

STATE OF HAWAII  
DEPARTMENT OF HUMAN SERVICES

P. O. Box 339  
Honolulu, Hawaii 96809-0339

December 26, 2019

The Honorable Ronald D. Kouchi  
President and Members of the Senate  
Thirtieth State Legislature  
State Capitol, Room 409  
Honolulu, Hawaii 96813

The Honorable Scott Saiki  
Speaker and Members of the House  
of Representatives  
Thirtieth State Legislature  
State Capitol, Room 431  
Honolulu, Hawaii 96813

SUBJECT: Reports In Accordance with the Provisions of Section 346-381(9), Hawai'i Revised Statutes, and Part I of Act 209, Session Laws of Hawai'i 2018, Relating to the 'Ohana Zones Pilot Program

Dear President Kouchi, Speaker Saiki, and members of the Legislature,

Attached are the following reports submitted in accordance with:

- Provisions of Section 346-381(9), Hawai'i Revised Statutes, and Part I of Act 209, Session Laws of Hawai'i 2018, Relating to the 'Ohana Zones Pilot Program.

In accordance with section 93-16, HRS, copies of these reports have been transmitted to the Legislative Reference Bureau Library and the reports may be viewed electronically at <http://humanservices.hawaii.gov/reports/legislative-reports/>.

Sincerely,

A handwritten signature in blue ink, appearing to read "Cathy Betts", with a long horizontal flourish extending to the right.

Cathy Betts  
Deputy Director

Ecopy only:

Office of the Governor  
Office of the Lieutenant Governor  
Department of Budget & Finance  
Legislative Auditor  
Senator Russell E. Ruderman, Chair, Senate Committee on Human Services

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Representative Joy A. San Buenaventura, House Committee on Human Services &  
Homelessness

Reports to the Thirtieth Hawai'i State Legislature 2019

In Accordance with the Provisions of  
Section 346-381(9), Hawai'i Revised Statutes,

And

Part I, Act 209, Session Laws of Hawai'i 2018, relating to  
the 'Ohana Zones Pilot Program

Hawai'i Interagency Council on Homelessness  
Governor's Coordinator on Homelessness  
Department of Human Services  
December 2019



Figure 1. The Hawai'i Interagency Council on Homelessness meets quarterly. Photo Credit: J. Limasa

## INTRODUCTION

The Governor's Coordinator on Homelessness submits this report as required by section 346-381(9), Hawai'i Revised Statutes (HRS), and part I, of Act 209, Session Laws of Hawai'i 2018, relating to the 'Ohana Zones Pilot Program.

In 2004, the Hawai'i Interagency Council on Homelessness (HICH), emerged as a volunteer coalition tasked with implementing the State's first ten-year plan to end homelessness. The Legislature later formally established HICH in statute through Act 105, Session Laws of Hawai'i 2012. As an advisory body that consists of 27 members representing federal, state, and local government, as well as both the public and private sector organizations, HICH demonstrates that ending homelessness requires a collective "all hands-on deck" response.

This report summarizes the efforts of HICH, provides an overview of available data related to homelessness, identifies promising strategies to address homelessness, and makes recommendations to sustain effective efforts. In addition, this report summarizes a number of new initiatives, including the 'Ohana Zone pilot program, and evaluates the impact of these initiatives in reducing the number of people experiencing homelessness and increasing the number of homeless people connected to permanent housing.

During the 2019 calendar year, HICH engaged in the following key action steps:

1. **Conducted a comprehensive review of available data related to homelessness.**  
The data indicated early signs of progress in reducing homelessness, and highlighted the need to continue focused efforts aimed at unsheltered and chronic homelessness. Between 2016 and 2019, there was a **19.1% (1,509 individuals) reduction** in the number of people experiencing homelessness according to the statewide Point in Time

(PIT) count. This data aligns with a downward trend in data from the Hawai'i Department of Education (DOE), as well as housing placement data from the Homeless Management Information System (HMIS). The three consecutive decreases in the PIT count in 2017, 2018, and 2019 also correspond with a significant increase in shelter and permanent housing beds in the Housing Inventory Count (HIC). Despite gains in housing inventory and reductions in overall homelessness, unsheltered homelessness on O'ahu has more than doubled over the past decade, and continues to increase. Similarly, the rate of chronic homelessness on O'ahu has remained level over the past four years.

**2. Engaged in 2019 legislative advocacy, and adopted 2020 policy priorities.**

HICH engaged its membership to support increased funding for affordable housing and to sustain funding commitments for key homeless programs during the 2019 legislative session. Over 100 organizations, including all four counties and the two Continuum of Care (CoC), signed a joint letter in support of 2019 HICH advocacy priorities. In preparation for the 2020 legislative session, HICH adopted a comprehensive advocacy agenda that includes three main focuses: (1) Support for behavioral health reforms and programs; (2) Supporting and scaling promising programs; and (3) Sustained annual commitments for affordable housing.

**3. Explored community-centered housing models for individuals and families transitioning from homelessness.**

In prior years, HICH discussed the potential establishment of "safe zones" and formalized encampments, and concluded that long-term housing was a more effective model. In 2019, HICH received information from community groups, such as Hui Aloha and the Pu'uohonua 'O Waianae, to explore the concept of community-centered housing that meets the U.S. Department of Housing and Urban Development's (HUD) requirements for permanent housing. HICH learned that community-centered housing models may meet HUD housing requirements under certain conditions, and that the City & County of Honolulu's building code allows for communal housing where kitchen and sanitation facilities are shared.

As a result of its efforts, HICH makes the following recommendations:

**1. Enhance community capacity to review data related to homelessness and the effectiveness of homeless programs in real time.**

HICH has made progress in using data to inform policy through the quarterly review of system performance dashboards related to homelessness. However, data to inform decision making is often not available in real time. In addition, a recent change to the statewide HMIS into two separate systems – one for O'ahu, and one for the balance of the State – may pose challenges in collecting and standardizing program data. Efforts to enhance the capacity to review data, such as the creation of a data warehouse for

homeless services data, is needed to maintain and strengthen HICH's ability to utilize data to inform decision making.

**2. Continue efforts to strengthen the capacity of homeless service providers and government agencies tasked with overseeing homeless efforts.**

While progress is being made to reduce homelessness, homeless service providers and government oversight agencies are often limited by capacity in terms of human and financial resources. Efforts are needed to increase training opportunities for homeless service providers and government agencies, related to both program-specific tools to address homelessness and to administrative skills necessary to meet contractual, fiscal, and performance requirements. Upcoming trainings conducted by the Department of Human Services (DHS) and State Procurement Office (SPO) are a good start, however more needs to be done.

**3. Allow time for promising programs to demonstrate results.**

In recent years, an infusion of funding from the federal, state, and local levels has resulted in new programs, such as Rapid Re-Housing and the 'Ohana Zone pilot programs. The efforts of these programs should be evaluated over time to determine the impact on the PIT count data and placements into permanent housing. In particular, the 'Ohana Zone program provides for evaluation of new pilot efforts over a three-year period, and data is required to be shared back to the Legislature to measure the effectiveness of pilot programs.

To further improve the efforts of HICH, a more targeted focus on using data to evaluate effectiveness, and in building and aligning the overall system to address and end homelessness is required. The actions and recommendations summarized in this report reflect this more targeted focus.

A list of key definitions and terms related to homeless services is provided at the end of this report. Questions regarding this report may be directed to the Governor's Coordinator on Homelessness at (808) 586-0193 or [gov.homelessness@hawaii.gov](mailto:gov.homelessness@hawaii.gov).

**REPORT IN ACCORDANCE WITH THE PROVISIONS OF  
SECTION 346-381(9), HAWAI'I REVISED STATUTES,  
RELATING TO THE HAWAI'I INTERAGENCY COUNCIL ON HOMELESSNESS**

The Hawai'i Interagency Council on Homelessness (HICH) is an advisory body that serves as a statewide homelessness planning and policy development entity with broad representation from state and county government and the community.

Section 346-381(9), HRS, requires HICH to submit a report to the Legislature on the progress of its activities, including formation and progress of the ten-year plan to address homelessness, no later than twenty days prior to the convening of the regular session.

This report highlights the following:

- Overview of HICH, including its membership, mission and responsibilities, historical background, and staffing and organizational structure;
- Current status of homelessness in Hawai'i;
- Ten-year plan and strategic framework to address homelessness; and
- 2019 HICH Activities.

A record of HICH meetings convened in 2019, including meeting agendas and minutes, can be found online at the <https://homelessness.hawaii.gov/hich/>.

**I. Overview of the Hawai'i Interagency Council on Homelessness (HICH)**

**A. Mission and Purpose**

The mission of HICH is to prevent and end homelessness in Hawai'i. HICH achieves this through coordination of governmental and private entities statewide, including federal, state, and local government; private foundations; the business community; the faith-based community; homeless service providers; and persons experiencing homelessness. The specific duties and responsibilities of HICH are outlined in section 346-381, HRS. HICH is modeled after the [United States Interagency Council on Homelessness \(USICH\)](#) and is the first state interagency council on homelessness to be formally established in statute.

**B. Membership and Quorum**

HICH is chaired by the Governor's Coordinator on Homelessness and consists of 27 members. HICH is a mixture of state government representatives, legislators, federal and

county government representatives, homeless service providers, and representatives from the private faith-based and business sectors. Certain members of HICH are designated by the Mayor of their respective county, while others are either designated by the Governor or requested to serve by the Governor. A majority of members on HICH – 14 out of 27 members – shall constitute a quorum to do business and validate any decision or act of the council. The following is a list of HICH members and alternate members as of December 2019:

- Mr. Scott Morishige, Governor’s Coordinator on Homelessness (Chair)
- Mr. Pankaj Bhanot, Director of Human Services
- Mr. Harold Brackeen III, Administrator of the Homeless Programs Office of the Department of Human Services (DHS)
- Mr. Bruce Anderson, Director of Health
- Mr. Scott Murakami, Director of Labor & Industrial Relations
- Mr. Nolan Espinda, Director of Public Safety
- Mr. Mike McCartney, Director of Business, Economic Development, and Tourism
- Mr. William Ayla, Chairperson of the Hawaiian Homes Commission
- Major General Arthur Kenneth Hara, Adjutant General
- Ms. Colette Machado, Chairperson of the Board of Trustees of the Office of Hawaiian Affairs
- Ms. Clare Connors, Attorney General
- Dr. Christina Kishimoto, Superintendent of Education
- State Representative John Mizuno (Primary) and State Representative Cedric Gates (Alternate)
- State Senator Russell Ruderman (Primary) and State Senator Breene Harimoto (Alternate)
- Mr. Hakim Ouansafi, Executive Director of the Hawai’i Public Housing Authority
- Mayor Kirk Caldwell, City & County of Honolulu
- Mayor Harry Kim, County of Hawai’i
- Mayor Derek Kawakami, County of Kaua’i
- Mayor Alan Arakawa, County of Maui
- Ms. Laura E. Thielen, Continuum of Care for the City & County of Honolulu
- Ms. Brandee Menino, Continuum of Care for County of Hawai’i
- Ms. Makana Kamibayashi, Continuum of Care for County of Kaua’i
- Ms. Maude Cumming, Continuum of Care for County of Maui
- Mr. Andy Dahlburg, U.S. Department of Veterans Affairs



- Mr. Mark Chandler, U.S. Department of Housing and Urban Development
- Pastor Daniel Kaneshiro, Faith-based Representative
- Mr. Dave Rolf, Business Community Representative

### **C. Historical Background**

HICH has existed in various forms for over a decade, however its specific duties and organizational structure evolved over time. HICH was first established in 2004 as an informal, voluntary council. In 2011, then-Governor Neil Abercrombie signed Executive Order No. 11-21, which formally established HICH and designated the Governor as chair and the Governor’s Coordinator on Homelessness as vice chair. In 2012, HICH was formally adopted in statute through Act 105, Session Laws of Hawai’i 2012. The statute relating to HICH was later amended through Act 76, Session Laws of Hawai’i 2013 to add the director of the Hawai’i Public Housing Authority as an additional member of the council, and to provide for the appointment of a member from the House of Representatives and a member from the Senate to serve as alternate members of the council. Act 81, Session Laws of Hawai’i 2019, amongst other things, amended the HICH statute to require the Governor to appoint the Governor’s Coordinator on Homelessness without regard to Chapter 76, HRS.

### **D. Organizational Structure and Staffing**

HICH is established within the Department of Human Services (DHS) for administrative purposes, and is chaired by the Governor’s Coordinator on Homelessness (Coordinator). Staff support for HICH is provided by the Coordinator’s staff. While physically located within the Office of the Governor, the Coordinator and staff are employees of DHS.

## **II. Current State of Homelessness in Hawai’i**

### **A. Homeless Point in Time (PIT) Count Data (2005 to 2019).**

HICH reviews homeless population trends as one performance measure to evaluate the effectiveness of its strategic plan and framework in addressing homelessness locally. The annual Point in Time (PIT) count is one tool to evaluate population trends over time.

The PIT count is conducted locally by the CoCs – Partners in Care for O’ahu, and Bridging the Gap for the islands of Maui, Hawai’i, and Kaua’i. The PIT count numbers are then submitted to the U.S. Department of Housing and Urban Development (HUD) for verification, and may be adjusted as needed by HUD. In December 2019, HUD announced the national PIT count numbers, including the numbers for Hawai’i, which were adjusted downward to 6,412 individuals from the original reported number of 6,448.

Between 2016 and 2019, the number of homeless individuals in Hawai'i decreased by 1,509 individuals (19.1%). The 2019 PIT count numbers reflect **three consecutive statewide decreases** in the overall homeless population. The statewide decreases in overall homelessness came after seven years of steady increases in homelessness statewide. In addition, Hawai 'i has seen significant statewide reductions in key homeless sub-populations during the same time:

- 39% reduction (1,473 individuals) in homeless families
- 24% reduction (164 individuals) in veteran homelessness
- 16% reduction (670 individuals) in unsheltered homelessness
- 9% reduction (191 individuals) in chronic homelessness

In addition to declines in statewide homelessness, the City & County of Honolulu, the County of Hawai'i, and the County of Maui each experienced decreases in their respective homeless populations between 2016 and 2019:

- 10.6% reduction (523 individuals) on O'ahu
- 50.5% reduction (704 individuals) on Hawai'i island
- 24.7% reduction (283 individuals) on Maui

The PIT count found that the homeless population in the County of Kaua'i remained relatively flat – increasing by one person from 442 to 443 individuals between 2016 and 2019.

**Considerations regarding PIT count data.**

While the PIT count data indicates recent reductions in homelessness, it is important to understand connections between the PIT count data and other data sources, such as data

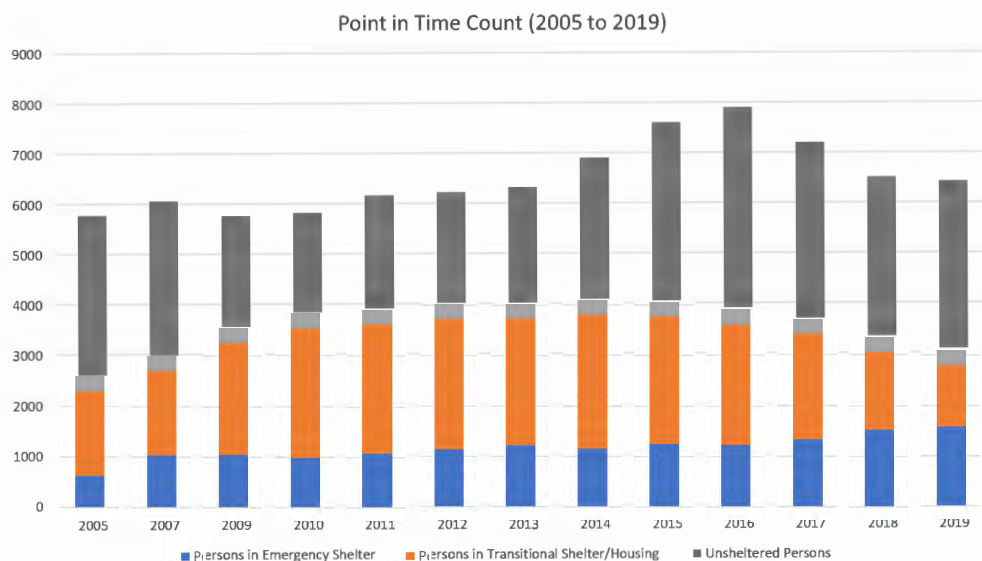


Figure 2. Statewide Point in Time Count (2005 to 2019). Source: U.S. Dept. of Housing & Urban Development, Homeless Population and Sub-Population Report.

regarding shelter and housing inventory. In addition, it should be noted that certain reductions are driven largely by decreases on the islands of Maui, Hawai'i, and Kaua'i, while numbers on O'ahu for sub-populations, such as unsheltered homeless individuals, have increased significantly.

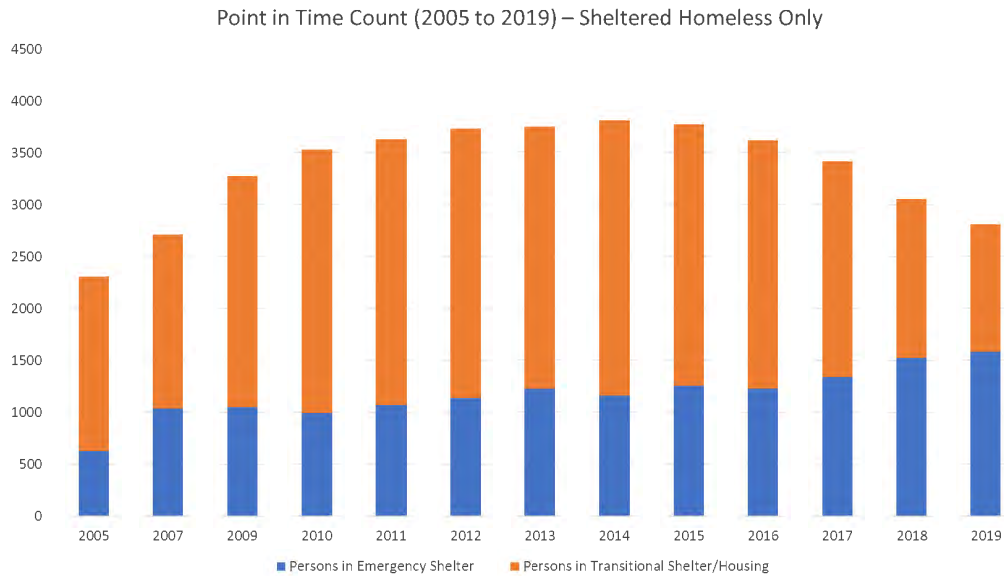


Figure 3. Statewide Point in Time Count – Sheltered Homeless Individuals (2005 to 2019). Source: U.S. Dept. of Housing & Urban Development, Homeless Population and Sub-Population Report.

**Fewer individuals in transitional shelter, but slightly more individuals in emergency shelter.**

Between 2016 and 2019, the number of homeless individuals residing in transitional shelter decreased by nearly half (48.8%) – a reduction of 1,164 individuals. This reduction corresponds with a similar reduction in transitional shelter beds in the housing inventor count (HIC) – a reduction in beds of 47.9%, or 1,214 transitional shelter beds.

Meanwhile, during this same period, the number of homeless individuals in emergency shelter increased by 30% (361 individuals). The number of emergency shelter beds in the HIC remained relatively level when this increased occurred, with the number of emergency shelter beds fluctuating between 1,739 and 1,757.

**Differences in statewide and O’ahu trends related to unsheltered homelessness.**

Similar to overall statewide PIT count numbers, the statewide unsheltered and chronically homeless populations increased significantly between 2013 and 2016 before steadily decreasing between 2016 and 2019. Statewide, unsheltered homelessness decreased by 16% (670 individuals) over the past four years, while chronic homelessness decreased by 13.8% (268 individuals). However, the recent statewide decline in

unsheltered homelessness has largely been driven by reductions on the islands of Maui, Kaua'i, and Hawai'i.

Unsheltered homelessness on O'ahu has continued to steadily increase between 2009 and 2019, with a slight reduction occurring in 2018. Over the past decade, the number of unsheltered homeless individuals more than doubled from 1,193 to 2,401 – an increase of 1,208 individuals. During this period, unsheltered homelessness increased from one-third of the overall homeless population on O'ahu to over one-half.

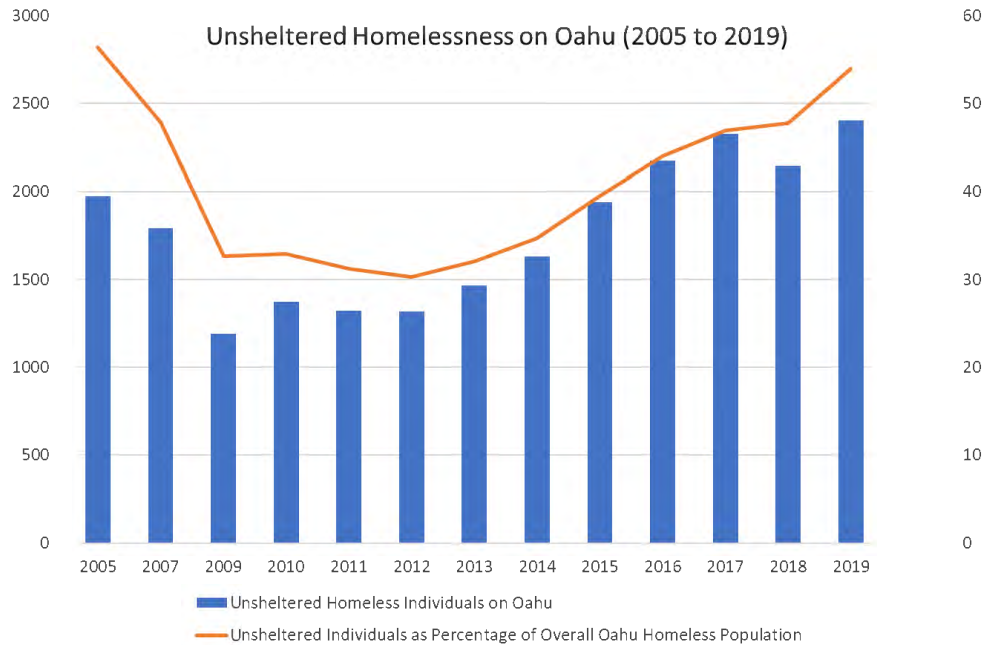


Figure 4. O'ahu Point in Time Count – Unsheltered Homelessness on O'ahu (2005 to 2019). Source: U.S. Dept. of Housing & Urban Development, Homeless Population and Sub-Population Report.

In contrast, unsheltered homelessness on Maui, Kaua'i, and Hawai'i Island fluctuated up and down between 2009 and 2016 before a sharp decline of 42% (898 individuals) between 2016 and 2019. The decrease over the past four years is largely driven by a 60% reduction (676 individuals) in unsheltered individuals on Hawai'i Island during this period.

Chronic homelessness on O'ahu stayed relatively level between 2016 and 2019, fluctuating from a low of 1,090 to a high of 1,159 individuals. Meanwhile, chronic homelessness on Maui, Kaua'i, and Hawai'i Island decreased by 36% (309 individuals) during this period.

**Differences in statewide and O'ahu trends related to homeless individuals with severe mental illness and chronic substance use.**

The statewide number of homeless adults with severe mental illness and chronic substance use follow the same general trend as overall statewide PIT count numbers, and increased significantly between 2013 and 2016 before showing decline between 2016 and 2019. However, the declines in the number of homeless adults with severe

mental illness and chronic substance use were not as steep as declines for other homeless sub-populations. Over the past four years, the number of homeless adults with severe mental illness decreased by 4% (74 people), while the number of homeless adults with chronic substance use decreased by 12% (180 people).

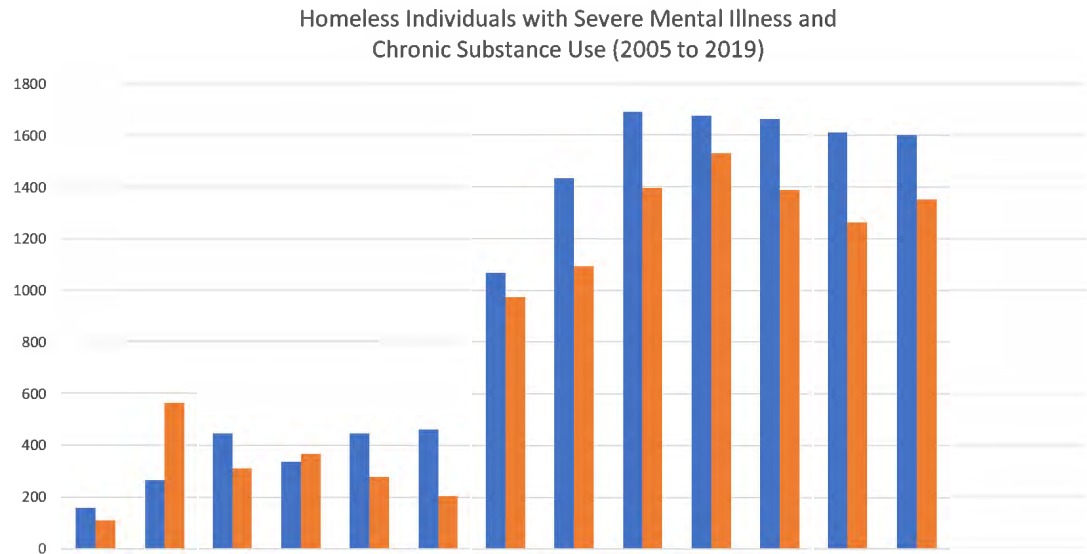


Figure 5. Statewide Point in Time Count – Homeless Individuals with Severe Mental Illness and Chronic Substance Use (2005 to 2019). Source: U.S. Dept. of Housing & Urban Development, Homeless Population and Sub-Population Report.

On O’ahu, the number of homeless individuals with severe mental illness increased slightly by 5.8% (58 individuals) over the past four years. In contrast, the islands of Maui, Kaua’i, and Hawai’i saw a 19.6% decrease (132 individuals) during the same period.

For chronic substance use, all islands experienced a decline between 2016 and 2019, with a 3% decrease (27 individuals) on O’ahu and a 23.3% decrease (153 individuals) on the islands of Maui, Kaua’i, and Hawai’i.

### **B. McKinney-Vento Education for Homeless Children and Youth Data (2005 to 2019).**

Another set of population trend data considered by HICH is data tracked and reported by the Hawai’i Department of Education (DOE) regarding students who meet the definition of homelessness under the McKinney-Vento Education of Homeless Children and Youth Act (McKinney-Vento Act), which differs from the definition of homelessness used for the PIT count. The primary difference between the two definitions is that the McKinney-Vento Act definition includes individuals who are doubled up, in shared housing, or residing in hotels or motels.

In School Year (SY) 2018-2019, the DOE reported a total of 3,575 students that met the McKinney-Vento Act definition of homelessness, which included:

- 298 (8.3%) unsheltered;
- 777 (21.7%) in a sheltered situation;
- 19 (0.5%) in a hotel or motel; and
- 2,481 (69.4%) doubled up or in shared housing.

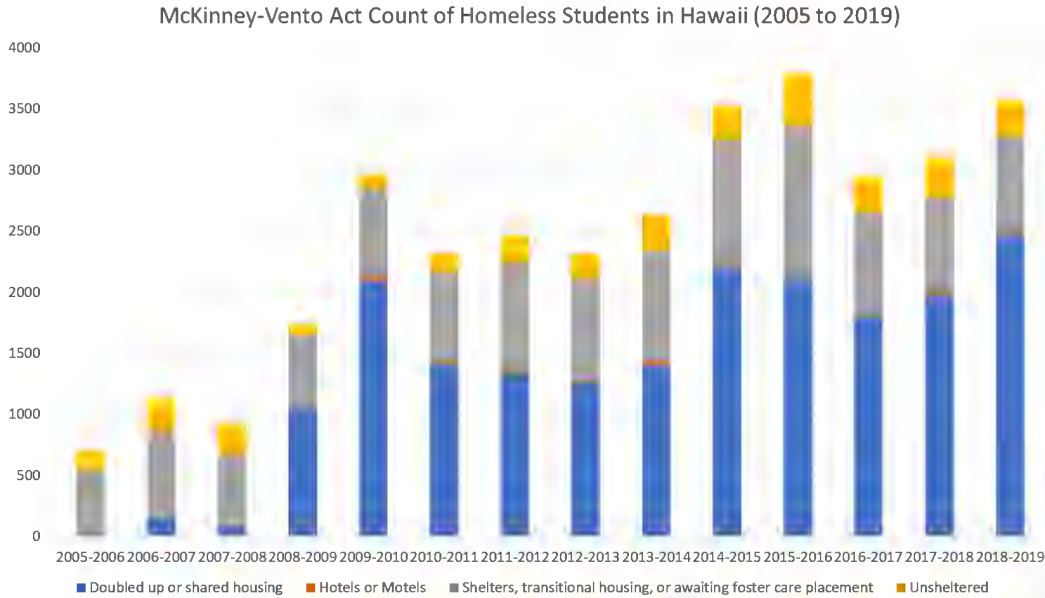


Figure 6. McKinney-Vento Act Count of Homeless Students in Hawai'i (2005 to 2019) Source: Hawai'i Department of Education.

**Correlation between downward trends in homeless students and homeless families.**

Looking at only the data related to students who are unsheltered or in sheltered situations, the McKinney-Vento Act data aligns with the general trend in the PIT count data for homeless families with minor children. Both sets of data show increases between 2013 and 2016, followed by a decline between 2016 and 2019. The number of students reported by the DOE in unsheltered and sheltered homeless situations declined by 35.9% (602 individuals) between School Year (SY) 2015-2016 and SY 2018-2019. Similarly, the number of individuals in homeless families in the PIT Count declined by 28.5% (1,295 individuals) between 2016 and 2019.

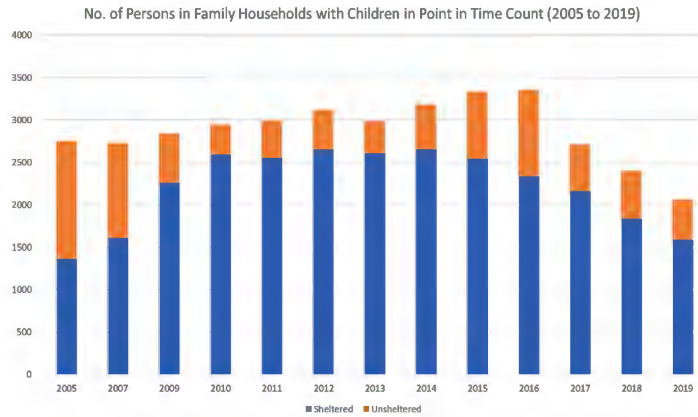


Figure 7. No. of Students in Unsheltered or Sheltered Settings (2005 to 2019) Source: Hawai'i Department of Education.

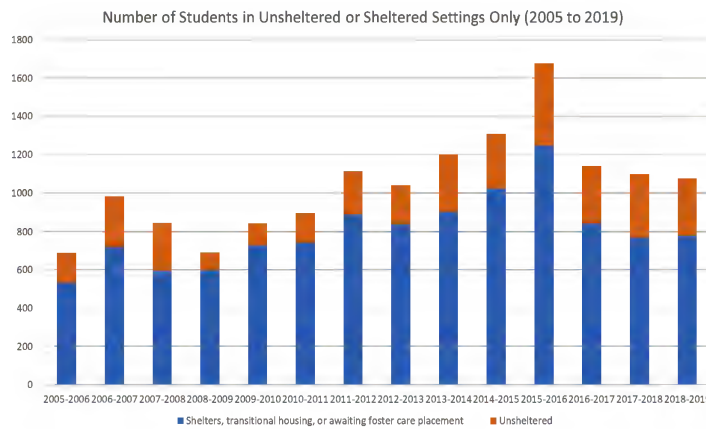


Figure 8. No. of Persons in Family Households with Children in Point in Time Count (2005 to 2019). Source: U.S. Dept. of Housing & Urban Development, Homeless Population and Sub-Population Report.

**Students in doubled up or shared housing situations.**

The number of students reported to be doubled up or in shared housing has fluctuated over the years. Between SY 2016-2017 and SY 2018-2019, the number of students reported to be doubled up or in shared housing increased by 38.2% (687 individuals). While students in this category do not meet the PIT count definition of homelessness, they are considered to be in an unstable housing situation and potentially at risk of falling into literal homelessness.

**C. Housing Inventory Count (HIC) (2005 to 2019).**

In addition to population trend data, HICH also considers the inventory of shelter and housing resources to assess the State’s efforts to address homelessness. As the number of individuals experiencing homelessness in Hawai’i has decreased, the number of beds to address homelessness has also increased over time. This information is captured in

the annual HIC, which is a report provided to the U.S. Department of Housing and Urban Development each year.

The HIC categorizes homeless service beds into six main types:

1. Emergency Shelter
2. Transitional Shelter (also known as Transitional Housing)
3. Safe Haven
4. Rapid Rehousing
5. Permanent Supportive Housing
6. Other Permanent Housing

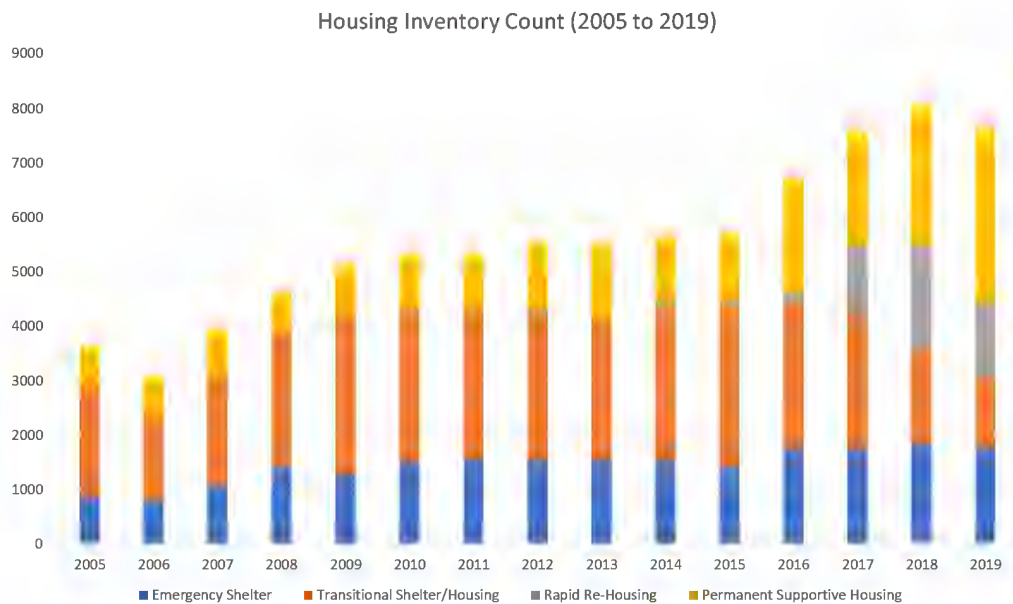


Figure 9. Housing Inventory Count (2005 to 2019). Source: U.S. Dept. of Housing & Urban Development, Housing Inventory Count.

### Temporary vs. Permanent Beds.

Emergency shelter, transitional shelter, and safe haven beds are considered temporary beds. Meanwhile, rapid rehousing, permanent supportive housing, and other permanent housing beds are considered to be long-term, permanent beds.

### Housing resources increased, while PIT count and students in sheltered and unsheltered homelessness decreased.

Between 2015 and 2019, the number of shelter and housing beds in the HIC increased by 33.3% (1,908 beds). The increase in HIC beds during this period included a 235% increase in the number of permanent beds – increasing from 1,359 permanent beds in 2015 to 4,553 permanent beds in 2018.



As mentioned earlier, the number of homeless individuals in the PIT count declined 18.6% (1,473 individuals) between 2016 and 2019, and the number of students in sheltered and unsheltered homeless situations declined by 35.9% (602 individuals) between SY2015-2016 and SY2018-2019.

**Changes in federal policy contribute to reductions in transitional shelter beds.**

The decrease in transitional shelter beds reflects a change in policy by the U.S. Department of Housing and Urban Development beginning in 2016, which prioritized federal Continuum of Care (CoC) funds for permanent housing as opposed to transitional housing or shelter. Between 2016 and 2018, the number of homeless individuals in transitional shelter declined nationwide by 30%.<sup>1</sup> **Figure 10** illustrates the reduction in CoC funds for transitional shelter in Hawai'i that occurred beginning in 2016.

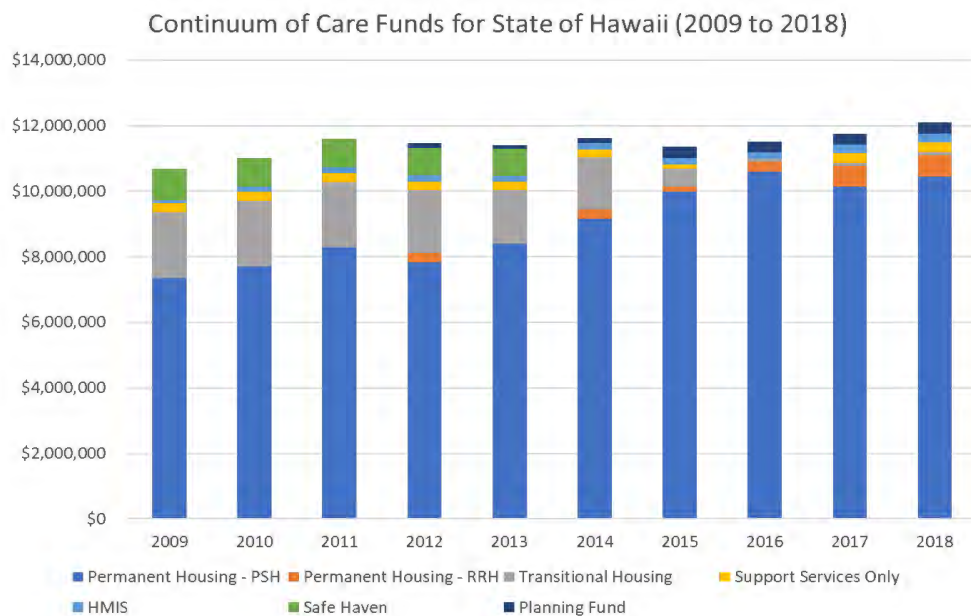


Figure 10. Continuum of Care Funds for the State of Hawai'i (2009 to 2018). Source: U.S. Dept. of Housing & Urban Development.

In Hawai'i, the transitional shelter programs that lost federal CoC funding in 2016 were primarily programs that served targeted sub-populations, such as individuals in recovery for substance use, the severely mentally ill, individuals diagnosed with HIV/AIDS, and homeless youth. A total of 303 individuals were impacted as result of the 2016 CoC funding cuts for transitional shelter programs. The Department of Human Services (DHS) provided one year of temporary funding for impacted programs through the Coordinated Statewide Homeless Initiative (CSHI) in order to give impacted organizations, the opportunity to develop a transition plan and make necessary changes to their programs to secure longer-term funding.

<sup>1</sup> U.S. Department of Housing & Urban Development (2019). CoC Housing Inventory Count Reports. Retrieved online from: <https://www.hudexchange.info/programs/coc/coc-housing-inventory-count-reports/>.

**Increases in federal, state, and local funding contributed to increases in permanent beds.**

The increase in permanent beds between 2015 and 2019 correlates with increases in State and local funding for Rapid Rehousing and Permanent Supportive Housing programs, such as Housing First, during this period. Legislative appropriations in 2016 and 2018 enabled the Department of Human Services to establish a statewide Rapid Rehousing program and to scale the State Housing First program to Maui, Kaua'i, and Hawai'i island.

**Rapid Rehousing vs. Permanent Supportive Housing.**

The primary difference between Rapid Rehousing and Permanent Supportive Housing is the duration and intensity of rental subsidy and services. In general, Rapid Rehousing provides short- to medium-term rental subsidy and case management that can range from as short as three months to as long as 24 months. In contrast, Permanent Supportive Housing provides long-term case management and rental subsidy, and is targeted at households that have higher levels of vulnerability and need.

**Unsheltered and chronic homelessness on O'ahu increased despite significant addition of permanent housing beds.**

The addition of new permanent housing beds has done little to stem the growth of unsheltered homelessness on O'ahu, or reduce the number of individuals experiencing chronic homelessness. Between 2015 and 2019, the number of unsheltered individuals on O'ahu increased by 23.8% (462 individuals), despite a 167% increase in permanent housing inventory that added 1,539 new permanent housing beds. During this same period, the number of chronically homeless individuals on O'ahu grew from 868 individuals to 1,131 individuals even though many of the new permanent supportive housing beds added on O'ahu being targeted specifically for the chronically homeless population.

In contrast, the increase in permanent housing beds on Maui, Kaua'i, and Hawai'i island corresponded with decreases in the unsheltered and chronically homeless populations on those islands that contributed to overall statewide decreases in unsheltered and chronic homelessness.

**D. Measures of Success.**

Beginning in 2018, the regular meetings of HICH include a review of key system performance metrics, which includes a review of PIT count, HIC inventory, exits from homeless programs to permanent housing, and the average length of stay for an individual in a homeless program. The dashboard is intended to inform HICH members of the following:

- The number of individuals experiencing homelessness;

- The available beds targeted specifically for individuals experiencing homelessness;
- The number of individuals placed into permanent housing by homeless programs;
- The length of time an individual spends enrolled in homeless programs.

A review of the available data indicates that Hawai'i is in the process of reducing the number of individuals experiencing homelessness, increasing permanent housing bed inventory, and placing more individuals into permanent housing. However, while the aim is to move individuals more quickly through the shelter system, average stays in emergency and transitional shelter still vary widely from island to island, and from month to month.

**Exits to Permanent Housing (2005 to 2019) – Keeping focused on housing as the end goal.**

The number of individuals transitioning from homelessness to permanent housing has significantly increased over the past two years. Historically, between 2005 and 2017, the number of individuals exiting from a homeless program, such as shelter or outreach, to a permanent housing destination ranged from a low of 1,875 to a high of 4,729 each year, or between 23-39% exiting to permanent housing. In 2018, the number of individuals exiting to permanent housing increased to 7,012 – or more than half (52%) of all individuals served exiting to a permanent home. As of November 30, 2019, a total of 6,778 individuals (54%) have exited to permanent housing in 2019, with the total number of permanent housing placements expected to exceed the prior year.

Between 2016 and 2019, the number of individuals exiting a homeless program to permanent housing statewide increased from an average of 357 per month to an average of 616 per month – an increase of 73%.

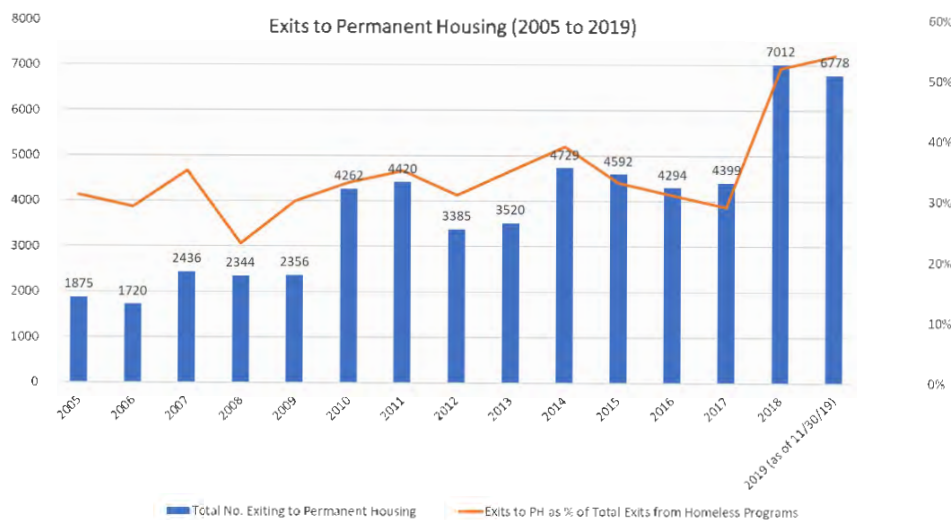


Figure 11. Exit to Permanent Housing (2005 to 2019). Source: Partners in Care and Bridging the Gap, Homeless Management Information System (HMIS) data.

**Average lengths of stay in Emergency Shelter (2017 to 2019).**

The overall system goal is for average length of stay for emergency shelter not to exceed 60 days. Between February 2017 and November 2019, the average length of stay for emergency shelter varied widely from month to month – from a low of 12 days to a high of 208 days.

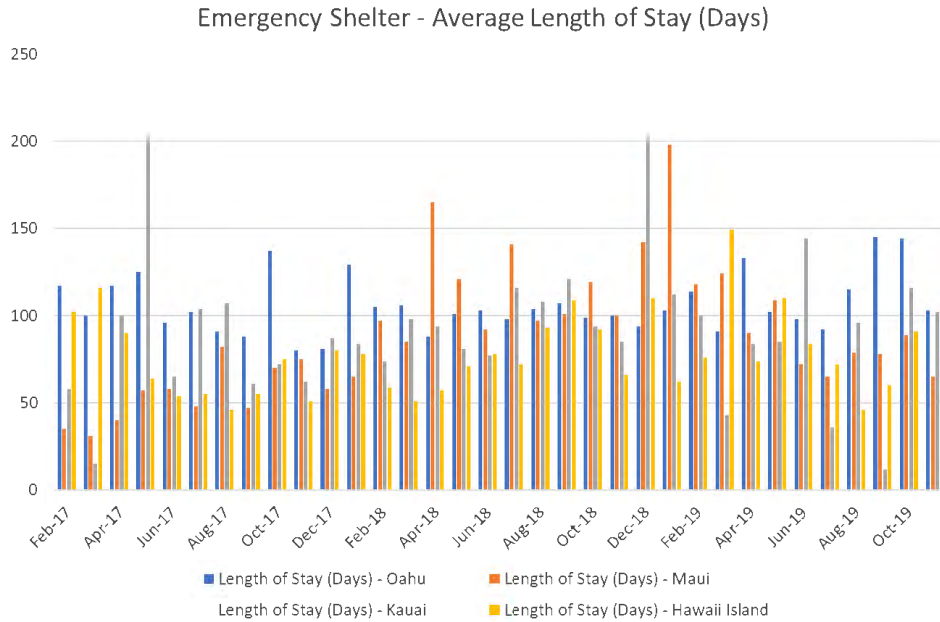


Figure 12. Emergency Shelter – Average Length of Stay. Source: Partners in Care and Bridging the Gap, Homeless Management Information System (HMIS) data.

The following are the average lengths of stay in emergency shelter by geographic area over the total period of February 2017 through November 2019:

- O’ahu: 106 days
- Maui: 89 days
- Kaua’i: 91 days
- Hawai’i Island: 77 days

On average, the length of stay in emergency shelter is shortest on Hawai’i island, and longest on the island of O’ahu.

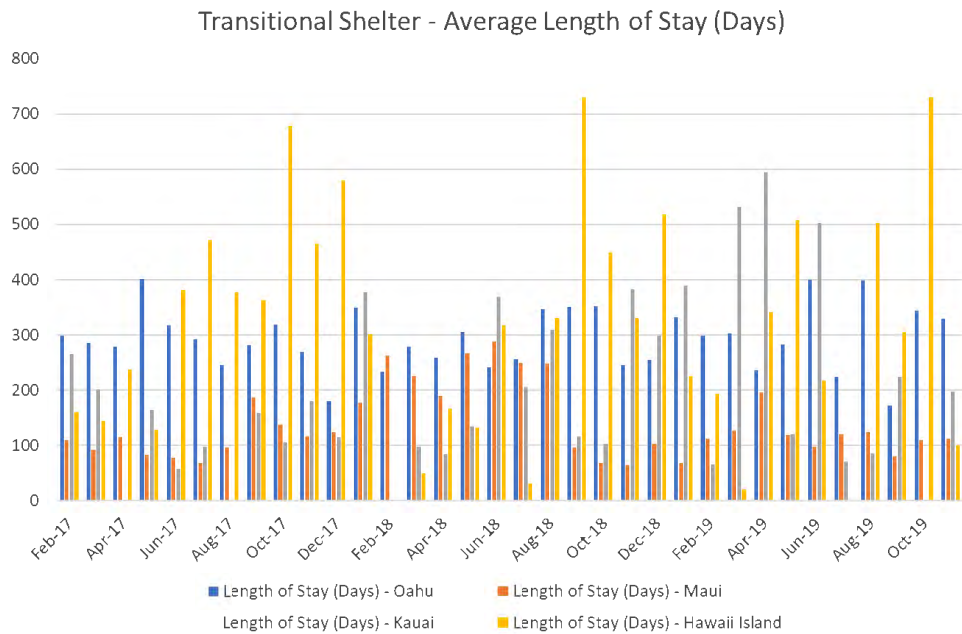


Figure 13. Transitional Shelter – Average Length of Stay. Source: Partners in Care and Bridging the Gap, Homeless Management Information System (HMIS) data.

**Average lengths of stay in transitional shelter (2017 to 2019).**

The overall system goal is for an average length of stay in transitional shelter not to exceed 90 days. A review was also conducted regarding the average length of stay for transitional shelter between February 2017 and November 2019. During this period, the average length of stay also varied widely from month to month – from a low of 20 days to a high of 731 days.

The following are the average lengths of stay in transitional shelter by geographic area over the total period of February 2017 through November 2019:

- O‘ahu: 293 days
- Maui: 139 days
- Kaua‘i: 220 days
- Hawai‘i Island: 328 days

On average, the length of stay in transitional shelter is shortest on Maui, and longest on Hawai‘i island.

**Utilization of homeless resources, including shelter, Rapid Rehousing, and Permanent Supportive Housing.**

Utilization data is not currently included in HICH system performance data. However, it is acknowledged that utilization is a key indicator of system performance and efficiency.

A review of HMIS data in August 2019 indicated that there is high utilization of emergency shelter beds on O’ahu (86% occupancy), and transitional shelter on Maui, Kaua’i, and Hawai’i island (96.1% occupancy).

In contrast, other resources had high rates of underutilization. Specifically, the review identified the following trends:

- 34.1% of emergency shelter beds (164 beds) on Maui, Kaua’i, and Hawai’i Island were vacant.
- 25.7% of transitional shelter beds (371 beds) on O’ahu were vacant.
- 25% of PSH beds (248 beds) on O’ahu were not utilized.
- 40.7% of PSH beds (190 beds) on Maui, Kaua’i, and Hawai’i Island were not utilized.

HICH is in discussion with the Continuum of Care to determine how data regarding bed utilization can be regularly provided to HICH for review.

### **III. Ten-Year Plan and Strategic Framework to Address Homelessness**

#### **A. Statutory Mandate**

Section 346-381(a), HRS, tasks HICH to “formulate, and advise the governor on the implementation of, a unified ten-year statewide plan to address homelessness in all Hawai’i Counties.” Additionally, HICH is required to “report annually to the governor, the legislature, and the mayor of each county on the progress of its activities, including formulation and progress of the ten-year plan.”

#### **B. Ten-Year Strategic Plan to End Homelessness**

HICH formally adopted the Ten-Year Strategic Plan to End Homelessness (“Ten-Year Plan”) on September 10, 2012. The plan was developed following a twelve-month strategic planning process, which included receiving input from service providers and key stakeholders in all four counties.

The Ten-Year Plan identifies four specific goals, and outlines specific objectives and strategies to achieve each goal. The four goals outlined in the plan are:

- **Goal 1: Retool the Homeless Crisis Response System**

This includes refocusing homeless services into a crisis response system that prevents homelessness and rapidly returns people experiencing homelessness to stable housing. A retooled homeless crisis response system also prioritizes critical services for funding, and ensures that information

systems are integrated to improve effectiveness and efficiency of service provision.

- **Goal 2: Increase Access to Stable and Affordable Housing**

This includes the production and preservation of affordable housing, as well as the specific creation and preservation of permanent supportive housing options. In addition, this goal aims to eliminate barriers to government-funded affordable housing, including public housing and the Section 8 Housing Choice Voucher Program.

- **Goal 3: Increase Economic Stability and Self-sufficiency**

This includes increasing meaningful and sustainable employment for people experiencing homelessness, as well as improving access to appropriate mainstream programs and services that reduce financial vulnerability.

- **Goal 4: Improve Health and Stability**

This includes integrating primary and behavioral health care services with homeless and housing assistance programs. In addition, this includes a focus on health and stability for youth aging out of foster care and juvenile systems, as well as for people experiencing homelessness who have frequent contact with hospitals and the criminal justice system.

The full text of the Ten-Year Plan can be found at: <https://homelessness.hawaii.gov>.

### **C. Hawai'i State Framework to Address Homelessness**

In August 2016, building upon the strong foundation of the Ten-Year Plan and other previous plans, HICH adopted a formal Hawai'i State Framework to Address Homelessness ("State Framework") to move Hawai'i forward in a way that is *pono* (Hawaiian for good, upright, righteous, correct, or proper). The State Framework was developed based on input received from federal, state, and local governments, service providers and other private sector representatives. The framework establishes that by 2020 the homeless response system will complete the transition to a Housing First system that connects people experiencing homelessness with the opportunity to move quickly into permanent housing.

Based upon 'Ohana Nui, a multigenerational approach that invests early and concurrently in children and families, the State Framework strategically presses on three levers to address homelessness:

- **Affordable Housing** – Hawai'i must build more affordable housing and maximize the use of existing inventory.

- **Health and Human Services** – Hawai'i will implement best practice approaches for services that are evidence-based and move homeless persons quickly into permanent housing, including close monitoring of the results of these services.
- **Public Safety** –Hawai'i will coordinate public safety efforts alongside homeless outreach, so that homeless persons are not simply asked to vacate a specific area, but are approached with respect and given personalized options to quickly connect to appropriate services and housing.

The State Framework is available for review online at <https://homelessness.hawaii.gov/wp-content/uploads/2019/03/Hawaii-State-Framework-to-Address-Homelessness-July-2016.pdf>.

As of December 2019, the following objectives of the State Framework have been achieved:

- Permanent housing resources in HIC increased by 235%, including 3,194 new permanent housing beds and a total of eleven site-based housing projects specifically set aside for homeless individuals. **See Figure 14.**
- Implementation of performance metrics for DHS homeless service contracts, including a specific focus on increasing permanent housing placements, which contributed to a 73% increase in exits to permanent housing between 2016 and 2019.
- Approval of the 1115 Medicaid waiver for tenancy supports, also known as Community Integration Services (CIS), from the Center for Medicare and Medicaid Services (CMS), and the establishment of Housing Coordinator positions within each Medicaid managed care plan to better meet the needs of individuals experiencing homelessness.
- Implementation of a centralized team within the Hawai'i Department of Transportation (HDOT) to respond to unauthorized encampments on State lands, including a clear process for property storage and referral to shelter and housing resources for individuals experiencing homelessness.
- Strengthened partnerships between State and local law enforcement agencies and homeless service providers, including the statewide scaling of the Law Enforcement Assisted Diversion program and the implementation of new programs like the Homeless Outreach and Navigation for Unsheltered Persons (HONU).



HICH is currently in the process of considering revisions to the State Framework, and has established a permitted interaction group to research and recommend potential revisions.

<b>Figure 14. Site-Based Housing Specifically Set Aside for Homeless Individuals and Families</b>				
<b>Project Name</b>	<b>Location</b>	<b>Target Population</b>	<b>Number of Units</b>	<b>Additional Information</b>
Hale Kikaha	Hawai'i Island	Chronically homeless, single adults	23	Development accelerated through Emergency Proclamation.
Kauhale Kamaile	O'ahu	Homeless families, geographic preference for the Leeward Coast	16 units	Development accelerated through Emergency Proclamation.
Piikoi Hale	O'ahu	Homeless individuals, couples, and families.	42 units	Development accelerated through Emergency Proclamation.
Beretania Hale	O'ahu	Homeless individuals, couples, and families.	24 units	Development accelerated through Emergency Proclamation.
Winston Hale	O'ahu	Homeless individuals, including homeless veterans.	6 units (new units added)	Development accelerated through Emergency Proclamation
Kahauiki Village	O'ahu	Homeless families with minor children	60 units	State land set aside; Development accelerated through Emergency Proclamation
Halona Hale	O'ahu	Homeless families, geographic preference for the Leeward Coast	3 units	Development accelerated through Emergency Proclamation
Ena Road	O'ahu	Homeless individuals and couples	33 units	Development accelerated through Emergency Proclamation
Kumuwai	O'ahu	Homeless individuals age 62 and older.	30 units	Development accelerated through Emergency Proclamation; paired with 'Ohana Zone funds
Vancouver House	O'ahu	Homeless families with minor children	33 units	Former transitional shelter, converted to permanent housing with a homeless preference.
Loliana	O'ahu	Homeless families with minor children	42 units	Former transitional shelter, converted to permanent housing with a homeless preference
<b>Total Units Set Aside for Homeless Individuals and Families</b>			<b>354 units*</b>	<b><i>*Does not include scattered site vouchers.</i></b>

## **Implementation of the Ten-Year Plan and State Framework**

In 2019, HICH staff and its membership moved forward with implementation of the Ten-Year Plan and State Framework with the following key achievements:

- **Oversight of data and data systems.**

In 2019, HICH focused much of its discussion and meetings on increasing its understanding of data and data systems related to homelessness, including the Homeless Management Information System (HMIS), Coordinated Entry System (CES), By Name List (BNL), and other available public data related to homeless systems performance. The intent of this increased focus is to enable HICH to fulfill its statutory role to “assemble accurate fiscal and demographic information to support policy development and track outcomes.”

HICH authorized the Chair to formally request data from each CoC related to the systems used to collect and report data related to homelessness, as well as specific data sets that were utilized to evaluate progress in addressing homelessness. Information gathered through this review was used to inform this report, including information regarding resource utilization, McKinney-Vento Act data, and specific PIT count data regarding key homeless sub-populations.

HICH also engaged in conversations with the Corporation for Supportive Housing (CSH) regarding efforts to share data with other systems that overlap with the homeless service system, such as the healthcare and criminal justice systems. In December 2019, CSH released a landscape assessment with recommendation to enhance local data sharing and access to supportive housing in Hawai‘i. In its assessment, CSH specifically recommends that HICH evolve to become a backbone agency for data sharing, and work to establish a statewide homeless data warehouse to receive data for analysis from the two CoCs. The CSH assessment is online at: [https://homelessness.hawaii.gov/wp-content/uploads/2019/12/CSH-2019-Data-Sharing-Report\\_Hawaii.pdf](https://homelessness.hawaii.gov/wp-content/uploads/2019/12/CSH-2019-Data-Sharing-Report_Hawaii.pdf).

- **Establishment of the Governor’s Coordinator on Homelessness in statute.**

A key policy priority adopted by HICH for the 2019 legislative session was the formal establishment in statute of the Governor’s Coordinator on Homelessness. Act 81 (SLH 2019) establishes the position in statute, and clarifies that the Governor’s Coordinator on Homelessness shall be appointed by the Governor without regard to Chapter 76, HRS.

- **Advocacy to bring Permanent Supportive Housing (PSH) to scale.**

HICH worked with the Hawai'i Appleseed Center for Law and Economic Justice (Hawai'i Appleseed) and CSH to develop a financial model to make a business case for the statewide scaling of PSH, including the development of site-based PSH in which the supportive housing subsidy is tied to units in a State or County owned facility. CSH estimated that 1,808 new units of PSH would be required to adequately address chronic homelessness on O'ahu, including 904 site-based units and 904 scattered site units. According to CSH and Hawai'i Appleseed, the construction of 904 site-based PSH units would require \$250,773,216 in upfront construction costs, and \$15,352,207 in recurring operating costs. CSH modeling also determined that, over time, the addition of new PSH units would result in substantial healthcare cost savings, estimated at \$4,590 per month per unit. HICH members, including the counties and the two CoCs, initiated a sign on letter in support of the scaling of PSH, which resulted in over-100 separate organizations signing on in support. The advocacy also resulted in the introduction of House Bill 476, which would appropriate funding to the Hawai'i Housing Finance and Development Corporation for the development of PSH for eligible individuals and families who experience chronic homelessness. CSH financial modeling projections are posted online at: <https://homelessness.hawaii.gov/wp-content/uploads/2019/03/HI-ProjectionsFinancial-Modeling.-Focus-on-PSH-only.pdf>.

- **Exploration of community-based housing for individual as transitioning from homelessness.**

HICH members heard a presentation from Hui Aloha to learn more about efforts to develop low-cost community-based housing that includes communal cooking and bathing facilities. The HUD representative on HICH discussed the community-based housing concept with the HUD national office, and received clarification that community-based housing models would be considered to meet HUD's requirement for permanent housing as long as housing units have sustained illumination (e.g. electricity or other sources that can be turned on/off at any time, for any period). The HUD representative clarified to HICH that a temporary illumination source, such as a photovoltaic system that does not operate during evening hours, would not meet HUD requirements. The City & County of Honolulu representative further clarified that the City & County's building code allowed the flexibility to include community-based housing models, and noted that the City & County of Honolulu has been in discussion regarding Hui Aloha's proposed Pu'uohonua 'O Waianae housing model, as well as the Lt. Governor's Kauhale housing model.

- **Partnerships with the counties and private sector to increase permanent housing options for homeless individuals and families.**

State and County agencies serving on HICH partnered together to increase permanent housing options for homeless individuals and families statewide. For example, the Hawai'i Housing Finance and Development Corporation, which is represented by DBEDT on HICH, partnered together with the counties of Maui, Hawai'i, and Kaua'i to provide financing for three separate housing projects targeted at homeless individuals. In addition, DHS partnered with the City & County of Honolulu to utilize 'Ohana Zone funds to pair PSH vouchers and case management with City & County of Honolulu owned facilities throughout O'ahu.

- **Scaling of programs that divert homeless individuals from the criminal justice system.**

HICH heard multiple presentations regarding Law Enforcement Assisted Diversion (LEAD), as well as other social service partnerships with the Honolulu Police Department, Maui Police Department, and Hawai'i Police Department. A one-year pilot of the LEAD program on O'ahu found that participants had 55% fewer cited encounters with law enforcement after enrollment in the program, and days spent unsheltered decreased by 38%. HICH supported the scaling of the LEAD program statewide to Maui, Kaua'i, and Hawai'i island. The full one year evaluation of the O'ahu LEAD pilot can be viewed online at: <https://homelessness.hawaii.gov/law-enforcement-assisted-diversion-lead/>.

- **Support of capacity building efforts for homeless service providers.**

HICH shared information with the community regarding a joint DHS and SPO training program aimed at improving the ability of current and potential homeless service providers to apply for federal, state, and local government funding. The training, funded through Act 162 (SLH 2019), intends to increase the potential pool of homeless service providers statewide, and specifically in underserved rural areas. Trainings are part of a broader effort by HICH to build the capacity of homeless service provider organizations. In addition to the DHS and SPO training, the City & County of Honolulu provide targeted trainings on a Housing First approach and trauma informed care to HICH members in May 2019.

- **Coordination to address encampments on public lands statewide.**

HICH shared information regarding State efforts to address encampments on public land, which resulted in the development of processes for encampment resolution in the counties of Maui, Kaua'i, and Hawai'i. Encampment resolution strategies include the development of procedures for property storage, as well as processes to check for daily emergency shelter vacancy and connection with outreach providers.

- **Alignment of multiple funding and technical assistance efforts.**

HICH members – including DHS, DOH, the Department of Veteran’s Affairs, and the four counties – have established a homeless funder’s group that meets monthly. A portion of the meetings is set aside for conversations with technical assistance providers and consulting organizations to share efforts related to homelessness, and feedback from their work.

#### **IV. 20109 Activities of the Hawai’i Interagency Council on Homelessness (HICH)**

##### **A. Regular Meeting Schedule**

HICH convened four times in calendar year 2019. Meetings were held on the following dates: April 29, 2019; June 17, 2019; September 16, 2019; and December 16, 2019. Quorum was established for all four meetings. Agendas and Minutes for HICH meetings are available online on at: <https://homelessness.hawaii.gov/hich/agenda-and-minutes/>.

##### **B. Actions of HICH**

As an advisory council, HICH has the authority to make recommendations regarding policy and programming to address homelessness. The HICH Chair also participates in national conferences and work groups to share best practices from Hawai’i with other communities, as well as to learn from the experience of other communities. In 2019, the following are key actions taken by HICH and its Chair:

- **Adopted legislative priorities for the 2020 session** –HICH voted to adopt a set of legislative priorities for the 2020 legislative session, which aim to support behavioral health reforms and programs, support and scale promising programs, and to sustain annual commitments for affordable housing. The priorities reflect the goals and priorities established by the ten-year strategic plan and framework to address homelessness.
- **Presented on the topic of “sanctioned encampments” at a national conference** – The staff of the Governor’s Coordinator on Homelessness was selected by the National Alliance to End Homelessness (NAEH) to present at its national conference in February 2019 regarding the issue of sanctioned encampments. Staff shared the approach that Hawai’i used to evaluate the effectiveness of sanctioned encampments as a strategy to address homelessness, and provided information about the State’s experience in administering safe zones. The staff received positive feedback and was asked to share

information with other communities that had questions regarding the issue of sanctioned encampments.

- **Participated in site visits and training with the LEAD National Support Bureau** – Staff of the Governor’s Coordinator on Homelessness were invited to participate in a weeklong series of site visits and trainings in Seattle, Washington with the LEAD National Support Bureau. Staff learned effective strategies for diversion and trauma informed care, as well as strategies to engage law enforcement partners in efforts to address the needs of unsheltered individuals.
- **Developed and launched a new website to disseminate public information related to homelessness** – The Chair and staff worked to develop a new website to support the efforts of HICH, and to share information about local efforts to address homelessness. The website includes a series of data dashboards, as well as reports submitted to HICH on a wide variety of topics. The link to the site is: <https://homelessness.hawaii.gov>.
- **Solicited input on revision of the strategic plan and framework to address homelessness** – A Permitted Interaction Group (PIG) was formally established in 2017 pursuant to section 92-2.5, HRS. The PIG continues to meet and solicit input to recommend revisions to the strategic plan and framework to address homelessness. The PIG discussions have initiated further discussion with the full council to specifically look at efforts related to the unsheltered and unaccompanied youth sub-populations of homeless individuals, as well as further exploring initiatives to expand permanent supportive housing inventory. The PIG plans to recommend revisions to the plan and framework to the full council in early 2019.

## V. Conclusion

HICH continues to make progress in implementing the four goals of the Ten-Year Plan, as well as the three levers of the State Framework. A key indication of this progress is that the estimated number of homeless individuals statewide continues to decrease, including decreases among all four counties and key homeless sub-populations (e.g. unsheltered homeless individuals, chronically homeless individuals, homeless families, and homeless children under age 18). According to the 2019 statewide PIT count, the number of homeless individuals statewide decreased by 19.1% between 2016 and 2019 – a decrease of over 1,500 individuals.

HICH will continue its work to maintain forward momentum, and work to establish and scale partnerships between the public and private sectors. HICH is committed to utilizing its diverse membership to continue discussion of policy issues and to build and align solid

partnerships that continue to move the needle in addressing a complex statewide challenge.

Homelessness in Hawai'i remains a foremost challenge that requires a complete system approach, a significant commitment of time, resources, and a high level of resiliency by all involved. For more information on state efforts to address homelessness, please contact the Governor's Coordinator on Homelessness at (808) 586-0193 or [gov.homelessness@hawaii.gov](mailto:gov.homelessness@hawaii.gov).



## **REPORT IN ACCORDANCE WITH ACT 209 (SLH 2018) 'OHANA ZONES PILOT PROGRAM**

Part I, Section 4, Act 209 (SLH 2018), as well as Section 1, Act 128 (SLH 2019) require the Governor's Coordinator on Homelessness to submit a report to the Legislature regarding the efforts of the Office of the Governor and executive branch agencies to develop and implement the 'Ohana Zones pilot program, including a summary of the process used to identify possible locations, a monthly timetable of milestones, and performance measures for the pilot program.

This report highlights the following key points:

- Definition of 'Ohana Zones.
- Criteria and process used to identify potential 'Ohana Zone locations.
- Listing of 'Ohana Zone sites, including level of funding for each proposed location.
- Performance measures to evaluate the pilot program, including evaluation criteria and process used to review the success and sustainability of 'Ohana Zones.
- Monthly timetable of milestones for the pilot program.
- Monitoring and oversight controls to prevent possible fraud, waste, and abuse and ensure compliance with local, state, and federal laws.

The 'Ohana Zone pilot program is consistent with Goals 1, 2, and 4 – Retooling the Homeless Crisis Response System, Increasing Access to Stable and Affordable Housing, and Improving Health and Stability - of the HICH 10-year strategic plan, and is consistent with the housing-focused approach of the HICH framework to address homelessness.

### **I. Definition of 'Ohana Zones.**

An 'Ohana Zone' is defined in Act 209 (SLH 2018) as "a place: (1) That has a program to address basic needs of individuals experiencing homelessness; and (2) Where wrap-around services, social and health care services, transportation, and other services may be offered with the goals of alleviating poverty and transitioning individuals experiencing homelessness into affordable housing."

The legislation further explains that "the use of the term 'ohana is not meant to suggest that the use of an 'ohana zone is limited to nuclear families or people related by blood, but rather that an 'ohana zone provides a welcoming, safe haven where individuals experiencing homelessness and those who serve them treat each other as an extended family."

The 'Ohana Zones established through the pilot program are locations on government land that address the needs of individuals or families experiencing homelessness, and offer services that assist in creating a clear pathway to permanent housing to assist individuals and families in transitioning out of homelessness.

To be clear, an ‘Ohana Zone is not the same as a “safe zone,” a “sanctioned encampment,” or a “tent city.”

Both the U.S. Interagency Council on Homelessness and the U.S. Department of Housing and Urban Development (HUD) have expressed concerns about the establishment of safe zones and sanctioned encampments. Specifically, the USICH acknowledge in a 2015 report that the formation of encampments does (sic) not represent an end to homelessness, and can “serve to distract communities from focusing on what is most important – connecting people to safe, stable, permanent housing.” In 2017, when HICH established a working group to examine the concept of safe zones, the HUD representative on the working group clarified that “HUD generally does not support the creation of safe zones . . . more commonly referred to as tent cities.”

## **II. Criteria and Process Used to Identify ‘Ohana Zone Sites.**

The criteria to determine potential ‘Ohana Zone sites is partially outlined in Act 209 (SLH 2018). Part I, Section 3 of the legislation states that ‘Ohana Zones “shall be situated on public lands; provided that the designated agencies shall identify at least three sites on O‘ahu and one site on each of the islands of Hawai‘i, Kaua‘i, and Maui.”

State or County properties with existing facilities and infrastructure were prioritized for consideration for the ‘Ohana Zone pilot program due to the reduced length of time necessary to convert an existing facility for use compared to properties with no infrastructure or properties requiring extensive site work and development.

Relevant data relating to the current state of homelessness in Hawai‘i was also reviewed to determine key sub-populations of homeless individuals that could most benefit from the ‘Ohana Zone pilot program. According to 2018 and 2019 statewide Point in Time Count data, two key sub-populations are chronically homeless individuals and unsheltered homeless individuals. As mentioned previously in this report, the number of unsheltered homeless individuals on O‘ahu has more than doubled over the past decade, and the rate of chronically homeless individuals on O‘ahu remains level despite significant investment in permanent supportive housing and other resources.

Finally, alignment with the HICH strategic plan and framework to address homelessness was also a factor in prioritizing potential ‘Ohana Zone sites and services for consideration. A key focus of HICH meetings over the past year has been the need to scale the available level of permanent supportive housing to meet the number of unsheltered chronically homeless individuals in Hawai‘i, which is among one of the highest per capita rates in the nation. Although the number of permanent housing beds has increased significantly in recent years, there continues to be a shortfall of available permanent supportive housing beds compared to the estimated number of chronically homeless individuals. Because most of permanent supportive housing programs are provided through a scattered site voucher method, there is a need to develop more site-based permanent supportive housing projects that are fixed at a specific location. Accordingly, sites

that demonstrated potential to increase capacity for permanent supporting housing or emergency shelter were given high priority.

### III. Listing of ‘Ohana Zone Sites.

The Office of the Governor has announced a list of programs supported with ‘Ohana Zone funds, and funds have been transferred to DHS, DOH, HHFDC, and the Office of Youth Services to oversee the various programs that have been identified. As of December 2019, all \$32,000,000.00 appropriated by Act 209 (SLH 2019) and Act 128 (SLH 2019) has been encumbered and contracted. In total, the funding supports 16 programs with 16 sites located on O‘ahu (8 locations), Maui (2 locations), Kaua‘i (2 locations), and Hawai‘i island (4 locations), as well as statewide funding for training and evaluation tied to the ‘Ohana Zones pilot program. The 16 programs fall into three main categories of service:

1. Building Outreach and Emergency Shelter Capacity (12 programs)
2. Building Permanent Housing Capacity (3 programs)
3. Statewide Evaluation (1 program)

A list of the identified programs is provided in **Table 1** below.

### IV. Performance Measures.

A summary of performance measures established for the ‘Ohana Zone pilot program is found in **Table 3** below. In addition to the funding allocated for ‘Ohana Zone sites in **Table 2**, funds have been set aside for a final program evaluation, that will include an evaluation of the current homeless system. The evaluation and performance measure data will be utilized to determine the success and sustainability of the pilot program.

(Narrative continues at page 38).

**Table 1. List of 'Ohana Zone programs and encumbrances as of December 2019.**

#	Location	Project	Lead Agency	Purpose	Managing Department	Encumbered	Expended	Balance	Program Launch Date	No. of Sites	Total Bed Count	# Beds Preserved	# of New Beds/Units Created	# Served	# Permanent Housing Placement
1	Hawaii Island (East Hawaii)	Kealahou 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	Oct-19	1	50	-	50	41	0
2	Hawaii Island (West Hawaii)	Law Enforcement Assisted Diversion - (LEAD)	Big Island Substance Abuse Council (BISAC)	Intensive case management and TEMPORARY SHELTER 24-hour bed availability	DOH	\$450,000.00	\$0.00	\$450,000.00	Nov-19	1	6	-	6	-	-
3	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 Kukuioia for individuals.	DHS	\$1,500,000.00	\$125,000.00	\$1,375,000.00	Est. Jan. 2020	2	53	-	-	-	-
4	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	Est. fall 2020	1	24	-	-	N/A	N/A
5	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 Project	-	Same as Kauai Affordable Housing project	-	-	-	-
6	Kauai (Lihue)	Law Enforcement Assisted Diversion - (LEAD)	Women In Need (WIN)	Intensive case management and TEMPORARY SHELTER 24-hour bed availability	DOH	\$650,000.00	\$12,000.00	\$638,000.00	Nov-19	1	6	-	6	1	0
7	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	Est. fall 2020	1	12	-	-	-	-
8	Maui (Central)	Law Enforcement Assisted Diversion - (LEAD)	Mental Health Kokua	Intensive case management and TEMPORARY SHELTER 24-hour bed availability	DOH	\$450,000.00	\$45,400.00	\$404,600.00	Jun-19	1	6	-	6	9	7
9	Oahu (3)	Honolulu Permanent Supportive Housing	City and County of Honolulu	County owned facilities. Potential locations include properties on: Young Street, Ena Road, and Kuuili Street.	DHS	\$4,500,000.00	\$375,000.00	\$4,125,000.00	One site opened in December 2019, other sites est. in Jan. 2020	3	60	-	-	-	-
10	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	Dec-19	1	120-200	-	-	-	-
11	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	May-19	1	190	190	-	N/A	N/A
12	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	Apr-19	1	80	80	-	282	67
13	Oahu (Leeward)	HCAP Kumuhonua Shelter	HCAP	Roof repair to maintain capacity	DHS	\$500,000.00	\$0.00	\$500,000.00	Dec-18	1	68	68	-	N/A	N/A
14	Oahu (Windward)	Youth Access Center	RYSE	(1) 30 beds (2) Outreach services	OYS	\$1,800,000.00	\$224,235.60	\$1,575,764	Jan-19	1	20	20	10	107	3
15	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	May-19	-	N/A	N/A	N/A	N/A	N/A
16	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	Jun-19	-	N/A	N/A	N/A	N/A	N/A

<b>Table 2. Performance Measures for ‘Ohana Zone Pilot Program.</b>	<b>Housing</b>	<b>Shelter</b>
<b>1. Length of Time (LOT)</b>		
1.1 Total and average # of days in program: Measured from program enrollment to exit	✓	✓
<b>2. Recidivism</b>		
2.1 Total # and % of those permanently housed who remain housed for more than 3 months, 6 months	✓	✓
2.2 # of those returning to homelessness in less than 6 months, 12 months, 24 months after being successfully housed	✓	✓
2.3 Total # and % of those in <i>permanent supportive housing</i> that remained permanently housed from initial entry	✓	
2.4 Total # and % of those who exited <i>PSH</i> for positive reasons and have not returned to homelessness	✓	
<b>3. Access/Coverage</b>		
3.1 # and % of eligible homeless in program with VI-SPDAT assessment	✓	✓
3.2 # and % of total unsheltered homeless contacted that are engaged/enrolled in the program		
3.3 % of beds and units being utilized/occupied	✓	✓
<b>4. Successful Housing Placement</b>		
4.1 Total # and % of homeless persons/households served who exited into permanent housing	✓	✓
4.2 Total # and % of homeless persons/households who exited into institutions	✓	✓
4.3 Total # and % of homeless persons/households who exited into temporary destinations	✓	✓
4.4 Total # and % of homeless persons who exited and were successfully reunited with family (youth only)		✓

**V. Monthly Timetable of Milestones.**

A timetable of key milestones for the ‘Ohana Zone pilot is provided in **Table 3** on pages 34-35.

**VI. Monitoring and Oversight Controls.**

The departments administering ‘Ohana Zone funds will contract with qualified service providers that will provide services at each designated ‘Ohana Zone site. The services provided will be monitored according to the terms of the contract, and the service provider will provide regular fiscal and programmatic reports to ensure oversight over program funding and that the performance measures for the pilot program are met.

**Table 3. Timetable of Key Milestones.**

<b>Quarter</b>	<b>Milestone</b>
July 2018 to September 2018	Development of criteria for potential 'Ohana Zone locations. Development of timetable for key milestones and deliverables. Initial determination of agencies to administer 'Ohana Zone funds. Begin vetting of potential 'Ohana Zone locations.
October 2018 to December 2018.	Identification of agencies administering 'Ohana Zone funds. Development of performance measures for pilot program. Announcement and selection of initial 'Ohana Zone locations. Submit initial legislative report with status of implementation.
January 2019 to March 2019	Finalize contracts for initial 'Ohana Zone locations. Continue vetting and selection of additional 'Ohana Zone locations. Begin monitoring and program evaluation for initial 'Ohana Zone locations.
April 2019 to June 2019	Continue monitoring and program evaluation for initial 'Ohana Zone sites. Begin monitoring and program evaluation for new sites established during the prior quarter. All 'Ohana Zone sites funded by Act 209 (SLH 2018) are identified, and all contracts are executed prior to June 30, 2019.
July 2019 to September 2019	Continue monitoring and program evaluation for all 'Ohana Zone locations.  Finalize contracts and planning for use of 'Ohana Zone funds appropriated by Act 128 (SLH 2019).
October 2019 to December 2019	Continue monitoring and program evaluation. Submit annual legislative report with status of implementation, an evaluation of whether performance objectives have been met or exceeded, any proposed changes necessary to adjust performance measures, and an assessment on program impact on homelessness in Hawai'i.
January 2020 to March 2020	Continue monitoring and program evaluation.

April 2020 to June 2020

Continue monitoring and program evaluation.

**Table 3. Continued.**

**Quarter**

**Milestone**

April 2020 to May 2020 (cont.)

‘Ohana Zone evaluator (Collaborative Quality Consulting) will conduct a learning visit to Hawai‘i for on-site meetings with ‘Ohana Zone programs and community stakeholders.

July 2020 to September 2020

Continue monitoring and program evaluation.

October 2020 to December 2020

Continue monitoring and program evaluation.  
‘Ohana Zone evaluator (Collaborative Quality Consulting) will conduct a learning visit to Hawai‘i for on-site meetings with ‘Ohana Zone programs and community stakeholders.  
Submit annual legislative report with status of implementation, an evaluation of whether performance objectives have been met or exceeded, any proposed changes necessary to adjust performance measures, and an assessment on program impact on homelessness in Hawai‘i.

January 2021 to March 2021

Continue monitoring and program evaluation.

April 2021 to June 2021

Continue monitoring and program evaluation.  
‘Ohana Zone evaluator (Collaborative Quality Consulting) will conduct a learning visit to Hawai‘i for on-site meetings with ‘Ohana Zone programs and community stakeholders.

July 2021 to September 2021

Continue monitoring and program evaluation.

October 2021 to December 2021

Continue monitoring and program evaluation.  
Submit annual legislative report with status of implementation, an evaluation of whether performance objectives have been met or exceeded, any proposed changes necessary to adjust performance measures, and an assessment on program impact on homelessness in Hawai‘i.

January 2022 to June 2022

Continue monitoring and program evaluation.  
Submit final report on the status of the program and performance over the three-year pilot period.

## **VII. Early 'Ohana Zone outcomes, and identification of potential program challenges.**

As of December 2019, 'Ohana Zone pilot programs have been in place for less than twelve months. The RYSE Youth Assessment Center and Villages of Maili began serving homeless individuals in January 2019 and April 2019 respectively, while additional programs – including the LEAD pilot programs on Hawai'i island, Kaua'i, and Maui; Keolahou Assessment Center on Hawai'i island, the HONU, and the Honolulu PSH programs – began services in the fall of 2019.

As of October 31, 2019, the 'Ohana Zone pilot programs in place had served 440 homeless individuals, including 17.5% (77 individuals) placed into permanent housing. The individuals served were assisted primarily by the RYSE Youth Assessment Center (107 individuals) and the Villages of Maili (282 individuals). The number of individuals served is expected to increase as additional programs, such as the West Hawai'i Assessment Centers and Housing, launch in early 2020.

Another key outcome of the 'Ohana Zone pilot is the creation of 78 new shelter and housing beds as of November 30, 2019, and the preservation of 358 shelter and housing beds that would otherwise have been lost if not supported through 'Ohana Zone funding. The number of beds preserved include beds at the Honolulu Community Action Program and Keolahou West O'ahu emergency shelters that would potentially be lost if critical roof repair and other renovations were not completed.

In addition, the 'Ohana Zone pilot program includes a comprehensive systems evaluation utilizing an Active Implementation Framework. The systems evaluation is being conducted by Collaborative Quality Consulting, and the evaluation can be viewed in full at: <https://homelessness.hawaii.gov/wp-content/uploads/2019/12/HI-Eval-Assessment-12.16.19.pdf>.

## **VIII. Conclusion.**

The 'Ohana Zone pilot program offers a unique opportunity to build upon the ten-year strategy and framework to address homelessness, which has been implemented by HICH since the initial development of the strategy in 2012. Over the past several years, the implementation of the strategic plan and framework have contributed to three consecutive years of decrease in the statewide homeless population.

Although much progress has been achieved, the rate of unsheltered homeless individuals – and particularly the rate of unsheltered chronically homeless individuals – remains among the highest in the country. The 'Ohana Zone pilot program provides critical assistance to increase both emergency shelter and outreach capacity statewide over the next three years.



The Governor’s Coordinator on Homelessness will continue to work with the Office of the Governor, DHS, DOH, and other executive branch agencies to vet additional sites and uses of ‘Ohana Zone funds. In alignment with both the USICH and Hawai’i strategies to address homelessness, a continued focus will be kept on interventions and potential uses that ensure homelessness will be a rare, brief, and non-recurring occurrence.

## KEY TERMS AND DEFINITIONS

**Affordable housing**—In general, housing is considered “affordable” when the cost is less than 30 percent of a household’s income. When housing costs exceed this amount, a household is considered to be housing-cost burdened. With an estimated 57.5% of renters paying more than one-third of their income to rent, Hawai’i has the second highest number of cost-burdened renters in the nation.<sup>2</sup> The households who face the most severe lack of affordable housing are the extremely low income, who earn less than 30% Area Median Income (AMI), or less than \$28,750 per year for a household of four in Honolulu.

**Chronically Homeless**—A person who is chronically homeless is a homeless person with a disability who has been homeless continuously for at least 12 months, or has been homeless on at least four separate occasions over the past three years. The combined length of time in those four or more occasions must be twelve months or more, as specified in the Final Rule on the definition of “chronically homeless” issued by HUD in December 2015.<sup>3</sup> A chronically homeless family is a family with an adult head of household who meets the definition for a chronically homeless person.

**Continuum of Care (CoC)**—A CoC is a regional or local planning body that coordinates housing and services funding from HUD for homeless families and persons. In Hawai’i there are two CoCs – Partners in Care for the island of O’ahu, and Bridging the Gap for the balance of the state. Each CoC includes membership from government agencies, homeless service providers, funders, and other interested members of the community. Each CoC is responsible for submitting an annual application for federal homeless assistance funds. The federal funding for homeless services are sometimes also referred to as “CoC funds.” In addition to applying for funding, the CoC is also tasked with administering the annual Point in Time Count of the homeless population and the annual Housing Inventory Count. These counts provide an overview of the state of homelessness in a CoC.

**Coordinated entry system**—Coordinated entry is a process to ensure that all people experiencing a housing crisis have fair and equal access and are quickly identified, assessed for, referred, and connected to housing and assistance based on their strengths and needs. A coordinated entry system helps communities to prioritize housing and homeless assistance based on a homeless person’s vulnerability and the severity of their needs, so that people who

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<sup>2</sup> Corporation for Enterprise Development. *Assets & Opportunity Score Card, Housing Cost Burden – Renters*. Available at: <http://scorecard.assetsandopportunity.org/latest/measure/housing-cost-burden-renters>. Accessed April 25, 2016.

<sup>3</sup> Homeless Emergency Assistance and Rapid Transition to Housing: Defining “Chronically homeless.” 80 Fed. Reg. 75791. (December 4, 2015).

need assistance the most can receive it in a timely manner. Federal law requires that CoCs establish a coordinated entry system.

**Emergency shelter**—An emergency shelter generally is a facility with overnight sleeping accommodations that provides short-term, temporary shelter for homeless persons and does not require occupants to sign a lease or occupancy agreement. Emergency shelters differ from transitional housings (also known as transitional housing) that typically allows a maximum stay of up to 24 months.

**Functional zero**—This is a point where a community has both sufficient and appropriate housing resources to assist homeless persons encountered in their community. Functional zero does not mean that there is zero homelessness, but instead means that a community has the full capacity and resources needed to connect people to shelter or permanent housing.

**Homeless Management Information System (HMIS)**—The HMIS is a local information technology system used to collect client-level data, and data on the provision of housing and services to homeless persons and families, as well as persons at immediate risk of homelessness. The HMIS system is owned and administered by the Continuum of Care—Partners in Care and Bridging the Gap.

**Homeless Service Utilization Report**—The utilization report is an annual report produced by the University of Hawai'i Center on the Family and the HPO. The report provides an analysis of homeless service programs that input data into the HMIS. The utilization report typically focuses on data captured within a state fiscal year.

**Homeless outreach**—The work of homeless outreach includes meeting homeless persons on streets or sidewalks, or in remote rural areas that includes beaches and valleys. Outreach providers assist with the completion of program applications, the determination of program eligibility, housing search and placement, and work with the person to obtain identification and other vital documents (e.g., birth certificate or social security card).

**Housing First**—Housing First is a philosophy that centers on providing homeless people with housing quickly and then providing services as needed. In a Housing First approach, there is an immediate and primary focus on accessing and sustaining permanent housing for all homeless populations. In addition to the Housing First philosophy, the term is used to refer to specific permanent supportive housing programs operated by the state and the city and county of Honolulu. The state and city Housing First programs adopt the philosophy, but also specifically target chronically homeless households for services.

**Housing Inventory Count (HIC)**—The HIC is a Point-In-Time inventory of programs within a Continuum of Care that provide beds and units dedicated to serve persons who are homeless. The HIC includes beds for emergency shelter and transitional housing, as well as permanent housing beds.

**Permanent supportive housing (PSH)**—PSH is a service delivery model that combines low-barrier affordable housing, health care, and supportive services to enable homeless persons to attain and maintain permanent housing. PSH programs typically target chronically homeless persons, or homeless persons who experience multiple barriers to housing and are unable to maintain housing stability without supportive services. PSH programs have been shown to not only impact housing status, but also result in cost savings to various public service systems, including health care. The state and city Housing First programs that target chronically homeless persons are both examples of a PSH program.

**Point-In-Time (PIT) Count**—A PIT Count is an unduplicated count on a single night of the people in a community who are experiencing homelessness, and includes both the sheltered and unsheltered populations. HUD requires that communities receiving federal funds for homeless services conduct a PIT Count at least every other year. During these counts, communities are required to identify whether a person is an individual, a member of a family unit, or an unaccompanied youth under the age of 18. In addition, communities must identify if a person is chronically homeless.

**Rapid Rehousing**—Rapid Rehousing places a priority on moving a family or individual experiencing homelessness into permanent housing as quickly as possible. The duration of financial assistance provided in a rapid Rehousing program can include either short-term (up to 3-months) or medium-term (6-months to 24-months) support. In general, the core components of rapid Rehousing are housing identification, rent and move-in assistance, and case management.

**Section 8 Housing Choice Voucher Program**— “Section 8” refers to Section 8 of the Housing Act, which authorizes the payment of rental housing assistance to private landlords for low-income households. A common form of Section 8 assistance is the HUD Housing Choice Voucher Program, also known as the Section 8 Housing Choice Voucher Program, which provides direct rental payment to the landlord. Typically, a Section 8 voucher recipient will pay one-third of their income towards rent, with the remaining balance of rent provided by the Section 8 voucher payment. A Section 8 voucher typically provides a full rental subsidy, as opposed to a shallow rental subsidy.

**Shallow rental subsidy**—Shallow rental subsidy or shallow subsidy refers to financial assistance for housing costs that cover only a fixed portion of the rent for a period, as opposed to the full cost of the entire rent on an ongoing basis. The Rapid Rehousing program and the special rent supplement program are two different examples of a shallow rental subsidy.

**Transitional housing**—Transitional housing, also referred to as transitional housing, is designed to provide homeless persons and families with temporary stability and support, so that they are able to eventually move to and maintain permanent housing. Transitional housing is generally for a period of up to 24 months of housing with accompanying supportive services.

**Vulnerability Index Service Prioritization Decision Assistance Tool (VI-SPDAT)**—The VI-SPDAT is a common tool used to assess the level of need for homeless persons seeking housing assistance. There are different versions of the VI-SPDAT for use with individuals, families with minor children, and for youth. The tool triages homeless persons into three levels of need—permanent supportive housing, Rapid Rehousing, and diversion. The COCs in Hawai'i —both on O'ahu and the neighbor islands—have adopted the VI-SPDAT as a common assessment tool for the state's homeless service system.