Report to the Twenty-Eighth Hawai'i State Legislature 2016

In Accordance with Section 20.1, of Act 124,
Session Laws of Hawai'i 2016, on Homeless Services

University of Hawai'i Center on the Family
Governor's Coordinator on Homelessness
Benefit, Employment and Support Services Division—Homeless Programs Office
Department of Human Services
November 1, 2016

Report on Homeless Services Pursuant to Section 20.1, of Act 124, Session Laws of Hawai'i 2016

Section 20.1, of Act 124, Session Laws of Hawai'i 2016, requires the Department of Human Services (DHS) to submit a report to the legislature, addressing the following:

- The status of the current number of homeless individuals and families statewide, the level of services currently provided, and any available information on service outcomes.
- A plan for the disbursement of $12 million, including expected benchmarks on program outcomes, how benchmarks were determined, and how and when outcomes will be monitored and evaluated.
- A projection of the disbursement of resources required for the 2017–2019 biennium.

This report relies on two primary sources of data to describe the current situation in Hawai'i related to homeless persons and services—the 2016 statewide Point-In-Time (PIT) Count,[1] and the 2015 Homeless Service Utilization Report. The PIT Count provides an estimate of the number of homeless persons on a given night, and the utilization report provides information about the number of homeless persons utilizing homeless services that report into the Homeless Management Information System (HMIS) database. The 2015 Homeless Service Utilization Report includes data for state fiscal year ending June 30, 2015 (FY15) and is the most recent report of publicly available and analyzed program outcome data. The University of Hawai'i Center on the Family is currently analyzing data for state fiscal year ending June 30, 2016 (FY16). The data for FY16 will be publicly released by late December 2016, and will be shared with the legislature at that time.

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[1] The Point-In-Time (PIT) count is mandated by United States Department of Housing & Urban Development (HUD), and is conducted each year—usually during the last week of January. The PIT count is an estimate of the number of homeless people on a given night. As part of the evaluation process for HUD Continuum of Care (CoC) homeless funds, the numbers of homeless individuals in the community are taken into consideration. A small portion of HUD CoC funds is set aside to conduct data and analysis for the PIT count, but these funds are very limited. In 2016, the United States Department of Veterans Affairs (VA) provided additional funding to assist with recruitment of volunteers and incentives for PIT count volunteers. In addition to the PIT count, HUD also requires the Housing Inventory Count (HIC) to be conducted during the same period of time to collect information about the shelter and housing capacity of homeless crisis response system. The HIC is a point-in-time inventory of beds and units in emergency shelters, transitional housing projects, and permanent supportive housing programs (for formerly homeless people).

A. THE STATUS OF HOMELESSNESS, SERVICE PROGRAMS, AND OUTCOMES

1. Overview

When it comes to homelessness in Hawai'i, there is good news and bad news. The bad news is that over the past five years, the number of homeless people in Hawai'i has increased. The good news is that the rate of increase dropped significantly between 2015 and 2016—from a 9% and 10% increase in 2014 and 2015, respectively, to a 4% increase in 2016. On O'ahu, this rate of increase declined to less than 1%. Before Hawai'i can talk about reducing homelessness, it must slow the increase of homelessness. That is underway at this time.

Percentage of Year-over-Year Increase in Homelessness on O'ahu
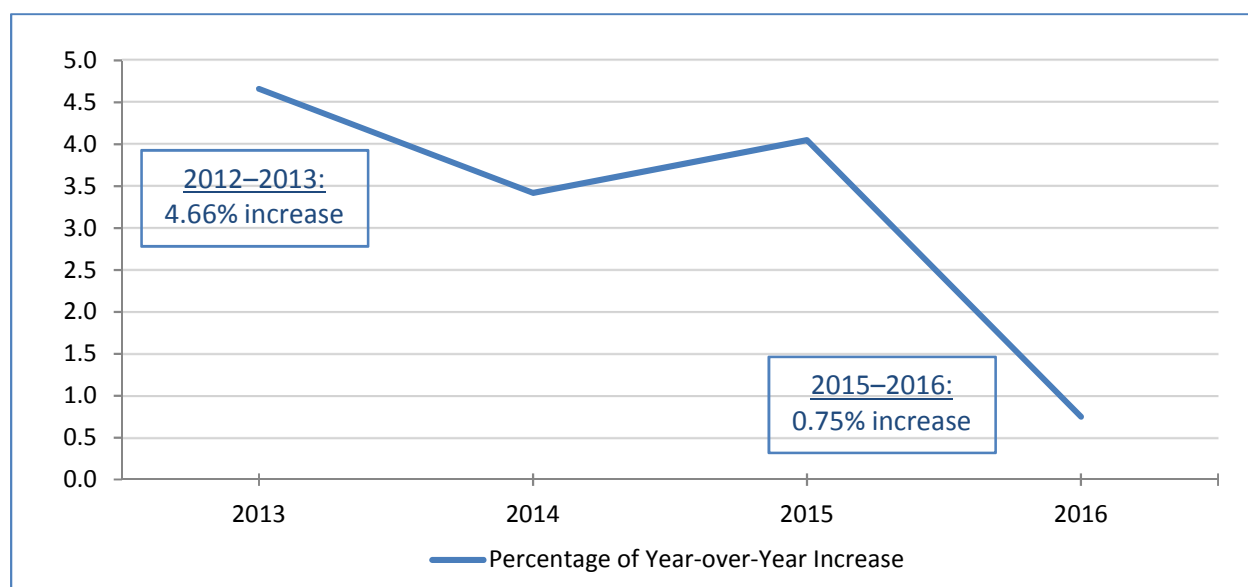
Progress is also reflected in the stories of real people impacted by the coordinated effort and services received. For example, earlier this year, "Roy," who had been living in a makeshift encampment on Sand Island for many years,[2] came out of homelessness. He was disconnected from family members and had substance abuse issues. He was unfamiliar with the network of homeless services, such as Housing First. During a state law enforcement action on Sand Island, homeless outreach workers established rapport and built trust with Roy. That evening, they connected Roy to a nearby housing navigation program. After moving from the encampment to living in stable housing, Roy accessed other supportive services to improve his living situation and eventually reconnected with his family.

To increase the number of individual successes such as Roy's, continued and sustained investment from all sectors is necessary to respond.

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[2] Roy is a pseudonym.   He provided permission to share his story.

This report provides a comprehensive review of the best available data regarding the homeless population demographics and service utilization. As directed by the Legislature to establish performance measures, the Department of Human Services—Homeless Programs Office (HPO) adopted program measures consistent with data points collected by United States Department of Housing & Urban Development (HUD).

The federal, state, and local governments collectively fund a continuum of services to address homelessness. These include homeless outreach, emergency shelter, transitional housing, and programs to provide permanent housing and supportive services. In FY15, the HPO administered $19,753,752 in state general funds for contracted homeless services statewide.

Relevant Data Points

There is ample data available from the PIT Count and Homeless Service Utilization Study (see Appendix). The following are key highlights based on a review of the latest data:

- **More people are unsheltered:** According to the 2016 PIT Count, there are about 7,921 people experiencing homelessness in Hawaiʻi. Of this number, over half (54.4% or 4,308 persons) are unsheltered—living on the streets or in parks, beaches, or other places not meant for human habitation. To better utilize vacant space in homeless shelters, in 2016 lawmakers examined the issue resulting in legislation to establish minimum standards for emergency shelters.[3]

  "Sheltered homelessness" describes people living in emergency shelters/ temporary settings. Over half (54.4%) of Hawaiʻi's homeless population are unsheltered.

- **The homeless population is not static:** There were 14,954 homeless persons who accessed homeless services in FY15. Of this population:
  - 5,875 (39.3%) were "stayers," who were already accessing services.
  - 3,362 (22.5%) were "returnees" who returned after exiting services in a prior year.
  - 5,717 (38.2%) were "newcomers," who entered the service system for the first time.
- **Chronic homelessness is on the rise:** The chronically homeless population increased 27.1% between 2015 and 2016. This means that one in four homeless persons (1,949 people) are the most visible and difficult to place into housing.
- **Chronic family homelessness is higher on the neighbor islands:** As compared to the City and County of Honolulu, homeless families in the neighbor island counties were three times more likely to experience chronic homelessness (14.4% vs. 4.9% in 2016).

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[3] See Act 234 (2016).

- **The "Housing First" approach works:** For chronically homeless individuals, we know what works. The State's and City and County of Honolulu's Housing First[4] programs—part of the Permanent Supportive Housing (PSH) programs—have an overall housing retention rate of 98.1% in FY16. The drawback is that the programs are expensive and are currently only serving a fraction of the "chronically homeless" population. Ongoing investment for housing and supportive services are required to maintain housing stability. High exit rates and a return back to homelessness from all PSH programs underscore the challenges facing chronically homeless persons in maintaining housing. Due to the many complexities facing these individuals, they are the most difficult segment of the homeless population to house.

> For chronically homeless individuals, the "Housing First" approach has a 98.1% housing retention rate.

- **Rapid Re-Housing leads to permanent housing**: For the segment of the homeless population just below the chronic level, Rapid Re-Housing programs result in permanent housing. The program had a 73.4% success rate, the highest rate of exit to permanent housing. Again, continued funding is required. The number of people served was limited to 981 in FY15, due to limited funding.
- **There is a gap in services for unaccompanied homeless youth aged 24 and under**: Homeless youth are a hidden population in our community. The limited data we have on unaccompanied homeless young adults, aged 18–24, indicates that only a small number (149) of them received homeless services in FY15, as compared to the number reported in the 2015 PIT Count (279).

These points suggest a need to expand services for chronically homeless families on the neighbor islands, as well as the need to expand the availability of Rapid Re-Housing services statewide. In addition, the data indicates that a large percentage of unaccompanied youth (at least 46.6%) are not accessing the current system of homeless services requiring the development of improved youth specific strategies.

To address the issues identified in this report, the $12 million appropriation will "double down" on housing retention with the following strategies:

> Youth homelessness is a priority area. The Department will look closely at multigenerational outcomes through its 'Ohana Nui approach which focuses on the social determinants of health.

- **Continue momentum:** Maintain the State's Housing First program on Oʻahu, which has a high rate of housing retention.

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[4] While "Housing First" is an overarching strategy that prioritizes providing people experiencing homelessness with permanent housing as quickly as possible, section 346-378, Hawaiʻi Revised Statutes, establishes the principles of the state's Housing First program for the chronically homeless. The section also defines that a "chronically homeless individual" means a homeless individual who has an addiction or mental illness, or both.

- **Expand Housing First**: Roll out the State's Housing First program to the neighbor islands to mitigate the growing number of chronically homeless persons in those communities.
- **Bolster funding:** Expand the level of funding for Rapid Re-Housing services statewide.
- **Cast a wider net:** Expand outreach services, including specific funding for homeless youth.

2. The Status and Demographics of Homelessness

The January 2016 PIT Count found that nearly 8,000 people were homeless on a given night in Hawai'i. This 2016 PIT Count represents the fifth consecutive annual increase since 2011—a total increase of 28.0% over the past five years.[5] The rate of homelessness increased 10 points during the same time period, from 44.9 per 10,000 people[6] to an estimated 54.9.[7] The latest national PIT Count report showed that Hawai'i's homeless rate was the highest among all 50 states and was second only to the District of Columbia.[8]

Trend: Homelessness on the Rise on Neighbor Islands

Almost two-thirds of the homeless population (62.4%) resided in the City and County of Honolulu, about one-third lived in Hawai'i County (17.6%) and Maui County (14.6%), and a small proportion (5.6%) resided in Kaua'i County. However, when taking the population size of a county into account, the City and County of Honolulu ranked lowest across all four counties in the estimated rate of homelessness, at 49.1 per 10,000 people. The highest estimated rate was found in Hawai'i County at 70.4 per 10,000 people, followed closely by Maui County at 69.0, and Kaua'i County at 61.1.[9] The neighbor island counties also reported a higher rate of increase in homeless population compared to the City and County of Honolulu, at 9.7% versus 0.8% in 2016.

In Hawai'i and Kaua'i Counties, single individuals as well as families experienced a high rate of unsheltered homelessness—about 90% for homeless individuals and more than 50% for homeless

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[5] Based on the 2016 Statewide Point-In-Time Count Report (Peraro Consulting LLC, 2016), a total of 7,921 people were homeless on a given night in 2016, compared to 6,188 in 2011, and 7,620 in 2015. The increase from 2015 to 2016 was 4.0%. Retrieved from https://humanservices.hawaii.gov/wp-content/ uploads/2016/06/Statewide-2016-PIT-Report-Final.pdf

[6] The State of Homelessness in America 2012, Table 1.1: Overall Homelessness. Retrieved from http://www. endhomelessness.org/page/-/files/4361_file_FINAL_The_State_of_Homelessness_in_America_2012.pdf

[7] The 2016 rate was calculated based on an estimated population for 2016 derived from the 2014 and 2015 population estimates. (Source: The latest data from the U.S. Census Bureau, retrieved from http://files.hawaii.gov/dbedt/census/popestimate/2015_state_pop_hi/NST-EST2015-01.pdf)

[8] The State of Homelessness in America 2016, Table 1.1: Change in Overall Homelessness, 2014–2015. Retrieved from http://www.endhomelessness.org/page/-/files/2016%20State%20Of%20Homelessness.pdf

[9] The 2016 county rates of homelessness were calculated based on the estimated county populations derived from 2015 county population estimates and the state's estimated rate of change for population. (Source: The latest data from the U.S. Census Bureau, retrieved from http://files.hawaii.gov/dbedt/census/popestimate/2015-county-population-hawaii/PEP_2015_PEPANNRES.pdf)

families. The unsheltered homeless rates were much lower among the homeless population in Honolulu and Maui Counties—about 70% for individuals and 34% or less for families (see Appendix: Table 1).

Chronic Homelessness: A Visible and Growing Population

Nearly a quarter (24.6%, or 1,949 people) of the total homeless population experienced chronic homelessness[10] on a given night in Hawaiʻi in 2016—representing a 27.1% increase from the number (1,534) reported in 2015. Among those who were unsheltered, 42.1% were chronically homeless, compared to 3.8% of those who were in shelters. More than one-third of single homeless individuals (1,659) and close to one-tenth of persons in families (290) experienced chronic homelessness. In rural counties, as compared to the City and County of Honolulu, homeless families were three times more likely to experience chronic homelessness (14.4% vs. 4.9%), which was consistent with the high rate of unsheltered homelessness found among these families (see Appendix: Table 2).

Youth Homelessness: A Hidden Population

The 2016 PIT Count reported 401 homeless youth and young adults in Hawaiʻi—largely unchanged from last year. It is difficult to get an accurate count of the unaccompanied young adults and children who experience homelessness as they tend to be more mobile and transient, many don't want to be found, and most are not connected to the formal support service system.[11]

The 2016 youth count included 309 unaccompanied youth under 18 and young adults aged 18–24, and 92 parenting youth and young adults (see Appendix: Table 3). Two-thirds of the homeless youth and young adults were living unsheltered (66.6% or 267 individuals); of them, 40 were homeless with their own children, 20 were unaccompanied youth under 18, and the majority (207) were unaccompanied young adults. The rate of unsheltered homelessness among homeless youth and young adults was much higher in the rural counties than in the City of County of Honolulu (80.5% vs. 55.9%). However, Honolulu had a larger share of homeless youth and young adults than other counties combined (56.6% vs. 43.4%).

3. Current Level of Homeless Services Provided

In FY15, the Department of Human Services—Homeless Programs Office (HPO) administered $19,753,752 in state general funds, which included $2,431,724 utilized to provide "maintenance of

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[10] The U.S. Department of Housing and Urban Development (HUD) revised the definition of chronic homelessness in December 2015. In this new definition, a chronically homeless individual is a person who has a disability; and has been living unsheltered, in an emergency shelter, or Safe Haven for at least one year or on at least four separate occasions in the past three years where the combined length of time in those occasions is at least twelve months. A disability can be a physical, mental, or emotional impairment; a developmental disability; or HIV/AIDS. The time between periods of homelessness has to be at least 7 days in order for the period of homelessness to constitute an occasion. A period of institutional care that is less than 90 days does not count as a break in homelessness. A chronically homeless family is a family with children whose head of household meets the definition of chronic homelessness.

[11] Counting Homeless Youth: Promising Practices from the Youth Count! Initiative (Urban Institute, 2013). Retrieved from http://www.urban.org/sites/default/files/alfresco/publication-pdfs/412876-Counting-Homeless-Youth.PDF

effort" for the Temporary Assistance for Needy Families (TANF) program. The HPO contracts for a variety of services that includes: Shelter, Outreach, State Homeless Emergency Grant, Housing Placement Program, and Housing First. In addition to direct program services, HPO serves as the lead agency for the Homeless Management Information System (HMIS) which tracks demographic information and outcomes data entered by homeless service programs funded by the federal, state, and local governments. These services are described below.

Statewide Homeless Management Information System (HMIS)

The United States Department of Housing and Urban Development (HUD) mandates that the HMIS be used as the primary database for certain federally-funded homeless service programs. Many homeless programs funded by state and local government, as well as other philanthropic or private funds, report data into the HMIS. As the lead HMIS agency, HPO receives federal funding for the system, and works with a statewide data committee comprised of service providers from all four counties. The committee oversees the system and addresses data access issues. The HMIS is a key source of trend data relating to utilization of homeless services.

> HMIS is the data hub for people experiencing homelessness. It's how we track case- and system- level demographics and outcomes. Its importance cannot be underestimated.

In fiscal year ending June 2015 (FY15), a total of 14,954 homeless individuals accessed shelter, outreach, and/or support services and were reported in the HMIS. Not everyone who is homeless engages with the homeless service system. While a reliable estimate of non-service users is unavailable, the 2016 PIT Count Report revealed that slightly over half of the unsheltered individuals surveyed (53.7% or 2,006) did not have a match with any client records in the HMIS, suggesting that they were possibly non-service users.[12]

Of the individuals who utilized homeless services in FY15, 5,875 (39.3%) were "stayers" from the last fiscal year, 3,362 (22.5%) were "returnees" who returned to homeless services after having exited in a previous year, and 5,717 (38.2%) were "newcomers" who entered the service system for the first time. Compared to FY14, there was an increase of 4.7%, or 672 clients who accessed services in FY15. Two major system flow factors likely contributed to the elevated demand: (1) The rate of clients leaving the service system did not keep up with the increased enrollment in FY14, resulting in a larger number of "stayers" in FY15; (2) there was an increased number of "newcomers" to the service system.

In October 2015, the HMIS transitioned to a new platform—Caseworthy—and HPO worked closely with the statewide data committee to manage the transition from the legacy system to the new platform. Looking forward, HPO has identified the need for additional HMIS training for system users, as well as the need to expand the types of programs required to input data into HMIS. HPO is currently in the process of procuring new contractors for state-funded homeless services, and will mandate that all new

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[12] 2016 Statewide Point-In-Time Count Report, pages 33–34.

providers enter into the HMIS. By mandating data entry into HMIS, HPO will continue to standardize data collection and allow for more comprehensive and thorough data analysis to inform future policy and program planning.

Rapid Re-Housing, Shelter, and Outreach Programs

The Rapid Re-Housing, Shelter, and Outreach programs are three major types of homeless programs available to people experiencing homelessness.[13] One in five homeless service clients (19.4%) accessed multiple types of programs during FY15. People in households with children under 18 years old made up 39.3% of all homeless service users in the state. County-specific program data can be found in Appendix: Table 4 and Table 5.

> Over one-third (39.3%) of the homeless individuals who access services are persons in households with children under 18 years old.

Rapid Re-Housing Program is part of a newer strategy designed to provide targeted support to those who have recently become homeless to enable their return to stable housing as quickly as possible by providing short- to medium-term assistance with housing costs, as well as supportive services including financial literacy and case management. The United States Departments of Housing and Urban Development (HUD) and Veterans Affairs (VA) provide funding for Rapid Re-Housing services, with 43% provided by HUD and 57% provided by the VA. In FY15, this program served a total of 981 clients statewide and 34.0% of them were in family units.

Shelter Program provides a safe place for individuals and families to sleep at night and often include additional services and resources. The service duration of the emergency shelter program tends to be shorter than that of a transitional housing program. The latter program is designed to provide more intensive services to help individuals and families transition gradually into more stable housing situations. The majority of shelter services are funded by the state, including over 95% of emergency shelter services and about 85% of transitional housing services. During FY15, 8,844 people accessed the shelter program: 56.0% of them received emergency shelter services, slightly more (56.9%) received transitional housing services, and 12.9% received both. More than half of shelter program users (55.5%) were people in families with minors.

Outreach Program targets unsheltered individuals in order to provide resources and referrals for shelter and other services. Over 90% of outreach services reported in the HMIS are funded by the state. In FY15, the outreach program served 8,030 homeless people statewide. Outreach services typically see a smaller proportion of family users than other programs, and indeed, only 21.1% of them were in family units at the time of services.

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[13] Data and analysis presented in this section are largely based on the Homeless Service Utilization Report: Hawaiʻi, 2015 (Yuan, Vo, Gleason, & Azuma, 2016), and its Statistical Supplement (Yuan, Vo, & Azuma, 2016). Retrieved from http://uhfamily.Hawaii.edu/publications/list.aspx

Homeless Outreach and Shelters: A Connecting Point for the Newly Homeless. Among the households that were new to the homeless service system (3,720), slightly more than half (54.1%) were first connected to homeless services through outreach, with another 41.0% accessing shelters, and 4.8% receiving Rapid Re-Housing. A large percentage (86.3%) of these households consisted solely of adults, while 510 households (13.7%) had children. The majority came into services from either homeless settings (65.9%) such as emergency shelter, transitional housing, or residing unsheltered in the community, or were doubled up with family or friends (11.3%). Another 6.9% came from institutional settings, and 3.1% entered services from housing situations. The characteristics of new client households in Honolulu versus other counties can be found in Appendix: Table 6.

Permanent Supportive Housing (PSH)

In recent years, the State and City and County of Honolulu have both piloted Housing First approaches to address chronic homelessness. These Housing First programs are part of a broader category of programs called permanent supportive housing (PSH). The PSH provides housing and ongoing support to homeless individuals and families who might otherwise be unlikely to sustain housing on their own. Services are aimed at helping those with disabling conditions, including mental health or substance abuse issues, by pairing housing with case management and other support services to increase the likelihood that these clients will remain housed.[14]

> The Hawai'i Pathways Project supplements Permanent Supportive Housing programs with what's most needed by clients—case management and tenancy supports. This greatly increases housing retention.

There are four major sources of funding for PSH. In FY15, HUD's Continuum of Care (CoC) funding served the majority of people (786, or 64.0%) enrolled in PSH. The VA provided a total of 245 (20.0%) PSH units/vouchers. In June 2015, the State's and the City and County of Honolulu's separately funded Housing First programs, served a combined total of 196 people (90 by the State's and 106 by the City's Housing First programs, 15.9% of total PSH) (see Appendix: Table 7). A year later, by June 2016, the number of people that maintained housing with Housing First subsidies on Oʻahu increased to 259 (117 by the state's and 142 by the City's Housing First programs).

Importantly, the PSH programs described above have been supplemented with case management and tenancy support services provided by the Hawai'i Pathways Project. The pilot Hawai'i Pathways Project, is funded through a federal Cooperative Agreements to Benefit Homeless Individuals (CABHI) grant and administered by providers contracted through the Department of Health (DOH). The Hawai'i Pathways Project targeted high needs chronically homeless persons with co-occurring substance abuse and mental health concerns. The Hawai'i Pathways Project admitted 75 clients between August 2014 and

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[14] Excerpts from the Homeless Service Utilization Report: Hawai'i, 2015 (Yuan, Vo, Gleason, & Azuma, 2016).

September 2015, including 38 clients who were placed into permanent housing. Additional funding will be required to continue the case management and tenancy support services.

In addition to the Hawai'i Pathways Project, the DHS Med-QUEST Division (MQD) received technical assistance through the Centers for Medicare and Medicaid Services (CMS) Medicaid Innovation Accelerator Program (IAP) Community Partnership track. The community partnership track is unique in that it partners with several federal agencies including HUD, the Substance Abuse & Mental Health Services Administration (SAMHSA), and the United States Interagency Council on Homelessness (USICH). Specifically, the IAP technical assistance is focused on identifying: a) populations that can be served by Medicaid for PSH programs; and b) what PSH services can Medicaid support for the target population. It is important to note that Medicaid services can never be used to pay for room and board, however there are particular mechanisms that may be used to pay for supportive housing services, such as case management. Additional resources may be required to continue to develop an integrated behavioral and other health services plan for PSH participants.

State Homeless Emergency Grants (SHEG) and Housing Placement Program (HPP)

The State Homeless Emergency Grant (SHEG) and the Housing Placement Program (HPP) are two state-funded shallow rental assistance programs that are available for preventing at-risk individuals from losing housing or providing recently homeless households with rental assistance to quickly exit homelessness. The State Homeless Emergency Grant (SHEG) is funded through state general funds, while the HPP is funded with state general funds that are used to provide "maintenance of effort" for the TANF program.

Collectively, SHEG and HPP have helped 4,941 people during FY15; most of those assisted were families with children under 18.

The State Homeless Emergency Grant (SHEG) provides one-time grants to assist individuals and families at risk of homelessness and focuses primarily on homelessness prevention. The grant is used for paying utility bills, medical bills, back rent, or other type of emergency financial obligations that threaten housing stability. Between August 2014 and July 2015, SHEG served a total of 503 households statewide, with the majority of them at risk of becoming homeless (82.1%) and slightly less than one-fifth residing in transitional housing, emergency shelters, or unsheltered homeless situations (17.8%) at the time of services.

More than half of the households served (56.5%) were family households with children under 18 years old. Statewide, a total of 1,563 individuals received assistance from SHEG—82.0% of them resided in the City and County of Honolulu and 18.0% in neighbor island counties (see Appendix: Table 8).

The HPP serves TANF-eligible households with minor children by helping them search for, secure, and retain permanent housing. Housing placement services include pre- and post- housing counseling, employment assistance, housing search, landlord engagement, and initial move-in cost such as rent,

security deposit, utility, and utility deposit payments. In FY15, HPP served a total of 845 TANF-eligible families, including 1,375 adults and 2,003 children, who needed housing placement services. Statewide, housing search was provided to about 80% of program participants, and financial assistance for housing was offered to more than 85% of participants (see Appendix: Table 9).

4. Homeless Service Outcomes

Rapid Re-Housing, Shelter, and Outreach Programs: Outcomes

Permanent housing placement and housing retention—the opposite of homelessness—are the key metrics to measure the success of Rapid Re-Housing, shelter, and outreach programs. This is in alignment with performance metrics established by HUD, which places an emphasis on permanent housing placement. Rapid Re-Housing, shelter, and outreach programs are required to input data into the HMIS. Data from the HMIS is then analyzed, and reports can be generated to evaluate program performance.

In FY15, the state's homeless service system assisted 3,257 people in obtaining permanent housing, representing 42.8% of all service users who exited the system. About half of homeless clients (50.8%) received assistance and left the service system during the reporting year (i.e., no active service records in the HMIS at the end of FY15). Besides those who exited to permanent housing, about one in four clients (26.6%) left the system to an unknown destination, 15.3% returned to homelessness,

> In FY15, the state's homeless service system assisted 3,257 people in obtaining permanent housing.

and another 15.3% were marked as "other" (e.g., institutions such as long term care facilities, death). Statewide, only 11.6% of those who exited to permanent housing in FY14 returned to the homeless service system within 12 months.

As shown in Appendix: Table 10, at the county level, Kaua'i reported the highest rate of homeless service users leaving the system (60.9%) but the lowest rate of obtaining permanent housing among the "leavers" of the system (25.8%), and yet it had the best housing stability rate among those who were housed as indicated by only 3.8% returned to the system within 12 months. The highest recidivism rate was reported in Maui County, with 17.9% of those were housed during FY14 returning for homeless services within 12 months.

The rate of exit to permanent housing varies by household status, age, and chronic homeless status. Overall, people in households with children had a higher rate of exit to permanent housing (60.7%) than those in adult-only households (31.0%). Veterans had an above average program exit rate (55.4%) and one of the highest rates of permanent housing exits (56.6%). In contrast, chronically homeless persons had the lowest exit rate (47.6%) and the lowest percentage of permanent housing exits (20.8%).

During FY15, homeless services were provided to 149 unaccompanied young adults aged 18–24, which was a small number compared to the 279 unaccompanied young adults counted on a single night in

2015.[15] Of those who received services, 57.0% left the system by the end of June 2015; and of those who left, 43.5% obtained permanent housing.

Different types of homeless programs are tailored for specific focus populations, reflecting the kinds and levels of assistance needed to overcome housing barriers. Statewide, Rapid Re-Housing programs had the highest rate of exit to permanent housing (73.4%), followed by transitional housing (64.1%), emergency shelter (27.7%), and outreach programs (17.4%). Across all program types, persons in family households with children under 18 years old tended to have higher rates of exit to permanent housing compared to persons in single-person or adult-only households. Higher rates were also found in the City and County of Honolulu than in other counties in almost all program and household types, except for the outreach programs, where higher rates were found in neighbor island counties.[16] Detail comparisons are presented in Appendix: Table 11.

Statewide, Rapid Re-Housing programs had the highest rate of exit to permanent housing (73.4%).

The effectiveness of Rapid Re-Housing in exiting homeless persons to permanent housing indicates a need to further explore this intervention, and to consider the expansion of Rapid Re-Housing services. In addition, the lower rates of exit to permanent housing for single-person or adult-only households suggests the need for more intensive supportive services to address barriers in housing for this population.

Permanent Supportive Housing (PSH): Outcomes

For PSH programs, retention of permanent housing is also a key metric of performance. In addition, the impact of PSH on utilization of emergency health services is another key performance measure. These measures are consistent with performance metrics established by HUD.

Similar to the homeless programs described above, PSH programs—including the State and City & County of Honolulu Housing First programs—are required to input data into the HMIS. Reports are then generated from the HMIS to evaluate program performance.

During state fiscal years 2013–2015, about half of the 684 households (48.7%) entering PSH left after being served for an average of 9.5 months. About one-third of these exiting households (34.8%) left for unknown destinations, another one-third (30.9%) left for permanent housing, and the remaining households either became homeless again (12.9%) or went to "other" destinations (e.g., institutions or group homes). In general, PSH is designed to provide ongoing support to those who might otherwise have difficulty maintaining housing due to one or more disabilities. The high exit rates from these programs—especially the rates of return back to homelessness—highlight the chronic challenges facing

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[15] 2015 Statewide Point-In-Time Count Report.
[16] Excerpts from the Homeless Service Utilization Report: Hawai'i, 2015 (Yuan, Vo, Gleason, & Azuma, 2016).

these groups of clients in their ability to maintain stable housing and the need for stable, ongoing funding for these programs.[17]

Recent data from the State's and City's Housing First programs on Oʻahu shows a high rate of housing stability among this highly vulnerable population (see Appendix: Table 12). Of the 259 individuals who were served in FY16, only eight exited from the program. Of the clients who exited, only five returned to homelessness or went to unknown destinations. The overall housing retention rate for the State's and City's Housing First programs was 98.1%.

An evaluation of the Hawaiʻi Pathways Project that supplements PSH programs with case management and tenancy support services, noted a high housing retention rate of 97%. At a six-month follow-up with their case managers, Hawaiʻi Pathways Project clients were more likely to report having social support for recovery compared to the time of program entry, and they were less likely to report emergency room visits, criminal justice system involvement, and alcohol and drug use.

Estimated healthcare costs for clients dropped an average of 43% in the six months following housing placement.

In addition to positive housing retention results, preliminary analysis of a subset of state Housing First clients by the University of Hawaiʻi Center on the Family found that estimated healthcare costs for clients dropped an average of 43% in the six months following housing placement—from an average of $10,570 per client per month to $5,980 per client per month. This preliminary data appears consistent with evaluation data for Housing First programs in other communities, which have been found to significantly reduce healthcare utilization and healthcare costs for chronically homeless persons over time.[18]

State Homeless Emergency Grants (SHEG) and Housing Placement Program (HPP): Outcomes

Unlike the homeless programs previously described, the SHEG and HPP are currently not required to input data into the HMIS. Instead, data for these programs is provided periodically to HPO as mandated by the program contract. The HPO is currently in the process of procuring new providers for both SHEG and HPP, and will require moving forward that these programs input data into HMIS.

Similar to other homeless programs, retention of permanent housing is also a key performance metric for both SHEG and HPP. The latest annual data available for SHEG showed that 27.2% of households assisted by the program retained or obtained permanent housing, with a large difference in outcome rates between the rural counties and the City and County of Honolulu, at 75.0% versus 16.0%. For rural counties, a higher outcome rate was recorded for households who were at-risk of becoming homeless, at 98%, compared to those who were homeless, at 51.1%. This difference was not found in the City and County of Honolulu. Overall, single individuals who received one-time grants from SHEG tended to have

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[17] Excerpts from the Homeless Service Utilization Report: Hawaiʻi, 2015 (Yuan, Vo, Gleason, & Azuma, 2016).
[18] Yuan, S., Liebreich, H., & Morimoto, Y. (2016). Hawaiʻi Pathways Project: Progress Report, August 2014– September 2015. Honolulu: University of Hawaiʻi, Center on the Family.

higher outcome rates than their counterparts in families, at 23.1% versus 14.5% statewide (see Appendix: Table 13).

Based on a total of 122 clients who reported their housing status to the SHEG program six months after they received assistance, nearly 60% of people remained stably housed, including 35% of those who were at-risk and 80% of those who were homeless at the time of services. However, caution must be taken when interpreting the six-month follow-up statistics due to a low follow-up rate (less than 50%).

In FY15, 626 TANF families, or 2,296 individuals, remained in housing for six months or more after being assisted by the HPP (Appendix: Table 14).

5. Impact of the Governor's Emergency Proclamation to Address Homelessness

On October 16, 2015, Governor David Ige signed the first of seven emergency proclamations to address homelessness statewide after determining that the extent of homelessness in Hawaiʻi had risen to the level of a statewide emergency. Governor Ige signed a supplemental proclamation on October 26, 2015, which expanded the scope of the initial proclamation to enable a coordinated response involving state, county, and private agencies.

Subsequently, the Governor signed additional supplemental proclamations on December 24, 2015; February 19, 2016; April 22, 2016; June 20, 2016; and August 18, 2016 that extended the emergency proclamation period over the course of one year. The period of emergency to address homelessness under the proclamations expired on October 19, 2016. The following discussion highlights specific examples of efforts initiated or accelerated during the proclamation period.

Where Prevention Meets Intervention

As described earlier, SHEG and HPP are two existing programs administered by HPO. State Homeless Emergency Grant program is primarily a homelessness prevention program, while HPP provides short-term housing assistance for homeless families with minor children. Through the Governor's emergency proclamation, $800,000 in general funds were identified from the budget reserve, and used to increase the level of funding for SHEG and HPP. There was $300,000 in additional funding for SHEG, and $500,000 in additional funding for HPP.

The additional resources enabled the two programs to increase the number of households served, and also provided greater flexibility for the HPP program. The HPP had previously been restricted from serving non-U.S. citizen households due to its source of funding. By providing flexible general fund resources for HPP, HPO was able to expand this program to serve a broader pool of homeless clients, including Hawaiʻi residents from the Compact of Free Association (COFA) states.

When combined with the Coordinated Statewide Homeless Initiative (CSHI) program described below, the increased funding for SHEG and HPP resulted in a significant increase in homeless and at-risk households served statewide when compared to the prior year. This includes a 55.1% increase in the number of households served on Oʻahu, and a 47.3% increase in the number of households served in the three other neighbor island counties.

Table 15. Homeless and At-Risk Households Receiving Financial Assistance for Homelessness Prevention, Rapid Re-Housing, and Housing Placement

	August 2014 – July, 2015	August 2015 – July, 2016	% Increase
Number of households served	894	1,353	51.3%
Number of persons served	3,609	4,850	34.4%

Source: Governor's Coordinator on Homelessness.

New Master Contract

In February 2016, the Department executed a new $5 million contract with Aloha United Way (AUW) to implement a Coordinated Statewide Homeless Initiative (CSHI) consisting of three primary components:

1. Direct financial assistance for homelessness prevention and Rapid Re-Housing;
2. A statewide housing coordination center; and
3. The development of long-term strategies to address the needs of specific homeless subpopulations.

The CSHI program was designed to provide emergency relief to at-risk and homeless households needing short-term financial assistance of no more than three months. Data for the CSHI is updated weekly by AUW on its website at https://www.auw.org/statewide-homeless-initiative, and regular updates are provided to HPO staff to assist with real-time monitoring of the program.

As of October 14, 2016, 861 households, or 2,754 individuals, received short-term financial assistance for Homelessness Prevention or Rapid Re-Housing. The program disbursed a total of $1,943,150 in financial assistance, with an average payment of $2,257 per household. During its first six months of operation, CSHI assisted an average of 144 households (459 persons) per month.

Table 16. Coordinated Statewide Homeless Initiative (CSHI), April 15, 2016 – October 14, 2016

	Other Counties		C&C of Honolulu		State	
	#	%	#	%	#	%
Households Total	**290**	**100.0%**	**540**	**100.0%**	**861**	**100.0%**
Housing Status at Intake						
Homeless	84	29%	148	27.4%	240	27.8%
At-risk	206	71%	392	72.6%	621	72.2%
Household Type						
Adult-only	110	37.9%	215	39.8%	325	39.2%
With children	180	62.1%	325	60.2%	505	60.8%
Individuals Total	**900**	**100%**	**1,775**	**100%**	**2,754**	**100.0%**
Adults served	462	51.3%	946	53.3%	1,451	52.6%
Minor children served	438	48.7%	829	46.7%	1,303	47.4%

Source: CSHI Dashboard (4/15/16 – 10/14/16), Aloha United Way, updated 11/7/16 to reflect agencies' revised numbers.

The CSHI also provides temporary financial support to a number of transitional and permanent housing programs that had experienced significant reductions in funding as a result of change in HUD policy related to homeless services. A total of 11 providers were impacted by the HUD funding cuts, which would have potentially displaced over-300 persons at imminent risk of homelessness. Of the total funding for CSHI, $611,160 was restricted to provide temporary support for the 11 impacted providers and their clients. The clients impacted by this assistance included medically-fragile persons with HIV/AIDS, unaccompanied minor youth, homeless families with minor children, and formerly homeless persons in recovery for substance use.

Finally, through CSHI, AUW has sub-contracted the Hawai'i Appleseed Center for Law and Economic Justice to make recommendations for long-term systems changes focused on the needs of youth leaving the foster care system, prisoners completing incarceration, and individuals discharged from hospitals directly into homelessness. A draft of the report of the CSHI program is anticipated by mid-November 2016, and a final report is due in mid-February 2017. The final report will be shared with the legislature and other community stakeholders.

Transformed Shed Transforms Lives: Kaka'ako Family Assessment Center

In response to a steady increase in unsheltered homeless families on O'ahu, HPO identified the need for additional family shelter space in September of 2015. The Governor's Leadership Team on Homelessness and the Hawai'i Community Development Authority (HCDA) identified the former maintenance shed in Kaka'ako Makai as a potential site for a new facility. Several alternate locations were considered by HPO, and the maintenance shed was selected because there was an existing physical structure with utility connection in place, and because the facility was in close proximity to other service providers. By utilizing an existing physical structure, DHS was able to save both time and costs in renovating the property for the Family Assessment Center (FAC).

The HPO selected Catholic Charities Hawai'i to administer the FAC, and the facility opened on September 26, 2016. Catholic Charities Hawai'i was selected due to its long history of serving homeless families, as well as the wide range of housing assistance programs they already provide. For example, Catholic Charities administers the short-term Housing Placement Program, as well as the longer term Special Rent Supplement Program that provides rental assistance for homeless families. Within two weeks of opening, the facility was at maximum capacity.

The FAC currently houses 12 families (50 persons), and is expected to serve more than 240 families over the course of a two-year period. Information about the families currently housed by the FAC is provided in Table 17 below:

Table 17. Overview of Families Assisted by the FAC as of October 21, 2016

Overview of Families Assisted by the FAC as of October 21, 2016	
Total Number of Families	12
Number of persons in families	50
Average household size	4.2
Average VI-SPDAT score	7

All families served by the FAC are required to complete the Vulnerability Index Service Prioritization Decision Assistance Tool (VI-SPDAT), which is a common assessment tool used to determine a household's level of need. The average (mean) VI-SPDAT score for families currently housed at the FAC is 7, which indicates these households would be most effectively served by Rapid Re-Housing assistance that provides short to medium term financial assistance and case management.

The FAC is not designed to function as a "typical" emergency shelter. Instead, it follows a navigation and assessment center model—similar to the City and County of Honolulu's Hale Mauliola navigation center at Sand Island. In a navigation center model, clients move quickly into permanent housing with a stay of no more than 90 days. The purpose of the center is to identify unsheltered households with high barriers, and to quickly connect them to programs and services that can assist with long-term housing.

The FAC recently placed its first family into permanent housing in less than 30 days after the family's entry into the facility.

Within 20 days, the Family Assessment Center successfully placed its first family into housing. At the writing of this report, three additional families were about to move into housing.

The FAC is intended to be a temporary facility open no more than two years. During the period of operation, HPO will work with the other shelter providers to lower any barriers in these facilities and transition existing shelter providers to a similar navigation and assessment center model. Once transition takes place, shelter facilities will be more closely linked with housing resources, such as Rapid Re-Housing or the Housing Placement Program, and the goal will be to maximize throughput and reduce the average length of stay for homeless households.

HPHA'S Collaboration: Special Rent Supplement Program (SRSP)

With the Governor's emergency proclamation, the Hawai'i Public Housing Authority (HPHA) adopted emergency rules on June 16, 2016 to establish a Special Rent Supplement Program (SRSP) to provide additional support to the homeless population. The program remains in existence as of the date of this report.

The newly established SRSP gives HPHA the ability to provide shallow rental subsidies for homeless families of up to $1,000 per month for the first six months of tenancy, and $500 per month thereafter. The SRSP utilizes existing HPHA resources, which had previously not been fully utilized, and subsidizes rents for units in the private rental market.

HPHA's program expects to house at least 100 homeless families between June 2016 and June 2017.

The HPHA contracted Catholic Charities Hawaiʻi to administer the program statewide. To access the program, a household must be referred by a homeless service provider. To continue receiving assistance, a household is assessed annually, similar to the process for the Section 8 Housing Choice Voucher program.

The SRSP is intended to address the needs of homeless households who remain homeless primarily due to economic factors. As of October 24, 2016, over 92 households were approved for housing through the SRSP, and 35 households have been placed in rental units.

Jumpstarting Affordable Housing Through County-Funded Housing Projects

The Governor's emergency proclamations facilitated the ability of County governments to accelerate the development of permanent housing projects that will specifically benefit homeless persons. The Governor's Coordinator on Homelessness worked closely with the counties to identify projects that would increase the overall inventory of permanent rental housing. An overview of housing projects impacted by the proclamation is provided in the following table.

The emergency proclamation allowed accelerated development time for the projects described by up to one year or more. All of the units developed under the emergency proclamation will be restricted for use by homeless households. Note, at this time due to the variety of units being developed, the potential number of individuals that will be housed is not known.

Table 18. Housing Projects Accelerated by the Governor's Emergency Proclamation to Address Homelessness

County	Project Name or Location	Project Description	Number of Units
Kaua'i	Temporary Homeless Assessment Shelter (THAS)	Expansion of existing emergency shelter to double capacity, and increase hours of operation.	19
Hawai'i	Hale Kikaha	Construction of a micro-unit project in West Hawai'i, which will provide permanent supportive housing for the chronically homeless.	32
Honolulu	431 Kuwili Street	Conversion of a former warehouse in Iwilei for use as a hygiene center and permanent supportive housing for chronically homeless and unsheltered homeless persons.	70

Honolulu	1506 Piikoi Street	Conversion of a former school (two buildings) for use as low-income housing for the homeless.	42
Honolulu	Winston Hale (1055 River Street)	Repurposing and renovation of existing commercial space into micro-unit housing for homeless households.	6
Honolulu	Kahauiki Village	The city and county will provide infrastructure for a former paintball site, and work with a nonprofit partner to develop single family and duplex units for low-income homeless families.	200
Honolulu	85-537 Halona Road	Demolition of a derelict property, and installation of modular units for use as low-income housing for the homeless.	3
Honolulu	85-248 Farrington Highway	Installation of modular or container housing units for low-income homeless households.	20
		TOTAL NUMBER OF ADDITIONAL HOUSING UNITS	**392**

B. ALLOCATING RESOURCES: The PLAN FOR THE $12 MILLION

On July 21, 2016, Governor Ige announced the Hawai'i State Framework to Address Homelessness.[19] On August 29, 2016, the framework was officially adopted by the Hawai'i Interagency Council on Homelessness (HICH). The framework incorporates the 'Ohana Nui approach—the Department of Human Services' and Department of Health's multigenerational and service integration initiative that will improve the delivery and outcomes of government programs by investing early and concurrently in children and families to improve health, education, employment and other measures of well-being. The Governor's Framework to Address Homelessness identifies the priorities below.

Data & Infrastructure ($675K)
- Build data capacity for evaluation and outcome monitoring.
- Invest in repair and maintenance for state-owned shelters.

Public Safety ($1.925M)
- Provide funding to address encampments on State lands, and to keep public spaces safe.
- Ensure property storage and access to housing services for unsheltered persons.

Health & Human Services ($9.40M)
- Increase funding for homeless outreach.
- Expand Housing First and Rapid Re-Housing programs statewide.
- Continue to invest in evidence-based practices.

Affordable Housing
- Governor Ige is committed to a goal of 10,000 new housing units by 2020.
- The Rent Supplement program provides shallow subsidies for homeless households.
- Landlord summits have been convened statewide to incentivize use of existing inventory.

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[19] Pressing the Levers of Change: Hawai'i State Framework to Address Homelessness. Executive Chambers, State of Hawai'i, July, 2016.

- Data & Infrastructure ($675K)
    - Build data capacity for evaluation and outcome monitoring
    - Invest in repair and maintenance for state-owned shelters
- Public Safety ($1.925M)
    - Provide funding to address encampments on State lands and to keep public spaces safe for all users.
    - Ensure property storage and access to housing services for unsheltered persons.
- Health & Human Services ($9.4M)
    - Increase funding for homeless outreach.
    - Expand Housing First and Rapid Re-Housing programs statewide.
    - Continued investment in evidence-based practices.
- Affordable Housing
    - 10,000 new housing units by 2020.
    - Support for the Rent Supplement program for shallow subsidies for homeless households.
    - Convening of landlord summits to incentivize use of existing inventory.

The long-term goals of the framework are to implement a Housing First system statewide by 2020, build 10,000 new housing units; reduce the number of unsheltered people to functional zero; and reduce to functional zero the number of encampments on state lands. "Functional zero" is the point when the state has (1) sufficient housing for all homeless persons; and (2) the appropriate services to transition homeless persons to permanent housing, regardless of their level of need.

Allocation Plan for the $12 Million

Emphasizing housing as the solution to homelessness

The Department will distribute 78.3% ($9.4 million) of the $12 million in five housing-focused programs with the following objectives:

- Enhance outreach services for adults, children and families;
- Reach out to the underserved homeless young adult population to connect them with services needed to obtain stable housing;
- Sustain the state's Housing First efforts on Oʻahu and expand this evidence-based program for the chronically homeless population to neighbor island counties;
- Expand the Rapid Re-Housing program—another evidence-based approach to ending homelessness; and
- Develop a Family Assessment Center on Oʻahu that provides temporary housing and support services for homeless families, with the goal of obtaining permanent housing.

Public Safety

In addition to funding direct homeless services programs, 16.0% ($1.925 million) of the appropriation will be utilized to enforce administrative rules and statutes applicable on state properties where homeless encampments are located.

> Public safety enforcement is a two-pronged approach. It does not occur without outreach. The goal is to connect homeless persons to housing, not push them from place to place.

To comply with emerging case law regarding storage of personal property, funds will support state law enforcement when removing personal property, and ensure continued coordination amongst government agencies. Action towards enforcement and maintenance will occur simultaneously with homeless outreach efforts. A component of the state's strategy is to offer people in homeless encampments access to shelter and other permanent housing resources to ensure a long term resolution.

Outcomes Measurement and Infrastructure

To accurately monitor and evaluate progress, the Department will invest 2.7% ($325,000) to improve the collection and reporting of homeless service data. This includes the enhancement of HMIS users' capacity in reporting data, the development of a HMIS function to support the implementation of a Coordinated Entry System, and the evaluation of implementation and outcomes of the funded programs. An improved HMIS offers the community the capability to improve provider effectiveness by client outcomes, coordinate services, support case management, track spending, evaluate program effectiveness and improve overall program and system design.

The remaining 2.9% ($350,000) will be used for maintenance and repair of the infrastructure of state-owned shelter facilities. The distribution of the allocation is detailed in the following table.

Table 19. Distribution of $12 million

Item	Amount ($)
i. Health and Human Services—Housing-Focused Programs	9,400,000
a) Homeless Outreach—Adults and families	1,700,000
b) Homeless Outreach—Youth	300,000
c) Housing First	3,000,000
d) Rapid Re-Housing	2,600,000

	e) Family Assessment Center operating cost		1,200,000
	f) Family Assessment Center construction cost		600,000
ii.	**Public Safety—Cleanup, Property Storage, and Law Enforcement**		1,925,000
	a) Maintenance and property storage for state lands		1,475,000
	• Maintenance for airports, highways, & harbors (general funds)	1,200,000	
	• Kaka'ako Makai Parks: Maintenance/park closure enforcement	75,000	
	• Maintenance for state parks, boating, and aquatic resources	200,000	
	b) Sheriff Division		450,000
iii.	**Data and Infrastructure**	675,000	
	a) Homeless Management Information System (HMIS)	325,000	
	• HMIS user capacity and system development	227,870	
	• Homeless service system and outcome analysis	97,130	
	b) Repair and maintenance for state-owned shelter facilities	350,000	
GRAND TOTAL			**12,000,000**

Outcomes and Benchmarks

Each program or service receiving funds from the $12 million will be measured utilizing performance outcomes that emphasize a focus on permanent housing placement, consistent with performance metrics utilized by HUD. There are specific outcomes and benchmarks that have been established for: (1) Health and Human Services: Housing-Focused Programs; (2) Public Safety – Cleanup, Property Storage and Law Enforcement; and (3) Data and Infrastructure. The specific outcomes and benchmarks are described below.

Health and Human Services: Housing-Focused Programs

Expected outcomes and benchmarks: The Department will issue new Request For Proposals (RFPs) for state homeless service contracts by mid-December, which will include coordinated, performance-based, and focused on permanent housing outcomes. All state contracted services will report data to the HMIS. The outcome measures for the Outreach Program (OR) for adults, families, and youth, Housing First (HF), Rapid Re-Housing (RRH), and the Family Assessment Center (FAC) are listed in Table 20. All measures are aligned with those specified by HUD for the Continuum of Care (CoC) programs.

Table 20. Outcome Measures by Program Type

Outcome Measures	OR	HF	RRH	FAC
1. Length of Time (LOT)				
1.2 Total and average # of days from VI-SPDAT assessment to program referral	✔		✔	✔
1.3 Total and average # of days from program referral to program admission	✔	✔	✔	✔
1.1 Total and average # of days in program: Measured from program enrollment to exit	✔		✔	✔
1.4 Total and average # of days for those with long LOT to get into programs and permanent housing (PH)	✔	✔	✔	✔
2. Recidivism				
2.1 Total # and % of those permanently housed who remain housed for more than 3 months, 6 months	✔	✔		✔
2.2 Total # and % of those who received financial assistance and remain perm housed for more than 3 months, 6 months			✔	
2.3 # of those returning to homelessness in less than 6 months, 12 months, 24 months after being successfully housed	✔	✔	✔	✔
2.4 Total # and % of those in permanent supportive housing that remained permanently housed from initial entry		✔		
2.5 Total # and % of those who exited PSH for positive reasons and have not returned to homelessness		✔		
3. Access/Coverage				
3.4 # and % of eligible homeless in program with VI-SPDAT assessment	✔	✔	✔	✔

Measure				
3.1 % of appropriate person with physical or mental issues that received service linkage	✓	✓	✓	✓
3.5 # and % of total unsheltered homeless contacted that are engaged/enrolled in the program	✓			
3.2 % of geographical area covered by program - based on zip codes or PIT region	✓			
3.3 % of beds and units being utilized/occupied		✓		✓
4. Employment and Income Growth				
4.1 # and % of applicable adult stayers and leavers in program who increased earned employment income	✓	✓	✓	✓
4.2 # and % of applicable adult stayers and leavers in program who increased other income (non-employment cash income[20])	✓	✓	✓	✓
4.3 # and % of applicable adult stayers and leavers in program who increased other income (non-cash benefits)	✓	✓	✓	✓
4.4 # and % of applicable adult stayers and leavers in program who increased any income	✓	✓	✓	✓
5. Successful Housing Placement				
5.1 Total # and % of homeless individuals/households served who exited into permanent housing	✓	✓	✓	✓
5.2 Total # and % of homeless individuals/households who exited into institutions	✓	✓	✓	✓
5.3 Total # and % of homeless individuals/households who exited into temporary destinations	✓	✓	✓	✓
5.4 Total # and % of homeless individuals who exited and were successfully reunited with family (youth only)	✓		✓	✓

Public Safety: Cleanup, Property Storage, and Law Enforcement

Expected outcomes and benchmarks: The benchmarks for public safety efforts are based on a review of shelter/housing placement data from recent enforcement efforts on state lands. Between August 1, 2015 and July 31, 2016, a total of 290 people (or an average of 24 people per month) were connected to shelter or permanent housing as a result of coordinated outreach and enforcement efforts in Kakaʻako Makai. Based on anecdotal feedback from homeless outreach providers, workers engaged between 60–75% of persons in an encampment during each outreach encounter. The information from Kakaʻako

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[20] Non-employment income may include: public assistance, benefits issued by the Social Security Administration, VA benefits, other retirement benefits, and/or child support.

Makai was considered with data from the Homeless Service Utilization Report FY14 and FY15 from homeless outreach programs on Oʻahu.

The permanent housing placement rate for this population was about 10.0% for single persons and averaged 15.0% for persons in families. The connection to permanent housing is the result of multiple outreach encounters with a homeless person or family, and the initial step of connection to an outreach worker or housing navigator is critical to ensure assistance with obtaining government identification, government benefits, social services, and/or employment.

Table 21. Outcomes and Benchmarks for Public Safety Efforts

	Connection to an Outreach Worker/Housing Navigator	Connection to Permanent Housing
Single Persons	75%	15%
Persons in Families	75%	25%

Data and Infrastructure

Homeless Management Information System (HMIS): Funding will be utilized to enhance HMIS users' capacity in reporting and using data in the new HMIS, develop new functionality in the HMIS that supports a coordinated entry system, and monitor/evaluate homeless service programs and system performance. The following outcomes have been identified:

- Provide responsive training and technical assistance to HMIS users;
- Improve data quality as indicated by reduced number of missing data;
- Increase the number of HMIS agencies reporting HMIS data within the required time frame;
- Complete the design and development of the Coordinated Entry System in the HMIS;
- Monitor and evaluate program performance; and
- Complete and disseminate program and system performance reports.

Repair and maintenance for state-owned shelter facilities: Funding will be used to complete needed repair and maintenance work of state-owned shelter facilities. The total budget is estimated based on repair and maintenance expenditures of previous years, costs of on-going projects, as well as work requests. The following table listed the work items completed, in progress, and requested for FY17.

Table 22. Expected Outcomes and Benchmarks for Repair and Maintenance of State-Owned Facilities

Item	Vendor Name	Period Cover	Invoice Amount
CHARGED TO FY17 BUDGET: $350,000			
Bill for collection: Reimbursement for repair work at Kakaʻako and Weinberg Village, Waimanalo	DAGS – CSD	July & Aug 2016	$5,751
Roof repair at Kulaokahua Housing	Contractor	TBA	TBA

Leaks and water damage repair at Weinberg Village, Waimanalo	DAGS – CSD	TBA	TBA
Onelauʻena Housing—interior works	DAGS – CSD	TBA	TBA
Transformer for rusty box. Electrical contractor will provide an initial assessment	Contractor	TBA	TBA
Replacement of the pitch and gravel roofing project for Onelauʻena Housing	DAGS - Public Works Planning Branch	TBA	$120,000
TOTAL			**$125,751**

Evaluation Plan

The following section describes the state's evaluation plan for the programs and activities funded by a portion of the $12 million. In the circumstances where evaluation activities are conducted by staff of another department or agency, evaluation information will be shared with HPO staff for compilation and reporting to the legislature in 2017 as required by section 20.1, Act 124, Session Laws of Hawaiʻi 2016.

Evaluating housing-focused programs

To effectively monitor progress and outcomes of the housing-focused programs discussed above, service data will be collected via the statewide HMIS database on a real-time basis. Per the Hawaiʻi HMIS Policy and Procedures Manual, shelter and permanent housing programs are required to enter data within 96 hours after program entry or exit. Outreach, prevention, Rapid Re-Housing, and other support service only programs have up to seven days from program entry, exit, or service encounter to enter HMIS data. Income and disability status are to be updated in the HMIS continuously or at least annually for active clients.

Data of outcome measures is based on client level data and includes the following data elements: basic demographic information of the client, VI-SPDAT assessment date and score, homeless status, income, employment, disability, health conditions and status, program enrollment date, service encounter date and location, services/assistance received, service outcomes, program exit date, and exit destination.

Outcome measures will be calculated at the service contract, program type, county, and state levels to examine the performance of individual programs and the combined impacts of all homeless services in the system. Within each level, outcomes for the following subpopulations will be analyzed and compared: Single individuals, individuals in families with minor children, unaccompanied young adults aged 18–24, and individuals experiencing chronic homelessness.

Homeless service program and system performance will be evaluated annually. Hawaiʻi's progress toward "functional zero" homelessness will be assessed by comparing the outcomes against the benchmarks as well as the FY15 baseline data**.**

Evaluating Public Safety Efforts

Each enforcement effort will be documented by the agency staff involved. The documentation will include when and where the enforcement took place, number of staff and agencies involved, number of people in the homeless encampment, and number of people connected to an outreach worker/housing navigator. The number of people connected to permanent housing will be tracked in the HMIS. Data will be analyzed for each enforcement effort within 2 months of the action, and summarized annually to measure against the benchmarks.

Law enforcement entities and shelter facilities will also develop a reporting process regarding the handling, storage, and disposition of personal property.

Evaluating Data and Infrastructure

The HPO will monitor the HMIS enhancement, provider reporting, and repair and maintenance of state-owned shelter facilities.

C. LOOKING AHEAD: PROJECTION OF RESOURCES REQUIRED FOR THE 2017–2019 BIENNIUM

Financial Resources Requested by DHS

The appropriation of $12 million will underpin the improvement and effectiveness of the state's response to homelessness. To sustain positive change, and to scale effective practices, DHS plans to request an additional appropriation of $7,300,000 for each year of the 2017–2019 fiscal biennium. The chart below provides an overview of the anticipated budget request from the department.

Table 23. DHS Request for 2017–2019 Biennium

Budget Item	Amount
Infrastructure—Repair and maintenance for State-owned shelter facilities	$300,000
Health and Human Services—Homeless Outreach: Adults and families	$1,500,000
Health and Human Services—Housing First	$3,000,000
Health and Human Services—Rapid Re-Housing	$2,500,000
GRANT TOTAL IN NEW FUNDING	$7,300,000

Financial Resources Requested by Other Departments and Agencies

The administration is in the process of finalizing the 2017–2019 biennium budget request for all state departments. It is anticipated that additional resources will be requested to support the development of affordable rental housing inventory and ongoing rental subsidies to offset housing costs for homeless persons and families. In addition, the administration anticipates funding requests to support ongoing enforcement and public safety actions on state-owned lands conducted in coordination with homeless outreach efforts.

Additional resources for training of providers and HPO and other departments' staff will be required to improve data collection and analysis of performance measures, increase capacity for improved contract compliance, and to develop sub-population (i.e., for youth, special needs or medically fragile, and formerly incarcerated individuals) specific services to support transition to permanent housing. Consultation services may also be required to assist in developing additional case management strategies to the needs of clients who require long term supports to remain permanently housed.

Staffing Resources to Support Homeless Activities

The Homeless Programs Office is actively recruiting three vacant positions. An internal vacancy announcement was closed on October 14, 2016 for a Program Specialist V position, and internal applications are being screened at this time. In addition, interviews are currently in process to fill two vacant Program Specialist IV positions.

As HPO implements the monitoring and evaluation plan described in section B above, it will assess the staffing needs of HPO and may request additional staffing support in the second half of the 2017-2019 biennium. In addition to filling and evaluating staffing levels for HPO, HPO will move forward with plans to strengthen the HMIS reporting functionality to better streamline program evaluation tasks.

D. CONCLUSION

Has there been progress? Yes, the rate of increase of the homeless population has slowed. Is further progress necessary? Yes, there is much work to do to reach "functional zero."

A sign of recent progress is "Sam" and "Joanna" who were among the first families to enter the Family Assessment Center (FAC) in Kakaʻako. The couple signed a lease for rental housing in less than 30-days after entering the FAC. The accelerated placement into permanent housing reflects the state's Housing First approach and a change in the paradigm to address homelessness.

Another indication of progress is the adoption of new benchmarks for systems performance, which are being implemented by HPO across all new contracts for homeless services. The new benchmarks also reflect the changing paradigm and evaluate provider performance based on reducing length of time to access services, reducing recidivism, and increasing employment and income growth.

Over the next two years, the state will continue its support for housing-focused interventions by:

- **Maintaining support for homeless outreach statewide**: Investing in both the quality and quantity of homeless outreach services to target the most visible unsheltered homeless populations, including those in rural communities.
- **Continuing investment in Housing First and Rapid Re-Rehousing:** Scaling the state's Housing First program to neighbor island counties and expanding Rapid Re-Housing statewide, with recognition that families in neighbor island counties are three times more likely to experience chronic homelessness than families on Oʻahu.
- **Increasing efficiency in the shelter system:** Funding for Rapid Re-Housing will also serve to move families more quickly from shelter to rental housing, which in turn will allow the unsheltered to better engage in shelter and outreach services placing them on the path to housing. In addition, continue to provide funding for needed repairs and maintenance in state-owned shelters.

Homelessness in Hawaiʻi 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. The DHS plan to distribute the $12 million appropriation is responsive to these findings by continuing outreach services, expanding the successful Rapid Re-Housing, and Housing First programs statewide.

The plan provides maintenance and repair of the state's shelter properties to improve shelter utilization; it directs funding for public safety enforcement actions on state land to work hand in hand with homeless outreach services for homeless individuals in encampments on government property. Additional investment is being made to improve data reporting and analysis, as well as a revamping of contract provisions to include performance measures.

Other work is being done to address the behavioral health and substance abuse services systems, and capital investment in repair and maintenance of properties of Hawaiʻi Public Housing Authority as well as other planned development sponsored by the different counties, is ongoing to meet the demands for permanent housing.

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.

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, Hawaiʻi has the second highest number of cost-burdened renters in the nation.[21] 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.[22] 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 Hawaiʻi there are two CoCs – Partners in Care for the island of Oʻahu, 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 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.

Employment income—For the purpose of defining employment income for HUD performance measurement and reporting in the HMIS, HUD relies on the Internal Revenue Service's (IRS) definition of wages, salaries, tips and business income. The IRS requires people to report all income received from a business, unless it is excluded by law, and any income paid as compensation for employment. In the

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[21] 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.

[22] Homeless Emergency Assistance and Rapid Transition to Housing: Defining "*Chronically homeless*." 80 Fed. Reg. 75791. (December 4, 2015).

event that a person is receiving an education or employment stipend to cover the cost of living, the amount of money associated with those living costs should be counted as employment income.

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.

Hawai'i Interagency Council on Homelessness—The HICH was formally established in July 2011 through executive order by then-Governor Neil Abercrombie. Hawai'i was the first state in the nation to create a state interagency council patterned after the U.S. Interagency Council on Homelessness. In 2012, the HICH was established in statute through Act 105 by the state legislature. Composed of state department directors, federal agency representatives, and community leaders, the HICH is tasked with providing solutions to end homelessness and strengthen the continuity of efforts to end homelessness across future state administrations. Housed administratively within the Department of Human Services (DHS), the HICH is chaired by Scott Morishige, appointed in August 2015 to serve as the Governor's Coordinator on Homelessness.

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 Continua 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.

Leavers—Leavers refers to clients identified in the HMIS who have exited or left a homeless program or the homeless service system.

Maintenance of Effort (MOE)—The provision of federal funds usually includes provisions that require a state to expend state revenue at a specified level that meet the purpose of the federal funds. Each federal program (TANF, Medicaid, Child care, etc.) has its own maintenance of effort (MOE) requirements. Thus, the expenditure of state funds is the measurement used to assess a state's success in meeting the MOE requirements. The failure to meet the MOE requirements may result in a reduction of federal funds. For example, failure to meet the specified MOE for TANF may result in a reduction of the TANF Block Grant.

Newcomers—Newcomers refers to clients identified in the HMIS who are utilizing homeless services for the first time.

Non-employment cash income—Non-employment cash income refers to income received from public benefit programs, such as TANF, General Assistance (GA), Supplemental Security Income (SSI), Social Security Disability Insurance (SSDI), child support, VA benefits, unemployment, or retirement benefits.

Non-cash benefits—Non-cash benefits refers to public benefits that provide assistance to a household, but do not provide direct cash income. For example, non-cash benefits may include Medicaid, the Supplemental Nutrition Assistance Program (SNAP, or "food stamps"), a *Section 8* Housing Choice Voucher, or a childcare subsidy.

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 program 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 Re-Housing—Rapid Re-Housing 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 Re-Housing 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 Re-Housing are housing identification, rent and move-in assistance, and case management.

Returnees—Returnees refers to clients identified in the HMIS who had previously exited the homeless service system and have returned to access homeless services again.

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 of time, as opposed to the full cost of the entire rent on an ongoing basis. The Rapid Re-Housing program and the special rent supplement program are two different examples of a shallow rental subsidy.

Stayers—Stayers refers to clients identified in the HMIS who continue to receive homeless services and have not yet exited the homeless service system.

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 Re-Housing, and diversion. The continua of care in Hawaiʻi —both on Oʻahu and the neighbor islands—have adopted the VI-SPDAT as a common assessment tool for the state's homeless service system.

APPENDIX: DATA TABLES

Table 1. Homeless Persons and Families, January 24, 2016

Household Type	Sheltered		Unsheltered		Total
	#	%	#	%	#
State					
All individuals	3,613	45.6%	4,308	54.4%	7,921
Single individuals	1,282	27.9%	3,308	72.1%	4,590
Individuals in families	2,331	70.0%	1,000	30.0%	3,331
Family households	569	70.7%	236	29.3%	805
C&C of Honolulu					
All individuals	2,767	56.0%	2,173	44.0%	4,940
Single individuals	923	33.0%	1,874	67.0%	2,797
Individuals in families	1,844	86.0%	299	14.0%	2,143
Family households	436	85.0%	77	15.0%	513
Hawai'i County					
All individuals	271	19.4%	1,123	80.6%	1,394
Single individuals	90	12.0%	663	88.0%	753
Individuals in families	181	28.2%	460	71.8%	641
Family households	49	32.0%	104	68.0%	153
Kaua'i County					
All individuals	91	20.6%	351	79.4%	442
Single individuals	27	9.9%	246	90.1%	273
Individuals in families	64	37.9%	105	62.1%	169
Family households	18	46.2%	21	53.8%	39
Maui County					
All individuals	484	42.3%	661	57.7%	1,145
Single individuals	242	31.6%	525	68.4%	767
Individuals in families	242	64.0%	136	36.0%	378
Family households	66	66.0%	34	34.0%	100

Source: 2016 Statewide PIT Count.

Table 2. Chronically Homeless (CH) Persons and Families, January 24, 2016

Household Type	Sheltered		Unsheltered		Total	
	#	CH Rate	#	CH Rate	#	CH Rate
State						
All individuals in CH households	137	3.8%	1,812	42.1%	1,949	24.6%
CH single individuals	120	9.4%	1,539	46.5%	1,659	36.1%
Persons in CH families	17	0.7%	273	27.3%	290	8.7%
CH families	4	0.7%	63	26.7%	67	8.3%
C&C of Honolulu						
All individuals in CH households	121	4.4%	969	44.6%	1,090	22.1%
CH single individuals	107	11.6%	887	47.3%	994	35.5%
Persons in CH families	14	0.8%	82	27.4%	96	4.5%
CH families	3	0.7%	22	28.6%	25	4.9%
Other Counties						
All individuals in CH households	16	1.9%	843	39.5%	859	28.8%
CH single individuals	13	3.6%	652	45.5%	665	37.1%
Persons in CH families	3	0.6%	191	27.2%	194	16.3%
CH families	1	0.8%	41	25.8%	42	14.4%

Source: 2016 Statewide PIT Count.

Table 3. Homeless Unaccompanied and Parenting Youth Under the Age of 25, January 24, 2016

Household Type	Sheltered		Unsheltered		Total
	#	%	#	%	#
State	**134**	**33.4%**	**267**	**66.6%**	**401**
Unaccompanied children and youth under 18	6	23.1%	20	76.9%	26
Unaccompanied young adults 18–24	76	26.9%	207	73.1%	283
Parenting youth under 18	0	0.0%	1	100.0%	1
Parenting young adults 18–24	52	57.1%	39	42.9%	91
C&C of Honolulu	**100**	**44.1%**	**127**	**55.9%**	**227**
Unaccompanied children and youth under 18	6	26.1%	17	73.9%	23
Unaccompanied young adults 18–24	51	35.2%	94	64.8%	145
Parenting youth under 18	0	0.0%	1	100.0%	1
Parenting young adults 18–24	43	74.1%	15	25.9%	58
Other Counties	**34**	**19.5%**	**140**	**80.5%**	**174**
Unaccompanied children and youth under 18	0	0.0%	3	100.0%	3
Unaccompanied young adults 18–24	25	18.1%	113	81.9%	138
Parenting youth under 18	0	..	0	..	0
Parenting young adults 18–24	9	27.3%	24	72.7%	33

Source: 2016 Statewide PIT Count.

Table 4. Homeless Service Clients by Program Type, FY15

	Hawai'i County		Kaua'i County		Maui County		C&C of Honolulu		State	
	#	%	#	%	#	%	#	%	#	%
Homeless Programs Total	1,829	100.0%	662	100.0%	2,206	100.0%	10,257	100.0%	14,954	100.0%
Rapid Re-Housing	82	4.5%	5	0.8%	147	6.7%	747	7.3%	981	6.6%
Outreach	1,514	82.8%	377	56.9%	1,384	62.7%	4,755	46.4%	8,030	53.7%
Shelter	783	42.8%	352	53.2%	1,345	61.0%	6,364	62.0%	8,844	59.1%
Shelter Program Total	783	100.0%	352	100.0%	1,345	100.0%	6,364	100.0%	8,844	100.0%
Emergency	552	70.5%	230	65.3%	1,045	77.7%	3,123	49.1%	4,950	56.0%
Transitional	275	35.1%	170	48.3%	764	56.8%	3,827	60.1%	5,036	56.9%

Note: Number of people is an unduplicated count of individuals served for each program type above. Some accessed multiple types of homeless programs during the reporting period; therefore, the sums of subcategories are larger than the totals.
Source: 2015 Homeless Service Utilization Report.

Table 5. Homeless Service Clients in Households with Children by Program Type, FY15

	Hawai'i County		Kaua'i County		Maui County		C&C of Honolulu		State	
	#	% of all users	#	% of all users	#	% of all users	#	% of all users	#	% of all users
Homeless Programs Total	772	42.2%	304	45.9%	602	27.3%	4,200	40.9%	5,878	39.3%
Rapid Re-Housing	3	3.7%	4	80.0%	32	21.8%	295	39.5%	334	34.0%
Outreach	587	38.8%	115	30.5%	167	12.1%	824	17.3%	1,693	21.1%
Shelter (Total)	404	51.6%	215	61.1%	534	39.7%	3,756	59.0%	4,909	55.5%
Emergency	277	50.2%	121	52.6%	305	29.2%	1,477	47.3%	2,180	44.0%
Transitional	154	56.0%	129	75.9%	432	56.5%	2,692	70.3%	3,407	67.7%

Note: Number of people in households with children is an unduplicated count of clients served for each program type above. Some accessed multiple types of homeless programs during the reporting period; therefore, the sums of subcategories are larger than the totals. Percentages are based on all people served in the respective county and program type.
Source: 2015 Homeless Service Utilization Report.

Table 6. Characteristics of New Client Households, FY15

	Other Counties		C&C of Honolulu		State	
	#	%	#	%	#	%
Households Total	**1,275**	**100.0%**	**2,445**	**100.0%**	**3,720**	**100.0%**
Type of Program First Entered						
Shelter	532	41.7%	994	40.7%	1,526	41.0%
Outreach	708	55.5%	1,306	53.4%	2,014	54.1%
Rapid Re-Housing	35	2.7%	145	5.9%	180	4.8%
Household Type						
Adult-only	1,064	83.5%	2,146	87.8%	3,210	86.3%
With children	211	16.5%	299	12.2%	510	13.7%
Prior Living Situation						
Homeless	974	76.4%	1,476	60.4%	2,450	65.9%
Institutional settings	95	7.5%	162	6.6%	257	6.9%
Permanent housing	27	2.1%	87	3.6%	114	3.1%
Doubled up	115	9.0%	305	12.5%	420	11.3%
Other	62	4.9%	98	4.0%	160	4.3%
Unknown	2	0.2%	317	13.0%	319	8.6%

Source: 2015 Homeless Service Utilization Report.

Table 7. Permanent Supportive Housing by Program Funding, as of June 30, 2015

	Other Counties		C&C of Honolulu		State	
	#	%	#	%	#	%
Individuals Total	**287**	**100.0%**	**941**	**100.0%**	**1,228**	**100.0%**
HUD-CoC	217	75.6%	569	60.5%	786	64.0%
Veterans Affairs VA	70	24.4%	176	18.7%	246	20.0%
Housing First—State	0	0.0%	106	11.3%	106	8.6%
Housing First—City	0	0.0%	90	9.6%	90	7.3%
Households Total	**211**	**100.0%**	**837**	**100.0%**	**1,048**	**100.0%**
HUD-CoC	157	74.4%	526	62.8%	683	65.2%
Veterans Affairs VA	54	25.6%	169	20.2%	223	21.3%
Housing First—State	0	0.0%	72	8.6%	72	6.9%
Housing First—City	0	0.0%	70	8.4%	70	6.7%

Source: Special tabulation based on HMIS data retrieved in September 2015.

Table 8. State Homeless Emergency Grant (SHEG), August 2014–July 2015

	Other Counties		C&C of Honolulu		State	
	#	%	#	%	#	%
Households Total	**96**	**100.0%**	**407**	**100.0%**	**503**	**100.0%**
Homeless Status at Program Intake						
Sheltered	8	8.3%	36	8.8%	44	8.7%
Unsheltered	39	40.6%	7	1.7%	46	9.1%
At-risk	49	51.0%	364	89.4%	413	82.1%
Household Type						
Adult-only	49	51.0%	170	41.8%	219	43.5%
With children	47	49.0%	237	58.2%	284	56.5%
Individuals Total	**282**	**100.0%**	**1,281**	**100.0%**	**1,563**	**100.0%**
Single individuals	83	29.4%	254	19.8%	337	21.6%
Individuals in families	199	70.6%	1,027	80.2%	1,226	78.4%

Source: Homeless Programs Office.

Table 9. Housing Placement Program (HPP), State of Hawaiʻi, FY15

	Program Participants		Searching for Housing		Assisted in Housing	
	#	%	#	% of Total	#	% of Total
Households, total	845	100.0%	673	79.6%	722	85.4%
Individuals, total	3,378	100.0%	2,750	81.4%	2,882	85.3%

Source: Homeless Programs Office.

Table 10. Homeless Service Outcomes by Subpopulations, FY15

	Service Users Total	Service Users Who Exited		Exit Destination: Permanent Housing (PH)		Returns from PH within 12 Mo.	
	#	#	%	#	%	#	% of PH Exits
State Total	14,954	7,601	50.8%	3,257	42.8%	390	11.6%
C&C of Honolulu	10,257	5,185	50.6%	2,306	44.5%	242	11.3%
Hawaiʻi County	1,829	937	51.2%	404	43.1%	42	7.3%
Kauaʻi County	662	403	60.9%	104	25.8%	3	3.8%
Maui County	2,206	1,076	48.8%	443	41.2%	103	17.9%
Persons in adult-only households	9,076	4,568	50.3%	1,415	31.0%	204	15.2%
Persons in households with children	5,878	3,033	51.6%	1,842	60.7%	186	9.2%
Veterans	1,289	714	55.4%	404	56.6%	..	..
Chronically homeless	2,178	1,036	47.6%	216	20.8%	..	..
Unaccompanied young adults 18–24	149	85	57.0%	37	43.5%	..	..

Note: Recidivism rate was not calculated for certain subpopulations, as denoted by ".." .

Source: 2015 Homeless Service Utilization Report, Statistical Supplement.

Table 11. Permanent Housing Outcome by Program and Household Types, FY15

	Other Counties	C&C of Honolulu	State	
	Rate of Exit to PH	Rate of Exit to PH	Rate of Exit to PH	# of PH Exits*
Rapid Re-Housing, Total	**52.3%**	**80.3%**	**73.4%**	**391**
Persons in adult-only households	45.1%	78.3%	69.3%	259
Persons in households with children	76.7%	84.5%	83.0%	132
Transitional, Total	**51.5%**	**68.6%**	**64.1%**	**1,675**
Persons in adult-only households	37.0%	64.8%	56.0%	516
Persons in households with children	62.1%	70.4%	68.5%	1,159
Emergency, Total	**21.2%**	**32.4%**	**27.7%**	**1,079**
Persons in adult-only households	19.8%	25.0%	22.6%	498
Persons in households with children	23.4%	40.7%	34.3%	581
Outreach, Total	**29.1%**	**10.2%**	**17.4%**	**723**
Persons in adult-only households	27.1%	9.5%	15.9%	516
Persons in households with children	34.6%	12.9%	22.5%	207

Note: * # of PH Exits for a specific type of program is an unduplicated count of clients who exited from that program type to permanent housing (PH). When PH outcome of a client was recorded in more than one type of program, the outcome was counted in each of those program types; therefore, the sum of PH exits in all four program types is larger than the total number of people exited from the homeless service system to PH (3,257).

Source: 2015 Homeless Service Utilization Report.

Table 12. Housing Stability of Clients in State's and City's Housing First Programs, FY16

	Total
Number of people housed	259
Exited to permanent housing	2
Exited to temporary housing, unsheltered, or unknown destinations	5
Other exits*	1
Housing retention rate	98.1%

Note: * Other exits such as death, foster care/group home, long-term care facility, and hospitalization (non-psychiatric) were excluded from the calculation of the housing retention rate.

Source: Special tabulation based on HMIS data retrieved in September 2016.

Table 13. State Homeless Emergency Grant (SHEG) Program Outcomes, August 2014 – July 2015

	Other Counties			C&C of Honolulu			State		
	# of People Served	PH Outcome #	PH Outcome %	# of People Served	PH Outcome #	PH Outcome %	# of People Served	PH Outcome #	PH Outcome %
Households Total	**96**	**72**	**75.0%**	**407**	**65**	**16.0%**	**503**	**137**	**27.2%**
Homeless Status at Program Intake									
Homeless	47	24	51.1%	43	7	16.3%	90	31	34.4%
At-risk	49	48	98.0%	364	58	15.9%	413	106	25.7%
Individuals Total	**282**	**109**	**38.7%**	**1,281**	**147**	**11.5%**	**1563**	**256**	**16.4%**
Single individuals	83	42	50.6%	254	36	14.2%	337	78	23.1%
Individuals in families	199	67	33.7%	1,027	111	10.8%	1226	178	14.5%

Source: Homeless Programs Office.

Table 14. Housing Placement Program (HPP) Outcomes, State of Hawai'i, FY 2015

	Remain in Housing for more than 6 Months
	#
Households, total	626
Individuals, total	2,296

Source: Homeless Programs Office.