation	Ongoing Improvement	Sustaining Change
• Co-learning • Brokering • Address Power Differentials • Co-Design • Tailored Support	• Assess Need & Context • Apply and Integrate Implementation Science Approaches • Conduct Improvement Cycles	• Grow and Sustain Relationships • Build Capacity • Cultivate Leadership • Facilitation

Co-Creation is the active involvement of stakeholders in all stages of implementation resulting in practice that is tailored to the values, needs, skills, and resources of a situation.[85]

Ongoing Improvement is the use of quantitative and qualitative feedback at each stage of implementation, through infrastructure that supports improvement.

Sustaining Change is increasing the longevity of new practice with shared vision and mutual accountability. This ensures new programs are delivered with integrity after support is withdrawn.

Initial Assessment

As illustrated throughout the Initial Assessment, many stakeholders across Hawaii's homeless service system are engaged in efforts to solve homelessness. Many of these efforts are operating in parallel and are supported by external consultants and Technical Assistance. While these resources offer a variety of expertise and knowledge, they are not always coordinated or aligned. This presents an opportunity to coordinate across jurisdictions to leverage effort and resources to create more effective strategies. The following text outlines a proposed process to help system leaders make a shared decision about next steps for implementing the Housing First approach.

Proposing a Process to Determine Next Steps

The solution to homelessness in Hawaii is fueled with the Housing First approach. The hard-won improvement in client outcomes over five years was achieved through teamwork and a willingness to try new approaches. While challenges have rippled through the leadership and communication, it is clear that there is aptitude for continuing the work we all have in common: ending homelessness in Hawaii.

To take the next steps, we propose to convene leaders to collaborate on priorities for Housing First implementation by:

1. Working with HPO and GIC to identify a statewide implementation Leadership Team. This interdisciplinary group will lead Housing First implementation.

2. Convene Leadership Team and facilitate a collaborative discussion to determine Housing First priorities. See Appendix for Tools to Support Next Steps.

3. Create a five-year Housing First Implementation Plan that includes Policy-Practice Feedback Loops.

<u>Appendix</u>

Tools to Support Next Steps

1. Next Steps to Consider

2. Implementation Support Diagnosis Tool

3. Technical Assistance List

Reference Materials

4. Current Initiative Addressing Homelessness

5. Ohana Nui Summary

Tools to Support Next Steps: Next Steps for Consideration

This is a list of possible implementation actions derived from stakeholder interviews, previous studies, existing plans, and research observations that can be further developed and prioritized with the Leadership Team and system stakeholders:

IMPLEMENTATION STAGES

1. **Continue to implement the two-part strategy from Installation through Full Implementation over the next two to six years– (1) Support and refine the Housing First approach in practice and (2) Continue increasing affordable housing inventory.**

2. **Continue to support Ohana Zones investments and adjust contracts to accommodate circumstances:**
   - Provide-wide LEAD Coordination for implementation.

   - Due to vulnerability of program site and potential impact on operations,[86] allow Villages of Ma'ili to reallocate Ohana Zone funds for housing vouchers for clients.

3. **Scale the Ohana Zone allocation when possible:**

   - 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.[87]

4. **Leverage evidence of improvement to develop a comprehensive communications plan to raise awareness about accomplishments and shift to a more positive key message: the solution is in progress.**
   - Initiate an integrated campaign across city, counties, and state that promotes the positive improvement taking place.
   - Update and align messaging across city, county and state communication channels with coordinated, statistics, call to action, resources, and maps:
     i. Governor's Office – Homelessness Initiative – homelessness.hawaii.gov
     ii. State DHS – Homeless Programs Office – humanservices.hawaii/bessd/home/hp
     iii. City of Honolulu – Honolulu.gov/housing/homelessness
   - Highlight client success stories at every opportunity.
   - Provide media coaching for government leaders.

5. **Build on the Hawaii State Framework to Address Homelessness with Ohana Nui vision and develop intersecting strategic operational plans across the spectrum of services.**
   - Develop Ohana Nui in a comprehensive strategic operational development plan that includes provides clear intersections among GCH, Homeless Programs Office,

MedQUEST, public benefits, Office of Youth Services and 10-Year Affordable Rental Housing Plan.

- Governor's Coordinator on Homelessness (GCH) and Governor's Coordinator on Affordable Housing (GCAH) to establish a housing placement process for clients.

- Develop Ohana Nui competencies, build professional development tools, and work to align internal DHS systems, and then share it with the world.

6. **Continue to build alignment among stakeholders with collaborative problem-solving.**

- Strengthen Implementation Driver Framework.

Further Considerations to Explore

1. Establish Client Rights and Fair Hearing process grievance procedures for clients receiving shelter and housing services.

2. Scale eviction prevention:

- Apply the Family Finding best-practice used in Child Protective Services (CPS) Ohana Conferences across sectors: CPS, Department of Public Safety Corrections Division. Family Finding is a best-practice case practice for helping clients reconnect with their families of origin and choice.

- Scale out stationing Rapid Rehousing programs to court through the Coordinated Statewide Homelessness Initiative (CSHI).

3. Scale diversion efforts in housing placement process:

- Scale the relocation efforts to house people where they have previously lived or where they have family connections, employment and/or housing resources.

- Initiate Tenant-Landlord mediation at District Court to prevent evictions.

4. Introduce protections for renters:
- 'Just Cause' laws prohibit landlords from arbitrarily ending rental agreements and outline specific reasons for which landlords can evict tenants. Common just causes for eviction include: failure to pay rent, failure to abide by lease requirements, owner move-in, and owner seeking to permanently remove unit from housing market.

- 'Rent control' is part of a system of rent regulation, administered by a court or a public authority, which limits the changes that can be made in the price of renting a house or other real property. The objective of controlling rent prices is usually to counteract the inequality of bargaining power between landlords and tenant, as part of a minimum set of rights to make the market fair.[88]

IMPLEMENTATION DRIVERS

Competency Drivers

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.)**
   - Continue to establish the client process on Oahu with PIC Leadership Team. Build on 'Honolulu System Vision & Proposed System Experiment' and update client process map. [89]

   - DHS Homeless Programs Office, Med-QUEST and affiliated consultants,[90] GCH, and five managed care companies to define role and limits of engagement of Health Plan Care Coordinators and Case Managers. [91]

   - Agree to prioritize new implementation plans based on alignment with larger homeless service system needs for the next two to six years.

   - Leverage learning for application at Bridging the Gap.

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.** Use process map created in Honolulu System Vision to identify tasks and competencies of direct service roles across the services components from outreach, shelter, and housing placement.

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.**

   - Replicate this model in Med-QUEST and AMHD services.

Organizational Drivers

Data Systems

1. **Leverage HMIS split into an opportunity to develop IT Enterprise into a Statewide Data Warehouse to integrate client data across multiple state systems that might include:**
   - BESSD
   - Child Protective Services
   - Child Welfare Services
   - Department of Education
   - Electronic Health Record
   - Homeless Programs Office database
   - Public Safety (i.e., Police Departments and Sheriff)
   - Web-based Infrastructure Treatment System (WITS) - DOH Adult Mental Health Division (AMHD)

2. **Finalize state's effort to transition to the Data Warehouse with a Cooperative Agreement among all stakeholders including CoCs, state, city, and counties.**

3. **Develop IT solution within both Coordinated Entry Systems to access real-time inventories for:[92]**
   - Shelter
   - Hawaii Public Housing Authority vacancies[93]
   - Vouchers

4. **Align methodology for Point-in-Time Count between Bridging the Gap and Partners in Care.**

5. **Expand and aggregate statewide data collection:**
   - Budget across all funders and federal, state, city and county programs
   - Services
   - Map
     - Housing Inventory (for client placement use)
     - Complaints[94]
     - Coordinated Enforcement
     - Volunteers and Donations

Facilitative Administration

1. **Use findings from this assessment as a discussion tool to align next steps.**

2. **Refine service contracts across jurisdictions:**
   - Explore moving HPO to fee for service contracts to better coordinate with Med-QUEST and DOH Adult Mental Health Division.[95]

- Explore adjusting all service contracts for incentive-based structure for performance-based outcomes.
- Include providers in the identification of measures.
- Consider focusing on outcomes rather than outputs.

Further Considerations to Explore

1. Create a competency-based practice profile for leaders to develop leadership capacity with a common approach to generate further alignment among leaders.

2. Explore funding mechanisms to support providers in upgrading shelter facilities to increase client privacy.[96]

Systems Intervention

1. **Continue implementation of 16 Ohana Zones projects and resolve barriers that arise.**
   - Build capacity, support and materials for agencies to enter data into Web Infrastructure for Treatment Services (WITS) system.

   - Establish clear lines of authority for decisions regarding implementation.

2. **Continue to develop low-income and affordable housing by reinvigorating and expanding the 10-Year Affordable Rental Housing Plan to embrace people with all income levels.**

   - Update the current plan with the Office of Planning to become the '10-Year Housing Plan' that comprehensively addresses 0-30% AMI and establish a process to align other housing initiatives across the state (i.e., Kauhale, Ohana Zones, ALOHA Homes].

   - Reinstate the Strategic Action Team that previously managed the plan, and manage this team under the leadership of the Governor's Coordinator on Affordable Housing (GCAH). Add three staff members responsible for identifying new building methods, addressing regulatory issues, collaborating with construction unions, and coordinating with all government jurisdictions.

   - Establish the statutory power of the Strategic Action Team to compel land-holding departments and entities to act.

   - 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.[97]

- Seek implementation consultation from finance expert with track record for high production.

3. **Increase capacity for in-patient mental health and substance abuse treatment, and increase length of stay to address the need for specialized transitional housing.**[98]

4. **Leverage the impact of Ohana Nui philosophy with interdisciplinary alignment using a collective agreement.**
   - Build on work of homeless service community in the alignment across government divisions and private sector with a collective agreement like Ohana Nui Promise.

5. **Continue to strengthen inter-divisional coordination for outreach and enforcement to clear public spaces and move people into shelter.**
   - Replicate and scale inter-agency 'compassionate enforcement' six-month plans among key stakeholders: City of Honolulu, DHS Homeless Programs Office, Governor's Coordinator on Homelessness, Department of Transportation, and Department of Land and Natural Resources.

   - Replicate and scale Family Assessment Center Model, including out-stationed BESSD, Med-QUEST and managed care companies to co-locate benefit application and insurance services at emergency shelters.[99]

   - Department of Facilities Maintenance to place personal belongings at outreach stations to incentivize use of the facility and provide opportunities for support.

6. **Increase Permanent Supportive Housing finance.**
   - 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.[100]

   - Prioritize landlord household member's certification as a (MEDQUEST MODEL NAME) worker for qualified ADUs and explore opportunities for clients who are placed in ADUs to become Personal Assistant Behavioral (PAB) workers to support elders in their homes to age in place.

   - Exploit Federal HOME dollars for housing vouchers.

7. **Explore ways to engage the business community as partners in ending homelessness and turn complaints into contributions.**

- Build rapport with leaders from business advocacy entities, like chinatownwatch.com, and raise awareness about the significant street outreach efforts taking place.

- Work with businesses to explore employment opportunities for clients in business improvement districts (i.e., cleaning, maintenance, security, washing windows, etc.)

Further Considerations to Explore

1. Develop more opportunities for individual enterprise for people 0-30% AMI through partnerships with artisan collectives, private industry, construction unions, and hospitality industry.

2. Raise awareness and further explore how to scale and coordinate efforts of the faith-based community, including service provision and housing development.[101]

LEADERSHIP

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 *ho'oponopono* and/or mediation services to all of those impacted by system change to resolve interpersonal conflicts and establish more positive ways to work together.** System change can be difficult, and interpersonal conflicts among leaders have been openly acknowledged in several venues. A desire for resolution and a need for support has also been consistently identified.[102]

3. **Build capacity for inter-jurisdictional collaborative problem-solving across all leadership structures in the system**. [103] The collective leadership infrastructure is prominent throughout the homeless services system, from the federal to local levels. It is embedded in a hierarchical decision-making government infrastructure. Reliance on the rules, hierarchy and more technical aspect of leadership is promoted in the highly regulated environment. There is an opportunity to balance this by emphasizing the adaptive aspect of leadership by developing collaborative problem-solving skills.

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.

   - Explore meaningful ways include people with lived experience in governance structures at all levels.

- Require all external TA and consultants to provide plans, outcomes, and deliverables vetted through the Hawaii Interagency Council on Homelessness (HICH) for alignment with the Ohana Nui (Strategic Plan).

FEEDBACK LOOPS

1. **Explore application of Plan-Do-Study-Act cycles in current initiatives to help the homeless service system move from compliance to improvement. Explore in Year 2.**

IMPLEMENTATION SUPPORT

1. **Use materials and tools in this report to make a shared decision about priorities for continuing implementation of Housing First approach and Ohana Zones.**

   - Use Next Steps to Consider in this report as a draft list, and add any other current or pending considerations or recommendations.

   - With structured facilitation, use a collaborative group process to determine priority next steps and draft timeline.

   - Use the Implementation Support Profile to identify the types of Implementation Support needed.

   - Review the list of TA providers and match needs with consultant resources.

Tools to Support Next Steps: Implementation Support Profile[104]

Implementation Support Profile			
Name:			
Date:			
Place an 'x' in one box per statement to build an individualized implementation support profile: **In Place** – Appropriate support and infrastructure provided. **Partially –** Some infrastructure in place. **IS support needed**– No support and infrastructure. Identifies key priorities to address.			

		in place	partially	IS support needed
Co-Creation	**Co-Learning**	in place	partially	IS support needed
	Shared understanding of the system and organizational context and culture.			
	Negotiating and building trust and respect for all perspectives.			
	Communicating to integrate all perspectives.			
	Seeking buy-in for an implementation science approach that fits with system.			
	Support collaborative implementation planning with opportunities to reflect on the problem.			
	Brokering	in place	partially	IS support needed
	Connecting otherwise disconnected people by advising and as a relational resource.			
	Bridging people whose connections are vital for the success of the change effort.			
	Sharing evidence and data and promote opportunities to engage with others to use it.			
	Addressing Power Differentials	in place	partially	IS support needed
	Include diverse expertise in team discussions.			
	Position client experiences at the center of decision making and implementation activities.			
	Recognize the loss of status and authority that can impede buy-in and engagement.			
	Develop an evolving shared understanding rather than pushing for consensus.			
	Co-Designing	in place	partially	IS support needed
	Co-design tools, models, processes, feedback loops, governance structures, and policy.			
	Facilitate solution-building through collaboration and negotiation.			
	Ongoing testing and improvement to support implementation.			
	Tailoring Support	in place	partially	IS support needed
	Assessing and facilitating agreement to the implementation support to be made available.			
	Scheduling meetings based on the goals of the team and stakeholders.			
	Providing support based on "just in time" needs of the team and system of stakeholders.			
	Assess the effectiveness in meeting needs, goals, and context of the implementation effort.			

Ongoing Improvement		in place	partially	IS support needed
Assessing Need and Context				
	Clarify stakeholder needs and expectations to help generate mutual understanding.			
	Use data-driven inquiry methods for comprensive discovery.			
	Assess fit of the intervention with the values, needs, skills, and resources available.			
	Assess fit of the intervention with the current political, funding, and systems landscape.			
	Identify and respond to other changes in the system which could affect implementation.			
	Work with diverse stakeholders to build strong contextual fit before moving forward.			
Applying Implementation Science		in place	partially	IS support needed
	Remaining up to date on implementation science concepts, frameworks, and research.			
	Assessing and apply appropriate implementation frameworks for different contexts.			
	Including stakeholders in decision regarding the selection of implementation approach.			
Conducting Improvement Cycles		in place	partially	IS support needed
	Ensure access valid and reliable data.			
	Embed processes to use data to make decisions about the ongoing work.			
	Gather data accompanied with regular team debriefing to support improvement.			
	Develop capacity to use data for decision-making.			
	Use feedback loops to identify and address barriers, and ensure that improvements are communicated.			
	Develop capacity to use data to prioritize challenges.			
Sustaining Change				
Building Relationships		in place	partially	IS support needed
	Developing trust with others by modeling transparent action and accountability.			
	Engaging in an ongoing assessment, and use feedback to strengthen relationships			
	Create a safe space to discuss challenges and dispute assumptions when conflict emerges.			
Building Capacity		in place	partially	IS support needed
	Working with stakeholders to assess capacity in relation to a goal.			
	Providing learning opportunities to gain capacity, and connect with other experts.			
	Modeling the use of theory in a real-world setting.			
	Coaching stakeholders to gain confidence and competency.			
	Centralizing operational structures to develop implementation capacity.			
	Leveraging opportunities to build system wide capacity and continue to grow.			
Cultivating leadership		in place	partially	IS support needed
	Identifying emerging and existing leaders, and support them to gain competency.			
	Using Appreciative Inquiry and reflection to help leaders assess their roles and capacity.			
	Work with stakeholders to provide planning, continuity and support during leadership transitions.			
Facilitation		in place	partially	IS support needed
	Service as formal and informal facilitators while suspending judgement.			
	Creating welcoming spaces, support open discussion and gather diverse points of view.			
	Using structured facilitation methods ahead of group discussion to address problems.			

Tool inspired by **NIRN** NATIONAL IMPLEMENTATION RESEARCH NETWORK FRANK PORTER GRAHAM CHILD DEVELOPMENT INSTITUTE

Tools to Support Next Steps: Technical Assistance List

Client	Organization	Consultant	Focus
DHS HPO	Collaborative Quality Consulting	Heather Henderson	Implementation Evaluation
LEAD	UH Manoa	Jack Barile	Evaluation of new program
Partners in Care	Clutch Consulting	Mandy Chapman Semple	Honolulu System Vision and Experiments
Partners in Care	Homebase	George Martin	COC governance and CES
Partners in Care	ICF	Chris Pitcher	Support HMIS transition
RYSE	UH Manoa	Jack Barile	Evaluation of OZ upgrade
DHS	National Council on Behavioral Health	Laura Leone	Outreach to people with SMI

Reference Materials: Current Initiatives Addressing Homelessness

Year	Event	Purpose	Governance
1978	Constitutional Provision	Guarantees benefits, programs and services to every resident of Hawaii	HI Legislature
1986	Aloha Spirit Statue	Caring for others without any obligation in return. Reliance on each other for the greater good.	HI Legislature
1987	The U.S. Interagency Council on Homelessness was established.		Congress
2001	The Homeless Programs Office (HPO), then known as the Homeless Programs Branch, applied for and received funding to develop and implement a HMIS in Hawaii.	The HMIS was established to gather data regarding individuals receiving homeless services, and to assist with the effective evaluation of homeless programs.	HPO
2004	Hawaii Interagency Council on Homelessness (HICH) first established as a volunteer entity, evolving out of the HUD Homeless Policy Academy.	To develop and implement ten-year strategic plan to end homelessness in Hawaii, which included advocacy for the establishment of a Housing First special fund and a state Housing First pilot program.	HPO (HPO Administrator Sandi Miyoshi was HICH Chair)
2006	Governor Lingle issues emergency proclamation to address homelessness.	To enable the construction of emergency and transitional shelters statewide, and to significantly expand shelter capacity in the homelessness system.	Governor's Office
2006	Governor Lingle designated Kaulana Park to be the state's homeless solutions team leader/coordinator.	To provide leadership within state government and coordinate multiple activities to address homelessness statewide.	Governor's office
2006	Closure hours were implemented for Ala Moana Beach Park. Prior to this, the park was open 24/7.	The closure hours were implemented in response to homeless encampments that had been set up in the park.	City of Honolulu
2008	The State Dept. of Health reduced funding for mental health case management by over $25M and capped reimbursable case management hours to just 3.5 hours per month. SMI individuals receiving Medicaid had case management services transitioned to the managed care plans.	The purpose of this reduction/shift in funding was to respond to the state's economic recession, and state departments were planning for budget cuts between 10-20% department-wide.	Governor's office / DOH

2009	Homeless Emergency Assistance and Rapid Transition to Housing (HEARTH) Act	The HEARTH Act expanded the mission of the USICH and directed the agency to develop and implement a National Strategic Plan to End Homelessness. The Act also expanded the definition of homelessness, added additional funding to support permanent housing, established system-wide performance measures for the CoCs, and established a coordinated access / coordinated entry requirement. In addition, HEARTH required CoCs to adopt more formal governance structures.	Federal (Obama)
2009	HEARTH Act - Established the Homelessness Prevention and Rapid Re-Housing Program (HPRP)	HPRP served as an early pilot for the establishment and scaling of Rapid Re-Housing programs.	Federal (Obama)
2010	Opening Doors: Federal Strategic Plan to Prevent and end Homelessness	Nation's first comprehensive strategic plan to end chronic homelessness by 2015 using Housing First	USICH
2010	Establishment of state Housing First program.	Required the Hawaii Public Housing Authority (HPHA) to implement Housing First programs and services, and established the Housing First special fund.	HPHA
2011	The City & County of Honolulu established the Office of Housing.	The Office of Housing will establish and administer actionable programs for affordable housing, senior housing, special needs housing, and homelessness for the benefit of the people of Oahu.	City & County of Honolulu, Office of the Mayor
2011	HICH established through Executive Order by Governor Neil Abercrombie.	To develop and implement ten-year strategic plan to end homelessness in Hawaii. The new plan (2012 plan) built off of the earlier 2004 plan.	Governor's Office (HICH chaired by Governor)
2011	100,000 Homes Campaign launched on the neighbor islands.	Hope Services Hawaii launched the 100,000 Homes Campaign in downtown Hilo to begin the development of a By Name List (BNL) of homeless individuals.	Hope Services Hawaii
2012	100,000 Homes Campaign launched on Oahu.	Partners in Care launched the 100,000 Homes Campaign on Oahu to begin the development of a By Name List (BNL) of homeless individuals and to work towards a more centralized system of assessment and referral.	Partners in Care
2012	HICH established in statute.	To formalize the HICH, modeled after the U.S. Interagency Council on Homelessness.	DHS (HICH administratively attached to DHS)

2012	HICH initial report on safe zones.	The HICH report discourages the utilization of safe zones as a matter of policy, and places an emphasis on housing-focused programs.	GCH
2013	Sidewalk Nuisance Ordinance established in Honolulu.	Declaration that "objects erected, established, placed, constructed, maintained, kept or operated on sidewalks to be public nuisances, hazardous to the health, safety, and welfare of the residents of the city, and therefore, shall be subject to summary removal."	City & County of Honolulu
2013	Assisted Community Treatment Law	ACT was established, in lieu of the involuntary outpatient treatment program, for SMI individuals who meet specified criteria so that these individuals can get better access to treatment.	I.H.S.
2013	DHS refused to implement 'Return to Home' law passed by the legislature, which created a new program to pay for airfare for homelessness individuals to relocate to the mainland or other areas.	DHS made a choice to focus funding on housing-focused efforts, rather than diverting scarce resources to a program that did not have a strong evidence base.	DHS
2013	HPHA Homeless Preference Requirements - not less than 50% of available units should be for applicants without preference, and up to 50% of available units for applicants with a preference (not just homeless preference but all preferences).	In part, the change was made to respond to concerns that individuals were choosing to 'become homeless' in order to receive a preference for public housing units.	HPHA
2014	Sit-Lie Ordinances - Established bans on 'sitting or lying on public sidewalks' in Waikiki	Criminalization of sitting or lying in specific areas under city jurisdiction.	City & County of Honolulu
2014	Hybrid International informed the Continua of Care that it could no longer administer the HMIS. A decision was made to select a new HMIS vendor, and to shift the HMIS lead role for Oahu from the City & County of Honolulu to HPO.	A new HMIS vendor was selected to maintain HMIS services statewide and to ensure compliance with HUD requirements. HPO stepped up to be the statewide HMIS LEAD to make sure that funding for the Honolulu CoC was not at risk.	HPO
2014	Juvenile Justice Reform Step	Diversion from detainment.	HI

2014	State Agencies to Prioritize Social Determinants of Health to improve Native Hawaiian Health.		HI Leg
2014	The City, State, PIC and the VA partnered together to join the VA's 25 Cities Initiative. This initiative was branded locally as 'Hale O Malama.'	Hale O Malama provided a way for GCH to implement the 2012 HICH strategic plan, and to accelerate the implementation of coordinated entry and the use of a By Name List on Oahu.	GCH
2014	The State receives a SAMHSA grant to support a three-year Housing First pilot program using the evidence-based Pathways model.	To begin implementation of Housing First with fidelity to evidence-based models, and to strengthen partnerships between the healthcare sector and homeless service providers. Hale O Malama was used to provide referrals for the Pathways Housing First project.	GCH
2014	Legislature passed a law that waives the fee for homeless individuals seeking State I.D.	The inability to pay for fees is a major barrier to homeless individuals getting State I.D. In addition, lack of State I.D. can be a barrier for individuals accessing housing. The new law was intended to address this barrier.	Legislature
2015	The City & County of Honolulu joined the Mayors Challenge to End Veteran Homelessness.	The purpose of joining the Mayor's Challenge was to accelerate ending homelessness among homeless veterans. The group focused on targeted use of data to track progress in reducing veteran homelessness.	City & County of Honolulu
2015	Caseworthy was selected as the new HMIS vendor statewide, and the new HMIS system launched in September 2015.	The new system replaced the initial legacy system previously administered by Hybrid International.	HPO
2015	Sit-Lie Ordinances - Expanded bans on 'sitting or lying on public sidewalks' to areas outside of Waikiki.	Criminalization of sitting or lying in specific areas under City jurisdiction.	City & County of Honolulu
2015	ACLU lawsuit (Martin v. City & County of Honolulu): disposal of personal belongings during sweeps	Response to Honolulu sweeps enforcing Stored Property Ordinance and Sidewalk Nuisance Ordinance. Resulted in requirement that the city post notices related to SPO/SNO, and establish a clear process to store and allow individuals to retrieve stored items. Results in Dept. of Facility Maintenance. $700k in legal fees, $40k settlement.	ACLU

Year	Event	Description	Agency
2015	Governor Ige's emergency proclamation to address homelessness - in coordination with the four counties.	To accelerate statewide efforts to address homelessness through the implementation of new programs (e.g. CSHI and Family Assessment Center), and the acceleration of county-led housing projects specifically for individuals/families transitioning from homelessness.	GCH
2015	Hale Mauliola opened (November 2015)	The City opened the Hale Mauliola Navigation Center. The center was intended to better address the needs of unsheltered individuals who were unable to access traditional shelter because they wanted to stay together with partners, or had pets. The navigation center resulted in increased discussion regarding low-barrier shelter.	City & County of Honolulu
2015	Ohana Nui	Vision that the people of Hawaii are thriving through a multi-generational approach to encourage self-sufficiency and support well-being.	DHS
2015	Ige Vision	10,000 affordable homes by 2020 and 22,400 affordable rentals by 2026	Governor's Office
2016	The collaborative applicant for the Honolulu CoC changed from the City & County of Honolulu to the Aloha United Way.	The intent of the switch in collaborative applicant was to assist with more timely spend-down and to strengthen oversight of CoC funding. A change was also made to bring on AUW staff as members of the CoC Board to include funders on the board, in addition to service providers.	Partners in Care
2016	Decriminalizing Youth Prostitution		OYS
2016	Pressing the Levers of Change: HI Framework to Address Homelessness	HI State Strategic Plan	GCH
2016	Affordable Rental Housing 10-Year Plan	Establishes the Special Action Team and Affordable Rental Plan	Office of Planning Dept. of Bus, Econ Dev and Tourism
2016	Legislature provided a lump sum appropriation of $12M for homeless services.	To provide flexibility for the administration to direct general funds as needed to different parts of the homelessness system.	GCH

Year	Description	Purpose	Agency
2016	Establishment of minimum requirements for emergency shelters, and performance measures for homeless service contracts.	To improve utilization of shelter system, and to assist with the evaluation of specific contracts aimed at addressing homelessness.	HPO
2016	Development of internal management guidelines to address trespass enforcement and property storage on state lands.	To formalize guidance for state agencies regarding the handling of illegal encampments on public lands in light of *Martin v. Honolulu* and other recent court decisions in the Ninth Circuit.	GCH
2016	A portion of the $12M lump sum appropriation for homelessness was designated to support data administration and analysis related to the HMIS. C. Peraro Consulting was selected as the new HMIS Administrator statewide.	The intent of providing additional funding was to respond to an increase in requests for data analysis from the HMIS, and to facilitate more transparent use of data to strengthen the homeless service system. Monthly reports sharing info from the HMIS were posted publicly beginning in early 2017.	HPO
2016	Opening of Family Assessment Center (September 2016)	The FAC used a navigation center model targeted at homeless families with minor children. The center also provided an opportunity to model the Ohana Nui approach, and led to the later implementation of additional assessment centers statewide.	HPO
2016	Med-QUEST Division, DOH, HPHA, and GCH participate in Center for Medicare and Medicaid Services (CMS) Innovation Accelerator Program (IAP).	The purpose of IAP was to look at the partnerships between healthcare and housing sectors to address the needs of individuals experiencing homelessness. IAP work led to the development of MQD 1115 Medicaid Waiver amendment for Community Integration Services (aka tenancy supports).	DHS
2017	Law Enforcement Assisted Diversion (LEAD)	Legislature provided $800k in funding in the DOH base budget for "outreach and counseling services for chronically homeless individuals and families with severe substance use disorders." This funding included $200k for an Oahu LEAD pilot. The intent was to continue to formalize and strengthen partnerships between law enforcement and service providers.	DOH
2017	Intensive Case Management (ICM) for Homeless Individuals with Severe and Persistent Mental Illness.	Legislature provided $500k in funding in DOH base budget for "services for homeless individuals with serious and persistent mental health challenges." This funding was used to establish an ICM pilot for homeless individuals with I.H.S. to better address the needs of SMI individuals frequently encountered by hospital ERs or law enforcement.	DOH
2017	Performance-Based Service Contracts: outreach, shelter, grants, placement, rapid rehousing, Housing First	To improve utilization of homeless services, and to assist with the evaluation of specific contracts aimed at addressing homelessness.	HPO

2017	Implementation of rapid rehousing statewide, and development of state Housing First programs on the neighbor islands.	To increase housing capacity statewide, and to specifically provide resources for permanent supportive housing on Maui, Kauai, and Hawaii Island.	HPO
2017	Establishment of a communications *hui* or partnership including representatives from different government agencies and homeless service providers.	The intent of the hui was to positively influence messaging around the issue of homelessness. The hui was instrumental in launching the monthly "Road to Home" show with Rick Hamada on KHVH AM radio, and eventually the hui evolved into the communications committee of the Honolulu CoC.	GCH
2017	Establishment of DOT Homeless Coordinator position and MOAs between DOT and other state agencies.	To centralize the state response to address illegal encampments situated on public lands.	GCH
2017	Coordinated Entry System (VI-SPDAT)		HPO
2017	Development of the Honolulu Police Department's HELP (Health, Efficiency, and Long-term Partnerships) Honolulu outreach program.	To strengthen linkages between homeless outreach providers and law enforcement, and to divert homeless individuals from the criminal justice system.	HPD
2017	HICH report on the establishment of safe zones for persons experiencing homelessness.	HICH re-examined the issue of safe zones and, again, recommended against the use of safe zones as a strategy to address homelessness. The report also included an overview of state lands that could potentially support safe zones.	GCH
2018	Opening of Kahauiki Village	The purpose of Kahauiki Village is to demonstrate that the public and private sectors can come together to develop low cost housing for homeless households. The opening of Kahauiki Village helped to spur conversation about replicating this model through similar projects, such as the Kauhale initiative.	Duane Kurisu (aio Foundation)
2018	Gov. Ige met with Twinkle Borge of the Puuhonua O Waianae and agreed not to displace the encampment from state land near the Waianae Boat Harbor.	The purpose of this action was to allow the Puuhonua O Waianae with additional time to plan a smooth transition, including the acquisition of private land. The Puuhonua O Waianae is developing a low-cost model for communal housing that could serve as a pilot for potential replication if effective.	Governor's Office
2018	Opening of Chinatown Joint Outreach Center (JOC)	To utilize a HPD office space for the purposes of strengthening partnerships between law enforcement, homeless outreach providers, and urgent care medical providers. In addition, JOC is intended to more directly connect with unsheltered individuals in Chinatown and divert them from the criminal justice and emergency room systems.	Hawaii Police Department

2018	Legislature appropriated funds for Hawaii Tourism Authority to match private funding dollar for dollar to address homelessness in tourist and resort areas.	The purpose of the funding is to better address homelessness in tourist and resort areas, and recognizes that homelessness may have a negative impact on revenues from tourism.	HI Legislature
2018	Legislature passed a law to waive the fee for homeless individuals to obtain a birth certificate from Hawaii DOH.	The ability to pay a fee can be a barrier to obtaining a Hawaii birth certificate. The inability to obtain a birth certificate can also be a barrier to getting housing. The new law is intended to address these barriers.	HI Legislature
2018	Ohana Zones	$30M over 3 years to promote accessibility to permanent housing	HI Legislature
2018	Legislature appropriated funds for Queen's Care Coalition and medical respite homes.	The intent was to gather data about the two existing programs and demonstrate effectiveness. Specifically hoping to develop better strategies for homeless individuals that frequently cycle between the streets and emergency rooms.	HI Legislature
2018	Med-QUEST Reorganization Passed	Provision of pre-tenancy and tenancy support services	MedQuest
2018	Juvenile Justice Reform Step 2	Defining service for 18-24	
2018	Registration of Vacation Rentals	Online travel brokers need to register with Department of Taxation and collect TAT	HI Legislature
2019	Continuum of Care Reorganization	Partners In Care and Bridging the Gap separate HMIS data collection system	CoCs
2019	The City & County of Honolulu launched its "Oahu Resilience Strategy," which outlined a 44-point action plan addressing long-term housing affordability and the climate crisis impacting people and their homes.	The plan is to address both immediate and long-term action related to housing affordability in Honolulu. A survey was distributed to the 33 neighborhood boards of Oahu and feedback was gathered from over 2,300 citizens.	MCH

Reference Materials: Ohana Nui Summary[105]

Thriving states are comprised of healthy communities. Healthy communities consist of self-sufficient families. For families to be self-sufficient, the basic needs of each member of the family unit must be met. Data supporting this proposition are driving Hawaii's latest philosophy for human service delivery called *Ohana Nui*.

Ohana Nui is the concurrent provision of necessary supports for basic needs in five areas to all individuals of a family unit. It places the whole family on a path to self-sufficiency, thus offering the best chance of breaking the cycle of poverty for future generations. Ohana Nui a springboard for future success across generations rather than a simple safety net for today.

The Ohana Nui strategy requires a dramatic shift from the state's current piecemeal health and human services delivery model to a multi-generational comprehensive model that concurrently delivers supports for basic needs of the whole family in five areas:

• **Housing/shelter**

• **Food/nutrition**

• **Health/wellness**

• **Education/economic support**

• **Social capital**

These basic needs, also known as the social determinants of health, drive and often define an individual's and a family's well-being. When any of these basic needs are compromised, so, too, is the family's chance for self-sufficiency. While Ohana Nui concurrently addresses the needs of the whole family, a critical component of this strategy is a focus on the children. The circumstances faced by a family's young children, ages 0-5 years old, directly correlate to their future well-being and self-sufficiency.

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