

2019

Policy Diffusion Assistance in the Amelioration of Homelessness on the Island of O`ahu, Hawai`i

Anita Tanner
Walden University

Follow this and additional works at: <https://scholarworks.waldenu.edu/dissertations>



Part of the [Public Administration Commons](#), and the [Public Policy Commons](#)

This Dissertation is brought to you for free and open access by the Walden Dissertations and Doctoral Studies Collection at ScholarWorks. It has been accepted for inclusion in Walden Dissertations and Doctoral Studies by an authorized administrator of ScholarWorks. For more information, please contact ScholarWorks@waldenu.edu.

Walden University

College of Social and Behavioral Sciences

This is to certify that the doctoral dissertation by

Anita Miller Tanner

has been found to be complete and satisfactory in all respects,
and that any and all revisions required by
the review committee have been made.

Review Committee

Dr. Paul Rutledge, Committee Chairperson,
Public Policy and Administration Faculty

Dr. Eliesh Lane, Committee Member,
Public Policy and Administration Faculty

Dr. Joshua Ozymy, University Reviewer,
Public Policy and Administration Faculty

The Office of the Provost

Walden University
2019

Abstract

Policy Diffusion Assistance in the Amelioration of Homelessness on the Island of O`ahu,

Hawai`i

by

Anita Miller Tanner

MPA, Troy University, 2001

BS, San Diego State University, 1994

Dissertation Submitted in Partial Fulfillment

of the Requirements for the Degree of

Doctor of Philosophy

Public Policy and Administration

Walden University

November 2019

Abstract

The issue of homelessness is one that many cities and states in the United States have to contend with; however, the issue of homelessness on an island can be even more difficult to find viable solutions. The homeless problem on the island of O`ahu is one that affects not only residents but also tourists. The purpose of this qualitative case study was to reveal the perceptions of policy makers on the island of O`ahu, Hawai`i if diffusing public policy from Salt Lake City, Utah, would help ameliorate homelessness on the island. The theoretical framework was the diffusion theory and diffusions of innovation. These conceptual frameworks provided a lens to find viable solutions to reduce homelessness on O`ahu. Data was collected utilizing a triangulation process, whereas surveys were completed and collected from 18 policy makers, 3 knowledgeable sources were interviewed, and reports and articles from Salt Lake City and O`ahu were analyzed regarding homeless policies to ascertain whether diffusing policy would ameliorate homelessness on O`ahu. The data collected was then analyzed and hand coded to identify themes and patterns. Results indicated that affordable housing, a coordination of services, as well as a collaborative relationship with other organizations, would help with reducing homelessness on O`ahu. Furthermore, adopting policy from Salt Lake City would have to be adjusted for cultural issues of the population as well as a shortage of available land on O`ahu; however, the majority of the lawmakers found value in the plan implemented in Salt Lake City. The implications for positive social change are directed at informing policy makers about the necessity to diffuse policy from Salt Lake City to ameliorate homelessness on O`ahu.

Policy Diffusion Assistance in the Amelioration of Homelessness on the Island of O`ahu,

Hawai'i

by

Anita Miller Tanner

MPA, Troy University 2001

BS, San Diego State University, 1994

Dissertation Submitted in Partial Fulfillment

of the Requirements for the Degree of

Doctor of Philosophy

Public Policy and Administration

Walden University

November 2019

Dedication

This dissertation is dedicated to my husband, Donta Tanner, Sr., my daughter, Mariah, son, Rashod and my parents, Alvin and Asenathe Miller. They have given me the strength and encouragement to continue on my life-long learning journey. I appreciate your patience and understanding throughout this process. I wish to give a special dedication to my father who passed away in April, 2019. This is for you dad.

Acknowledgments

I would like to thank everyone that has played a role in my journey. My Chair, Dr. Paul Rutledge and committee member, Dr. Eliesh Lane who guided me through this long journey, thank you so much for your mentorship, advice, guidance, and wisdom. I would like to thank my family and friends, faculty and staff, for your support and encouragement that has guided me throughout this process. I would also like to thank Dr. Gary Helfand, posthumously, for being a great mentor, sharing his insight, encouragement and believing from day one that I could accomplish this goal.

Table of Contents

List of Tables	v
List of Figures.....	vi
Chapter 1: Introduction to the Study	1
Introduction	1
Background.....	6
Problem Statement.....	7
Purpose of Study.....	8
Research Questions	10
Operational Definitions	10
Assumptions of the Study.....	13
Delimitations of the Study.....	14
Significance of Study	14
Summary.....	15
Chapter 2: Literature Review	17
Introduction	17
Background of the Study	17
Citizen Perspective	18
Sociopolitical Context of Homelessness on O`ahu	19
2017 Statewide Homeless Point-in-Time Count	20
New Initiatives Adopted.....	25

Compact of Free Association	26
Diffusion Theory/ Diffusion of Innovations.....	28
Homelessness	36
Social Policy	39
Tools to End Homelessness.....	41
Various Cities Response to Homelessness	43
Summary.....	47
Chapter 3: Research Methodology	48
Problem Statement.....	49
Purpose of Study.....	50
Research Questions	51
Study Design	51
Sampling.....	52
Data Collection.....	53
Data Management.....	57
Validity and Reliability	58
Ethical Concerns.....	60
Informed Consent and Confidentiality	61
Summary.....	61
Chapter 4: Results.....	63
Study Setting	64

Analysis of the Data	65
Theme Development	65
Demographics	68
Demographics of Policy Makers	68
Demographics of Knowledgeable Sources.....	70
Themes	70
Social Policies	71
Housing.....	82
Collaboration With Other Agencies	87
Policy Maker Recommendations.....	91
Recommendations From Knowledgeable Sources	95
Summary.....	96
Chapter 5: Conclusions.....	98
Interpretation of Findings	99
Social Policies	102
Collaboration with Other Agencies	103
Theoretical Considerations	104
Limitations of Study	106
Recommendations for Future Research.....	107
Housing.....	107
Collaboration with other Agencies	108

Implications 109

Conclusion 111

References 113

Appendix A: Interview Questions for Knowledgeable Sources..... 123

Appendix B: Survey Questions for Policy Maker 125

Appendix C: List of Policy Makers on O`ahu..... 127

Appendix D: O`ahu Regions (Homeless Point-In-Time Count—Locations) 131

List of Tables

Table 1. Summary of Demographics69

Table 2. Statewide Point in Time Count: O`ahu Homeless Population76

List of Figures

Figure 1. Coded word distribution from survey and interview responses.....	66
Figure 2. Color coded data chart of theme development.....	67
Figure 3. Policy maker perception of the effectiveness on the Sit-Lie Law on reducing homelessness on O`ahu.....	71
Figure 4. Policy maker perception of the effectiveness of other policies on reducing homelessness on O`ahu.	74

Chapter 1: Introduction to the Study

Introduction

In policy making, a small window of opportunity exists for acceptance of new policies to be implemented. According to one study, “Enacting a policy is arguably one of the most effective ways to create widespread behavior change in a relatively short amount of time” (Harriger, Lu, McKyer, Pruitt, & Goodson, 2014, p. 275). Often, policy makers push to have certain issues rise to the top of the agenda and public focus. Other times, the citizens speak up and seek assistance from policy makers in the form of new bills or ordinances. According to Mintrom and Walker, *policy diffusion* is as follows: “Policy innovation occurs whenever a government – a national legislature, a state agency, a city – adopts a new policy. Pressure for policy innovation also can come from outside the polity, with the spread of innovations from one government to another” (as cited in Shipan & Volden, 2008, p. 841).

No matter the source of bringing attention to the need for a new policy, policymaking is mostly incremental, building on existing practices. However, according to Berry and Berry, “Ultimately every government program can be traced back to some nonincremental innovation. Thus, in order to understand policymaking, one must understand the process through which governments adopt new programs” (as cited in Sabatier, 1999, p. 169). Berry and Berry further stipulated that the adoption of programs from one government entity to another does not mean that the innovation is new; however, it is new to the government that is adopting it (as cited in Sabatier, 1999). It is this process, policy diffusion, that provided the framework for my study.

Policy diffusion “is the process by which an innovation is communicated through certain channels over time among the members of a social system. It is a special type of communication, in that the messages are concerned with new ideas” (Rogers, 1995, p. 5). Policy diffusion is one method that policy makers can use to find viable solutions to issues that arise. A vast amount of literature has focused on the mechanics of policy diffusion as it relates to such social issues as the state lottery, education, and antismoking regulation. Authors have focused on the process by which diffusion takes place while seeking the factors that enable or detract from the policy diffusion (Shipan & Volden, 2008). Policy diffusion assists governments in finding a viable solution to a specific problem, most times without having to endure the trial-and-error period of a new policy until all of the problems are worked out. As Baybeck, Berry, and Siegel (2009) noted, for example, “When confronted with a problem, decision makers simplify the task of finding a solution by choosing an alternative that has proven successful elsewhere” (p. 232). Most generally, then, learning involves a determination of whether a policy adopted elsewhere has been successful. If the policy is deemed to be successful, then a city is more likely to adopt it. When success is difficult to measure, various shortcuts that are consistent with learning are taken. For instance, policy makers may interpret the broad adoption of a policy without subsequent abandonment over time as evidence of the success of the policy, or at least as evidenced of maintained political support (Shipan & Volden, 2008). Furthermore, policy diffusion is a kind of “social change, defined as the process by which alteration occurs in the structure and function of a social system. When new ideas are invented, diffused, and are adopted or rejected, leading to certain

consequence, social changes occur” (Rogers, 1995, p. 6). Although policy diffusion has been applied to many areas, after I conducted a search of the literature, it was revealed that policy diffusion has yet to be applied to policies as it relates to homelessness.

Homelessness is a social problem that affects many communities. It affects not only the economic aspects of a community, but also the physical makeup. There have been many attempts by policy makers to solve homelessness from the federal, state, and local levels. The island of O`ahu in Hawai`i, albeit isolated from the mainland United States by the Pacific Ocean, is also affected by homelessness and just as policy makers on the mainland, the policy makers on O`ahu are continually trying to find a solution to this problem. On O`ahu, there are approximately 4,959 homeless individuals (partnersincareOahu.org, 2018). Because the climate is tropical with moderate temperatures year-round, many homeless in Hawai`i live in tents on the beaches, sidewalks, along canals or in parks in makeshift “houses”. To walk through Waikiki, most downtown areas, in parks and beaches on O`ahu, it is not difficult to ascertain that O`ahu’s homelessness problem is rising. From bus benches to public sidewalks, to many of the shaded areas in parks and beaches, one will see makeshift tent communities of homeless individuals and families. Due to the number of tents where the homeless reside, limited space exists for citizens to use the sidewalk. In some parks and beaches, families hesitate to take their children to enjoy their day there due to the number of homeless individuals around the park and beach areas.

Policy diffusion can possibly help alleviate the rising homelessness issue on O`ahu. Policy diffusion is defined as “one government’s policy choices being influenced

by the choices of other governments” (Shipan & Volden, 2012, p. 1). A key factor in the diffusion of policies is that one government is able to see the consequences, positive or negative, of a policy before adopting it in their own government. As Shipan and Volden (2012) stated,

Policy makers rely on examples and insights from those who have experimented with policies in the past. Government officials worry about the impact that the policies of others will have on their own jurisdictions. The world is connected today as never before, and those connections structure the policy opportunities and constraints faced by policy makers; In today’s interconnected world, understanding policy diffusion is crucial to understand policy advocacy and policy change more broadly. (p. 1)

There are many laws and policies in place that affect what citizens can and cannot do in public. Two such ordinances on O`ahu are found in Chapter 29, “Streets, Sidewalks, Malls and Other Public Places,” of the Revised Ordinances of Honolulu. Article 16, states,

Objects erected, established, placed, constructed, maintained, kept or operated on sidewalks to be public nuisances shall be subject to summary removal pursuant to this article. Nuisances on public sidewalks are inconsistent with and frustrate the purposes, functions, and activities for which the sidewalk is intended. The purpose of this article is to promote traffic and pedestrian health, safety, and welfare; prevent visual blight; and ensure that the sidewalk is free of obstacles and available for use and

enjoyment of members of the public. (Nuisances on Public Sidewalks, 2002)

Article 19, “Stored Property,” states,

Public property should be accessible and available to residents and the public at large for its intended uses. The unauthorized use of public property for the storage of personal property interferes with the rights of other members of the public to use public property for its intended purposes and can create a public health and safety hazard that adversely affects residential and commercial areas. (Stored Property, 2002)

According to the “Plan to End Homelessness in Hawai‘i,” government policies should be directed at assisting the homeless to move off the streets, parks, and beaches and into stable housing (HICH, 2010). To improve the appearance of public areas as well as to stop homeless individuals from sleeping on park benches or bus stops, the governor and mayor have made the eradication of homelessness a priority. Specifically, “Homelessness and affordable housing have been cited by the Governor of Hawai‘i as well as the current Legislature as a top priority within the State” (HICH, 2010, p. 2). However, the policies implemented only seem to shift the homeless population from one location to another location. When large events come to the island or when enough citizens complain to local policy makers, the mayor will initiate an order to the City and County of Honolulu employees to force the homeless in one location to move to a different location. This movement of the homeless population is called a “sweep”. A simple issue such as the streets or bus benches need to be cleaned could produce a city

effort to relocate the homeless. When the City and County employees “sweep” the area, the homeless have set up their tents and belongings, and if anything is left in the area after a warning of removal has been given, the employees remove the remaining belongings by throwing them away in a refuse truck. The homeless are often notified prior to the “sweep” so they can collect their belongings and move elsewhere, but some have too many items to move from location to location in a timely manner. Therefore, my goal in this study was to use the diffusion theory to explore if the policy makers in the City and County of Honolulu perceived that successful policies adopted in Salt Lake City, Utah, to reduce their homeless population could also be successful on O`ahu.

Background

The state of Hawai`i is made up of seven habitable islands commonly known as the island chain. The Pacific Ocean separates Hawai`i from the contiguous United States. Each island is also surrounded on all sides by the Pacific Ocean therefore land is at a premium and resources arrive either by ship or plane. Of the island chains, O`ahu is the most densely populated. According to the 2017 census estimates, O`ahu is home to 968,650 individuals (U.S. Census Bureau, 2018). The land area is 600 square miles with 1,586 individuals per square mile (U.S. Census Bureau, 2013). The island is approximately 40 miles long and 30 miles wide. The local climate is mild year-round. The average temperature in the summer is in the upper 80s Fahrenheit. In the winter, the temperatures range in the 70s to 80s Fahrenheit. Because of the tropical weather year-round, O`ahu is an ideal place for outdoor activities year-round, thus making Hawai`i an ideal tourist vacation spot year-round. The Governor of Hawai`i resides and conducts

business on O`ahu. The local government is called the City and County of Honolulu and it covers all of O`ahu. The City and County of Honolulu has a Mayor/City Council style of governance. Even though Hawai`i is separated by the ocean from the other 49 states, many of the social issues that plague the mainland states are also issues in Hawai`i.

In 2011, Governor Abercrombie established the Hawai`i Interagency Council on Homelessness by executive order (Abercrombie, 2013). This taskforce was assigned the duties of finding solutions to end homelessness. On O`ahu, there are approximately 4,959 homeless individuals (Hawaii.gov, 2018). This number includes families and those living in shelters. According to the 2017 Point-In-Time Count (PIT Count), there are approximately 2,324 unsheltered homeless individuals (Hawaii.gov, 2018). Of these 2,324 individuals, approximately 1,159 are chronically homeless (Hawaii.gov, 2018).

Problem Statement

Homelessness is a social problem that affects many communities and O`ahu is no exception. Instead of ameliorating homelessness on the island of O`ahu, City and County officials shift the population when the need arises. The homeless are often shifted to another location for scheduled street or bus bench clean up or when dignitaries arrive on island. It is not known if a diffusion of policies enacted to address homelessness in Salt Lake City would ameliorate homelessness on the island of O`ahu. However, using a qualitative study, I sought successful policies relating to homelessness from Salt Lake City along with the policies in Hawai`i to ascertain the perception of policy makers if the implemented policies in Salt Lake City would positively influence the homelessness problem on the island of O`ahu. I conducted face-to-face interviews with knowledgeable

sources who worked with the homeless population on O`ahu as well as surveyed the members of the Legislature as well as City Council members of the City and County of Honolulu to obtain their perception if the policies adopted in Salt Lake City could help decrease homelessness if adopted on O`ahu. The Legislative Branch consists of nine City Council members and the Executive Branch consists of the Mayor of the City and County of Honolulu. The City and County of Honolulu is divided into nine districts with one City Council Member representing each District.

Purpose of Study

Homelessness is a social issue that affects many communities and even though many consider O`ahu an island of paradise, homelessness has not escaped the landscape of the islands. Homelessness is caused by a myriad of reasons. For example, “The homeless are men, women, and children, families and individuals, who often suffer from mental health issues and/or substance abuse and have no safety net to catch them (<https://www.honolulu.gov/housing/homelessness.html>, 2018). Also, according to Scott Morishige, the State Coordinator on Homelessness, “Changes in public housing policy and mental health services contribute to homelessness. We really have a shortage of affordable housing, and particularly rental housing. Part of it is because we’re an island state, so we have very limited land” (kitv.com, 2018). Thus, finding a solution to end homelessness is difficult.

Just as finding a viable solution is difficult, societal opinions of homeless individuals also vary. Homelessness is a problem that affects us all either directly, or indirectly, in that the government must provide services to homeless individuals. In the

public sector, the goal is to serve the public as efficiently and as effectively as possible. The public sector must contend with limited resources and a higher demand for service requests from citizens. This problem is magnified on an island with limited access to outside resources.

Once homeless, many find it difficult to move back into mainstream society. Rent is high, and job wages do not keep up with the high cost of living on an island. Some homeless are not native to O`ahu and finding an affordable way to “go back home” is beyond their reach. The island of O`ahu is unique in that homeless individuals and families not native to Hawai`i cannot simply or easily move to another state if they so desire as it is often cost prohibitive. Coupled with ideal weather year-round and surrounded by water with air being the most feasible form of transportation makes leaving the island a challenging task.

Using a case-study method to understand the perception of policy makers on O`ahu, I sought to discover if the City and County of Honolulu should benchmark public policy from Salt Lake City for the purpose of beginning to reduce homelessness on the island. It is with great optimism that policy makers will find value in the information provided from this research and use the data analysis to assist them in their decision making. Social change can be driven by policy or policy can drive social change. The end purpose for this dissertation is to bring awareness of successful social policies from Salt Lake City to policy makers on O`ahu that if implemented will drive positive social change for the homeless, citizens, and business owners on the island of O`ahu.

Research Questions

RQ1 – Qualitative: Should the City and County of Honolulu, HI, benchmark public policy from Salt Lake City, Utah to begin to reduce homelessness?

RQ2 – Qualitative: How and by what means would diffusion of innovations influence the City and County of Honolulu, HI, in public policymaking?

RQ3: - Qualitative: What would account for the success or failure of diffusion of innovation of homeless policies according to current policy makers?

Operational Definitions

Unsheltered homeless: Means families or individuals who have a primary nighttime residence that is a public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings, including beaches, parks, automobiles, and streets. (Hawaii.gov, 2013)

Sheltered homeless: Means families or individuals who lack a fixed, regular, and adequate nighttime residence and have a primary nighttime residence that is a supervised publicly or privately-operated shelter designed to provide temporary living accommodations (e.g., emergency or transitional shelter or church) or that is an institution that provides temporary residence for individuals intended to be institutionalized. (Hawaii.gov, 2013)

At-risk homeless: Means families or individuals who are being evicted within 45 days from private dwelling units or are being discharged

within 45 days from institutions in which they have been residents for more than 30 consecutive days; and (a) no subsequent residences have been identified; and (b) they lack the resources and support networks needed to obtain access to housing. (Hawaii.gov, 2013)

Chronically homeless: (a) An unaccompanied homeless individual with a disabling condition who has been continuously homeless (sleeping in a place not meant for human habitation or in an emergency shelter) for a year or more; or (b) an unaccompanied individual with a disabling condition who has had at least four episodes of homelessness in the past three years. (Hawaii.gov, 2013)

According to the National Center for Homeless Education (NCHE) McKinney-Vento Homeless Assistance Act, the term *homeless children and youths* means (a) individuals who lack a fixed, regular, and adequate nighttime residence (within the meaning of section 103(a)(1)); and (B) include— (i) children and youths who are sharing the housing of other persons due to loss of housing, economic hardship, or a similar reason; are living in motels, hotels, trailer parks, or camping grounds due to the lack of alternative adequate accommodations; are living in emergency or transitional shelters; are abandoned in hospitals; or are awaiting foster care placement; (ii) children and youths who have a primary nighttime residence that is a public or private place not designed for or ordinarily used as a regular sleeping accommodation for human beings within the

meaning of section 103(a)(2)(C)); (iii) children and youths who are living in cars, parks, public spaces, abandoned buildings, substandard housing, bus or train stations, or similar settings (Nche.edu.gov, 2013).

The National Alliance to End Homelessness mentions that, the HEARTH Act provides funding for homeless prevention, rapid rehousing for families, permanent supportive housing for homeless people with disabilities. The Act requires a streamlined housing and services process to better meet the needs of those needing assistance. (NAEH, 2014)

U.S. Department of Housing and Urban Development definition according to the HEARTH Act- Category 1: An individual or family who lacks a fixed, regular, and adequate nighttime residence, meaning: a. An individual or family with a primary nighttime residence that is a public or private place not designed for or ordinarily used as a regular sleeping accommodation for human beings, including a car, park, abandoned building, bus or train station, airport, or camping ground; or b. An individual or family living in a supervised publicly or privately-operated shelter designated to provide temporary living arrangements (including congregate shelters, transitional housing, and hotels and motels paid for by charitable organizations or by federal, state, or local government programs for low- income individuals); or c. An individual who is exiting an institution where he or she resided for 90 days or less and who resided in

an emergency shelter or place not meant for human habitation

immediately before entering that institution;

Category 4: Any individual or family who: Is fleeing, or is attempting to flee, domestic violence, dating violence, sexual assault, stalking, or other dangerous or life-threatening conditions that relate to violence against the individual or a family member, including a child, that has either taken place within the individual's or family's primary nighttime residence or has made the individual or family afraid to return to their primary nighttime residence; and ii. Has no other residence; and iii. Lacks the resources or support networks, e.g., family, friends, and faith-based or other social networks, to obtain other permanent housing (HUD, 2013)

Success – for my study, success(ful) is considered a reduction in individuals residing not in a shelter, temporary or homeless. Specifically, the reduction is sought in individuals residing in streets, parks, beaches, or other public areas.

Assumptions of the Study

I began my study with a few assumptions. First, I assumed that effective policies from cities in the mainland would be just as effective on O`ahu. I also assumed that policy makers on O`ahu would have similar access to resources as mainland city policy makers. Last, I held the assumption that policy makers on O`ahu were ready for change to the current social policies as it affected the homeless population. Homelessness continues to grow every year on the island of O`ahu. Many new “tent cities” are erecting

on city sidewalks therefore businesses are being impacted as these “tent cities” are erecting in front of their store fronts and keeping customers away.

Delimitations of the Study

I chose to not include the Native Hawaiian homeless population that live in tent villages in Waianae and Waimanalo in the study. For many Native Hawaiians, homelessness has occurred across many generations. Many Native Hawaiians are homeless because they choose to live off the land or aina just as their ancestors. Hawaiians have a strong connection to the aina, and one will find that they have much respect for the land and the ocean often growing their own food or fishing for their daily meals. Furthermore, the tent village located in Waianae can be seen as thriving rather efficiently. A “mayor” lives in the village and rules have been implemented that all who chose to live there must follow. The “mayor” ensures compliance of these rules, and a “town” meeting is scheduled regularly with the residents to discuss issues. A store for the residents that houses donated items by the larger community is also located in the community for the residents. This community works because of the shared cultural values from the residents. I acknowledged that they should be counted in the population that lives in parks and on beaches; however, for many native Hawaiians, living in houseless communities could be considered culturally acceptable.

Significance of Study

The eradication of homelessness has been cited by the Governor of Hawai`i as well as the current Legislature as a top priority within the State (HICH, 2010). This research project is important because it looks at the effective policies that other mainland

cities have adopted to ascertain the perception of policy makers if the same policies would be effective if implemented on O`ahu. Policy diffusion is one way that governments can limit their externalities by implementing programs that have proven to be successful in other states (Baybeck, Berry & Siegel (2011). According to Berry and Berry, “States learn from one another as they borrow innovations perceived as successful elsewhere” (as cited in Sabatier, 1999, p. 171). The media publishes reports a few times a week concerning the growing number of homeless on O`ahu as well as the effects on citizens and businesses. Policy window is a rare period of opportunity for innovation that is created when an event or crisis generates an unusual level of public attention to the problem (Berry & Berry In Sabatier, 1999). Homelessness on the island of O`ahu has reached this high level of attention from the public and policy makers alike. I will share the results of my study with the intention of providing information to policy makers who could assist in the reduction of the homeless population on the island of O`ahu.

Summary

Homelessness is a social problem that affects not only the homeless individual or family but also the community at large. On O`ahu, homelessness can also affect the tourist population as they enjoy their trips to the various beaches and parks. The policy makers on O`ahu have attempted a myriad of different initiatives to reduce homelessness on O`ahu with limited success. Policy diffusion could offer policy makers on O`ahu an opportunity to reduce or ameliorate homelessness on the island. As the literature will show in the next chapter, policy diffusion theory has been applied in a myriad of social issues; however, applying the theory to homeless policies has not be undertaken. This

research project sought a viable policy that policy makers on O`ahu would perceive to have success in decreasing the homeless population if implemented on the island. Using policy diffusion, policy makers would have the ability to ascertain the best practices from Salt Lake City and hopefully avoid some of the same mistakes to improve on the changes of implementing a successful social policy for change of the islands homeless population.

Chapter 2: Literature Review

Introduction

I conducted a review of the literature to establish a contextual framework as well as identify any gaps in literature as it pertains to the homeless policies on O`ahu. I performed a search of the library database for key terms related to diffusion theory, diffusion of innovations, and homelessness. In this literature review, I presented key writings on the diffusion theory as well as evaluated the findings of other relevant studies in the subject area. I also explored social homeless policies in other cities that have proven some measure of success.

Background of the Study

President Obama had led an initiative to find a way to end homelessness. With the president's endorsement, agencies were funded and tasked to find measures to accomplish this goal. President Obama once stated, "It is simply unacceptable for individuals, children, families, and our nation's Veterans to be faced with homelessness" (National Coalition for the Homeless, 2010). This sentiment is felt by citizens and policy makers alike. In 1987, the federal government established the Interagency Council on Homelessness to strategize effective methods to reduce the homeless population. Congress mandated that the council create a plan to end U.S. homelessness (National Coalition for the Homeless, 2010). The council created a plan focused on the following ideas: increased leadership, collaboration and civic engagement, increased access to stable and affordable housing, increased economic security, improved health and stability, retooling the homeless crisis response system, and integrating primary and

behavioral health care services with homeless assistance programs (NCH, 2010). The plan, despite being broad in goals and mission, established a framework for each state to implement policies to decrease their homeless populations.

Citizen Perspective

Arnold (1989) stated “Despite a heightened awareness to the homeless plight, many citizens still view the homeless population as dirty, crazy, obnoxious, unpleasant, and unworthy of any public assistance” (p. 47). Another issue with citizen perception is that most turn a blind-eye to homeless individuals and families unless it is winter or a holiday such as Christmas when most focus on a time of giving. Also, there appears to be unwillingness from citizens to want to use their tax-paying services to provide services to these individuals thus not a lot of pressure is put on politicians to enact policy that does little more than push the homeless out of public view. Therefore, when it comes to providing funding for the homeless, little pressure exists from tax-paying citizens to find a viable solution. According to Arnold (1989) “The media, various governmental and nonprofit service providers, activists for the homeless, and the nature of the problem itself placed homelessness on a national agenda without necessarily creating the support for federal legislation” (p. 49).

On O`ahu, currently the focus is the removal of the homeless population from Waikiki and the Chinatown District. Waikiki is the number one tourist destination on the island and the homeless are considered an eye sore to the pristine beaches and waterfront shops. The business owners in Chinatown have formed together a lobby group to request

that the Mayor enact policy that would make it illegal to lay or sit on sidewalks in this area just as has been done in Waikiki.

Sociopolitical Context of Homelessness on O`ahu

The island of O`ahu attracts many tourists on a daily basis. The weather is nice year round, and many tourists enjoy outdoor activities such as surfing, relaxing on the beach, hiking, or visiting from other countries, mainly Japan, to participate in the Honolulu marathon. All of these activities introduce tourists to the homeless community. Many homeless individuals and families “camp” out on sidewalks, under freeway overpasses, the beach, near public restrooms, and parks. The issue for politicians is one of keeping the image of Hawai`i as paradise from the “black eye” of homelessness. As people come to Hawai`i they expect to see the beautiful ocean, beaches, sunsets, mountains to hike, and rainbows while enjoying Polynesian dancing, food and drinks. The reality is that with this beautiful backdrop, included in this tourist view of paradise is the homeless problem that exists on the island.

There is a concerted effort to end homelessness on the island of O`ahu. The homeless issue has become a popular topic among politicians and citizens alike. Many politicians have taken to the local media outlets to express their discontent with the homeless policies currently in place on O`ahu and specifically in their district. This tactic is usually to discredit the policies put in place by Mayor Caldwell’s administration, but it also highlights the importance of this issue. It has been said that in the public arena, a small policy window of opportunity exists for acceptance of new policies to gain widespread recognition. Now appears to be the time for this small policy window of

opportunity. Politicians and local community business owners openly discuss their discontent of the perceived failure of the current policies. Many in the political arena and citizen groups have offered possible solutions to eradicate homeless on the island of O`ahu. In one press conference, the Mayor stated,

It's time to declare war on homelessness, which is evolving into a crisis in Honolulu. We cannot let homelessness ruin our economy and take over our city. While the majority of homeless people are in shelters, the visual and physical impact of homelessness is affecting our businesses and neighborhoods and generates more complaints than any other issue.

(Caldwell, 2014, n.p.)

With that mindset, Mayor Caldwell has launched initiatives to keep the homeless out of sight and to add a criminal aspect to some of the activities of homelessness. One bill, the Sit-Lie law was aimed at people sitting or lying down on public sidewalks. This prohibition is in effect 24 hours a day. This bill "is patterned after Seattle's so-called 'Sit-Lie ordinance,' which was upheld by the 9th U.S. Circuit Court of Appeals" (Honolulu-Star Advertiser, 2014). Mayor Caldwell has also increased the enforcement of existing park-closure laws as well as increased the number of street clean-ups that are conducted by City and County employees to remove the property of homeless individuals who are on public sidewalks (Honolulu-Star Advertiser, 2014).

2017 Statewide Homeless Point-in-Time Count

Every year in January, a group of volunteers scour the streets counting the homeless in shelters, in the streets and in transitional housing. This count is referred to a

“PIT Count” as it reflects the homeless that the volunteers are able to reach during the last week of January. In the 2017 PIT Count of the homeless population, it was revealed that the unsheltered homeless population nationally is decreasing, in Hawai`i, those numbers continue to rise. Hawai`i is ranked second nationally of all 50 states for having the highest number of homeless individuals. The 2017 count of unsheltered homeless individuals on O`ahu was 2,324 of 4,959 total homeless counted (partnersincareOahu.org, 2018). This count reveals that the homeless population has remained relatively flat over the past few years.

According to the “Plan to End Chronic Homelessness in Hawai`i,” the mission of the Homeless Policy Academy is to end homelessness in Hawai`i. (HPACH, 2004). Hawai`i Policy Academy on Chronic Homelessness (HPACH, 2004) developed a plan to decrease the number of homeless individuals by working in partnership with non-profit organizations, the state and federal government. The plan derives from the one established by NCH. However, it includes the uniqueness of the cultural aspects of homelessness that affects Hawai`i. A segment of the Native Hawaiian population chooses to remain “houseless” as they wish to live as their ancestors did off the land and sea. The original plan was established in 2004 and revised in 2008. The revised plan is based on numbers that were derived as part of the PIT Count of the homeless (HPACH, 2008). The plan states:

- Each year, an estimated 14,000 people experience homelessness in our State.
- On any given night, more than 6,000 people are homeless.

- An estimated 20% of those who are experiencing homelessness suffer from mental illness.
- An estimated 14% of adults who are living on our streets have jobs, but this income does not provide for the basic necessities of life such as shelter and food.
- Approximately 26% of those experiencing homelessness in the State of Hawai`i are considered chronically homeless.
- A growing segment of the homeless population is youth aging out of the foster care system.
- 96,648 individuals, or 18,623 households, are considered “hidden homeless” wherein more than one family shares housing accommodations.
- 262,021 individuals, or 85,267 households, self-identify as being at-risk of homelessness.
- Unemployment in Hawai`i is among the lowest in the country averaging 2.6% in 2007.
- Hawai`i has the 4th highest tenant rental costs in the country.

Each strategy developed by the council is followed by action steps. and a responsible member is assigned to oversee the work as well as an established estimated completion date. The below strategies to the plan are (HPACH, 2008):

- Improve access by removing barriers to mainstream services

- Improve/use resource inventory of services, housing and programs that serve the homeless.
- Integrate and/or interface data systems to better track utilization of services by homeless families and individual and track outcomes
- Identify necessary main support services
- Strengthen statewide homeless outreach.
- Establish a Mental Health diversion program, whereby Dept. of Public Safety is involved with Mental Health Court and Jail Diversion Project
- Achieve clinician competency in substance abuse among line staff to achieve early intervention
- Establish community aid centers in the rural counties, which include services to the chronic homeless.
- Discharge Planning. Develop/improve inter-agency communication and agreements that can influence and enhance release plans for inmates being released by the Department of Public Safety and reduce recidivism.
- Establish interventions to prevent homelessness among families and among specific populations
- Provide homeless children and youth access to educational services and child dev. Activities (infants, toddlers, and school aged children).

- Increase training and employment opportunities for identified sub populations ensuring cultural competency in the process.
- Expand services to those with co-occurring disorders (chronic homeless)
- Increase accessibility to VA services.
- Provide for interventions for the frail homeless who need more care but fall out-side of the need for hospitalization or other standards of care.

Without the support of nonprofit groups and a core group to regularly attend the meetings, implementation of the plan would be a difficult task. The plan although seemingly comprehensive, still is not meeting the goals of the mission. Even with all of the work of this planning committee, a viable solution to homeless on O`ahu has not been located at this time.

In 2016, the current Governor Ige pledged to end homelessness in Hawai`i by 2020. His plan revolved around two key areas: affordable housing and the homelessness plan. His plan for affordable housing included the following: “attract private businesses to build affordable housing; expedite planning and construction approvals for affordable rental housing; upgrade and increase public housing; identify and develop vacant and underutilized State lands for affordable housing near public transportation areas” (governor.hawaii.gov). Whereas, Governor Ige’s plan to end homelessness included:

Support for the Housing First program; support for homeless shelters to provide physical and mental health relief for homeless individuals and

families; as well as provide the homeless military veteran population with affordable housing and support services. This also includes supporting the Judiciary's Hawai'i Veterans Treatment Court which helps veterans arrested for non-violent crimes receive treatment and resources to get acclimated back in to society.

New Initiatives Adopted

The city council has approved to go forth with the Housing First initiative. This initiative is an approach that emphasizes stable, permanent housing for homeless individuals that also provides as needed services to ensure an individual's well-being (NAEH, 2014). The Housing First initiative is most successful for individuals experiencing homelessness because of a personal or housing crisis that typically does not need intensive services to get back on their feet. One of the criticisms of Housing First is that chronically homeless individuals, who suffer from substance abuse, mental illness or do not want to live by the contract they have to sign, will end up homeless again. In a partnership between the state Department of Health, Catholic Charities, Hawai'i Helping Hands Hawai'i and a federal grant secured by the Substance Abuse and Mental Health Services Administration (Blakely, 2014), the City and County of Honolulu rolled out the first Housing First program in the state. The program on O`ahu however will focus their efforts first on the chronically homeless struggling with substance abuse and mental illness with the hopes of getting them the intensive services they require (Blakely, 2014). This is the group that the National Alliance to End Homelessness has stated would be less likely to succeed in a program such as Housing First. The Hawai'i Pathways Project, the

group spearheading this effort, realized that this model is a more expensive model than has been established in other states as the nonprofit will pay the rent if tenants cannot (Blakely, 2014). Another obstacle to impede the success of the Housing First initiative is that the City Council's Budget Committee cut about \$5 million from the program (Pang, 2014). Also, it was discovered that in order for individuals to qualify for this program they must have a valid identification card. Many homeless individuals lack this important document, either having lost it in one of the sweeps issued by the Mayor or having their identification card stolen while living on the streets and beaches of O`ahu.

Another initiative adopted is the approval of a land lease to temporarily house the homeless on O`ahu. The City Council has approved a land use lease to set up a homeless camp in the community of Sand Island. The camp will include a triage center where homeless individuals can receive medical services if necessary as well as 24-hour security guard service (Bussewitz, 2014). This solution does not solve the homeless problem instead it only keeps the homeless isolated and out of plain sight to residents and tourists.

Compact of Free Association

The migration and immigration from the Marshall Islands have also been an issue identified to increase the homeless population on the island. This migration and immigration is allowed because of the Compact of Free Association (COFA) between the USA and Government of the Republic of the Marshall Islands, which was originally signed on June 25, 1983 and amended April 30th, 2003. The COFA was established because the United States military used the Marshall Islands, which includes Micronesia

and Palau, as a nuclear weapon testing area in what was called the Pacific Proving Grounds. This agreement started a relationship between the United States and the Marshall Islands. COFA citizens are allowed, as shown from the statute below, to come to the United States and work as the agreement stipulates the terms of their nonimmigrant status. These immigrants are classified as legal residents, not as citizens. They are required to pay taxes, local, state and federal, however, are ineligible from many services such as Medicaid, TANF, and SNAP programs. According to the United States Department of Interior,

COFA Section 177 pg. 17 – (a) The Government of the United States accepts the responsibility for compensation owing to citizens of the Marshall Islands, or the Federated States of Micronesia, (or Palau) for loss or damage to property and person of the citizens of the Marshall Islands, or the Federated States of Micronesia, resulting from the nuclear testing program which the Government of the United States conducted in the Northern Marshall Islands between June 30, 1946, and August 18, 1958. (Title I, Article IV – immigration pg. 17)

Furthermore, the COFA agreement states

Section 141 stipulates (a) In furtherance of the special and unique relationship that exists between the United States and the Republic of the Marshall Islands, under the Compact, as amended, any person in the following categories may be admitted to, lawfully engaged in occupations, and establish residence as a nonimmigrant in the United States and its

territories and possessions. (4) the term “nonimmigrant” means an alien who is not an “immigrant”. (Title I, Article IV Pg. 4 – 6)

(d) A person admitted to the United States under the Compact, or the Compact, as amended, shall be considered to have permission of the Government of the United States to accept employment in the United States.

(f) The immigration and Nationality Act, as amended, shall apply to any person admitted or seeking admission to the United States (other than a United States possession or territory where such Act does not apply) under the Compact or the Compact, as amended, and nothing in the Compact or the Compact, as amended, shall be construed to limit, preclude, or modify the applicability of, with respect to such person: (1) any ground of inadmissibility or deportability under such Act and any defense thereto, provided that, section 237(a)(5) of such Act shall be construed and applied as if it reads as follows: “any alien who has been admitted under the Compact, or the Compact, as amended, who cannot show that he or she has sufficient means of support in the United States, is deportable”. (Title I, Article IV p. 6)

Diffusion Theory/ Diffusion of Innovations

The theoretical framework for my study was policy diffusion theory and diffusion of innovations (Baybeck, Berry & Siegel, 2011; Walker, 1969). Using a case study research approach, I utilized concepts of policy diffusion theory to ascertain the

perception of policy makers if the City and County of Honolulu should adopt similar policies as Salt Lake City to decrease the homeless population. The policy diffusion theory states that policy discretion is available to all states in the American federal system that will create an opportunity for states to learn from one another by observing the consequences of a policy in another state before adopting the policy themselves (Baybeck, Berry, & Siegel, 2011). The theory further states that policy choices have implications for “location choices” made by residents (such as where the poor will live), therefore some decisions by policy makers are influenced by their neighbors (Baybeck, Berry, & Siegel, 2011). In the case of the homeless policy on O`ahu, there are a number of homeless that are not native Hawaiians or born and raised in Hawai`i. These individuals are originally from the mainland, Micronesia or Palau, but once homeless on O`ahu, they become a social issue for local policy makers. Individuals move to O`ahu for a myriad of reasons such as year-round temperatures, promises of a job, military service, the COFA agreement, and even a dream to lay on the beach and surf all day. The dream is often met with the reality of the high cost of living on the island and limited job opportunities. For this reason, policy makers should look to the mainland states to find a viable solution to homelessness on O`ahu as many of the homeless are transplants to Hawai`i.

The policy discretion available to states in the American federal system creates an opportunity for states to learn from one another by observing the consequences of a policy in another state before adopting the policy themselves. When a state suffers negative externalities due to the policies

of other states, it has an incentive to choose policies aimed at shielding itself from these effects. Although learning and economic competition are fundamentally different form of intergovernmental relations, both result in the diffusion of policy across states – i.e., in a process in which the policy choices of one state are influenced by the choices made by others.

(Baybeck, Berry, & Siegel, 2011, p. 232)

An interesting aspect of policy diffusion theory is that many states will adopt a policy to prevent certain behaviors from crossing over into their state. This strategy is called “defensive behavior”, when a government makes a decision motivated by the desire to prevent something bad from happening (Baybeck, Berry, & Siegel, 2011). On O`ahu, there have been discussions of such policies where policy makers wish to adopt a bill that will send the homeless back to their home state. The “Return to Home” pilot program launched to help ease the financial burden of the State by adopting a plan to pay for a one-way plane ticket for any homeless individual who can find someone on the mainland to take them in and volunteers to leave the island (Farrington, 2013). The program has a \$100,000 annual budget but comes with a lot of controversy on how the program is managed and funded. Controversial programs such as this are not new, however. Other cities such as New York, San Francisco and Fort Lauderdale have adopted similar policies.

Walker (1969) suggested that the innovations may not necessarily be a brand-new program or policy, but one that is new to that state that wishes to adopt it. Similar to the diffusion theory, Jack Walker coined the term diffusion of innovations (Walker, 1969).

Walker (1969) advised that new programs and policies are sometimes copied verbatim from other states noting California's fair-trade law in which 20 states adopted the same legislation and 10 states copied a typographical error that occurred in the original law . Walker also theorized that states are more apt to diffuse innovation from another state in its region. Perhaps suggesting that communication and contact with each other is greater with states in close proximity to each other. Walker (1969) offered that party affiliation and elections also have an influence on the diffusion of innovations. It was stated that parties with closely contested elections try to embrace the latest progressive programs and encourage rapid adoption in an attempt to out-do the other party. This is important to policy on O`ahu as the election cycle for the Governor, Congress, House of Representatives, Mayor and City Council nears. Walker (1969) further suggests that many factors influence the decisions to adopt an innovation or not. However,

The likelihood of a state adopting a new program is higher if other states have already adopted the idea. Furthermore, the likelihood becomes even higher if the innovation has been adopted by a state viewed by key decision makers as a point of legitimate comparison (Walker, 1969, p. 897).

The limitation of this study is that Walker only focused on the lower 48 states. Alaska and Hawai`i were excluded from this study therefore; one cannot ascertain how Hawai`i would adapt to regional diffusion of innovation.

Walker (1969) provided a definition for innovation, however, the word diffusion itself had yet to be defined in his work. Kaur and Kaur (2010) defined diffusion as “the

process through which the innovation is spread across the ultimate users. It includes all those efforts to reach the various communication channels as well as spreads to the general population” (p. 290). It has also been suggested that innovation is mandatory to keep systems on track (Kaur & Kaur, 2010). Rogers (1995) also conducted extensive research into the diffusion of innovations. A model was formulated that consisted of the process through which innovations are communicated through channels. Rogers (2002) postulated that diffusion is a “special type of communication concerned with the spread of messages that are perceived as dealing with new ideas, and necessarily represent a certain degree of uncertainty to an individual or organization” (p. 990). Rogers (2002) further stated that the diffusion of innovation includes four main elements: innovation, communication channels, time, and the social system.

Rogers (1995) stated that innovation is an idea, practice, or object that is perceived as new to an organization. Along with this innovation is the concept of relative advantage. Relative advantage is important to consider because it is the degree to which an innovation is perceived as better than the idea it supersedes (Rogers, 1995). In looking at the current homeless policies on O`ahu, it is important for the policy makers to see that a diffusion of innovation is necessary to find long-range solutions to the growth of homelessness on the island. If policy makers perceived the policies as better than the current policies in place, and agreed that the innovation is compatible, or is consistent with current values and needs, then the innovation is more likely to be adopted. The diffusion of innovation theory can be utilized to introduce new programs and policies into different cities and states.

Rogers (2002) also discussed the concepts of complexity, trialability and observability as being the basis for which an innovation has a greater relative advantage to be adopted more rapidly. Complexity is the degree to which an innovation is perceived as difficult to understand; Trialability is the degree to which an innovation may be experimented on a limited basis; Observability is the degree to which the results of an innovation are visible to others (Rogers, 2002, p. 990).

This theory is a social theory so one key component is communication. Innovations need champions and champions will discuss their new idea with peers, therefore giving it meaning, and then move towards adopting this new idea (Rogers, 2002). Rogers (2002) also suggests that the innovation decision-making process follows the path of moving from knowledge of the innovation to the formulation of an attitude about the innovation then deciding to either adopt or reject the innovation, then implementing the innovation and finally confirming that it was a correct decision.

Haider and Kreps (2004) stated that understanding this innovation decision-making process is the key component to maximizing the “scope of diffusion and the rate of adoption of the innovation” (p. 4). The authors emphasize that if mass-media focused on introducing the innovation to the community, the innovation would be adopted more quickly as more individuals would be persuaded of the importance of this innovation (Haider & Kreps, 2004). This concept is often seen on the news in O`ahu as a homeless segment is aired at least once a week. The segment, albeit quick sound bites, often focuses on new laws that will affect the homeless. Haider & Kreps (2004) emphasized a need to have a change agent, or someone that has the capability to influence innovation

decisions. This change agent is an integral part of the process because they are the main source of communication about the innovation. In the case of my study, the change agent can be a single lawmaker who perceived the value in the innovation and moved to get it approved as a law.

The decision-making process in the diffusion of innovations occurs in five stages. The five stages occur over time and consist of: knowledge, persuasion, deicing, implementation and confirmation stage. The first stage is knowledge. This occurs when decision makers are exposed to the existence of an innovation and understands how the innovation functions (Rogers, 1995). This stage in the process is basically an “information-seeking and information-processing activity” in which the advantages and disadvantages of an innovation are sought (Rogers, 1995, p. 165). Learning about the trials and tribulations of the existing homeless policy in Salt Lake City could save policy makers time and expense in developing a similar policy on O`ahu. The knowledge obtained would inform policy makers of the areas that need improvement as well as the areas that work well in the policy. However, before the processing of the new idea can move to the next stage, “if sufficient knowledge is not obtained to become adequately informed” then persuasion cannot take place (Rogers, 1995, p. 167). The second stage in the decision-making process is persuasion. Persuasion is determined when the decision-maker forms a favorable attitude toward the innovation (Rogers, 1995). This stage is where a decision maker forms a favorable attitude towards the innovation and actively seeks information about the new idea. As Rogers (1995) mentioned, “The persuasion will lead to a subsequent change in overt behavior (adoption or rejection) consistent with the

attitude held” (p. 169). If the policy makers on O`ahu find value in the homeless policy as set forth by Salt Lake City, they will move towards adopting a similar homeless policy. Having the opportunity to discover the positives, negatives, and consequences of Salt Lake City’s policy would allow the decision maker to have a favorable or unfavorable attitude about implementing the same or similar policy on O`ahu.

According to Rogers (1995) the next stage in the diffusion process is the decision stage. The decision stage is at the point where the decision maker “engages in activities that lead to a choice to adopt or reject the innovation” (Rogers, 1995, p. 171). At this stage in the process, the decision maker also can decide if they want to fully adopt the innovation or institute it on a trial basis. A trial basis allows the decision maker to witness the advantages or disadvantages of the innovation and deal with uncertainty as it pertains to their specific area or location. At this point, the decision maker would move into the implementation stage. The implementation stage is when the innovation is actually put into practice (Rogers, 1995). During this stage, the decision maker can also “re-invent” the innovation. Having the flexibility to “re-invent” the innovation to fit the needs of the situation may reduce mistakes and failures of the overall innovation. For example, in consideration of differing climate and available land space between O`ahu and Salt Lake City, a policy maker might adapt the policy to fit within the restrictions of living on a tropical island.

The last stage in the diffusion process is known as the confirmation stage. During this stage, “the individual seeks to avoid a state of dissonance or to reduce it if it occurs” (Rogers, 1995, p. 181). At any point of the diffusion process the decision maker can

decide to reject the new innovation. However, at this stage, the decision maker is seeking reinforcement that the decision to accept or reject the innovation was the correct choice. The concept of rejecting the innovation after implementing it is known as discontinuance. Discontinuance occurs when the decision maker adopts a better idea or is dissatisfied with the result of the implemented innovation (Rogers, 1995). For this reason, many decision makers might seek to implement the innovation on a trial basis.

Given the stages above, seeking to diffuse innovation is not as simple as it may seem. There should be ample attention paid to the time it takes to diffuse the innovation, time alone is not a criticism of this method. As Rogers (1995) stated, if the innovation is adopted too rapidly, the implementation and evaluation process might be negatively affected as problems or challenges that should be acknowledged might be ignored for sake of rushing to diffuse the innovation. To circumvent this problem, Rogers (1995) suggest collecting and evaluating data on an ongoing basis to constantly check if the innovation is successful. This is an important aspect to mention because often time evaluations are conducted at the end of a period. At this point, the innovation is often deemed a failure and abandoned for the next idea. Being aware and planning for this problem can make for a longer-lasting effect on social change. On O`ahu, ideally this will lead to finding a sustainable solution to minimize the homeless population.

Homelessness

Explaining Homelessness (1988), suggested that planners need to understand the root causes of homelessness in order to find a long-standing solution to the problem. The authors stated that homeless is not a sudden event that happens as is most often believed

but instead the likely outcome of a long process that includes economic hardship, isolation, and social dislocation – what we regard as the cycle of homelessness and further follows that planning policy aimed at addressing homelessness must also deal with the complexities involved in producing the situation. (Wolch, Dear, & Akita, 1988, p. 44)

Furthermore, the authors suggested that each stage offers its own set of challenges and must have separate policy responses available to deal with each challenge (Wolch, Dear, & Akita, 1988). The root causes of homelessness can be traced to three elements that include: the supply and demand of affordable housing, changes in the economy, and the needs of the individual. Without city planners taking into account all three of these elements, the policies set forth will only work for the short term. Often times the

Pathology of everyday life on the streets keeps them from escaping homelessness. Evidence suggests that five factors determine whether or not an individual will escape homelessness: experiences in temporary shelter (conditions are so bad that many prefer to avoid them), financial status, availability of assistance, personal status (including health), and street experience all determine if an individual will be able to successfully escape the cycle of homelessness. (Wolch, Dear, & Akita, 1988, p. 447)

Taking into consideration that there exists a culture of chronically homeless individuals that are unable to help themselves once they are homeless due to health issues, mental health issues, families that have broken up, or refusal to receive aid, this class of homeless individuals are the most difficult to house permanently.

Lastly, the authors ascertained that piecemeal intervention can alleviate temporary situations, however long-term resolutions will not be served by this approach (Wolch, Dear, & Akita, 1988). Planners must devise a 'fair-share' solution to the problem where the "burden of caring for the homeless is distributed throughout the community" (Wolch, Dear, & Akita, 1988, p. 450). Planners must also educate the community as well as realizing that providing shelter alone is not sufficient enough to bring homeless back into mainstream society (Wolch, Dear, & Akita, 1988).

Burt and Cohen (1989) stated that the role of states and the private sector is to help provide services to the homeless community. A timeframe of 1981-1982 was pinpointed when the terms "homeless" and "homelessness" first came into prominence, with the author stating that the U.S. has always had its fair share of "winos, hobos, and skid row bums, as well as uprooted cultures also known as migrants" (Burt & Cohen, 1989, p 111). Experts think homelessness can be traced back to the scarcity of low-income housing, inadequate income, public assistance benefits, cuts in federal assistance programs, mental health policy, poverty, changes in the labor market, as well as housing inflation outpacing wage increases (Burt & Cohen, 1989).

In looking at the causes of homelessness, Plumb (1997) suggested that homelessness is a phenomenon with complex causes such as poverty, mental disability including post-traumatic stress syndrome associated with war service, domestic violence, drug addiction, those least able to obtain employment that has a salary sufficient enough to cover the costs of housing, and those that lack sufficient social support to "tide them over during potentially long periods of crisis" (Plumb, 1997, p.973). Plumb (1997)

further stated that public institutions must reaffirm their social responsibility to commit to changing social policies that perpetuate homelessness and provide better care for those that are in a homeless situation. It is important to recognize the various causes of homelessness as it places emphasis on the need for public policy to also include a myriad of solutions to address the needs of a diverse population.

Social Policy

The criminalization of homelessness is not a new policy. Many cities throughout the United States have policies on their books that make it illegal to panhandle and sleep overnight in public areas. Panhandlers are considered to often “harass tourists and customers and make the city less appealing” (Liese, 2006, p. 1415). Such cities and states as Nashville, Seattle, Denver, Philadelphia, and Florida have all adopted ordinances to make it illegal to essentially be homeless. Aside from the initiative undertaken during the Obama Administration, Federal legislation has not been enacted since the McKinney-Vento Act of 1987 to help states eradicate homelessness. Instead, states have been left to their own accord to find viable solutions to this growing problem. Thus, according to Liese (2006), “many local governments have responded to the problems caused by homelessness by criminalizing certain conduct commonly associated with homelessness, such as begging, sleeping or camping in public, and loitering” (p. 1415-1416). Currently on O`ahu violations of the new policy range from warnings, to fines, to jail time. All of the aforementioned can be seen as temporary fixes that seem to appease the businesses, including the Tourism Board, instead of finding a viable permanent solution to O`ahu’s homelessness problem. The local government’s stance is that enacting these policies

protect citizens and tourists from that they perceive to be a nuisance (Liese, 2006). Liese (2006) goes on to discuss the constitutionality of such policies as well as a possible violation of the First and Fourteenth Amendments. The real issue is whether a criminal penalty is an effective response to a problem or another means to aspirate the system (Liese, 2006). Anti-homeless laws are counterproductive if the goal is to reduce the problem of homelessness. Instead studies have proven it costs more to incarcerate individuals than to provide them with housing, food, and counseling and when police arrest or cite homeless individuals, the resulting police records make it even more difficult for those seeking jobs to secure gainful employment. Lastly, when police conduct sweeps, they force the homeless to leave a certain area which almost always moves them further from the social service centers that offer the care, job training and other aid necessary to overcome homelessness (Liese, 2006).

Conveying Mission Through Outcome Measurement is an article that discussed the policy decision to implement a performance incentive program in New York City (Campbell & McCarthy, 2000). In this article the author's described how New York City decided to contract out most of the services it provided to the homeless population. In 1993, New York City became the only city in the United States that has a separate agency dedicated to services provided to the homeless (Campbell & McCarthy, 2000). This department was created in response to a 1981 decree that required the city to provide shelter for all eligible homeless individuals who seek it (Campbell & McCarthy, 2000). In response to this, the city decided to privatize many of the services offered as this would allow more and specialized programs to be offered to meet client needs (Campbell

& McCarthy, 2000). The authors discovered that the shift in services has actually helped improve the quality of services provided to the homeless community. Also, the change to privatization has also ensured that the cost of services “are maintained at prescribed levels, but that policy changes, strategic planning, and the setting of agency goals and objectives are communicated clearly and consistently between the government agency and the provider community” (Campbell & McCarthy, 2000, p. 343).

Tools to End Homelessness

When discussing the development and implementation of any social policy or program, coordination is often problematic. The United States government system is often deemed difficult to navigate as services are often rendered by different agencies, located in different areas, and all with separate missions and funding streams. The local government system does not provide a “one-stop-shop” for all social services needed such as housing, mental health, health services, employment opportunities. The homeless population is not a homogeneous group with a common set of needs. The homeless range from military veterans, to individuals with mental and drug issues, to families with children as well as single adults and they all have the full range of problems experienced by the greater population with homeless as an overlay to compound the other problems (Hambrick & Rog, 2000). According to Hambrick and Rog (2000), this diversification of the homeless policy coupled with a governmental system that is reluctant to “own” a specific problem leads to no single agency fully responsible for the homeless population. Considering the governmental system is not going to change from a fragmented system, the authors suggested coordinating services on both ends of the spectrum from individual

client care to overall system services. This coordination of services would include such mechanisms as case management, housing locator/coordinator, service providers, housing authority service agency agreements, homeless coordinator, and a coordinating council that would oversee the policy planning body made up of government, community, and business leaders.

In another article that discussed ending homelessness, it was stated that with smart government, we can see an end to homelessness in our lifetime (Donovan, 2011). The author stated with the right tools and approaches, the government can help put an end to chronic homelessness. The government is being tasked to do more with less. Many agencies are seeing drastic cuts in their budget which affect manpower and the ability to provide services to the public. Donovan (2011) believed that agencies are able to use the resources already available if they work smarter not harder. Partnerships need to be formed with other agencies to provide services to the homeless. Housing is just one problem that the homeless community faces. Agencies need to link together with job services, the medical and mental health community, as well as educate the community to ensure that the homeless are receiving well rounded services to help put an end to homelessness in our lifetime (Donovan, 2011).

Williams (2005) looked at tackling the homeless issue from a viewpoint of an agency in California known as Shelter Now, This agency encouraged cities to have safe zones where homeless individuals can sleep, or camp out, overnight and not run the risk of being harassed, arrested, or having their belongings confiscated by the police (Williams, 2005). This organization also encouraged policy makers to include the

homeless people in their decision-making process (Williams, 2005). Williams (2005) utilized the social movement theory to examine Shelter Now's role in changing local government policies and strategies in dealing with the homeless. The idea of safe zones had been discussed on O`ahu but again due to space limitation on the island, policy makers must face the issue of where to place the safe zones.

The articles detailed above all deal with finding an end to homelessness in the United States. All of the articles stated that with the proper policies and follow through this goal could be achieved in our lifetime. Whether it is empowering local government agencies to best utilize their resources or looking to the private sector to help provide services to the homeless community, working smarter is a key solution to the problem. It is also important to look outside of the box to find solutions. On an island with limited resources, a year-round climate that can foster sleeping outdoors by homeless, and policy makers satisficing in decisions, it is more important than ever to find a sustainable solution to the increasing homeless problem on O`ahu.

Various Cities Response to Homelessness

In Washington D.C., policy makers have established a program called "D.C. Downtown Day Center". This drop-in center is open during the times that the homeless shelters are closed and offers indoor seating, laundry facilities, showers and a morning meal (Liese, 2006). The program is funded by the D. C. Downtown Business Improvement District proving that coordination and partnerships between private and public sector is imperative to assisting the homeless population. Businesses pay a tax of "1 cent for each square foot of property they own. The funds raised by the tax are used to

fund the center and are enough to employ a full-time director” (Liese, 2006, p. 1450).

Aside from the services previously mentioned, the center also has placed individuals in jobs and arranges for family members to reunite if that is a wish of the homeless individual.

Fort Lauderdale, Florida has also seen a measure of success with their programs to assist the homeless population in moving off the streets. The city in a partnership with homeless advocates works closely together to develop long-term strategies. One strategy established is a Homelessness Assistance Center which offers 200 beds, and provided the homeless with life management skills, case management, and a health screening (Liese, 2006). Additionally, Fort Lauderdale has laws that make it essentially illegal to be homeless, the advocacy group and police officers helped develop written protocol for encounters with the homeless which encourages officers to engage in casual contact with homeless individuals with the goal of providing them with information about various social services available to them (Liese, 2006).

Lastly, Salt Lake City has all but ameliorated their homeless population. According to now retired Salt Lake City Homeless Coordinator, Lloyd Pendleton, Salt Lake City “is the second city in America, behind Phoenix, to eliminate ‘chronic homeless veterans’ and reduced overall chronic homelessness by 72% in 10 years” (as cited in Nakaso, 2016). Salt Lake City created a partnership with local businesses and nonprofit agencies to aid the chronically homeless obtain permanent housing. According to Fagan (2014),

It created attractive housing that street people actually longed to live in, provided the new residents with plenty of on-site counseling to help them with problems such as drug abuse and unemployment, and put one person in charge who could get government and nonprofit agencies to work together. (p. 1)

Salt Lake City has also initiated the Housing First program. In their program, the housing is staffed by counselors who help residents get off drugs and find employment, can diagnose mental illness issues as well as deal with other personal problems that arise. In this model, there is one case manager for every 15 residents, plus other counselors to assist the case manager (Fagan, 2014). Salt Lake City also established a system to track their homeless population, so they can tailor housing and services to the individual or family's needs. The housing complexes are also located away from the city core so that individuals would have a further distance to obtain alcohol and drugs. The goal of this model is to "heal people enough so they can move on to productive lives, leaving their supportive housing units to be filled by new residents" (Fagan, 2014, p. 4).

Salt Lake City's 10-year plan to end chronic homelessness was divided in to two-five-year plans. According to the Utah Department of Community Services and Economic Development (2004), the first five-year plan consisted on the development and testing of these core elements:

- Effective discharge planning from public institutions (mental, penal, foster care, etc.);
- Effective approaches for increasing affordable housing;

- The expansion of effective supportive services; and

The development of results measurements and integrating into the homeless management information system. (p. 6)

The second five-year plan was developed by the Utah State Homeless Coordinating Committee and reflected on the evaluation of the implementation of the first five-year plan. According to the Utah Housing and Community Development Division (2014), the second five-year plan emphasized the:

- Continue collaboration among local and state governments and community partners.
- Coordinate services to provide appropriate services and target most vulnerable persons experiencing homelessness.
- Increase affordable housing for individuals and families with children.
- Increase the amount of Permanent Supportive Housing primarily for chronically homeless persons
- Increase funding for case management to amplify success of existing Permanent Supportive Housing programs
- Increase specialized housing for those in Permanent Supportive Housing who are aging and need nursing care.
- Further analyze the overlap between persons accessing homeless services and other mainstream services to determine gaps and streamline services. (p. 7)

The focus of this plans second five-year strategic plan continued with the plan of the first five-years, however the emphasis was to implement the elements that were most effective. By shifting the focus to the most effective services provided in the first five-years, allowed policy makers in Utah to develop and coordinate best practices to support a more sustainable system of services for the homeless.

Summary

As noted in the above review of the literature, solving homelessness is not an easy process. Many cities, including O`ahu, have tried various policies to end homelessness and the problem continues to grow. Seeking a solution to the homelessness problem is on the agenda of many key decision makers on O`ahu. Policy diffusion may be a solution to the problem of homelessness on O`ahu. A gap in the literature was revealed as policy diffusion has yet to be applied to homelessness. Thus, I sought to discover if policy diffusion would be a viable solution to reduce homelessness on O`ahu as perceived by the policy makers.

In Chapter 3, I will provide a discussion of the research methodology undertaken in my study. I will also discuss data collection tools, sampling, internal and external validity.

Chapter 3: Research Methodology

In Chapter 3, I provide a description of the qualitative research methodology that I used to gather data for this study. In this chapter, I identify the problem, provide a background for and purpose of my study, and explain the use of the triangulation method. Included in this section are also the method of data collection, data analysis, relationship of the design to the research questions, and qualitative validity and reliability.

I used a case study method as the best way to identify the diffusion of innovations of polices, or best practices, from Salt Lake City to adopt on O`ahu. As I discussed in the literature review, Salt Lake City has produced policies that have allowed the city to significantly reduce the homeless population. Therefore, the policies from this city were the benchmark of my study. According to Creswell (2009), the purpose of a case study is to explore in depth a program, event, activity, or process. Case study research is a qualitative approach in which the investigator explores a case or cases over time, through detailed, in-depth data collection involving multiple sources of information (Creswell, 2007, p. 73). For my study, I sought to discover the perceptions of policy makers on O`ahu whether successful homeless policies used in Salt Lake City would be successful on O`ahu.

Using the diffusion theory as a framework allowed for the comparison of the successful social policy implemented in Salt Lake City as it relates to the homeless population. I then inquired of the policy making body on O`ahu if these same policies

would be effective if implemented on O`ahu. I inquired of local policy makers whether they perceived that the same programs that have provided much success in Salt Lake City would also have the same level of success on O`ahu. Specifically, I used an intrinsic case study approach to seek a deeper understanding of the perceptions of policy makers in regard to diffusing the policy from Salt Lake City. An intrinsic case study focuses on the case itself as the case presents an unusual or unique situation (Creswell, 2007).

Homelessness is a unique problem with varying circumstances for each individual or family living on the street. The measure of success for this case study will be determined by the reduction of individuals and families living on the streets. My ultimate goal in this study is to provide information to policy makers that could affect social change, reducing the number of homeless living on the street and instead moving into temporary housing transitioning into permanent housing.

Problem Statement

Homelessness is a growing social problem, not only on the mainland, but also on the island of O`ahu. Instead of ameliorating homelessness on the island of O`ahu, city and county officials shift the population to a different location when the need arises, such as for scheduled street or bus bench clean up or when dignitaries arrive on island. There has been an increase in laws aimed at prohibiting behaviors of the homeless such as sleeping in public areas, as well as an increase in homeless sweeps that force the homeless to relocate to a different area of the island. With the increased sweeps and laws, homelessness remains a growing problem on the island. Using a qualitative study, I sought successful policies relating to the homeless from Salt Lake City, along with the

policies in Hawai'i to ascertain whether the implemented policies in Salt Lake City would help alleviate the homeless problem on O`ahu. I conducted a document review, interviewed knowledgeable sources that work with and assist the homeless population, and surveyed policy makers such as City Council members, State representatives, and Judges on O`ahu to obtain their perceptions if the policies adopted in Salt Lake City would help decrease the homeless population on O`ahu.

Purpose of Study

Homelessness is a social issue that affects many communities. A myriad of reasons for being homeless exists such as loss of job, medical issues, alcohol and drug abuse, domestic violence, and low wages. Thus, finding a solution to end homelessness is difficult. Just as finding a viable solution is difficult, societal opinions of homeless individuals also vary. Homelessness is a problem that affects us all either directly, or indirectly, in that our government must provide services to homeless individuals. In the public sector, the goal is to serve the public as efficiently and as effectively as possible. The public sector must contend with limited resources and a higher demand for service requests from citizens. Utilizing an intrinsic case study approach and guided by the framework of diffusion theory, I sought to understand the perception of policy makers on O`ahu. As revealed in the literature review, Salt Lake City has significantly reduced its homeless population and served as a benchmark for this study. Thus, this study discovered whether policy makers in the City and County of Honolulu perceived the successful homeless policies enacted in Salt Lake City to also be successful in reducing homelessness on O`ahu.

The results of this study will be provided to state and local government policy makers. Hopefully the policy makers will find value in the information provided and use the data analysis to assist them in their decision making. Social change can be driven by policy or policy can drive social change. My intention is that this research will provide insight on successful policies that will create positive social change for the homeless on the island of O`ahu.

Research Questions

RQ1 – Qualitative: Should the City and County of Honolulu, HI, benchmark public policy from a mainland city to begin to reduce homelessness?

RQ2 – Qualitative: How and by what means would diffusion of innovations influence the City and County of Honolulu, HI, in public policymaking?

RQ3 – Qualitative: What would account for the success or failure of diffusion of innovation of homeless policies according to current policy makers?

Study Design

The research questions that framed this study addressed the issue of a viable social policy as it pertained to the homeless population on O`ahu. As identified through the literature review, an attempt to criminalize homelessness is occurring within the local government administration; however, criminalizing homelessness does not address permanently ameliorating homelessness on O`ahu. Instead, the policy to criminalize homelessness only encourages homeless individuals and families to relocate to another area. The affect is that one O`ahu neighborhood realizes a decrease in homeless individuals and families, whereas another neighborhood witnesses an increase. Also

revealed by a review of the literature, diffusion theory has yet to be applied to solving the issue of homelessness on O`ahu. By using an intrinsic case study approach, I intended to discover whether the current political leaders perceived that adopting a successful policy in Salt Lake City would be beneficial to ameliorating the homeless problem on O`ahu.

Sampling

A researcher must determine the size of a sample properly, researchers need to determine what “level of accuracy is expected and what size of the standard of error is acceptable to them” for the chosen research design (Frankfort-Nachmias & Nachmias, 2008, p. 177). As Creswell (2007) stated, purposeful sampling is used in qualitative research. The inquirer selects individuals and sites for study because they can purposefully inform an understanding of the research problem and central phenomenon in the study (Creswell, 2007). In other words, the sampling strategy and size must be planned carefully in advance. A systematic random sampling method was used to select the subjects. I sent surveys to key policy makers on O`ahu to include members of the City Council of the City and County of Honolulu, State Legislators, and the Hawai`i State Judiciary. These individuals received the questionnaire via e-mail utilizing Survey Monkey. I used the formula $i = \frac{N}{n}$ where N = the 134 subjects in the target population, n = the sample size of 67 and I = the sampling interval of 2. Therefore, every second name on the combined list of legislators and judges was sent the questionnaire by e-mail, using a random start within the first two names. After 1 week, I sent a follow-up e-mail to the participants again in an attempt to increase the response rate.

The target population is important to researchers and must be specified clearly in the research just as is sampling strategy so that researchers can avoid costly mistakes in the analyzed data (Frankfort-Nachmias & Nachmias, 2008). It requires the researcher to select individuals and sites for their study based on the fact that the individuals can inform and help the researcher understand the phenomenon being studied. Therefore, I interviewed three knowledgeable sources who work directly with the homeless population providing assistance and guidance. The participants included a director and a coordinator of two different non-profit organizations, and a case manager, with a local university's outreach program. Through their work experience, each had direct knowledge of the issues and concerns surrounding the homeless population on O`ahu. Participation in the study was strictly voluntary and prior to the start of the interview each participant was informed they could elect to withdraw from the interview at any time.

Data Collection

Data collection and management are essential parts to any researcher's project. Data collection is a series of interrelated activities with a goal of gathering solid information in pursuit of answering an emerging research question (Creswell, 2007). Before collecting data, a qualitative researcher must have a plan in place to ensure that the data collected are meaningful and truly represent a sample of the population studied. Data analysis can occur by hand coding or with the help of various computer programs. The researcher must ensure that the process to collect data is done so in an ethical manner, therefore, having a solid data management plan will assist in this aspect of the study.

The qualitative researcher has many choices to collect data, such as e-mail messages and online data gathering (Creswell, 2007, p. 119). For instance, in this research project, I utilized a case study approach. I collected data by conducting interviews with knowledgeable sources of the homeless population on O`ahu and e-mailed surveys to policy makers on O`ahu. Because time was a factor considering participants' work schedules, I used SurveyMonkey to distribute the survey questions, and I e-mailed a sample of the interview questions to the participants in advance of their interview date. To provide more flexibility, I also offered phone interviews as an option to the knowledgeable sources that could not meet in person.

I utilized three different types of research methods to ensure that the resulting data will yield similar results. In this way, the validity of the research findings were increased through triangulation. The point of triangulation is to test for consistency and strength by combining methods (Patton, 2002). Therefore, in this study, a methodological triangulation method was utilized whereas I employed multiple methods such as interviews, document review and a survey to study a single problem.

The first method was to send a survey to 67 major policy makers in Hawai`i, including the members of the Honolulu City Council, State Legislature, and the State Judiciary (See Appendix C). The questionnaire was conducted using SurveyMonkey and was e-mailed to the policy makers. To increase sample size, I sent a follow-up e-mail to the participants requesting their completion of the survey. Once I received the completed surveys, the data was tabulated and analyzed using Microsoft Excel. A copy of the questionnaire is enclosed at the end of this study (see Appendix B).

The second method of collecting data I employed was a review of public documents. I reviewed public policies specifically related to the homeless population from Salt Lake City and O`ahu. "Records, documents, artifacts, and archives constitute a particularly rich source of information about many organizations and programs" (Patton, 2002, p. 294). By reviewing the specific policies affecting the homeless in Salt Lake City, I had a better understanding of the reasons behind the successful programs implemented. Having access to potentially important documents provides the researcher with information about many things that cannot be simply observed such as goals or decisions that might be otherwise unknown to the researcher (Patton, 2002). By specifically reviewing public program documents related to Salt Lake City's homeless programs, it provided a greater understanding of how the policies and programs developed over time. Using the diffusion of innovations as the theoretical framework provided this type of review as a way to recognize and avoid the missteps of a policy or program during the implementation phase.

The third method I employed was to gather further qualitative data by using semi-structured and open-ended questions to interview three knowledgeable sources regarding the problems and policies concerning the homeless on O`ahu (See Appendix A). The knowledgeable sources were selected because of their expertise in working directly with the homeless population on O`ahu and were used to provide validity to the issues involved with finding solutions to this problem. To obtain access to each knowledgeable source, I called three different organizations (two non-profit organizations and one public university) that provided services to the homeless population. I spoke with the

receptionist of each organization and explained my research study. I was then provided with an e-mail addresses of the director of a non-profit organization, a case worker of the public university, and a coordinator of services from another non-profit organization. Upon receipt of my initial e-mail, all three agreed to voluntarily participate in my study. I informed all subjects that their participation was voluntary, and confidentiality will be maintained (See Appendix E). I conducted all of the interviews individually in a private office space.

By reason of the knowledgeable sources not making policy, the focus of their interview was to glean their personal experiences in working with the policies affecting the homeless and obtain their opinion if diffused policies from Salt Lake City would be successful on O`ahu. This information was then used to further understand the complexities of solving the homeless problem on O`ahu. I asked all participants the same questions; however, some responses needed further inquiry. As Moustakas (1994) mentioned, "The interview will involve an informal, interactive process that utilizes open-ended comments and questions. The interviewer is responsible for creating a climate in which the research participant will feel comfortable and will respond honestly and comprehensively" (p. 114). I took notes and utilized an audio recording device during each interview so as to compare the written interview responses with the audio-recorded data. I immediately transcribed the audio recordings of the interviews for coding purposes. Themes were then derived from the data providing details into the perceived effectiveness of utilizing the diffusion theory to help ameliorate the homeless problem on O`ahu.

I did not interject my own personal opinions in the interview process and allowed each participant to freely answer each question. The duration of interviews ranged between 20 and 40 minutes. The variable in each interview time was based on the level of detail each participant provided for each question.

Data Management

Data management is also an important step in a research study. Participants as well as the intended audience need to know that the data collected was managed in a professional, responsible and respectable manner. The interview protocol enables a person to use a predesigned form to record information collected (Creswell, 2007). This form can then be used to take notes alongside of the responses of each participant. The researcher was able to address their biases and bracket them out with more clarity as well as ensuring that the researcher actually understood the data collected. By utilizing open-ended questions, I had flexibility in the interviews as participants strayed into other areas of questioning or expounded upon questions or other issues at the end of the interview. A data management plan must also include points in the process where the researcher checks to ensure the data being collected is done so ethically and with integrity. The data management plan also ensured that the data collected was performed in a consistent manner. As such, I recorded the interviews and used Microsoft Excel to manipulate the data and discover themes. Computer programs help locate common passages or segments that relate to two or more code labels (Creswell, 2007). Lastly, by utilizing Microsoft Excel, I had a place to store notes and interview responses in a convenient, safe area as it related to the data collected.

Validity and Reliability

Internal and external threats are important to the validity of any study. To avoid or minimize the threats to validity, possible threats to the design must be identified in the beginning. Internal validity threats are those that interfere with the researcher's ability to draw inference to the population because of the participants past experiences (Creswell, 2009). External validity threats are those when the researcher makes an error in his/her inferences from the data (Creswell, 2009). Research must be reliable so if controls are not taken to prevent internal and external threats, it will taint the research. I identified, defined and made a plan on how to address any internal and external threats that arose.

To validate and cross-check findings, a triangulation method of document review, interviews, and surveys was employed to collect data (Patton, 2002). The quality of a research study is important. If the quality or validity comes into question, it will undoubtedly cast a doubt on the data presented. As Maxwell (2009) stated validity is a goal rather than a product; it is relative and has to be assessed in relationship to the purpose and circumstances of the research. Numerous threats to internal validity must be considered. A threat to validity in the observation environment is that the researcher might in an unknown manner affect the situation being observed (Patton, 2002). In an attempt to control this, I chose to interview knowledgeable sources that work closely with the homeless population instead of observing the homeless population as an onlooker. With the realization that observation of the homeless population would limit the focus of data compilation to only external behaviors with no explanation of those behaviors, I interviewed knowledgeable sources that work closely with the homeless population to

provide a more detailed view of the activities and needs of the homeless on various parts of the island.

Threats to validity and generalizability must be considered as well. Limitations of surveys include the possibility that the researcher will have a return rate of less than desired. To overcome this obstacle, I sent a second e-mail sent to participants requesting the completion of the survey. Another limitation that was considered was the quality of responses received. Will the politicians be as forthcoming in their responses? Will the respondents provide complete responses to the open-ended questions of the survey? Some of the participants provided a brief response to some of the open-ended questions or did not provide an answer at all. In as much as it was already considered as something that could occur, I also included a question to illicit the participants opinion on how to solve homelessness on O`ahu to receive a more detailed answer to the problem. Lastly, in conducting interviews, a threat to validity and generalizability could be receiving distorted responses due to personal bias, politics, or a lack of awareness of many different areas of policy surrounding the homeless (Patton, 2002). As with many other social issues, homelessness is a controversial with citizens having strong opinions on how best to handle the problem. I hoped to receive responses that were true to the perceptions of the politicians and not just what the policy maker thinks the public would like to hear. Once the data was evaluated, I carefully checked for these threats to validity and generalizability.

To build upon the strengths of each type of data collection while minimizing the weaknesses of each method, a triangulation method was employed (Patton, 2002). The

survey responses from the policy makers served as the answer to the research questions. The interviews with the knowledgeable sources in the field served to provide a knowledge base of the finer details of the problems as well as served as a means to see the various activities that the homeless population partake in on a daily basis thus affecting services needed and finally, the document review helped me understand the policies undertaken in Salt Lake City. Data analysis is subjective in some ways. What one researcher values as important might be different from what another researcher selects to keep in the study. The same can be true for quality and validity. Because I sought the perception of policy makers for this study, an analogy that relates to the process of data analysis is appropriate. Maxwell (2009) stated that the world rested on an elephant that stood on the back of a giant turtle that stood on another turtle and so on. The lesson is that you will never reach the bottom turtle, thus you will never find the bottom to a valid conclusion (Maxwell, 2009). You can only stand on the leg (turtle) that you have in front of you to prove that your data is valid.

Ethical Concerns

There are two types of validation in studies: ethical and substantive validation. Ethical validation means that research agendas must question their underlying moral assumptions and substantive validation means understanding one's own understanding of the topic (Creswell, 2007). To ensure my study met ethical standards, I took notes and requested permission to record the interviews. This ensured that the responses to each question were recorded accurately. Because I utilized semi-structured interview questions and open-ended questions it was important to have any misconceptions clarified during

the interview. As Creswell (2007) stated validation is an attempt to assess the accuracy of the findings. Lastly, it is important to build trust with the participants and conduct oneself in a professional manner. Stating the purpose of the study, audience and method of delivery in the beginning of the interviews, allowed the participants to fully understand the purpose for the study as well as the reason their input was valuable to the study. Build trust with participants and check for misinformation (Creswell, 2007). All of the above steps assisted in ensuring this study was ethical and valid.

Informed Consent and Confidentiality

I provided an informed consent and confidentiality form that each participant signed before the start of the interview . This form detailed the research study, purpose, potential benefits, method of storing and transcribing the information obtained. By using this form, it also gave the interviewee a chance to ask any questions pertaining to the process and purpose of the study. Each participant was required to sign the form before the interview began as well as received a copy of the IRB (IRB approval #10-13-16-0192337), which was approved before any contact was made with the participants.

Summary

In Chapter 3, I provided an overview of the research study, purpose, design, intended participant group, data collection methods and a discussion on validity, generalizability, and reliability. In this chapter, I explored the various methods that I utilized, detailing the triangulation method that was utilized as well as discussed, the sampling method that was employed to ensure accurate data collection as well as storage and consent of the information obtained. A defense of the chosen methodology was also provided as well as

details concerning the storage and consent of the information obtained. In Chapter 4, I will present the study setting, the demographics of the participants, data collection methods, data analysis including theme development, and the results.

Chapter 4: Results

Scholars, politicians, and citizens have consistently tried to find solutions to end homelessness. On O`ahu, just as in many mainland states, the number of homeless families and individuals continues to rise. Efforts have been made to create viable programs to help reduce the homeless population and find permanent housing opportunities. Programs such as Housing First, building new shelters to include an area of shipping containers turned into living quarters, and further outreach from bureaucrats, have all been implemented but have not made a largely significant decrease in the homeless population. In fact, the opposite is occurring with homelessness rates rising, albeit in 2017 O`ahu realized its smallest increase in the homeless population in many years. There are approximately 6,000 homeless individuals and families on O`ahu. Lack of affordable housing as well as lack of supply of public housing units have often been named the culprit; however, that is just one aspect of the homeless problem.

The homeless problem on O`ahu is at a critical juncture. Citizens are concerned about the growing number of the homeless population and are seeking solutions from policy makers. The purpose of this study was to use the framework of the diffusion theory to seek the perceptions of policy makers if the City and County of Honolulu should benchmark public policy from Salt Lake City to reduce homelessness on the island. In this chapter, I will detail the process of obtaining the participants and analyzing the data to address the research questions that serve as the purpose of my study.

Study Setting

Policy makers on O`ahu were the central focus of this study. Elected officials in City Council, State Representatives, State Senators, and Judges were in the participant pool. Each individual was selected based on their position to influence or make policy on O`ahu. Prior to this study, I contacted all participants in the pool via e-mail. Contact information for each policy maker was obtained from the City and County of Honolulu website. I sent an initial e-mail to 67 policy makers on O`ahu. The e-mail requested policy makers to complete a survey. Permission was requested to complete the survey through SurveyMonkey. A link to the survey was provided in the e-mail and their consent was given by completion of the survey. To ensure anonymity, settings within SurveyMonkey were invoked to ensure information regarding each participant was not recorded., therefore the survey responses were gathered anonymously.

As part of the triangulation process, I contacted three sources who work directly with the homeless population on O`ahu. These three sources are referred to as knowledgeable sources due to their work experience and expertise in the needs of the homeless population on O`ahu. Two well known nonprofit organizations exists that provide services to the homeless population on O`ahu therefore, I called each office. I reached the receptionist at both sites and explained the purpose of my call. The receptionist at one agency connected me with the agency's director. At the second nonprofit agency, the receptionist forwarded me to a homeless coordinator. The third agency, a public university that has a homeless outreach center, I called and spoke with the receptionist. I explained the purpose of my call and was connected to a case worker,

which, due to budget restraints, turned out to be one of only a few case workers that provided outreach services to the homeless population. From each introductory conversation, I was able to gain an e-mail address to further explain my study and formally request their participation in an interview. After receiving an e-mail reply stating their willingness to participate in the study, I followed up via a phone call to schedule an interview date. I conducted each interview in a private office at the participant's place of employment. I provided a consent form and each participant signed it prior to the start of the interview. I recorded each interview, with permission from the participant with a handheld tape recording device as well as handwritten notes were taken for all responses given. Each participant was reminded that they could terminate the interview at any time. I also ensured all participants that their identity, as well as identifying information relating to their agency would remain confidential and anonymous in the study, further providing them the ability to speak freely on what could be considered a sensitive and often times largely political topic.

Analysis of the Data

Theme Development

My purpose in this study was to obtain the perceptions of policy makers and knowledgeable sources if diffusing public policy from Salt Lake City would be successful in reducing homelessness on O`ahu. I reviewed, transcribed, organized, and hand coded all data. In the coding process, I analyzed each response to the survey and interview questions received with the purpose of revealing patterns leading to key themes. I reviewed the transcripts from the interview tape recordings several times to

ensure correct written translation of each response. Each response, in its entirety, to each survey and interview question, was placed in an Excel spreadsheet. I began the hand coding process by placing each answer in an individual cell on the spreadsheet to make it easier to identify the main point of the response. Careful analysis of each response revealed key words that allowed me to separate responses into different categories (see Figure 1).

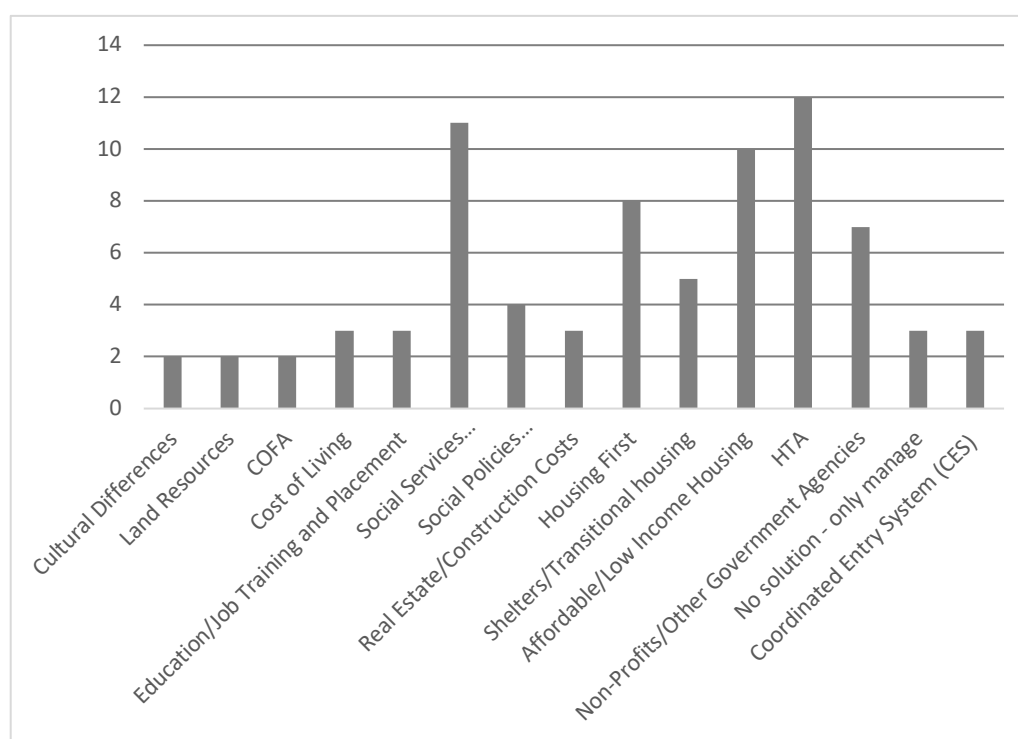


Figure 1. Coded word chart from survey and interview responses.

I then color coded each response according to the key words that I identified, linking similar topics. Again, this color coding process was to ensure accuracy in the coding process (see Figure 2). For example, policy makers and knowledgeable sources identified housing as an issue that hinders finding viable solutions on the island. As shown in the chart below, housing was a theme that was mentioned most often ($f = 26$).

Therefore, any time the word *housing* was mentioned in a response, (Housing First, low income/affordable housing, shelters and transitional housing) I coded the response blue. The Color Coded Data Chart displays each theme and how many times it was mentioned in the survey and interview responses.

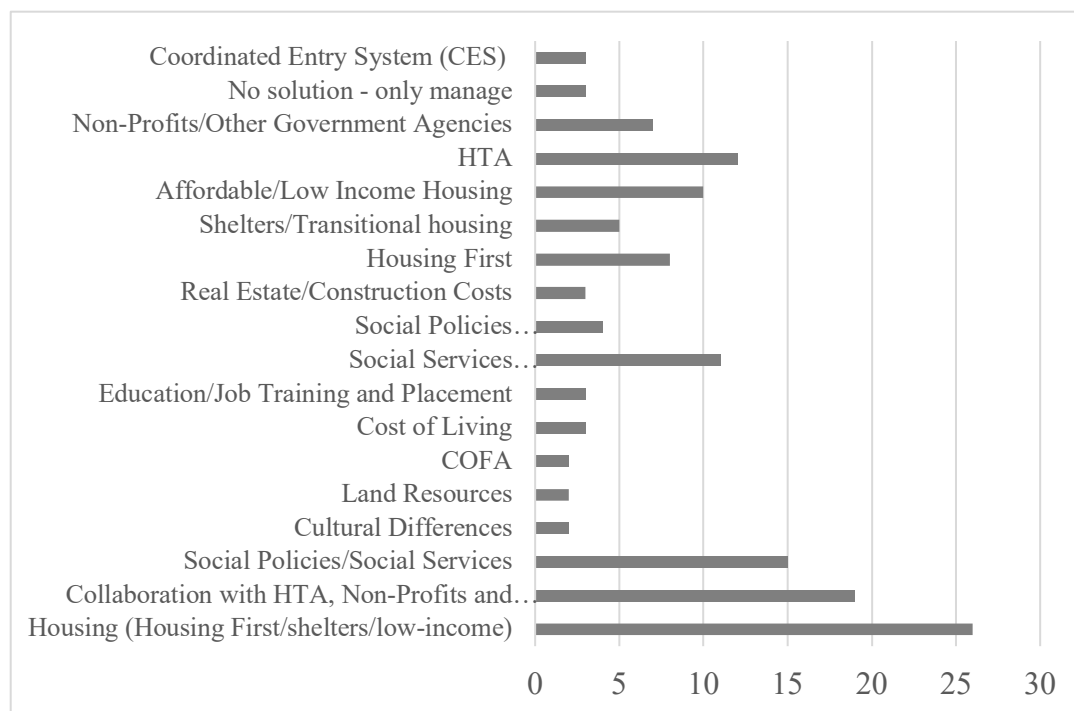


Figure 2. Color coded data chart of theme development.

After further analyzing the data and color coding each response, a pattern emerged of three main themes: housing, social policies and services ($f = 15$) and collaboration with other agencies ($f = 19$). The last three codes on the chart, (see Figure 2) social services, collaboration with other agencies, and housing were added at the end of the coding process after the data revealed that the individual categories all lead to three main themes. A fourth area I analyzed and coded as recommendations for proposed policy in direct relation to a question asked on both the survey and as part of the

interview questions. From the four areas, I was able to focus on policy development, which would diffuse the homeless policy from Salt Lake City that would allow for success in the City and County of Honolulu, yielding for adjustments to the differences in land and public services availability as well as cultural differences.

Demographics

Demographics of Policy Makers

Using a systematic random sampling method, I sent a total of 67 e-mails to policy makers on the island of O`ahu. The key policy makers and those that affect policy on O`ahu consisted of members of the City Council in the City and County of Honolulu, Hawai`i State Legislators and State Judiciary (See Appendix C). I obtained consent of the policy makers by their completion of the survey. After I distributed the first e-mail message, 10 completed surveys were returned. I sought a minimum return rate of 21% therefore I sent a second e-mail requesting participation. I distributed a second e-mail to all 67 potential participants to encourage participation in the completion of the survey. After sending the second e-mail, I received an additional eight surveys which gave a return rate of 26%. Upon review of the completed surveys some participants chose to skip certain questions on the survey as was allowed from the survey functions. There was not an explanation as to why the questions were skipped.

The first three questions of the survey I utilized to ascertain demographics of each policy maker participant. My study consisted of 15 (83%) male participants and three (16%) female participants. The average years working with homeless policies was nine with eight(44%) participants having 10 or more years of experience working with

homeless policies. Only six (33%) of the participants had prior knowledge of the diffusion theory that was the conceptual framework of this study.

Table 1

Summary of Demographics

Participant	Gender	Years of experience working with homeless policies	Awareness of the diffusion theory prior to this survey
1	Male	14	No
2	Male	10	No
3	Male	25	No
4	Male	6	No
5	Female	5	Yes
6	Male	30+	Yes
7	Male	6	No
8	Female	6	No
9	Male	5	No
10	Male	4	No
11	Male	4	Yes
12	Male	10	No
13	Male	12	No
14	Male	10	Yes
15	Male	1	No
16	Male	10	Yes
17	Female	A few years	No
18	Male	2	Yes

Demographics of Knowledgeable Sources

To ensure the findings of this research were valid, I employed a triangulation method. As part of this triangulation method, I interviewed three knowledgeable sources who worked closely with the homeless population on O`ahu. One knowledgeable source worked directly with the homeless population in the capacity of a case worker from a local university outreach program. The second knowledgeable source worked in direct contact with the homeless in the capacity of a homeless coordinator of services for a non-profit organization that services the homeless population. The third knowledgeable source worked as a director of a non-profit group that has an outreach program for the homeless. Each knowledgeable source worked at a different organization thus providing a myriad of experiences and perspectives with various homeless populations.

I gleaned additional information from these sources as to how a collaborative effort can be made to reduce the homeless population on O`ahu. These individuals were selected to ensure validity and generalizability of this problem due to their acknowledged expertise in this field. The participants name and agency affiliation is held in confidentiality so as to keep the participants anonymous. The knowledgeable sources will be referred to as Participant A, Participant B, and Participant C.

Themes

A pattern of three main themes emerged from the coding process. Housing, social policies and services, and collaboration with other agencies were themes that were repeated most often in participant responses. After asking on both the survey and as part of the interview for recommendations, a I realized a fourth area developed that I then

analyzed. These four themes helped formulate a proposed policy plan for decreasing the homeless population on O`ahu.

Social Policies

All the responses below coincided with research questions 3 – 6 and were designed to identify the perceptions of policy makers regarding the laws that relate to homelessness on O`ahu. Participants were asked if the current Sit-Lie Law was effective in reducing homelessness on O`ahu (See Fig. 3). The answers varied with most stating they did not believe the current Sit-Lie law was effective in decreasing the homeless population.

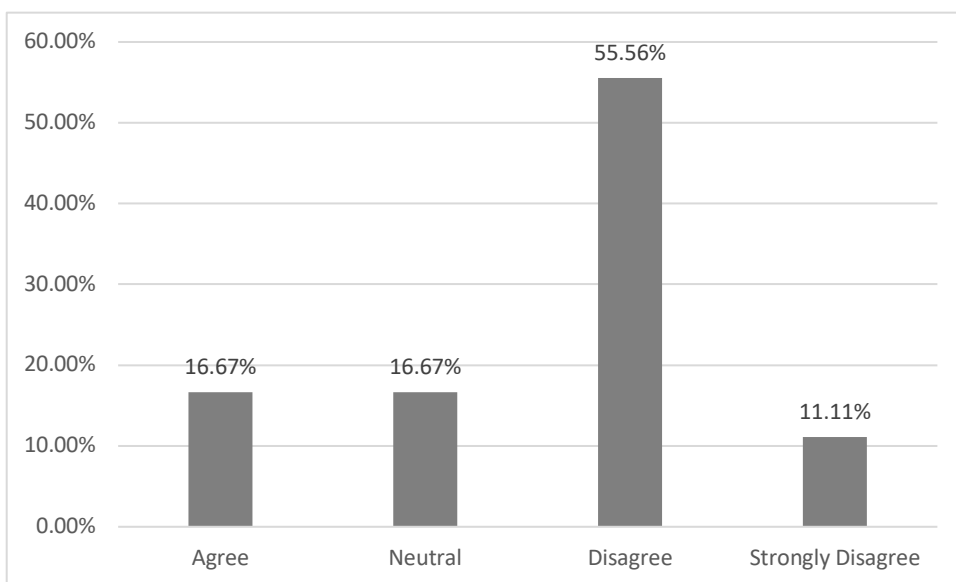


Figure 3. Policy maker perception of the effectiveness on the Sit-Lie Law on reducing homelessness on O`ahu.

Three participants agreed this law has been effective in reducing homelessness. Three participants remained neutral. 10 participants disagreed that this law has been effective, and two participants strongly disagreed in the effectiveness of this law. There is

a state of disagreement with the Sit-Lie law. Although it can be seen as effective in moving the homeless from specific locations, a noticeable increase in the homeless population appears in other locations as they migrate to areas beyond the enforcement of this law. The effectiveness in this law can be seen in not having the homeless visible in certain areas which if that's the end goal, then effectiveness has been achieved. However, the end goal is to end homelessness as stated in the "Plan to End Chronic Homelessness in Hawai'i". The plan states that "homelessness is a solvable problem". The current Sit-Lie law does not necessarily solve this problem but relocates the homeless to a different geographic area. In congruence with the belief of the policy makers that this law is ineffective in ameliorating homelessness, the National Law Center on Homelessness and Poverty (n.d.) states that criminalizing homelessness does nothing to address the underlying causes of the problem. Instead it has the opposite effect and makes it worse.

Seeking further understanding of the consequences of the Sit-Law law on the homeless, two of the three knowledgeable sources believed that the current Sit-Lie law did not have a positive effect on the current issues with ameliorating homelessness on O'ahu. Participant A stated the law makes it difficult when a sweep occurs as many homeless lose their personal documents making it hard to seek work and obtain replacement documents. Furthermore, "There are not enough places to put people in reasonable places, displacing kids and people that are working, placing people in a shelter super far so they are not able to get to their school and work". The sweeps have a "defeatist effect instead of an empowering one as the homeless feel they have nowhere else to go". As the Mayor has termed this law "compassionate disruption", contact

information on agencies, non -profit organizations and shelters are given to individuals to inform them on where to go for help. However, there is an aspect of this law to consider. Participant B stated “Our homeless crisis on O`ahu has required us to consider a number of non-traditional approaches to addressing this growing concern. At the end of the day it centers around the homeless individual’s choice to accessing these different alternatives”.

Conversely, Participant C stated, “The current Sit-Lie laws seem to work in the areas where the laws apply. As there is a number of homeless that will seek shelter or services”. The Sit-Lie Law might be an effective means as disseminating information to homeless individuals on possible alternatives to their current living situation.

In trying to ascertain if the policies and effort being put forth to decrease the homeless population are effective policy makers believed that not enough is being done to achieve this goal (See Figure 4).

Five participants agreed that the current policies regarding homelessness on O`ahu are effective in decreasing the homeless population and one participant strongly agreed. Three participants remained neutral to current policies being effective in decreasing the homeless population. Eight participants disagreed in the effectiveness of current policies in decreasing homelessness and one participant strongly disagreed. The response to these two questions signifies that the City and County must try something other than criminalizing homelessness. The current policies in effect increase contact with law enforcement officials but law enforcement have the discretion to give a warning, fine, or arrest those not in compliance with laws. Often times, individuals that are arrested and released after a short time, without having a housing or shelter plan in place.

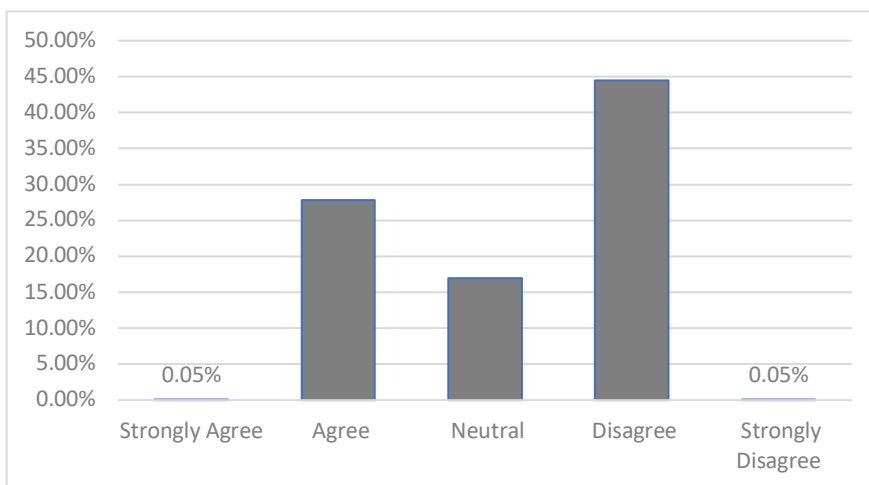


Figure 4. Policy maker perception of the effectiveness of other policies on reducing homelessness on O`ahu.

Additionally, eight participants agreed that the efforts the Governor of Hawai`i and Mayor of Honolulu are putting forth to decrease homelessness on O`ahu are effective. Three participants strongly agreed and five participants remained neutral. Two participants disagreed that the efforts put forth by the Governor and Mayor to decrease homelessness on O`ahu are effective. The Mayor has established initiatives to reduce the homeless population on O`ahu. The City is still conducting periodic homeless sweeps, which are in response to citizen concerns as well as health and safety issues. There have been reports of homeless encampments developing along bike/walking paths, which hinders pedestrians from safely using these paths. The tents fill the space of the walkway thus creating a hazard as it causes passersby to move into the street with passing cars. The homeless sweeps, termed “compassionate disruption” by Mayor Caldwell, utilizes City workers to clear tents and structures from public spaces and spaces owned by City and County and the State. Most recently a sweep of a waterfront park became necessary as it was identified that the homeless were illegally tapping into existing electricity and

water systems by splicing open the lines and leaving wires exposed to the elements. An increase of vandalism as well as citizen complaints regarding safety prompted the latest “compassionate disruption”. These sweeps are done with little advanced notice and the homeless have little time to gather their belongings and find elsewhere to go. The latest round of sweeps included informational cards, in which individuals and families were given a card identifying shelters and other places for assistance. As noted by one homeless individual however, “Many of us can’t go to shelters because of our pets. We are not willing to give them up” (Bernardo, 2017).

With the latest homeless sweep, one individual concurred with that sentiment in stating that she has lived under the viaduct for 15 years and had been swept eight or nine times. Each time she returns to her original location. She has accumulated six dogs during this 15-year span and is not willing to give them up to move into a shelter (Nakaso, 2017). This highlights a dilemma to effectively moving some homeless into shelters or other housing as many do not want to leave their animals or belongings they have accumulated. This sentiment also highlights that a policy that might seem effective as the original intent (to remove the homeless from public view) is achieved, does not account for externalities (relocation and return of the homeless).

Consequently, policy makers viewed these efforts somewhat effective as with each sweep, some families and individuals chose to seek assistance from various programs and shelters. On a scale of 1 – 10, with 10 being very effective, two (11.11%) participants responded with a nine or current programs are very close to being effective for removing homeless off the

streets. One participant responded with an 8 or close to being very effective for removing homeless off the streets. Five participants (27.78%) responded with a 7 or identified that current programs are effective in removing participants off the streets. Six (33.33%) participants responded with a 6 or current programs are somewhat effective in removing homeless off the streets. Two (11.11%) participants remained neutral that the current programs were neither effective nor ineffective in removing homeless off the streets. Two (11.11%) participants responded that the current programs were ineffective in removing homeless off the streets. One participant responded with a 2 and believed that the current programs were close to very ineffective in removing the homeless off the streets.

According to the 2017 Statewide Point in Time Count, the homeless population increased .4% from the 2016 count.

Table 2

Statewide Point in Time Count: O`ahu Homeless Population

	Sheltered 2016	Sheltered 2017	Unsheltered 2016	Unsheltered 2017	Total 2016	Total 2017
Individuals	923	1013	1874	2,099	2,797	3,112
Family individuals	1,844	1,622	299	225	2,143	1847
					4,940	4,959

All totals included both sheltered and unsheltered homeless. In 2016, there were 4,940 homeless individuals on O`ahu. In 2017, the count revealed 4,959 homeless individuals. The chronically homeless population increased by 6% from the 2016 count.

However, there was a 14% decrease in families experiencing homelessness from 2016. According to the Point in Time Count, a family individual is considered at least one parent or guardian and at least one child under the age of 18. (partnersincareoahu.org, 2018) This data tends to reveal that homeless policies more focused on family units are working to decrease this demographic of the homeless population. However, the individual homeless population continues to increase albeit at a much slower rate than previously reported (partnersincareoahu.org, 2018).

As identified often as a problem in the diffusion theory, I asked if social policies in other states exacerbate homelessness in Hawai'i. The sentiment as expressed by the knowledgeable sources stated that "homelessness is a national problem and that individuals who arrive in our state did not come expecting to be homeless". According to Participant C, "It has been a belief that some states are "dumping" their problem by sending some here. I have not seen any evidence of that". It was also stated that the majority of homeless do not come from the mainland. Participant A further agreed "Governments or businesses are not giving the homeless one-way tickets to Hawai'i. Instead of spending money on programs that fund sending homeless back to their hometown, money can be better spent trying to attack the larger problem".

Participant B however noted,

It is a reality that other states and countries have residents that come to our state to be homeless because of the weather and some agencies may even facilitate that move to our state due to the client's desire. However, the influx of people importing in to our state is leveled out by the outflux of

people leaving our state. Therefore, despite that it is a reality, I am not convinced that it is the reason for increases in homelessness.

Perceptions and Narratives on Utilizing the Diffusion Theory

After gathering the perception of policy makers on the policies in place, I wanted to know if other policies not utilized on O`ahu could help ameliorate homelessness on the island. Questions 7 – 10 on the survey related directly to Research questions 1 and 2. RQ1 was designed to answer if the City and County of Honolulu should benchmark public policy from a mainland city to begin to reduce homelessness? RQ2 was designed to answer the question of how and by what means would diffusion of innovations influence the City and County of Honolulu in public policymaking?

Given that the diffusion theory is the theoretical framework for this study, I wanted to know if policy makers thought the diffusion theory would help in finding a solution to decreasing homelessness on the island. I provided an explanation of the diffusion theory in the initial e-mail sent to the participants so that they had some knowledge of the theory in advance. When conducting interviews with knowledgeable sources, I furnished an explanation of the diffusion theory prior to asking the question. Three (16.67%) participants were aware of the diffusion theory prior to this survey, 12 (66.67%) of the participants were not aware of the diffusion theory. Of the three of the participants that were aware of the diffusion theory, all three believe that applying this theory to O`ahu's homeless policies would be effective.

I then asked the knowledgeable sources if they believed it to be difficult to diffuse policies from the mainland and if they could think of any recent policies that were diffused from the mainland that were successful to help reduce homelessness on O`ahu.

Participant B:

I think our state has been very progressive about the desire to utilize the successes in different states to learn from and to implement here.

However, like with any change that occurs, it takes time for people to buy in to the vision of that change and to grasp the practical implications of this change.

The discovery of only three participants being aware of the diffusion theory might be identified in the future as a problem within itself. If policy makers are not aware of a process to adopt effective policies from other areas, these same policy makers might not look beyond their own state for assistance or ideas. Some of the respondents also mentioned the limitations of adopting policy from the mainland. Available land was identified to be more readily available, and costs were said to be less on the mainland because items must be shipped to O`ahu as opposed to ground transportation methods available in the mainland. By identifying these problems first, it can limit one's view of seeing how things can be done a different but just as effective way and affect acceptance of new ideas. One of the steps mentioned in the literature review regarding the diffusion of innovations discussed the concept of acceptance. Walker (1960), stated, if the innovation is viewed by decision-makers as a legitimate comparison, then the likelihood of the innovation being adopted is greater. Furthermore, if policy makers perceive the

idea as better than the one currently in place and agree that the innovation is compatible, then it is more likely to be adopted (Rogers, 2002).

Another issue arose from the survey in that, not every lawmaker was aware of the success Salt Lake City has in reducing their homeless population. Participant 7 and 11 stated they were not aware of what Salt Lake City has done or did not have enough information about Salt Lake City's policy. Again, this highlights a gap in knowledge in that policy makers might not be aware or seeking to diffuse effective policies from other states as a means to solve local issues. These sentiments might provide a lens into why the diffusion theory or “best practices” is underutilized by many state and local governments when looking to find successful solutions to social problems. If policy makers are not aware of programs, which have achieved success in reaching their goal, the policy makers of that state often spend time and resources searching for something that has already been achieved. Diffusion of innovation theory includes the idea of observability in that policy will be diffused to the degree in which the results of an innovation are visible to others (Rogers, 2002). Participant 12 further stated, “We are geographically isolated enough that homeless policies in comparable jurisdictions are not impacting our community”. Thus, imitating that O`ahu is too far removed to adopt policy from the mainland.

In seeking to understand if policy makers perceived policies established in Salt Lake City to be fruitful on O`ahu I asked two questions of participants that relate to the third research question. RQ3 stated, What would account for the success or failure of diffusion of innovation of homeless policies according to current policy makers?

To the question, “Do you think the homeless policies, as set forth in Salt Lake City, would prove to be successful on O`ahu? Why or Why not”? participants responded with mixed perceptions. Participant 1 stated the time was right to try a different approach and homeless policies on Salt Lake City could be that approach. Participant 2 stated that “They could be helpful if implemented correctly”. As the diffusion theory states, adopting policy from another state allows policy makers to diffuse the successful parts of a policy without having to endure the trial-and-error of implementing the policy. To further this point, Participant 9 stated: “Yes, I think we can learn from Salt Lake City and their best practices for addressing homelessness”.

However, not all policy makers felt that the policies adopted on Salt Lake City would be effective if adopted on O`ahu. Participant 4 did not believe that the policies established in Salt Lake City would be successful on O`ahu because there exists a “totally different culture and clientele”. O`ahu has a diverse population originating from many different areas around the globe. This diversity can seem to be a hinderance to finding a viable solution as many different cultures have different beliefs and customs. As participant 6 mentioned, “the number of ethnic groups in Hawai`i makes it difficult to develop a plan of action that encompasses different values, diseases, lifestyles, and behavior”. Participant 4 agreed with this sentiment stating there are many homeless from the Marshall Islands. Information obtained from the research conducted in the literature review revealed that the reasons for this increase in migration from the Marshall Islands was due to the COFA Agreement. In addition to individuals and families from the Marshall Islands, the homeless population on O`ahu also consists of Native Hawaiians,

other Polynesian groups, and individuals from the Mainland, and other countries. These different ethnic groups make finding a solution more difficult as there are vast cultural differences.

Housing

Another area of concern when trying to diffuse policy from Salt Lake City is the cost of living and housing. According to HUD Income Limits (2017), affordable rent for a one-bedroom apartment is \$588 a month. The average apartment for rent in Honolulu is \$1,394 a month for a one bedroom (Gutierrez, 2017). Furthermore, according to Gutierrez (2017), a household would need to bring in \$73,000 a year to afford a two-bedroom apartment. Indeed, affordable housing is definitely a problem on O`ahu, especially when one factors in the income levels of the majority of jobs on the island. This year, according to HUD (2018), low-income limits for a single person in the City and County of Honolulu is \$65,350. For a family of four, the low-income limit is \$93,000, “the average renter in Hawai`i earns about \$16 an hour but renters need to earn at least \$36.13 to afford a two-bedroom apartment” (HNN Staff, 2018).

Participant 8 and 18 addressed this issue in their response stating that the cost of living is much higher in Honolulu than in Salt Lake City, therefore, the policies adopted in Salt Lake City would not easily transfer to policies on O`ahu. When applying the diffusion of innovations, policy makers are more apt to adopt a policy by a state viewed by key decision makers as a point of legitimate comparison. Additionally, land resources are not as plentiful as they are in Salt Lake City. On O`ahu, with a population of over a million residents, it is considered to be running out of available land space. Therefore,

such programs like Housing First have to be initiated with existing homes or apartments. Landlords might not be as apt to turn over their properties to homeless individuals realizing that their rent potential will likely be lower than market value due to the maximum amount of housing vouchers given to individuals. This issue was further addressed by Participant 12 in stating that “Salt Lake City utilizes a permanent supportive housing model (Housing First Model) that relies heavily on available open space and reasonable real estate and construction costs. O`ahu's geography, housing market, and construction costs are very high”. The Merchant Marine Act of 1920, also known as the Jones Act, requires all goods transported between U.S. ports be carried by U.S. constructed, owned and crewed by U.S. Citizens or permanent residents (Cornell University Law School, n.d). This Act prevents ships constructed, owned, and crewed by non-U.S. citizens or permanent residents from stopping to off-load goods at any ports other than four pre-authorized locations. This law and its consequences were most recently highlighted with Hurricane Maria in Puerto Rico. Not only can it limit goods to reach the islands in a reasonable time, but it also increases the costs of goods being shipped to Hawai`i by requiring more port stops.

Participant 13 provided the most thorough response:

Salt Lake City implemented a Housing First approach to addressing homelessness, which resulted in a significant reduction in their chronically homeless population. Similar to Salt Lake City, the State is replicating the Housing First approach locally, and since 2014 the Department of Human Services has funded a State Housing First program on the island of O`ahu.

In addition, the City and County of Honolulu also funds a City Housing First program on O`ahu. As of June 2016, the State and City Housing First programs had collectively placed 259 chronically homeless persons in permanent housing (117 by the state program, and 142 by the city program). The housing retention rates for the State and City Housing First programs is 98.1%, which indicates that homeless persons housed through Housing First remain housed over time.

The Housing First model is used in many states to decrease homelessness and as I mentioned in the literature review, has a measure of success. Adding to Salt Lake City's success is the coordinated services offered on site such as healthcare, drug, and alcohol treatment as well as job skills services. The Housing First model implemented on O`ahu however does not combine the coordinated services as the Salt Lake City model. Instead on O`ahu, the model is focused on the problem of housing. This could be because of limitations of service providers, or the City and County chose to implement the original Housing First model of focusing on housing first, and the rest will sort itself out over time.

In regard to the Housing First model implemented on O`ahu, Participant A stated that our Housing First model does not work the same way as the model in Salt Lake City, thus diffusing this model "can work if the policy can be modified to fit our situation. Our homeless population is vastly diverse and depending on the reasons for being homeless, it can hinder transitions therefore our policies must be just as diverse".

However, when asked if it would be difficult to diffuse policies from the mainland

Participant B provided the following sentiment:

I think our state has been very progressive about the desire to utilize the successes in different states to learn from and to implement here.

However, like with any change that occurs, it takes time for people to buy in to the vision of that change and to grasp the practical implications of this change.

As shown by the policy makers, in the responses to the survey questions, change can be difficult to overcome. Some believed that policies will not work because of diversity issues, others because O`ahu lacks land resources, and one policy maker stated that homelessness will never be resolved. All of these thoughts can make it difficult to see beyond and find a viable solution to ameliorate homelessness on O`ahu.

On the other hand, Participant C replied: “Along with Housing First, tax breaks and incentives for development projects have been successful. We also have a mini-houses village in Sand Island that is a hybrid of the Housing First and tiny homes models found on the mainland”. According to Participant A “For the chronically homeless there is a shortage of mental health resources that need to be addressed. The program that gives medicine to homeless individuals where they stay is staffed by two individuals, so their outreach is very small”. Participant B further elaborated on this topic.

A large movement across the country, which is a mandate by the Department of HUD, is each community’s use of the coordinated entry

system (CES). The CES has allowed many communities across the country to meet functional zero in their own communities of homelessness. This approach has been adopted here, and although we have a few areas to improve, this change has allowed us to have a by-name-list which tells us the name of every homeless individual in our state. The CES has also created a way for each community, including ours, to adopt an objective assessment tool for everyone. The objective tool we have used is the VI-SPDAT and this objective assessment has allowed all of us to have a universal understanding of our individuals' needs.

Participant C provided further understanding to this issue:

In order to find true solutions to end homelessness and not just put band-aids on things, there has to be change with housing policy and building policy and enforce it. The culture in Hawai'i has to change in regard to developers in that the policy needs to state if you want to develop here you are going to have to give this percentage to affordable housing.

Policymakers might not want to pursue this as it might scare away developers, however developers can be on board with this approach if we collectively say this is how we do business here.

This is true to the extent that affordable housing on the O`ahu is not considered affordable for many that live here. As I previously mentioned, according to HUD (2018), low-income limits for a single person in the City and County of Honolulu is \$65,350. For a family of four, the low-income limit is \$93,000. This makes it especially difficult for

many to earn a living wage that allows them to afford housing as well. As I mentioned in Chapter 1, many of the homeless on O`ahu are employed, they simply cannot afford housing on the island.

Collaboration With Other Agencies

Relating back to RQ1 - Should the City and County of Honolulu, HI benchmark public policy from a mainland city to begin to reduce homelessness, I asked participants if the Hawai`i Tourism Authority (HTA) should work in collaboration with policy makers to help end homelessness on O`ahu because a negative image of Hawai`i could affect tourism rates as well. In contrast, Salt Lake City has worked in collaboration with The Church of Jesus Christ of Latter-Day Saints to decrease their homeless population. A great source of income for the island of O`ahu is tourism. Participants were mixed in their responses to this question. Participants 1 and 4 believe that HTA should not work in collaboration with the City and County of Honolulu to stating that HTA should focus on marketing and stick to tourism as this issue is “way out of their expertise” and “for politicians to handle”. This response gave some insight into realizing that not all policy makers believe a partnership with a private entity would make a difference in reducing homelessness. Even if the entity has a vested interest such as increasing tourists to the island however, many tourists do not want to come back to “paradise” as they cannot escape the reality of the island’s social problems, therefore, this issue is one that HTA must also contend with addressing and seeking visitors to the island.

On the other hand, Participants 2, 8, and 11 believe that their input would be helpful stating that providing input can be done without having a partnership, thus, their

input should be considered. Lastly stating “HTA can assist but that is not its primary mission”. This reflects the thoughts of Participant 6 who stated, “Yes and the industry is trying their utmost in addressing the homeless situation in Waikiki and fundraising events for homeless programs”. Participant 18 further added that “Tourism is so important to our economy; the Hawai`i Tourism Authority should work collaboratively with both City and State Government agencies”. Participant 9 and 12 also agreed that HTA should have some part in the solution process as an interested party stating respectively that HTA’s contribution, as well as local banks, would help in many ways. The visitor industry is “one of the two largest sectors of our economy. Therefore, HTA should invest in the solution”. Participant 13 further elaborated on the subject by stating

In 2014, the Hawai`i Lodging and Tourism Association (HLTA) donated \$100,000 to the Institute for Human Services (I.H.S.) to fund a targeted homeless outreach program in the Waikiki area. With this donation, I.H.S. was able to assist 335 homeless persons to leave Waikiki – relocating 115 people outside of Hawai`i and placing 139 in housing or shelter. The following year, HLTA donated another \$100,000 to continue I.H.S. outreach and relocation services in Waikiki and donated an additional \$25,000 to expand relocation services to the island of Maui. Most recently, HLTA partnered with Hilton Hawaiian Village, Hawai`i News Now, and Kaponono, Inc. to sponsor the Hawai`i for Hawai`i benefit concert, which in October 2016 raised over \$747,000 to continue support for I.H.S. outreach efforts in Waikiki.

The Hawai'i Tourism Authority has a vested interest in reducing the homeless population on Hawai'i as tourists are more apt to select a different vacation location if their "ideal" destination to paradise does not seem like paradise at all, plagued with the same social issues that one might be trying to escape for a while. Participant A stated emphatically that the HTA "should absolutely work in collaboration and contribute to the solutions to decrease homeless on O'ahu. A lot of homeless sweeps happen because of pressure from HTA, therefore they should be part of the solutions". It was best felt that HTA engage with policy makers to find a viable solution as HTA "puts a lot of pressure on the State and City to clean up the beaches and sidewalks, so instead of demanding things, they should be more collaborative". It was further stated by Participant B and C that a more collaborative approach is always better to addressing an issue of this magnitude. Just as Salt Lake City has worked in collaboration with the L.D.S. Church as well as smaller non-profit organizations, the City and County of Honolulu, could benefit from further developing a collaborative relationship with HTA and other non-profit organizations.

I asked this question with the realization that solving the homeless problem is not an issue for just one sector to solve. It will truly take everyone working in conjunction to solve this issue. Therefore, programs such as the benefit concert should continue as a collaborative effort to reduce homelessness on O'ahu.

To further elaborate on a more collaborative model being implemented on O'ahu, I wanted to look further into collaborative efforts from the Department of Veterans Affairs (VA) as many homeless are military Veterans. It was noted from the participants

that the VA has an active role in trying to address the homeless veteran effort on the island and works in collaboration with the County and State. According to Participant B:

The City and County of Honolulu actively participated in the Mayor's Challenge to End Veteran Homelessness, and the State and City both participated in the 25 Cities effort to end veteran homelessness in 25 communities across the county. According to numbers from the 25 Cities initiative, the number of homeless veterans on O'ahu declined 44% between January 2016 and August 2016. Since January 2015, the initiative has resulted in over-800 homeless veterans placed into permanent housing. Homeless veterans are placed in large part with resources provided by the VA Supportive Housing (VASH) program, which provides a long-term housing voucher paired with ongoing case management services.

Following the Housing First initiative, in November 2017, U.S. Vets Barber's Point opened an affordable housing development that incorporates not only housing, but also social services on site for residents (Blair, 2017). Furthermore, it was noted that even with this decrease in the homeless veteran population, Participant A stated, "the problem exists that many homeless veterans still do not know all the services that exist to offer assistance and many more do not qualify for services because of their discharge classification". Just as with non-veterans, "there is the group of individuals that are not yet ready to be helped or fall in to the chronically homeless category".

The efforts put forth by the VA have made a positive impact. Participant C stated, "Within the last few years they have increased their services to the homeless. We

certainly do not have as many homeless veterans out there as before. The numbers have decreased”.

Policy Maker Recommendations

Lastly, I asked the participants for any recommendations to end homelessness on O`ahu. Responses varied but all provided valuable information on the problems policy makers face in trying to find a viable solution. As well as revealing the complexities of this issue. Collaboration with other entities was one suggestion. Participants 1, 8, and 11 believed that solving homelessness is a complex issue that will require collaboration with other agencies and service providers, as well as a public-private partnership to address the need for more shelters as well as affordable housing. Participant 8 added that free job training and work opportunities should be expanded for the homeless. Participant 11 further explained the government needs to assist in the construction of more affordable rental housing geared towards working families.

Participant 9 agreed stating the need for collaboration with nonprofits, government agencies, and community leaders to advocate for programs such as Housing First, increased shelters and services, assistance with job placement and health treatments. “Many of them suffer a great deal from mental illness as well”. Participant 12 suggested putting a “moratorium on luxury residential development, force businesses to partner with government to build a permanent supportive housing first model as well as building more truly affordable housing for families earning less than \$50,000 a year”. These actions will have a positive influence on homeless families as the lack of affordable housing has been identified as a factor in homelessness on O`ahu.

Perhaps Participant 6 has a more comprehensive plan. A plan that includes, “A dedicated source of funding, a Civil Rights Team, and a State task force in designating homeless sites, as well as a once a year Homeless Summit in reviewing the progress”. This plan reveals quite a few different areas that not only addresses the funding issue the City and County faces when dealing with homeless but also addresses the need to have a review program in place as well as designated homeless sites, and a team assembled to ensure the homeless are being treated fairly. One of the chief complaints about the homeless sweeps is that it is unjust to the homeless who lose their personal belongings during each sweep as they are only able to carry so much. Many homeless have lost their personal identification cards during these sweeps which in turn makes it difficult for them to receive help without proper documentation. Participant 2 added to this comprehensive plan stating, “More drug and mental health programs” are needed. Again, reinforcing the fact that reducing homelessness is not a single-issue problem. Participant 18 added “I do not think there will ever be a single policy or initiative that will decrease the homeless population on O`ahu. We need to look at this problem holistically. Every program or initiative will play a vital role in decreasing homelessness”.

Participant 13 further elaborated on this comprehensive approach stating:
Alleviating homelessness will require a comprehensive approach that is reflected in the State Framework to Address Homelessness. In general, the framework sets a goal of establishing a comprehensive, housing-focused system of homeless services, which focuses on quick placement into

permanent housing with the appropriate level of case management and services to address a person's housing needs.

This approach uses a 'Housing First' philosophy and includes setting new performance benchmarks for emergency and transitional shelters, which target shorter stays in shelters, higher rates of permanent housing placement, and greater retention in housing placement. In addition, the State's approach targets three key levers of change: (a) Affordable Housing; (b) Housing-focused health and human service programs; and (c) Public Safety. It's not enough to just build housing (lever one), without also investing in housing-focused services (lever two). Conversely, it's not enough to invest in services alone if there is not sufficient housing inventory. Meanwhile, we cannot ignore the growing number of homeless encampments on public lands or other unsafe areas (lever three), especially when they are located in areas that pose a danger to immediate health and safety of the inhabitants. All three levers of change of the State's approach are equally important.

This has been identified by the Salt Lake City model as an approach that works well. Simply providing housing is not enough to keep homeless from returning to the street. Likewise, simply providing services such as drug and alcohol counseling and medication stabilization to the homeless on the street will not move them into stable housing. Salt Lake City offers social services on the Housing First site thereby making it easier for counselors to see when tenants are starting to slide back to old ways and offer

earlier intervention. The public safety aspect of this piece is something that constantly stays on the forefront of this issue. The Mayor enacted the Sit-Lie Law in large part to remove homeless from sleeping on public sidewalks, on bus benches and business doorways that cause obstructions to a safe walking path. There have also been a few incidences where homeless individuals have attacked tourists at the beach. Incorporating the public safety problem to this issue is a key component for O`ahu.

As the homeless population seemly grows, a sentiment shared by Participant 7. “I think we can only try to manage the problem. It will not be eradicated”. Sadly, this thought process can also lead to inaction and not looking to diffuse successful policies from other states. Feeling like the solution is beyond reach can lead to limited action to contain the problem but not solve the problem.

Lastly, Participant 4 touched on a sentiment expressed by many citizens, “Stop the migrations and immigration from the US and other Pacific Island nations”. Furthermore, “Compact of Free Association or COFA needs to be re-assessed, and our Federal Government should take into account the impact on Hawai`i specifically”. Many individuals move here from the Marshall Islands and become homeless. Officials say it's difficult to determine exactly how many COFA migrants live in Hawai`i because they can travel back and forth without a visa or green card -- but current estimates are more than 12,000. According to the state Department of Human Services Deputy Director Pankaj Bhanot, 1,150 COFA migrants are homeless statewide. The majority, 933, are on O`ahu (Lincoln, 2015).

One issue is that the cost of living is exceptionally high and minimum wage jobs do not afford the opportunity to find housing within their income's allowances. The other issue is the rules instituted at public housing complexes. Housing policies are in place for many low-income units that prohibit multiple families or an excessive number of family members to live in one unit. This increases the chances of these individuals becoming homeless.

Recommendations From Knowledgeable Sources

Likewise, of the policy makers, I inquired of knowledgeable sources for recommendations on how to decrease the number of homeless individuals on O`ahu based on the hands-on work they do with the homeless population. Just as the policy makers, the knowledgeable sources also stated that a collaborative effort must be made by various agencies. Participant C stated, "A more comprehensive approach, objective assessments, coordinated systems to track and provide resources can also be utilized to ensure consistency and follow up". It was also noted by Participant A that "substance abuse treatment services are lacking here. That coupled with improving mental health services to make them more widely available".

Furthermore, "What is needed is transition planning into housing because it takes time to acclimate living beyond a tent. They need advice on how to live in a different place, so lifestyle counseling should be offered as well". Participant B stated, "I believe that we can reach functional zero by using all the tools previously mentioned - a comprehensive approach, objective assessments, coordinated systems to track and provide resources". As proven by the Salt Lake City model a truly comprehensive

approach is needed to make a lasting effect. During the interview with Participant A, it was mentioned that mental health services are often not available for non-homeless patients making it that much more difficult to find the needed services and necessary contact and follow-up with homeless individuals. As with many public-sector programs, mental health services need more funding and case workers to help with the existing and increasing caseloads.

Summary

In Chapter 4, I provided information regarding the perceptions of policy makers in the City and County of Honolulu and knowledgeable sources that work directly with the homeless population in ameliorating homelessness on the island. Participants provided their insights into issues that are unique to the island of O`ahu in trying to find a viable solution to the homeless problem. Results of my study indicate that although laws are made with the intention of reducing homelessness, these laws are perceived by the participants in my study to only shift the problem to a different location and at times exacerbate other resources. Housing policies, costs, and long waitlists and reluctance to move into shelters all add to the issues of trying to find a viable solution. Participants discussed how programs such as Housing First have helped move some homeless into more permanent housing, however, more needs to be done to make this program more effective. Just as Salt Lake City's model, the model on O`ahu needs to be more collaborative. Housing is just one issue on the vastly complex issue of homelessness. As the data suggests, a need to collaborate with other organizations to help find a solution to this growing problem exists. Participants reported how essential it was in finding a viable

solution to focus not just on housing but also providing health services and keeping the residents safety at the forefront of the issue. In Chapter 5, an interpretation of the findings, recommendations, and conclusions will be provided, describing how my study will lead to positive social change on O`ahu.

Chapter 5: Conclusions

The homeless problem on O`ahu is at a critical juncture. Not only are homeless individuals and families occupying public beaches and parks, but one can find the homeless living in tents on sidewalks, as well as sleeping in doorways of businesses once the business has closed for the evening. The homeless are moving to more obscure locations to avoid the Sit-Lie law and homeless sweeps (Nakaso, 2017). According to State Representative Cedric Gates, “Ongoing sweeps in Honolulu usually result in more homeless moving to his district in Leeward O`ahu” (Nabarro, 2017). Homeless are moving their tents to pedestrian ramps, alongside the grassy hills of the freeway, and even inside canals as they attempt to avoid detection. These new locations are adding a safety concern because often the areas are on hill sides or areas with flowing and rushing water (Namata, 2017). Adding to the critical nature of finding a viable solution to this problem is the disregard for safety of residents. Currently, the Parks Department is having to contend with homeless individuals and families tapping into electrical poles illegally, often leaving wires exposed. There have also been numerous dog attacks occurring in biking trails and parks where homeless individuals and families have set up their tents as their residence.

Keeping residents safe is a concern for policy makers that often prompts them to take quick action to solve the problem in the short term. Using a case-study approach, my purpose in this study was to ascertain the perception of policy makers on O`ahu if diffusing public policy form Salt Lake City would be effective in reducing homelessness on the island. In addition to the review of public documents, I surveyed policy makers

and interviewed knowledgeable sources who work closely with the homeless population to complete the triangulation method that I used. The results of my study can be used to inform policy makers whether the City and County of Honolulu should diffuse public policy relating to homelessness from Salt Lake City and the factors that would account for success in innovating those policies.

Interpretation of Findings

A long-standing solution to ameliorating homelessness on the island of O`ahu has yet to be identified and enacted. A myriad of factors affect homelessness. O`ahu's homeless population is vastly diverse, not only in the reasons that led them to be homeless, but also culturally. As such, it is often difficult to take a narrow approach to finding viable solutions to end homelessness. As I discovered in researching this topic and displayed in the literature review and the data collected, much controversy exists in criminalizing homelessness. As is the case with social issue policies, finding agreement on the appropriate course of action to take is often a difficult one. O`ahu's current Sit-Lie law is no exception. The policy makers and knowledgeable sources that participated in my study did not deem this law as overwhelmingly successful. As gathered from my study, the end product of a successful policy would be incorporating a model similar to Salt Lake City albeit not completely emulating it due to the diverse population, customs, and lack of available land on the island. By instituting laws such as Sit-Lie to encourage contact with homeless, enforcing a Housing First model, and incorporating health and social services in the model, homeless individuals would be more apt to seek housing in homeless shelters given they will receive the aid they need in one area. Laws such as Sit-

Lie brings the homeless population to the proper social services attention, which in turn gives them a chance to steer the homeless to the services that will help remove them from the street and into more stable housing. As I noted, the City and County of Honolulu is also taking a step in helping with the housing issue by purchasing apartments that in turn are rented to homeless families. As this program grows in success, this program can be utilized for homeless individuals as well. The services could be expanded to further diffuse the policy from Salt Lake City and add service providers on the grounds that can assist residents with drug/alcohol, mental health, and other social services.

It was mentioned in the survey with policy makers by Participant 4 that the government should “Stop the migrations and immigration from the US and other Pacific Island nations”. Despite being a widely held belief by many residents, that many homeless are “shipped” to O’ahu from mainland states, after conducting a thorough search of documents found online that included news stories and articles, I found no evidence to support this. In fact, Participant 13 stated, “the majority of Hawai`i’s homeless population are local residents”, citing the 20165 Homeless Service Utilization Report, which “which analyzes data of persons using homeless services”. Further, in 2015, “Only 6% of adult clients (615 homeless persons) reported living in Hawai`i for less than 12 months”. Furthermore, according to the State Homeless Coordinator, Scott Morishige, “I have never seen any evidence of any mainland group or government agency paying for airfares to send homeless people here” (Denby, 2016). Kimo Carvalho, Community Relations Director for the Institute of Human Services, stated, “We have

never heard from any of them (homeless) that a government entity of a private organization paid their way to Hawai`i” (Denby, 2016).

Continued and concerted efforts at collaboration between various agencies can be seen as a way to decrease the homeless population on O`ahu and should be worked into any diffused social policy. The City and County of Honolulu works closely in conjunction with the Institute of Human Services (IHS) and Department of Land & Resources (DL&R) to provide services and information to help the homeless move into shelters or more permanent housing. Developing more fundraising opportunities through HTA would help with some of the funding issues the City and County faces when dealing with the homeless population. There are sunk costs associated with each homeless sweep. The Governor of Hawai`i has authorized approximately \$4 million to be spent on programs for temporary housing, outreach services and various social services for the homeless population, but as was stated by the policy makers O`ahu does not have the land to expand many housing programs. Homelessness is a complex issue and more input/collaboration is needed from different agencies and service providers. As stated by participant 18, “I do not think there will ever be a single policy or initiative that will decrease the homeless population on O`ahu. We need to look at this problem holistically”.

The policy makers in Salt Lake City found great success in reducing their chronically homeless population using a collaborative approach. The homeless coordinator already had an established relationship with the L.D.S. Church and therefore sought assistance in trying to find a solution. The L.D.S. church as well as other smaller

non-profit organizations, local builders, and city leaders all joined together to open the city's Housing First program. O`ahu should diffuse this collaborative model with H.T.A and other local nonprofit groups.

Social Policies

As with any other State and City government, competing social issues often exacerbates the system whereas sufficient funding for all issues is not viable. Every issue cannot receive the same amount of attention. There is often a shortage of funding and/or staff to implement all of the various policies or help solve all of the social issues. As is often the case in the public sector, problems that are most noticeable to the public tend to receive the most attention. For homelessness on O`ahu, this ebbs and flows, depending on which other issue has rose to the prominence of the public's attention at the time. As was noted by Participant C, "Everything costs money. Policy makers are always balancing priorities. Homelessness is not enough of a priority right now to do anything about it". Affordable housing is definitely a problem on the island. Home prices and apartment rents continually rise at a rate that many residents cannot afford to keep up with. In fact, the City and County of Honolulu has tried to help ease this burden for homeless families by purchasing a 24- unit apartment building in town and one on the west side of the island. At the 2-year anniversary of opening the apartment buildings to homeless families, the Mayor stated to the Honolulu Star-Advertiser (2017) "Housing someone is not the end. True success is keeping people housed and providing the tools and support necessary to take care of our families, which in turn allows them to follow their dreams" (Nakaso, 2017). In order to qualify for these buildings, families must earn "50 percent or

less of the area median income, which is \$35,200 for a single person and \$50,250 for a family of four” (Nakaso, 2017).

Another issue adding to the homeless problem on O`ahu is that the public housing has a lengthy waitlist. Cultural beliefs dictate that family members help family members. So, if one has housing, and family members are without a home, offering them a place to stay is done without hesitation. The problem occurs when the maximum allowance of family members is reached in the house. Public housing has strict rules on who and how many family members can live in the house. Any violations of these rules mean eviction for the entire family. This causes not only the family that just moved on island to become homeless but also the family that was previously housed.

Collaboration with Other Agencies

Furthermore, collaboration was mentioned by both the policy makers and the knowledgeable sources as an effective means to help decrease the homeless population on O`ahu. As was noted by almost all participants, diffusing policy from other states is a viable solution to the homeless issue on O`ahu as long as there exists collaboration with other entities. A major component from Salt Lake City’s homeless policy was that the City worked in collaboration with The Church of Jesus Christ of Latter-Day Saints to provide funding for housing that existed beyond the city limits. The thought process behind this was that if you move the housing complexes further out, provide residents with on-site counseling to assist with problems such as drug abuse and unemployment, it will be an attractive alternative to living in an unsheltered environment (Fagan, 2014).

Recently a partnership developed between a private developer, the State of Hawai`i Housing Finance and Development Corporation, The US. Department of Veterans Affairs, First Hawaiian Bank and Cloudbreak Hawai`i, LLC. A private developer, MacNaughton Group, donated \$1million dollars to help renovate old military barracks that had been left abandoned when the military turned over land back to the State of Hawai`i (Blair, 2017). In conjunction with a grant and a \$1 million-dollar loan form the Rental Housing Trust Fund, the non-profit group U.S. Vets set in motion a project called “Hale Uhiwai Nalu”. This project housing homeless veterans with 20 different staff on site providing a range of services such as clinical case management, therapy and substance abuse counseling, and permanent housing.

This housing model is a best practices model from Salt Lake City. Most of Salt Lake City's supportive housing units are in complexes away from the city core, and each is nicely landscaped, the sidewalks are quiet and tidy, and the interiors are tasteful and inviting, comes with a full kitchen, pine furniture, a big reclining chair and a television and in back are basketball and volleyball courts (Fagan, 2014). The Hale Uhiwai Nalu project, contains studio apartments with utilities included, a community lounge, a gym, outdoor recreation area, and additional space for service providers to work one on one with their clients (Blair, 2017).

Theoretical Considerations

By analyzing the results of my study, I have found that utilizing the diffusion theory can be a viable solution to significantly decreasing homelessness on O`ahu. The diffusion theory states that policy discretion is available to all states in the American

federal system that will create an opportunity for states to learn from one another by observing the consequences of a policy in another state before adopting the policy themselves (Baybeck, Berry, & Siegel, 2011). By utilizing the diffusion theory to benchmark policy relating to the homeless from Salt Lake City, policy makers on O`ahu can start to implement a more comprehensive approach to the Housing First program already undertaken. With the acquisition of apartment complexes, the City and County of Honolulu, can start to implement a plan for case services workers to be available for visits to the complexes. The case workers can then address any needs of the residents early on in an effort to increase the rate of the homeless individuals retaining permanent housing.

As policy makers and knowledgeable sources have stated, any policy adopted from a mainland state must consider and factor in cultural differences experienced on O`ahu. Just as U.S. Vets have adopted the Salt Lake City model for decreasing homelessness on O`ahu for Veterans, the City and County of Honolulu can do the same for the general population. By utilizing the diffusion theory, the City and County of Honolulu can be afforded the opportunity to institute the Housing First model developed in Salt Lake City by following a similar policy but making changes to address the cultural differences found on the island. The City and County could also work within the confines of the COFA to ensure those arriving from the Marshall Islands do not add to an already burdened social service system.

As part of the COFA agreement, the U.S. Department of Interior (DOI) allocated \$30 million in mandatory and \$3 million in discretionary

Compact Impact aid in FY 2014. The mandatory appropriation will continue through FY 2023. The Compact Impact funds are split proportionately between affected jurisdictions. However, the level of funding has been, in the DOI's own words, insufficient. In 2014, Hawai'i received \$12 million in Compact Impact funds, more than one third of the total Compact Impact funds. However, these funds covered only a small fraction of the total cost that Hawai'i reported from hosting COFA islanders, estimated at \$163 million. The majority of state expenditures on services for COFA islander are related to education (53 percent) and health and social services (44 percent). All DOI Compact Impact funds received by Hawai'i are currently allocated to the Department of Human Services to offset the cost of state-funded medical services (Appel, Atkins, Denton-Spalding, Dahl, Dockery, McDowell, Nguyen, Parma, Pham, Reed, Roper & Webster, 2017).

With the COFA agreement, other federal grants should be sought to help off-set the costs of this migration as Hawai'i is receiving the brunt of the costs of the policy.

Limitations of Study

As I mentioned previously, the focus of my study was to ascertain the perception of policy makers if utilizing the diffusion theory would be an effective means to reduce homelessness on O`ahu. A limitation I discovered was that many policy makers did not want to participate in my study. I received a few replies to the initial e-mail stating the policy maker did not have enough time to complete the survey or did not have enough

knowledge of the subject matter to participate. This limited the amount of information and recommendations received. Sometimes, those standing outside of the issue can see more of what needs to be done, therefore their recommendations could have added more value to the data. I also discovered a gap in knowledge in the responses from a few participants as they stated they did not have knowledge of Salt Lake City's approach to their homeless policy. Another gap I identified in my search of the literature was that the diffusion theory and diffusion of innovations has not been applied to homeless policies.

Recommendations for Future Research

Although my study focused on the general population of homeless individuals and families on O`ahu, a future case study can be developed looking at the model U.S. Vets is utilizing on O`ahu. Being that this program opened a few months before the end of my study, the success of its residents cannot be measured yet. However, it can be determined if the Veteran residents of this community receiving counseling services, employments services, life-skills classes are able to maintain housing. If the implementation of this model shows success, the City and County of Honolulu can then use this as a baseline to enacting new policy to decrease the overall homeless population on O`ahu, thus relating back to proximity as mentioned in the diffusion of innovations.

Housing

Finding affordable housing is a major problem on the island of O`ahu. The cost of housing has simply not kept up with the demand nor the cost of living on the island. As was noted in my study, many homeless are employed but cannot afford to pay rent therefore they are forced to live in their cars or on the beaches and parks. Affordable

housing is an issue that comes up often when politicians speak. As was suggested by Participant A, perhaps the City and County should look into having mandatory requirements for builders to build affordable housing units that do not allow a resale period less than 10 years. This would prohibit individuals from buying affordable housing units and then reselling them immediately at the current market value, thus negating an affordable housing unit on the market.

The City and County has already purchased an apartment building to house homeless families, therefore this program, to include on-site counseling programs for substance and alcohol abuse, employment services and life-skills classes, could potentially be expanded to this apartment complex and another other complex the City and County purchases. A future study should look at expanding this model to these apartment buildings and providing on-site counseling, job and life-skill classes.

Collaboration with other Agencies

Policy makers on O`ahu should look at developing a more comprehensive approach as undertaken by Salt Lake City. The 10-year plan in Salt Lake City combined efforts of various agencies and experts in their field. In Salt Lake City, five committees were formed to address the chronically homeless population. The five committees were: Homeless Prevention, Affordable Housing, Support Services, Information Systems, and Implementation Infrastructure.

- a. The Homeless Prevention committee comprised members from service agencies working with prisoners, mentally ill, and foster children.

- b. Affordable Housing whose committee members comprised of members from financial and housing institutions to include developers and planners.
- c. Support services members were comprised of homeless providers, case managers workforce service, educator, legal and substance abuse counselors all brought together to develop a best practices approach to solving the myriad of issues present in this population.
- d. Information systems whose members were tasked with defining the methods of data collection and outcome measures.
- e. Implementation Infrastructure whose committee comprised of members from the state governments associations, League of Cities and Towns, planning commissions, mayor and state officials.

This formation of various committees all coming together and sharing ideas can have a far-reaching positive affect on the homeless population on O`ahu as well. Despite O`ahu being home to a small L.D.S. group, collaborating with HTA and having their board members serve on the committees could offer additional insight on solutions by an organization not tasked with servicing the public sector. By combining individuals from other agencies, the solution to reducing homelessness on the island of O`ahu can be seen as a “us” problem requiring everyone to work together instead of a “them” problem placing blame on policy makers on O`ahu.

Implications

The goal of my study was to ascertain the perceptions of policy makers on O`ahu if diffusing the homeless policy implemented in Salt Lake City would ameliorate

homelessness on O`ahu. The issue of homelessness is at a critical juncture and the window of opportunity is open to make changes. A few social change implications were found to be beneficial originated from the interviews with the knowledgeable sources. Affordable housing is an identifiable problem on the island. The City and County of Honolulu is making efforts to assist in this problem by purchasing apartment buildings that low-income citizens can rent. The City and County of Honolulu should look at expanding this effort by purchasing more apartment buildings for low-income citizens to rent or by implementing new policy aimed at builders to entice them to build more low-income housing complexes. This new policy could include incentives such as tax credits to entice new or more builders. I also recommend including out-reach counselors at each apartment complex who will have constant contact with the residents. These counselors would be able to provide, direct and/or assist residents to the appropriate social services such as drug and alcohol counseling, financial literacy, employment services. The inclusion of an out-reach counselor on site, would provide easier access to residents to seek assistance when needed as counselors would be able to build a relationship of trust with residents. As was identified in the data obtained, housing the homeless is one issue, keeping them housed is another issue. These services would increase the chances of success of the residents to stay in residence as they would have the support and resources needed to assist them.

Another social change implication I suggest implementing is to coordinate with other organizations, such as H.T.A and other non-profit groups to help provide funding and fundraising opportunities to assist the homeless. Just as HTA has done in the past by

hosting a fundraiser for the Institute for Human Services, by including more organizations in the fundraising efforts will increase funding and awareness that will help decrease the homeless population. O`ahu faces a shortage of counselors on the island. These funds could help provide funding for a few more out-reach counselors who can meet homeless where they are and introduce them to services that will assist them and provide follow-up to see that they are in fact reaching these services.

Lastly, I suggest coordinating with other organizations just as Salt Lake City implemented to form various committees, each with their own specialty. These committees would meet once a month to discuss their individual efforts to decrease homelessness on O`ahu. The committee members would be able to discuss specific cases as well as general issues the homeless face all in a concerted effort to find viable solutions to decrease the homeless population on the island.

All of the above efforts would be an effective way to diffuse policy from Salt Lake City. As each method has already been tested in Salt Lake City, adjusting for cultural and land issues, applying the policy and lessons learned would increase the chances of success on O`ahu. The resulting social change would be fewer homeless families and individuals living on the streets of O`ahu and more families and individuals living in permanent housing and being provided the support, especially mental, drug/alcohol, and physical help needed to stay successfully housed.

Conclusion

As I identified in this study, no single policy exists that will decrease the homeless population on O`ahu. Drug and alcohol abuse, mental illness, high rental prices,

high cost of living and a living wage on O`ahu at \$93,000 are some of the factors contributing to the homeless problem on O`ahu. Salaries are not keeping pace with the cost of living. If the City and County of Honolulu diffused policy from Salt Lake City and took a collaborative approach, perhaps partnering with HTA and U.S. Vets, the upward trend of homelessness can be reversed. Having affordable rents at apartment complexes owned by the City and County of Honolulu is a start to resolving the problem. The City and County needs to ensure that case workers are available on site to receive mental health treatment, drug and alcohol treatment, as well as employment services to include job skill training and lastly life-skill training. Many of the homeless on O`ahu have been on the streets for many years therefore adapting to a structured environment might be difficult for some. Having the case workers on site affords the opportunity for the case worker to know and frequently check on the residents in the apartment complex so if a resident was having an issue or possible relapse, the individual could receive help immediately.

Policy makers are open to change, citizens are open to change therefore a small window of opportunity is open to enact policy that will reduce the homeless population on O`ahu. Solving homelessness is not an issue that will occur overnight, but with policy makers open to finding new policies, utilizing the diffusion policy and adopting a best practices approach, the City and County of Honolulu could be on the way to decreasing the homeless population for the first time in many years.

References

- Appel, J., Atkins, B., Denton-Spalding, C., Dahl, Y., Dockery, S., McDowell, C.,
Nguyen, L., Parma, A., . . . Webster, S. (2017, January). Hawaii's COFA
islanders: Improving health access and outcomes a report for the governor of
Hawaii, David Ige. Retrieved from
[http://www.princeton.edu/sites/default/files/content/WWS%20591e%20ACA%20
Final%20Report%202017.pdf](http://www.princeton.edu/sites/default/files/content/WWS%20591e%20ACA%20Final%20Report%202017.pdf)
- Arnold, C. A. (1989). Beyond self-interest: Policy entrepreneurs and aid to the homeless.
Policy Studies Journal, 18(1), 47-66. Retrieved from
<http://sfxhosted.exlibrisgroup.com/>
- Baybeck, B., Berry, W., & Siegel, D. (2009). A strategic theory of policy diffusion in a
network. Ninth Annual State Politics and Policy Conference. Retrieved from
[http://www.olemiss.edu/depts/political_science/state_politics/conferences/2009/p
apers/4.pdf](http://www.olemiss.edu/depts/political_science/state_politics/conferences/2009/papers/4.pdf)
- Bernado, R. (2017). State sweeps homeless from Kakaako parks. Retrieved from
[Staradvertiser.com/2017/10/09/breaking-news/state-sheriffs-perform-homeless-
sweep-of-kakaako-waterfront-park/](http://Staradvertiser.com/2017/10/09/breaking-news/state-sheriffs-perform-homeless-sweep-of-kakaako-waterfront-park/)
- Blair, A. (2017, November 10). At a unique development, homeless vets get apartments -
and help to stay in them. *Hawaii News Now*. Retrieved from
[http://www.hawaiinewsnow.com/story/36817951/at-a-unique-development-
homeless-vets-get-apartments-and-help-to-stay-in-them](http://www.hawaiinewsnow.com/story/36817951/at-a-unique-development-homeless-vets-get-apartments-and-help-to-stay-in-them)
- Blakely, J. (2014, April 30). Helping hands Hawaii, Catholic Charities Hawaii start

'housing first' model to tackle homelessness. Pacific Business News. Retrieved from <http://www.bizjournals.com/pacific/blog/2014/04/helping-hands-hawaii-catholic-charities-hawaii.html?page=all>

Burt, M., & Cohen, B. (1989). Who is helping the homeless: local, state, and federal responses. *Publius*, 19(3), 111-128. Retrieved from <http://0-www.jstor.org.catalog.lib.cmich.edu/stable/pdf/3330486.pdf?acceptTC=true>

Bussewitz, C. (2014, September 13). Hawaii OKs lease for Sand Island homeless camp. *Hawaii News Now*. Retrieved from <http://www.hawaiinewsnow.com/story/26524824/hawaii-oks-lease-for-sand-island-homeless-camp>

Caldwell, K. (2014). Full text of Mayor Caldwell's State of the City speech. *Honolulu Star-Advertiser*. Retrieved from <http://www.staradvertiser.com/news/breaking/247438301.html?id=247438301>

Caldwell, K. (2014, June 1). Together we can resolve problem of homelessness in Honolulu. *Honolulu Star-Advertiser*. Retrieved from http://www.staradvertiser.com/editorialspremium/20140601__Together_we_can_resolve_problem_of_homelessness_in_Honolulu.html?id=261366931&id=261366931&c=n

Campbell, G. J., & McCarthy, E. (2000). Conveying mission through outcome measurement: Services to the homeless in New York City. *Policy Studies Journal*. Retrieved from <http://ehis.ebscohost.com.ezp.waldenulibrary.org/eds/pdfviewer?sid=9de00e5c->

bc27-4300-84b6-80b4e8910f30%40sessionmgr114&viv=8&hid=103

City and County of Honolulu. (2018). *Who are the homeless on Oahu?* Retrieved from

<https://www.honolulu.gov/housing/homelessness.html>

Cornell University Law School. (n.d.). Legal information institute: Chapter 24: Merchant

Marine Act, 1920. Retrieved from

https://www.law.cornell.edu/uscode/html/uscode46a/usc_sup_05_46_10_24.html

Creswell, J. W. (2007). *Qualitative inquiry & research design: Choosing among five*

approaches. Thousand Oaks, CA: Sage Publications, Inc.

Creswell, J. W. (2009). *Research design: Qualitative, quantitative, and mixed methods*

approaches. Thousand Oaks, CA: Sage Publications, Inc.

Denby, F. (2016). 5 myths about homelessness in Hawaii. Retrieved from

<https://www.civilbeat.org/2016/02/denby-fawcett-5-myths-about-homelessness-in-hawaii/>

Donovan, S. (2011). Ending homelessness in our time: Why smart government is key.

The Public Manager. Retrieved from

<http://afs.sagepub.com.ezp.waldenulibrary.org/content/25/4/633.full.pdf+html>

Fagan, K. (2014, June 29). Salt Lake City a model for S.F. on homeless solutions.

SFgate.com. Retrieved from <http://www.sfgate.com/nation/article/Salt-Lake-City-a-model-for-S-F-on-homeless-5587357.php>

Farrington, D. (2013, August 1). Hawaii homeless initiative would send some back to mainland. The two-way: Breaking news from NPR. *National Public Radio*.

Retrieved from <http://www.npr.org/blogs/thetwo->

way/2013/08/01/207937294/hawaii-homeless-initiative-would-send-some-back-to-mainland

Frankfort-Nachmias, C. & Nachmias, D. (2008). *Research methods in the social sciences*. (7th Ed.) New York: Worth Publishers

Governor of the State of Hawai`i David I. Ige. (2018). *Affordable housing and homelessness*. Retrieved from <https://governor.hawaii.gov/action-plan/affordable-housing-and-homelessness/>

Haider, M. & Kreps, G. L. (2004). Forty years of diffusion of innovations: Utility and value in public health. *Journal of Health Communication*, 9, 3-11. Retrieved from <http://0-content.ebscohost.com.catalog.lib.cmich.edu/ContentServer.asp?T=P&P=AN&K=12255230&S=R&D=ufh&EbscoContent=dGJyMNxb4kSep684xNvgOLCmr02ep7NSs6u4TbGWxWXS&ContentCustomer=dGJyMPGutk%2BzqLVIuePfgex44Dt6fIA>

Hambrick, R. S. & Rog, D. J. (2000). The pursuit of coordination: The organizational dimension in the response to homelessness. *Policy Studies Journal*, 28(2), 353-364. Retrieved from <http://0-ejournals.ebsco.com.catalog.lib.cmich.edu/Direct.asp?AccessToken=5WJ4R4FTRRJ6UYBZNR6BBYSQQUV9TFW6W4&Show=Object&msid=604014236>

Harriger, D., Lu, W., McKyer, E.L.J., Pruitt, B.E., & Goodson, P. (2014). Assessment of school wellness policies implementation by benchmarking against diffusion of innovation framework. *Journal of School Health*, 84(4). American School Health

Association

Hawaii.gov. (2013). *Governor of the State of Hawai'i: Neil Abercrombie, definitions.*

Retrieved from <http://governor.hawaii.gov/definitions/>

Hawaii.gov. (2013). *Governor of the State of Hawai'i: Neil Abercrombie, homelessness.*

Retrieved from <http://governor.hawaii.gov/homelessness/>

Hawaii.gov. (2013). *Revised ordinances of Honolulu.* Retrieved from

<http://www1.honolulu.gov/council/ocs/roh/rohchapter29.pdf>

Hawaii.gov. (2013). *State of Hawaii: Department of Human Services, 2012 State of*

Hawai'i homeless persons point-in-time count report. Retrieved from

<http://humanservices.hawaii.gov/reports/>

Hawaii.gov. (2018). *State of Hawaii: Department of Human Services, 2017 State of*

Hawai'i homeless persons point-in-time count report. Retrieved from

<http://humanservices.hawaii.gov/reports/>

Hawaii Interagency Council on Homelessness. (2010). *Plan to end homelessness in*

Hawaii. Retrieved from

http://www.hawaiihomeless.org/Home_files/10%20year%20Plan-

[HI%20rev%200908.pdf](http://www.hawaiihomeless.org/Home_files/10%20year%20Plan-HI%20rev%200908.pdf)

Hawaii Policy Academy on Chronic Homelessness. (2004). *Plan to end chronic*

homelessness in Hawaii. Retrieved from

http://www.hawaii.edu/hivandaids/USA/HI/PH/Homeless/Plan_to_End_Chronic_

[Homelessness_in_Hawaii_Sept._2004.pdf](http://www.hawaii.edu/hivandaids/USA/HI/PH/Homeless/Plan_to_End_Chronic_Homelessness_in_Hawaii_Sept._2004.pdf)

Hawaii Policy Academy on Chronic Homelessness. (2008). *Plan to end chronic*

homelessness in Hawaii revised. Retrieved from

http://www.hawaiihomeless.org/Home_files/10%20year%20Plan-HI%20rev%200908.pdf

Henry, M., Cortes, A., Morris, S., & Abt Associates. (2013). *U.S. Department of Housing and Urban Development. The 2013 annual homeless assessment report (AHAR) to Congress. Point in time estimates of homelessness*. Retrieved from <https://www.onecpd.info/resources/documents/AHAR-2013-Part1.pdf>

HNN Staff. (2018). *HUD: \$93,000 now considered low income' on O`ahu*. Hawaii News Now. Retrieved from <http://www.hawaiinewsnow.com/story/38516349/hud-93000-now-considered-low-income-on-O`ahu>

Hud User. (2018). *FY 2018 income limits documentation system*. Retrieved from <https://www.huduser.gov/portal/datasets/il/il2018/2018summary.odn>

KITV 4 Island News. (2018). Hawaii has highest homeless per capita rate in nation.
Retrieved from <http://www.kitv.com/story/30472547/hawaii-has-highest-homeless-per-capita-rate-in-nation>

Liese, A. J. (2006). We can do better: Anti-homeless ordinances as isolations of state substantive due process law. *Vanderbilt Law Review*, 59(4), 1413-1455. Retrieved from <http://search.proquest.com.ezp.waldenulibrary.org/pqcentral/docview/198948538/fulltext/C1E6F9DE68154E24PQ/1?accountid=14872>

Lincoln, M. (2015). *State officials: Majority of Kaka'ako homeless are COFA migrants*. Star Advertiser. Retrieved from

<http://www.hawaiinewsnow.com/story/29049224/state-officials-majority-of-kakaako-homeless-are-cofa-migrants>

Maxwell, J. A. (2005). *Qualitative research design: An interactive approach*. 2nd Ed. Thousand Oaks: Sage Publications, Inc.

Nabarro, M. (2017). *More homeless sweeps along H-1, Nimitz Hwy coming in 2018*.

KITV4 Island News. Retrieved from <http://www.kitv.com/story/37094731/more-homeless-sweeps-along-h-1-nimitz-hwy-coming-in-2018>

Nakaso, D. (2016). *Expert on fixing homelessness 'gets it'*. Star Advertiser. Retrieved from <http://www.staradvertiser.com/2016/03/17/hawaii-news/expert-on-fixing-homelessness-gets-it/>

Nakaso, D. (2017). *State clears homeless encampments along Nimitz bike path*. Star Advertiser. Retrieved from staradvertiser.com/2017/12/04/breaking-news/state-clears-homeless-encampments-along-nimitz-bike-path/

Nakaso, D. (2017). *State to conduct homeless sweeps in 3 Kakaako parks*. Star Advertiser. Retrieved from <http://www.staradvertiser.com/2017/10/05/hawaii-news/state-to-conduct-homeless-sweeps-in-3-kakaako-parks/>

Namata, B. (2017). *Growing homeless camps along freeway prompt call for action*. Khon2.com. Retrieved from https://www.khon2.com/news/local-news/growing-homeless-camps-along-freeway-prompt-call-for-action_20180104064009670/901566559

National Alliance to End Homelessness. (2014). *Housing First*. Retrieved from http://www.endhomelessness.org/pages/housing_first

- National Center for Homeless Education (NCHE). (2013). *The McKinney-Vento definition of homeless*. Retrieved from <http://center.serve.org/nche/definition.php>
- National Coalition for the Homeless (NCH). (2010). *Opening doors: The federal strategic plan to end and prevent homelessness*. Retrieved from <http://www.nationalhomeless.org/advocacy/nationalstrategicplan.html>
- Pang, G. Y. (2014, April 04). *Council panel cuts \$5 million from mayor's Housing First plan*. Star Advertiser. Retrieved from <http://www.staradvertiser.com/s?action=login&f=y&id=253992451&id=253992451>
- Pang, G. Y. (2014, June 16). *Mayor's sidewalk strategy targets Waikiki homeless*. Honolulu Star-Advertiser. Retrieved from http://www.staradvertiser.com/newspremium/20140616_Mayors_sidewalk_strategy_targets_Waikiki_homeless.html?id=263253261&id=263253261&c=n
- Partners in Care. (2018). *2017 Point in time*. Retrieved from <https://www.partnersincareOahu.org/sites/default/files/2017%20Statewide%20PI%20Report%20-%20Full%20Report%20-%20FINAL.pdf>
- Patton, M. Q. (2002). *Qualitative research & evaluation methods*. 3rd Ed. Thousand Oaks: Sage Publications, Inc.
- Plumb, J. D. (1997). *Homelessness: Care, prevention and public policy*. *Annals of Internal Medicine*, 126 (12), 973-975. American College of Physicians. Retrieved from <http://0-web.a.ebscohost.com.catalog.lib.cmich.edu/ehost/pdfviewer/pdfviewer?sid=0351>

b7eb-2d25-42d6-add2-8ca98acdb483%40sessionmgr4003&vid=1&hid=4201

- Rogers, E. M. (1995). *Diffusion of innovations*. 4th Ed. New York: Free Press.
- Rogers, E. M. (2002). Diffusion of preventive innovations. *Addictive Behaviors*, 27, 989-993. Retrieved from http://ac.els-cdn.com/S0306460302003003/1-s2.0-S0306460302003003-main.pdf?_tid=2b10b908-b22e-11e4-bdd3-00000aacb361&acdnat=1423687388_32a6b913292580a63fbcad10af7d3b11
- Shipan, C., & Volden, C. (2008). The mechanisms of policy diffusion. *American Journal of Political Science*, 52(4), 840-857. Retrieved from <http://www.jstor.org/stable/25193853>
- Shipan, C. R. & Volden, C. (2012). Policy diffusion: *Seven lessons for scholars and practitioners*, 72(6), 788-796. *Public Administration Review*. Retrieved from <https://onlinelibrary-wiley-com.ezp.waldenulibrary.org/doi/full/10.1111/j.1540-6210.2012.02610.x>
- U.S. Department of Commerce. (2013). *United States Census Bureau: State and County quickfacts, Honolulu County, Hawaii*. Retrieved from <http://quickfacts.census.gov/qfd/states/15/15003.html>
- United States Department of Interior. *USCompact.org. About the Compact of Free Association*. Retrieved from Uscompact.org/about/cofa.php (<https://www.state.gov/documents/organization/173999.pdf>)
- U.S. Department of Housing and Urban Development. (2013). *HUD.GOV. Hearth Act*. Retrieved from portal.hud.gov/hudportal/documents/huddoc?id=pih2013-15.pdf
- Utah Department of Community Services and Economic Development. (2004). *Utah*

state homeless coordination committee's ten-year strategic action plan to end chronic homelessness. Retrieved from

<https://digitallibrary.utah.gov/awweb/awarchive?type=file&item=26060>

Utah Housing and Community Development Division. (2014). *Comprehensive report on homelessness*. Retrieved from

<https://jobs.utah.gov/housing/scso/documents/homelessness2014.pdf>

Walker, J. L. (1960). The diffusion of innovations among the American states. *The American Political Science Review*, 63(3), 880-899. Retrieved from

<http://www.gvpt.umd.edu/CITE->

[IT/Documents/Walker%201969%20Diffusion%20of%20innovation%20among%20the%20American%20States.pdf](http://www.gvpt.umd.edu/CITE-IT/Documents/Walker%201969%20Diffusion%20of%20innovation%20among%20the%20American%20States.pdf)

Williams, J. C. (2005). The politics of homelessness: Shelter Now and political protest. *Political Research Quarterly*. Retrieved from

<http://afs.sagepub.com.ezp.waldenulibrary.org/content/36/3/545.full.pdf+html>

Wolch, J.R., Dear, M., & Akita, A. (1988). Explaining homelessness. *American Planning Association. Journal of the American Planning Association.*, 54(4), 443-453.

Retrieved from

<http://search.proquest.com.ezp.waldenulibrary.org/docview/229627798/98A8833A7FB544A5PQ/1?accountid=14872>

Appendix A: Interview Questions for Knowledgeable Sources

Why do you think the current homeless policies on O`ahu such as the “Sit-Lie” law has not decreased the homelessness?

In your career working with the homeless, has it been difficult to diffuse innovations from mainland states to find viable solutions to homelessness on O`ahu? Why or Why not?

Can you think of any recent policies adapted from the mainland that were successful in helping to reduce homelessness on O`ahu? If so, what factors contributed to their success? Success in this situation would be defined as finding viable shelter so that the homeless are not on the streets or without proper shelter.

In your opinion, and taking into consideration current social policies, when thinking about diffusion of innovation, what so you think is the greatest factor policy makers should consider when adopting new policy that affects the homeless population?

How do you think policy makers would perceive a new homeless policy to eradicate homelessness on O`ahu?

In your opinion, what is the greatest resistance to the adoption of new homeless policies?

Why do you think some homeless policies have been more successful than others?

Which policy do you think has made the biggest impact to attempt to decrease the homeless population on O`ahu? Why?

Salt Lake City, Utah is currently known for significantly decreasing their homeless population. Do you think the homeless policies as set forth in Salt Lake City would prove to be successful on O`ahu? Why or Why not?

What recommendations would you have to eradicate the homeless population on O`ahu?

Do you think the City and County of Honolulu should benchmark homeless policy from another state in an effort to reduce the homeless population on O`ahu?

It's understandable that Hawai`i's climate is attractive to people in general. However, do you think social policies in other states or country exacerbate homelessness in Hawai`i? Why? In your opinion, what can be done to help alleviate the problem on O`ahu?

It is known that a certain percentage of Hawai`i's homeless populations are military veterans. Do you think the Department of Defense or more pertinent, the Department of Veteran Affairs (VA) should take a more responsible, accountable and active roll working with our state to reduce the number of homeless veterans? Why?

It is also well known that the tourism industry is a great source of income to the island of O`ahu. Do you think the Hawai`i Tourism Authority should become involved in collaboration with policy makers to help end homelessness on the island of O`ahu?

Appendix B: Survey Questions for Policy Maker

- 1) Gender: Male ___ Female _____
- 2) How many years of experience do you have working with the homeless and/or homeless policies?

- 3) The current "Sit-Lie" Law has been effective in reducing homelessness on O`ahu?
Strongly Agree ___ Agree ___ Neutral ___ Disagree ___ Strongly Disagree ___
- 4) The current policies regarding the homeless on O`ahu are effective in decreasing the homeless population.
Strongly Agree ___ Agree ___ Neutral ___ Disagree ___ Strongly Disagree ___
- 5) The efforts the Governor and Mayor are putting forth to decrease homelessness on O`ahu are effective.
Strongly Agree ___ Agree ___ Neutral ___ Disagree ___ Strongly Disagree ___
- 6) On a scale of 1 - 10 with 10 being very effective, how effective are programs to help the homeless get off the street?
1 2 3 4 5 6 7 8 9 10
- 7) Are you aware of the diffusion theory? Yes _____ No _____
If you yes, do you think applying this theory to O`ahu`s homeless policies would be beneficial to reducing homelessness?
Yes _____ No _____
- 8) Salt Lake City, Utah is currently known for significantly decreasing their homeless population. Do you think the homeless policies, as set forth in Salt Lake City, would prove to be successful on O`ahu? Why or Why not?

Appendix C: List of Policy Makers on O`ahu

Hawai`i State Legislators:

Representatives

Henry Aquino
 Della Au Belatti
 Tom Brower
 Romy Cachola
 Issac Choy
 Richard Creagan
 Ty Cullen
 Lynn DeCoite
 Cindy Evans
 Beth Fukumoto Chang
 Sharon Har
 Mark Hashem
 Linda Ichiyama
 Kaniela Ing
 Ken Ito
 Aaron Ling Johanson
 Jo Jordan
 Derek Kawakami
 Jarrett Keohokalole
 Bertrand Kobayashi
 Sam Satoru Kong
 Chris Lee
 Matthew LoPresti
 Nicole Lowen
 Sylvia Luke
 Kyle Yamashita

U.S. Representative Tulsi Gabbard
 U.S. Senator Mazie Hirono

City and County of Honolulu Councilmembers

District 1 – Kymberly Marcos Pine

District 2 – Ernest Y. Martin

District 3 – Ikaika Anderson

District 4 – Trevor Ozawa

Senators

Rosalyn Baker
 Suzanne Chun Oakland
 Donovan Dela Cruz
 Kalani English
 Will Espero
 Mike Gabbard
 Brickwood Galuteria
 Josh Green
 Breene Harimoto
 Les Ihara
 Lorraine Inouye
 Gilbert Kahele
 Gilbert Keith-Agaran
 Michelle Kidani
 Donna Mercado Kim
 Ronald Kouchi
 Clarence Nishihara
 Gil Riviere
 Russell Ruderman
 Maile Shimabukuro
 Sam Slom
 Brian Taniguchi
 Laura Thielen
 Jill Tokuda
 Glenn Wakai

U.S. Representative Mark Takai
 U.S. Senator Brian Schatz

District 5 – Ann Kobayashi

District 6 – Carol Fukunaga

District 7 – Joey Manahan

District 8 – Brandon Elefante

District 9 – Ron Menor

Hawai`i State Judiciary: Circuit Court, District Court

O`ahu First Circuit Court (Circuit Courts, District Courts, Family Courts)

Karen Ahn, Circuit Court Judge, 11th Division

Steven Alm, Circuit Court Judge, 2nd Division

Bert Ayave, Circuit Court Judge, 21st Division

Mark Browning, Circuit Court Judge, 3rd Division

Jeannette Castagnetti, Circuit Court Judge, 5th Division

Derrick Chan, Circuit Court Judge, 23rd Division

Gary Chang, Circuit Court Judge, 14th Division

Jeffrey Crabtree, Circuit Court Judge, 6th Division

Virginia Crandall, Circuit Court Judge, 9th Division

Dexter Del Rosario, Circuit Court Judge, 13th Division

Colette Garibaldi, Circuit Court Judge, 20th Division

Glenn Kim, Circuit Court Judge, 4th Division

Edward Kubo, Jr., Circuit Court Judge, 18th Division

Christine Kuriyama, Circuit Court Judge, 16th Division

Edwin Nacino, Circuit Court Judge, 15th Division

Karen Nakasone, Circuit Court Judge, 22nd Division

Rhonda Nishimura, Circuit Court Judge, 10th Division

Dean Ochiai, Circuit Court Judge, 7th Division

Richard Perkins, Circuit Court Judge, 8th Division

Karl Sakamoto, Circuit Court Judge, 1st Division

Fa'auuga To'oto'o, Circuit Court Judge, 19th Division

Rom Trader, Circuit Court Judge, 17th Division

James Ashford, 14th District Judge

William Domingo, 11th District Judge

Hilary Benson Gangnes, 2nd District Judge

Shirley Kawamura, 5th District Judge

Gerald Kibe, 13th District Judge

Lanson Kupau, 4th District Judge

Lono Lee, 10th District Judge

David Lo, 12th District Judge

Melanie May, 8th District Judge

Clarence Pacarro, 7th District Judge

Barbara Richardson, 9th District Judge

Michael Tanigawa, 1st District Judge

Paul Wong, 4th District Judge

Jennifer Ching, District Family Judge

Sherri Iha, District Family Judge

Linda Luke, District Family Judge

Dyan Medeiros, District Family Judge

Paul Murakami, District Family Judge

Steven Nakashima, District Family Judge

Catherine Remigio, District Family Judge

Kevin Souza, District Family Judge

Bode Uale, District Family Judge

Matthew Viola, District Family Judge

Appendix D: O`ahu Regions (Homeless Point-In-Time Count—Locations)

1. Downtown Honolulu: Salt Lake to Piikoi Street
2. East Honolulu: Piikoi Street to Hawai`i Kai, including Waikiki
3. Ewa: Aiea to Kapolei
4. Kaneohe to Waimanalo
5. Wahiawa to North Shore
6. Upper Windward: Kahaluu to Kahuku
7. Waianae Coast

