BREAKING THE CYCLE: THE DEVELOPMENT OF EDUCATION FOR HOMELESS ADULTS IN THE STATE OF HAWAI'I

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ACKNOWLEDGEMENTS

The emergence of the following dissertation is not one of new birth. Rather, it is an entity coming of age and ready to be introduced. This purpose will be accomplished in an empirical and objective manner in order to stand up as a mature concept under the scrutiny of the academic torch. However, the inception of this body of work was in this author’s soul, and I am thus compelled to give a personal introduction before slipping into the more formal, impersonal mode required of respectable scientific research.

Years ago I was a teenage mom, without experience, life skills, education or good sense. In brief, life was hard. I spent over a decade on Maslow’s first level trying to keep food on the table and my family sheltered. Sometimes I failed. Caught in the cycle of poverty, physical illness and despair, I was just another welfare statistic in the at-risk column. Not a pretty picture? I agree. However, I was fortunate and, over time, I was able to gain the educational and vocational background to better my situation.

It was at some point in this transition that “the mission” in my life began to take conscious form. It came as a vision of my hand reaching out for help and being taken into the hands of others who were providing the help I so desperately needed. Then I saw I had reached a point in my personal and career development where I could reach out my other hand to others to help them in similar fashion.

This vision of hands holding hands in a human chain of caring and support has since motivated and nurtured me and developed into a true mission. And, I have joined the ranks of those who choose to make a difference by working in the community as an educator and advocate for human rights.
Thus this vision many years ago was the inception of this paper, and the transition from being needy to being needed gave it birth. However, it was the harsh reality of the slow climb out of poverty and despair that taught me what works and what doesn’t. I have learned there are people who are at-risk because of a sudden trauma or situation, and those that are chronic. There are people who, with some basic information and intervention, could be back on their feet and self sufficient, and people who appear caught in the ever-downward spiral of underclass status until they disappear entirely from society’s awareness.

Michael Harrington spoke with great insight of this “invisibleness” in Other America: Poverty in the United States (1969):

That the poor are invisible is one of the most important things about them. They are not simply neglected and forgotten as in the old rhetoric of reform; what is much worse, they are not seen (7).

There is an old saying about someone who is considered unproductive and useless to the rest of society, “They never amounted to anything and they never will.” This is a damning statement because it carries with it the conclusion that some people are not worth bothering with, not worth helping, not worth finding a way to help them “amount to something.”

I am sure that, at one point when I was forced to live with my two babies in a deserted sugar cane shack at Kahuku Point because I had no money, no job, and no babysitter even if I could get a job, I fell within the rubric of “neverwill.” If some good people had not referred me to a variety of social services, I would not be in the position to be writing this dissertation.

Do I know what works? Most definitely, yes. Hard work, education, hard work,
vocational training, hard work, a support system of people and/or services that can function as a safety net while one does a lot of hard work; and then, one day, success.

I profoundly believe that, just because a condition such as poverty and homelessness is serious or chronic doesn’t mean that there aren’t any solutions. Solutions do exist for breaking through the cycle of poverty and homelessness, and it is this invisible, voiceless, population, the “neverwills” of the state of Hawaii, that have motivated me to produce a solution-oriented dissertation.

I am pleased to have been offered the rare opportunity to be involved with a body of work that let me “walk the talk,” and that will continue to serve as a boiler-plate for future such literacy and basic life skills programs as the IHS Ed Center. And, I am honored to have had excellent mentors on this “walk.”

Although he has left this mortal coil, I will always be indebted to my vocational rehabilitation counselor Bill Fyfe who told me (the high school drop out) I was college material, helped me through my undergraduate years and Master of Education program, then allowed me to apprentice for two years under his guidance so that I might become a nationally certified rehabilitation counselor. Bill knew I wanted the opportunity to “give back” to the community for all the assistance and support I received during these years, and showed me a way to do that through passing on what I’d learned to others.

Even as I was doing my part in helping others, it was through the insight and tutelage of two very practical and experienced administrators, Ruby Hargrave of the Honolulu Community Action Program, and Hartwell Lee Loy of the Department of Education, that I learned to design and implement new programs for special populations. In essence I moved from the micro level to a more macro level in my ability to “make a difference.”
Because my focus and work were all in the community sector, I was drawn to learning more about understanding "community." Although I had many grandiose ideas of what I envisioned doing in community work, I had little educational background in the concept of community, and the roots of community here in Hawaii. A scholar and fellow change agent, Mel Ezer, told me to "go talk story with Ralph at the U.H. Ed Foundations Department" if I really wanted to explore the concept and meaning of "community." I did so, and the rest, as they say, is history.

Dr. Ralph Stueber was gracious enough to meet with me and talk of community. If one knows Ralph, then one knows we also spoke "... of shoes and ships and sealing wax; of cabbages and kings," for he is a master of convoluted conversation, and a treasure of the community in his own right. Although it had not been my intention to pursue a doctoral degree, I was so inspired by my conversation with Dr. Stueber that I soon applied for, was accepted to, the Educational Foundations Doctoral Program.

At the same time I started my Program of study, I was starting to design and implement service programs for homeless adults. Serendipity? Perhaps, and the timing was excellent because I was soon in the position to be applying what I was learning almost as fast as I was able to learn it. These were indeed the "learning years," and the successful operation of my literacy and basic life skills programs for homeless adults was, in a very real sense, enhanced by the excellent professors and curriculum of the Educational Foundations Department at the University of Hawaii at Manoa.

However, I had several "muses" outside of my Department who truly brightened the lamp of learning for me. I did not expect to develop a fascination with the Institute for Pacific Relations. The IPR had nothing to do with my studies, with my job, or with my
mission. It had everything to do with my personal philosophy of life; it was a symbol of that philosophy, that there is one major race, the human race, and that it is possible for differences to be put aside in the spirit of universal knowledge and growth. The fabric of my life would have been much less rich in color and texture if I had not met Dr. Paul Hooper and learned how to love to do academic research for no better reason than the pure pleasure of peeking into the past to better understand the present.

Working with Paul, being involved with his research on the IPR, meeting and interviewing Bill Holland (a living time machine), participating in the IPR International Conference, and having my contributions published, are extraordinary experiences that have profound influence on how I work, how I study, and how I teach.

After the widening of my academic lens to include other macro-level studies in order to better understand the how, what and why of power structures so that, as an agent of social change, I might more successfully challenge them, I found my way to the magical mind of Dr. Majid Tehranian.

Where Dr. Hooper had opened my heart to the art of investigative research, Dr. Majid Tehranian opened my eyes to the power of seeing the world through a global perspective. Majid taught me that history moves slowly. We can and must nudge when possible, but we must also be prepared to wait for the right time, the right place, the right people, for a meaningful change to occur.

From Majid I learned to truly trust that “peace and good will to all mankind” was not an impossible dream, and I was not a lone dreamer. This gentle soul taught me the tools of mediation, arbitration, and conciliation; tools that would help me bring so many disparate people together to create the type of setting needed to truly make a difference.
I had completed all my coursework and was fairly along with this dissertation when I first had the privilege of meeting Dr. Eileen Tamura. It felt really good to be able to discuss some of my ideas and approaches to another committee member with similar notions about the usefulness of “Hawaii Creole English” (pidgin) when teaching subject matter, including standard English.

A large number of my homeless students are local, and an even larger number are illiterate. Almost all are sensitive to criticism, and to their own deficiencies, and avidly avoid any kind of “schooling” for just these reasons. Having teachers who could understand “broken English” and did not criticize students for their use of it, often helped them to let down their defenses and actually begin to learn and use proper English.

As both a scholar and a “Kalihi girl,” I have found Eileen’s writings about “pidgin” both useful and personally enjoyable. As a graduate student who lost a committee member to a change of jobs and location, I found her willingness to serve on my committee intensely unselfish and most welcome.

Even given the good fortune to have met and studied with such academicians and professionals as those mentioned above, this dissertation would never have been more than a wishful fancy if I did not have Dr. Royal Fruehling as my dissertation chairperson. When, after illness, family hardships, and financial distress, I was ready to give up, he did not give up on me.

When I couldn’t write decently because I had such grandiose ideas, maudlin phrasing, convoluted, interminably long sentences, and flitted from subject to subject trying to say it all, Royal hacked and edited away through the driftwood of my words so that something important to be said would be said, and as accurately and succinctly as possible.
The quality and professionalism of my writing are the reflection of the many hours Dr. Fruehling has labored over my rough drafts, polishing, shaping, and helping me to craft this, the final product of my efforts. As my chairperson, Royal has spent hours and hours of reading, commenting, and helping to refine this dissertation, and I am deeply honored by his willingness and dedication as both my Chairperson and my mentor.

I also want to acknowledge Sharron Galisa Thompson, one of my oldest and dearest friends, fellow student, and fellow teacher. Although many of the concepts and ideas contained in this dissertation are original, Sharron and I have so much history together, both in school and on the job, it is sometimes impossible to separate out her ideas from my own. Sharron was my sounding board, my early editor, my personal "sophist" who kept my spirits up when times were unbelievably challenging, and who worked by my side through most of the events chronicled in this dissertation.

Finally, I want to thank Dr. Vivian Shee Pin Ing who taught me to accept the many barriers life brings that makes it nearly impossible to do anything on time. Vivian helped me to keep my focus on the most important goal, bringing to life a body of work that might be of real value to the community and the people I serve. Vivian also taught me to be tenacious, as some things take much longer than others to achieve.

These are those special persons I want and need to acknowledge. I hope my efforts give them all a sense of pride in helping to shape my accomplishments and who I have come to be. I also earnestly hope the program design and concepts I have developed in the course of the last ten years while doing the research contained herein, helps make a difference in other people's lives, and that I may have done and will continue to do my small part in keeping the "chain of hands" vision manifested in the Hawaii community.
ABSTRACT

Data was gathered from a total of 1,114 subjects over a ten year span of time (December 1989 – December 1998) to determine who are the homeless in Hawaii, what if anything, homeless adults have in common that contributes to their cycle of homelessness, and what can be done to break the cycle of homelessness in Hawaii. Measures included the Janus Job Planner (JJP), the Needs Assessment Inventory (NAI), and the Comprehensive Abilities Battery (CAB).

Results showed subjects scored below CAB percentiles on subscales involving memory, inductive reasoning, and math skills; indicating these cognitive skill areas as those in greatest need of remedial attention. Half or more of all subjects stated on the NAI they were having the most trouble with transportation, having enough to eat, and having clean, adequate clothing. Additionally, over half of the homeless subjects listed psychological, emotional, physical, or learning disabilities on the NAI or other intake forms.

Research indicated a literacy and life skills program designed specifically to address the needs areas identified, could help subjects break their cycle of homelessness. The IHS Ed Center was designed for this purpose, and operated from August 1993 through December 1998 to assist homeless adults to break their cycle of homelessness.

The IHS Ed Center served as a case study and the results of combined data show it was a successful education center. During its life, the IHS Ed Center assisted many homeless adults in Hawaii to develop the educational and vocational skills necessary to become more employable, gain stable housing, and move to a more productive lifestyle.
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<th>Abbreviation</th>
<th>Full Form</th>
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<tr>
<td>ABC</td>
<td>Alternative Building Concepts Group</td>
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<td>AEH</td>
<td>Adult Education for the Homeless</td>
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<td>AFDC</td>
<td>Aid to Families with Dependent Children</td>
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<td>APPLE</td>
<td>The Adult Performance Parenting Literacy Experience</td>
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<tr>
<td>ASK-2000</td>
<td>formerly the Volunteer Information and Referral Service (VIRS)</td>
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<tr>
<td>CAB</td>
<td>Comprehensive Abilities Battery</td>
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<td>CBHSDP</td>
<td>Competency-Based High School Diploma Program</td>
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<tr>
<td>CSA</td>
<td>Community School for Adults</td>
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<td>DOE</td>
<td>Department of Education</td>
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<td>DOL-OCS</td>
<td>Department of Labor – Office of Community Services</td>
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<td>EDWAA</td>
<td>Economic Dislocation and Worker Adjustment Assistance Act</td>
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<tr>
<td>ESL</td>
<td>English as a second language</td>
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<td>FY</td>
<td>Fiscal Year</td>
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<td>GED</td>
<td>General Equivalency (High School) Diploma</td>
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<td>GNP</td>
<td>Gross National Product</td>
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<td>HACSC</td>
<td>Homeless Aloha Coalition Steering Committee</td>
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<td>Honolulu Community Action Program</td>
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<td>Health Care for the Homeless Project</td>
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<td>HEART</td>
<td>Homeless Education, Assistance, Referral and Training program</td>
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<td>Helping Homeless Adults</td>
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<td>I.D.</td>
<td>Identification</td>
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<tr>
<td>IHS</td>
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<td>Institute for Personality and Ability Testing, Inc.</td>
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<td>Job Training Partnership Act</td>
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<td>KPHC</td>
<td>Kalihi-Palama Health Clinic</td>
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<td>Needs Assessment Inventory</td>
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<td>NIMBY</td>
<td>&quot;Not in my backyard!&quot;</td>
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<td>WHIL</td>
<td>Westside Housing for Independent Living</td>
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<td>Y’</td>
<td>Young Men’s/Women’s Christian Association</td>
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CHAPTER 1

INTRODUCTION

Since the dawn of humankind the need to meet the basic biological needs for food and shelter is reflected in our biological predispositions, social underpinnings, cultural expressions and, some say, our reproductive drives. In societies where biological essentials are not readily available and need to be gained through some means of marketing or exchange, raw poverty often results from the inability to meet these basic survival needs. Existence for individuals, unable to access food and shelter on their own, depends on the provision for these needs by others. This assistance most frequently comes in the form of emergency supplies from one individual, family, group or agency. Those that are in need of such assistance must seek services from their community or country because they are at-risk of perishing if left to their own devices, whether or not that at-risk condition came about by chance, circumstance, or poor personal choices. However, those who work with at-risk populations often bemoan the gaps and limitations in services among service providers. One such noticeable lack is in the provision of services to homeless individuals and families.

All societies have experienced poverty, strife and war. During such time, with few exceptions, the number of needy have exceeded the available resources or the will to assist them all. Historically, the connection between poverty and homelessness has been studied, researched and written about in abundance. These studies range from broad-based reports to studies done in particular focus areas (such as housing, health care, welfare reform, work force and educational issues). For the most part, this connection is
attributed to a complex interplay of personal, social, economic, political, and historical factors that result in inadequate housing, health care, education, jobs, and "voice" (empowerment, representation, etc.).

There is impressive literature on poverty and homelessness. Historians such as Thomas M. Adams have explored the language of poverty and homelessness through the social history of the "haves" and the "have-nots" in America.¹ Political advisors such as Daniel Moynihan have written prolifically of past and current national policies contributing to the growing gap in America between the "haves" and the "have-nots" and the role of ill-designed welfare reforms in the disintegration of families-in-poverty. He asked, "What after all was the Aid to Families with Dependent Children (AFDC) program but a family allowance for broken families"?² Moynihan warned that if the family disintegrates, so too does the nation. Moynihan foresaw weaknesses in the Kennedy-Johnson "War On Poverty" platform, and he strongly advised a national focus on family and social welfare reform issues surrounding poverty and homelessness. Nearly twenty years later, a despairing Moynihan would declare that, "In the war on poverty, poverty won."

Unless we work to strengthen the family, to create conditions under which most parents will stay together - all the rest... will never be enough to cut completely the circle of despair and deprivation.³

In his socially penetrating book Other America (1963), Michael Harrington called attention to the increasing gap between the "haves" and "have-nots" in regards to education, work skills, and a growing national and international market. He stated,

¹ Thomas M. Adams, Bureaucrats and Beggars (New York: Oxford University Press, 1990), Chapter 1, passim.
³ Ibid., 33.
The skill level of the economy has been changing, and educational deficiency, if anything, becomes an even greater burden as a result. In this case, saying that people will have more education is not saying that they will escape the culture of poverty. It could have a much more ironic meaning: that America will have the most literate poor the world has ever known.4

A February 16, 1989, National Education Association (NEA) memorandum states in the “Background and Causes” section, “All sources of information are in agreement that homelessness and the need for low income housing are one and the same problem.”5

In a very real sense, poverty and homelessness are global-scale problems that have historically been addressed by local-scale interventions. Christopher Hudson states,

Globalization, thus means intensified international competition. . . . Globalization places considerable pressures on local and national governments to assume laissez-faire social policies. . . . For this reason, several authors are able to advance strong arguments linking globalization with homelessness, yet these remain essentially ideological.6

Kevin Phillips, an outspoken political economist, feels that American low-income families, especially the working poor, have lost much more by cuts in government services than they have gained in tax reductions. Phillips felt that President Reagan’s penchant for laissez-faire governing style resulted in a politics of the rich and poor where those without a solid financial footing could easily join the growing ranks of poor and homeless, and in the emergence of the U.S. as the world’s leading debtor.

According to Phillips, “[w]hen Ronald Reagan became President, the U.S. was the world’s largest creditor nation. When he left the Presidency, we were the world’s largest

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debtor nation.” When President George Bush took office and continued to verbally oppose tax increases for education, aging, and poverty programs in America, the growing polarization between the “haves” and “have-nots” continued as well.

Despite differing views of the root causes of poverty and homelessness, according to the National Coalition for the Homeless, there is consensus on four points:

1. Homelessness will continue to increase.

2. Families are the fastest growing group, with more than three quarters headed by a single parent.

3. Children make up one quarter of the homeless population.

4. Nearly a quarter of the homeless are employed in full time or part time work.³

Findings generated in the State of Hawaii are in agreement with national findings. In that same report a section prepared early 1990 by Homeless Aloha, Inc., stated that,

The crisis in Hawaii has been fueled by two dominant circumstances which face low-income persons: inadequate income and lack of housing affordable to those making below 80% of the median income. . . . These structural problems of large demand and low supply of low-income housing, along with immediate adverse individual circumstances, all contribute to the growing numbers of homeless persons in our state.⁹

Again, the undeniable connection between poverty and homelessness can be seen, not only in the national macrocosm, but also in microcosm in one of the nation’s smallest states, Hawaii. Ironically this small state, along with only two other and much larger states (California and New York), also has the highest number of homeless residents.

According to the 1990 U.S. Census Report, Hawaii, California and New York have the highest nationwide number of homeless people residing within their borders, and

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⁹ Ibid., i-ii.
places those figures as being between 10,299 and 48,887 homeless individuals.  

![Figure 1.1. 1990 U.S. homeless population by state](image)

Although prevention of homelessness would be preferable to intervention, lack of funding, legislation and public support have rendered this stance rather moot. After-the-fact identification of the state of crisis caused by homelessness means social services are, for the most part, focused on intervention. And, interventions that come too late or are fragmented are problematic, as spot treatment will reduce the symptoms, but will not affect cure. According to Moos and Schaefer, in order to successfully emerge from crisis, an intervention program must assist individuals to complete the following five adaptive tasks:

---

1. Establish the meaning of the event and comprehend its personal significance.

2. Confront reality and respond to the situational requirements of the event.

3. Sustain interpersonal relationships.


5. Preserve a satisfactory self-image and maintain a sense of self-efficacy.\textsuperscript{11}

Therefore, an intervention program that enhances the ability of a person in crisis to complete these adaptive tasks also augments that person's ability to cope, function, and move past the disabling factors created by the crisis.

Whether through geographical chance or circumstance, in most areas around the globe, it is a rare community that has not experienced the historical impact of extreme poverty and its attendant homelessness. Up until the mid-1980's, Hawaii was one such relatively rare community. Because of native Hawaiian practices such as \textit{ho 'okipa} (hospitality)\textsuperscript{12} and \textit{ho 'opono} (what is right, fair and moral for prosperity and well-being),\textsuperscript{13} combined with the nearly complete absence of dangerous and/or lethal flora and fauna, a moderate climate, copious presence of food sources, and a fairly cooperative, collectivist, matriarchal social structure, few persons were truly poor, homeless, or at high-risk of physical suffering and starvation due to a lack of personal or community resources at hand.

As noted by James Jackson Jarves in a descriptive account of the Islands published 1843, Hawaii was one of the "garden-spots" of the earth where,

Providence seems just so to have placed them, that they shall serve as a great ocean hotel... an oasis in the boundless waste of waters... a spot where men of all races can meet on neutral and hospitable ground... \textsuperscript{14}

\textsuperscript{11} Ibid., 83.
\textsuperscript{12} The Pocket Hawaiian Dictionary, (University of Hawaii Press, 1975), 196.
\textsuperscript{13} Ibid., 142.
Thus, because of a beneficial combination of factors, Hawaii is seen as a benign place in which to live. And, although housing is finite, up until the mid-1980’s homelessness was not a significant problem in Hawaii.

However, as more people immigrated to Hawaii (especially after commercial airlines opened wide Hawaii’s doors to tourism and with the advent of Statehood in 1959), the need for enough affordable housing has become salient. With homeless transients adding their numbers to the local homeless population, a burgeoning social problem has become more and more visible. Reactions from the public have varied, from locked bathrooms in buildings during the day and on their grounds at night, to enforced camping laws and requirements for permits. Young Men’s and Young Women’s Christian Association rooms to-let and other short-term housing have long waiting lists, and the police are coping with both a growing vagrancy problem and the types of quasi-illegal activities a state of homelessness creates such as urinating or sleeping in public areas, sleeping in parked cars, and taking shopping carts from store parking lots.

Both the public and private sectors, being inundated with growing numbers of homeless in Hawaii, have given the legislature the same message, “NIMBY” (not in my back yard). At the same time, there cannot be too many controls placed on the use of Hawaii’s public facilities since these same facilities must be open and accommodating the needs of tourists who are so vital to the state economy. The results are a double message; one that infers a beautiful, warm and friendly place filled with fun and “aloha” (love, mercy, compassion),15 and one that invites the world to come to visit and enjoy the open, welcome atmosphere -- but only if you have money. And, if you do not have the funds or

capability to provide such essentials as food and shelter for yourself, don't plan to stay here, because there will be no room for you or funds to help you out. (Obviously this latter message of practicality is in conflict with the historical practices of ho'okipa, ho'opono, and an open aloha.)

Given the lure of the islands, many people do migrate to Hawaii, many do stay, and some either are, or become, poor and homeless in the transition. This growing number of migrants coupled with a steadily rising resident population of poor and homeless\textsuperscript{16} has resulted in Hawaii coming to have the same "dis-ease" caused by poverty and homelessness most other societies have historically suffered.

It was October 10, 1989, that the first Conference on Homelessness -- A Meeting of Service Providers, met in Hawaii to determine a unified approach to providing services and succor to Hawaii's homeless. A wave of meetings, workshops and conferences ensued. The Governor's Council on Homelessness was formed and became actively involved, and services and funding sources were identified. A Stewart B. McKinney Homeless Assistance Act (PL-97) federal block grant for homeless services allowed existing programs to expand and new programs to operate. The Volunteer Information Referral Service (now known as ASK-2000) began to offer referral services specifically for homeless individuals and families. Churches and community groups had already set up "soup kitchens," and tent cities sprang up virtually overnight on several islands throughout the state.

At first this community effort of aloha met many of the demands placed on it by the numbers of needy homeless. Free clinics could provide the medical staff, supplies and

services for a few uninsured indigents. There were enough food, linens and clothing
generated by drives and donations to keep the food pantries and free stores stocked
enough to meet the requests by the poor and needy. And, there were enough remote areas
for the homeless in parks, on beaches, and in secluded areas to stretch out and spend the
night without being noticed easily or bothered by local citizens or the police.

However, in less than a decade, the occasional quaint neighborhood homeless bag lady
or cart bum that in the past was tolerated with a bit of empathy and humor has swelled in
numbers. And, there is nothing quaint or tolerable about the often unhealthy and usually
desperate life conditions of the multitude of homeless individuals and families in Hawaii
today that cannot meet their basic biological needs without outside help. Furthermore,
these numbers continue to grow, with the economic gaps and gaps in services continuing
to grow as well.

From approximately 1980 to 1990, a hardly noticeable to painfully obvious shift
developed from adequate to insufficient availability of medical and temporary housing
services for those needing them. Today, medical institutions throughout the state (as well
as the nation) are becoming overwhelmed and overtaxed trying to meet the needs of all
the uninsured needy and indigent. This is not surprising, given that, as far back as 1982,
the range of Medicaid recipients as a percentage of people below the poverty level is
reported to be from 102 percent in Hawaii, compared to 17 percent in South Dakota.17

Low-income housing institutions are also severely overtaxed. According to the
National Housing Taskforce in 1988,

17 Institute of Medicine, Homelessness, Health, and Human Needs, (Washington, D.C., National Academy
The housing problems of the poor . . . are beyond solutions by the market system alone and have fallen outside the focused attention of our society. Many of the poor are unseen or unnoticed by the majority of Americans . . . the problems of the homeless are merely the tip of the iceberg, a manifestation of a graver and more pervasive condition. . . . the large number of poor people and the decline in supply of housing they can afford.18

In that same report, in the section titled “Strategies for Tomorrow,” it states,

Homelessness, then, is not a social service issue primarily, though those systems have been the first to recognize and respond to it. Homelessness is a poverty issue. The homeless are simply the most extreme manifestation of Hawaii’s acute housing needs. All of those structures and forces that have created the growing gap between the “haves” and the “have-nots” . . . are the underlying causes of homelessness.19

In early 1990 there were a few agencies in Hawaii that had received Stewart B. McKinney Homeless Assistance Act (PL-97) funds from the federal government that were attempting to provide the homeless with not only the basic needs of food and shelter, but also with needed education and life skills training that could help a client break through the cycle of poverty and homelessness. This funding was by no means sufficient to meet the needs of the growing numbers of homeless in the state even then. There has been a noticeable decrease in this area of related funding and services due to this federal funding source drying up, lack of other funding sources, and the ever-swelling ranks of homeless individuals and families throughout the state. As one noted columnist stated,

I didn’t need to read the papers last week to learn that Hawaii’s homeless problem is growing more acute. . . . And I have never, in a quarter century of writing about the politics in Hawaii, heard a gubernatorial or mayoral candidate of either party put the plight of Hawaii’s homeless at the top of their rhetorical agenda. . . . The poor and the homeless lack the two essential elements of American politics: organization and money. The first inspires fear and respect from politicians; the latter buys access.20

19 Ibid.
What little funding is available today is, for the most part, spent for the provision of primary services to meet the basic biological needs for food, shelter, and medical aid, since these basic biological needs of course take precedence. However, providing primary services does not usually break the cycle of poverty and homelessness. Breaking the cycle requires secondary and tertiary services such as education, job and life-skills training.  

Assessment to ascertain if this were so produced findings that reflected the following salient factors:

1. According to the Comprehensive Abilities Battery (CAB), of the 11 subscales, one highly significant Abilities deficiency stood out. Nearly 90 percent of the 250 homeless adults tested reflected significantly low scores on the CAB Inductive Reasoning subscale. According to Richard W. Paul, Director of the Center for Critical Thinking, critical thinking is,

   ... an understanding of the relationship of language to logic, leading to the ability to analyze, criticize, and advocate ideas, to reason inductively and deductively, and to reach factual or judgmental conclusions based on sound inferences drawn from unambiguous statements of knowledge or belief.  

Therefore, inductive reasoning is how one can see possibilities and consequences of choice-making through "if this...then that" metacognitive leaps of awareness. This weakness in, or lack of critical thinking skills inhibit one's goal setting and decision-making capacity, and is also associated with learned helplessness.

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21 Education for Homeless Adults: Strategies for Implementation, (The University of the State of New York State Education Department, 1993), passim.
2. An ongoing combination of primary and secondary services in the form of assistance with housing, medical needs, education, job and life skills training, have shown to be effective for breaking the cycle of homelessness.²⁴

3. In order to accomplish breaking the cycle of homelessness through such educational and vocational intervention training modalities that have been shown to be effective, the vocational and educational services need to be extremely accessible, extremely consistent, and create a sense of community (belonging). This is a “three legged stool.” Remove any one “leg” and the program wobbles. Remove two, and the program fails. (The Analysis and Conclusions section of this dissertation will examine this premise.)

Because such programs require space, staff and supplies, they require a funding source. And what funding sources there are for the homeless are targeted toward providing primary services such as food, clothing, shelter, and medical needs. So, even though this solution for breaking the cycle of poverty and homelessness has been attempted and found successful, with little or no funding available since the termination of Stewart B. McKinney funds for such needed secondary services as education, life-skills and vocational skills development, presently such a solution is scarcely available.

A plethora of evaluations of Stewart B. McKinney funded programs exist and are on record. Most have noted good success rates. All of these evaluations also reflected that . . . the resources allocated to the Stewart B. McKinney programs are insufficient to meet the demand, and that lack of adequate funding limits the program’s success.²⁵

²⁵ The McKinney Act National Coalition for the Homeless Fact Sheet #18, April, 1999, 1.
However, the implementation and development of such an excellent secondary service as education and life-skills training for homeless adults in the state of Hawaii from 1990 to 1999, until the funding dried up, deserves to be documented and the findings and implications explored and presented.

Deeming the breaking of the cycle of homelessness well worthy of not only investigation, but also investigation with a purpose - - the purpose of developing an intervention and treatment modality to curb or alleviate the condition of homelessness in the state of Hawaii, I have spent the last decade compiling reliable and valid research data on the growing phenomenon of homelessness in Hawaii. This was accomplished while also actively implementing intervention strategies suggested or reported by research findings in order to initiate social change on this particular dimension.

THE CHAPTERS: A Capsulated Explanation

In this dissertation, Chapter 1 introduces the Statement of the Problem which is concerned with breaking of the cycle of homelessness in Hawaii, especially in regards to the growing number of the homeless and the inadequacy of current programs to implement solutions to break the cycle.

Chapter 1 also presents the Purpose for this research, which is the identification and treatment/intervention of that cycle, and presents the problems facing Hawaii in the provision of education and life-skills training services to Hawaii’s homeless adults who are eligible for and in need of such services. Chapter 1 explores who is responsible for providing such services, and by what means. It also presents the limitations to this study and offers explanation for assumptions deemed valid and reliable for use in this research.
Chapter 1 also presents the Research Design. The methodology used was a combination of correlation, longitudinal and cross-sectional testing. The subject population consisted of 250 adults from the HEART Program and 629 adults from the IHS Ed Center. Every subject was either self-referred or agency referred, and every subject who enrolled in the pilot project completed the required assessments reflected in the data.

Because Hawaii has such a diverse homeless population, including residents and visitors, the population tested is considered to be representative of the homeless population at large, therefore producing an acceptable cross-section of the general population within the subject pool. Interview data reflected a representative sampling of subjects in terms of socio-economic status, ethnicity, cultural orientation, education, and religious values, thereby establishing equivalency for these variables. Significant numbers of the subjects were referred through Honolulu urban agencies and shelters, which may be a variable to consider in the final data analysis.

Two primary assessment instruments were used to gather data, the Comprehensive Abilities Battery (CAB), and the Needs Assessment Inventory (NAI). These assessment instruments were selected to provide information to respond to the first Research Question, “What, if anything, do homeless adults have in common that contributes or results in the cycle of homelessness in Hawaii?” The CAB measures a broad range of cognitive aptitudes and abilities, and the NAI provides demographic, economic, medical and perceived needs information that is for the most part self-reported, but substantiated by documentation when available. A complete description of both assessment instruments is provided in the Methodology section.

Chapter 2 provides a comprehensive Review of the Literature. It contains an historical
overview to describe the target population for this research. “Who are the homeless?”

Structuralist Michael Harrington, in alignment with anthropologist Oscar Lewis, would respond, people who are ensnared by the “culture of poverty.” Harrington said of the poor,

\[\text{[t]o be impoverished is to be an internal alien, to grow up in a culture that is radically different from the one that dominates society} \ldots \text{[there is] a personality of poverty, a type of human being produced by the grinding, wearing life of the slums} \ldots \text{to be poor is not simply to be deprived of the material of this world. It is to enter a fatal, futile universe, an America within an America, a twisted spirit.}\]

Researchers such as Murie and Forrest (1988) define homelessness as one symptom of multidimensional exclusion from social consumption norms of the majority of the population. Whereas researchers such as Peter Rossi define homelessness as “not having customary and regular access to conventional dwelling; it mainly applies to those who do not rent or own a residence.\] 27

Some researchers define the phenomenon on a case-by-case basis. Frank Patton combined information about the homeless individual’s place of residence with information about personal characteristics of the individual to determine the level and condition of homelessness.28 Of course Patton’s work focused primarily on rural settings. Findings in research such as that performed by the Department of Housing and Urban Development (HUD) in 1983 and 1984 indicated a significantly greater percentage of institutionalized homeless people in city populations.29

28 James T. Patterson, *America’s Struggle Against Poverty*, 5.
Others have researched a plethora of presenting problems such as drug addiction, mental illness, and types and availability of places to find shelter that pose problems quite different for metropolitan communities and service providers than for more rural settings. Chapter 2 includes the findings of a cross-section of writers and researchers in order to present a national profile of "Who are the Homeless."

The question of what causes homelessness, and key issues such as policies, poverty, mobility and lack of "voice" (empowerment and representation) found to cause or increase homelessness in certain populations is addressed in Chapter 2. Findings such as those of Daniel Moynihan and Kevin Phillips regarding the role policy on families-in-poverty are also examined.

Phillips essentially agrees with Moynihan that low-income families (especially the working poor) have suffered from policies, especially in the area of taxation. Phillips’ insights into the growing gap between the “haves” and “have-nots” offers relevant insight into the national problem of homelessness that he sees as being locked in place by a “politics of the rich and poor” and exacerbated by mounting economic pressures by foreign investments and takeovers of U.S. corporations and real estate. As Phillips states,

While the economically strong thrived mounting numbers of rural poor, turned homeless, were drifting west, and the urban underclasses, also losers from Darwinian economic policies, largely stagnated.  

In examining the development of the cycle of homelessness, two concepts of particular significance emerge in this section, that of “vagabondage” in relation to the pressures of mobility and a homeless lifestyle, and of “neverwill” in relation to the underclass.


position in society where persons have bare subsistence living conditions that, with rare exceptions, never improve and only get worse until they die.

More specifically, Chapter 2 examines what constitutes the rare exceptions, especially in the form of treatment and intervention modalities, and what states outside of Hawaii are doing to break the cycle of poverty and homelessness. It reviews literature and findings by researchers and educators including Moynihan, Harrington, Glazer, and Sarason that show that intervention needs to be accompanied with a means to change or increase the options to make a change, usually in the form of education or vocational training to increase one's employability, earning power, and overall self-sufficiency.

Once this premise is established, Chapter 3 explores the “learning years.” More specifically it examines who are the homeless in Hawaii, and what they have in common that contributes to the cycle of homelessness. Toward this purpose the HEART (Homeless Evaluation, Assessment, Referral and Training) Program served as a pilot project for future programs, and provided the original homeless sample population research data presented in this dissertation.

Chapter 3 examines how the Department of Education (DOE) came to be the agency responsible for providing and monitoring homeless adult education programs, and the inception and development of six such programs that operated throughout the state. It also explains what was learned about educational programs for Hawaii’s homeless adults.

Chapter 4 then presents a profile of the one surviving DOE remedial education school that lasted nearly a decade in the state of Hawaii, the IHS Ed Center. It responds to Research Question 2, “Given that the cycle of homelessness can be broken, how does the IHS Ed Center model constitute an effective intervention and treatment modality for
breaking the cycle of homelessness; Research Question 3, “What made the IHS Ed Center for homeless adults effective?” and; Research Question 4, “Why did it eventually fail?”

Chapter 5 provides an analysis of the data and re-examines whether remedial literacy and basic life skills training helps break the cycle of homelessness in Hawaii. The implications of the research findings are critically considered and discussed in the conclusion of this chapter.

Chapter 6 then summarizes this dissertation’s findings and offers policy recommendations for similar future programs, ways to meet the many challenges of managing and operating a homeless education and training program, and ways to identify and/or avoid many of the pitfalls that face such a program.

STATEMENT OF THE PROBLEM

Breaking the cycle of homelessness in Hawaii; Identification and treatment/intervention, who is responsible and by what means?

On December 18, 1998 a combination of factors (loss of funding, accessibility to clients, and sufficient staffing) resulted in the “IHS Ed Center” closing its doors for the last time. This program had begun with high hopes, always met and often surpassed contract goals and objectives, and even earned media recognition on several occasions. Because meticulous data were kept for annual federal contract reporting and audit purposes from inception of the program August 1993 through to its demise December 1998, a quantity of empirical information related to breaking the cycle of homelessness was generated.

As a case study, the “IHS Ed Center” demonstrated to be an effective intervention and treatment modality. However, in order to comprehensively respond to the problem of
breaking the cycle of homelessness, I must first clarify, what is homelessness? Who are affected and in which ways? What intervention and treatment modalities have shown to be effective, and who is responsible for providing intervention and treatment? According to research performed by the Institute of Medicine, homelessness doesn’t take on a single form or shape, but various patterns do emerge, e.g., temporary, episodic and chronic homelessness.32

The Institute of Medicine defines temporary homelessness as arising when people are displaced from their usual dwellings by natural calamities and man-made situations such as substance abuse, family breakup, or loss of tools, cars, or other prerequisites to finding and/or holding employment. Episodic homelessness refers to those who frequently go in and out of homelessness due to factors such as being chronically physically or mentally ill, and those among the “hidden homeless” who spend periods of time residing temporarily in other households (such as staying with relatives and friends.) And, chronic homelessness is defined by the Institute of Medicine as a state of being homeless for a length of two years or more. As stated by the Institute,

Any attempt to estimate the relative proportions of these three patterns of homelessness is complicated by the fact that homelessness itself is a dynamic phenomenon. Many people live perilously at the socioeconomic margin and are at high risk of becoming homeless. A clear and rigid boundary does not exist between those who can fend for themselves and those who cannot; there is a large gray area occupied by millions who are only barely surviving. In the absence of interventions that help to reintegrate people into the community, the proportion of chronically homeless people can be expected to increase over time. . . . Three factors contributing substantially to the recent increase in the numbers of homeless people are the low income housing shortage, changing economic trends, and inadequate income supports, and the deinstitutionalization of mentally ill patients.33

33 Ibid., 24-25.
Given the premise that homelessness is a disabling condition, and one with social and public health implications that will be discussed in later sections, there is a need for a multifaceted approach to describe just what homelessness is, who should be counted as being in a state of homelessness, by what forces they come to be that way, and how the condition or cycle of homelessness gets broken. More specifically, how does Hawaii identify and treat homelessness, and what must local prevention and intervention modalities do to break the cycle?

The SMS Research and Marketing Services, Inc., has presented the most recent large-scale research on Hawaii's homeless. In that report conducted in 1990, the figure quoted was between 6,000 to 8,000 homeless people throughout the state of Hawaii, although most service providers are of the admittedly subjective opinion that those figures were greatly underestimated due to the high levels of mobility, invisibility, and anonymity in an extended and still somewhat collectivistic culture where various sections of the state are separated by considerable miles of ocean. As stated in that report,

No definitive study has thus far been conducted in Hawaii. The current estimate most often quoted by advocates and service providers is 15,000, other estimates have ranged from 1,500 to close to 20,000.

Those 6,000 to 8,000 people reported by the SMS Survey were gleaned from the small percent of homeless on any given day that are actually living at or accessing services and who are registered with the approximately 10 homeless shelters throughout the state at that time, and that small number of homeless persons parked or camped out in a semi-permanent spot that could be accessed and canvassed.

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34 SMS Research and Marketing Services, Inc., Hawaii's Homeless, (Hawaii: 1990), iv through viii, passim.
35 Ibid., 8.
36 Ibid.
A considerably large population of at-risk homeless that were not included in the SMS Survey are the projected one in three residents in the state who are staying temporarily with friends and relatives on a precarious day-to-day basis. A few are on last income, overdue rental situations, including hostels and Y's. All of these individuals and families are scrambling to keep from joining the ranks of the homeless. They still have access to refrigeration, bathroom and bathing facilities and safe lodging for the night, and most still have most of their personal belongings either with them or in storage somewhere. However, it is only a matter of time before last resources are exhausted and they find themselves truly homeless.

Most individuals who lose their residence within a matter of months also find that most, if not all, of their important paperwork, identification, medicine and prescriptions, personal belongings, clothes, linens, grooming and hygiene supplies, furnishings and photographs will become lost or stolen. This large population, most of whom will soon be new members in the swelling ranks of homeless in Hawaii, are not reflected in the SMS Survey and, in this researcher's opinion, should be, as they form one of the first lines of successful intervention and treatment via prevention of the cycle of homelessness while the person or family is first at-risk.

There is still another sizable group of homeless individuals that have been overlooked both by the SMS Survey and the more recent Census. These are the "social ghosts" and vagabonds (often referred to as the "druggies, drunks and crazies") who drift about living off of what they can scrounge, beg, borrow or steal; no families, friends, address or identification; no goals, aspirations or hope; eating out of garbage cans and sleeping in alleys, under freeway overpasses and in wet caves, having better and worse days, until
they die and are buried by the state. 

Ironically, these, the most easily identifiable as homeless and indigent, are also the least responded to due to their social invisibility. Avoided and shunned as social pariahs, without the documents or wherewithal to obtain either a job or social services such as welfare, this last group is perhaps the most in need of immediate intervention and treatment, yet are also the least capable of receiving it.

The few shelters that are available throughout the state of Hawaii have extremely long waiting lists, and there have been negligible changes in the availability of either temporary or affordable housing from 1990 to date. When given the historical development of homelessness, the usual means to determine whether someone is deserving or undeserving of limited social resources becomes clouded by the complexity of the circumstances that lead to homelessness. 37 And, there is general apathy to hostility that results in the NIMBY response by most communities toward the homeless. 38 Therefore, funding has been limited, and largely targeted toward providing emergency food, shelter, and health services to the Hawaii homeless population.

But emergency services are not enough to remove such an entrenched and multifaceted disabling condition as the cycle of homelessness; it simply addresses the most life threatening factors in a “band-aid” approach. And, many in the field believe such services, although necessary, ultimately create a deeper state of dependency and need, and ultimately produce the learned helplessness that further strengthens the cycle of homelessness.

I consider myself an action research that, while agreeing that basic biological needs

must be met by the most immediate and humane means available, also sees the biproducts of this type of supported dependency as loss of self-esteem and the absence of the type of critical thinking skills required for self sufficiency which, in turn, result in the development or strengthening of learned helplessness. The system becomes the “crutch,” and the person falls down without it. In this respect the cycle of homelessness is really more of a downward spiral (and, indeed many who find themselves in this condition state it felt as if they were slowly sliding backward into non-existence and despair). And, for us working within the system and bringing services to this population, most are quite invisible, with no substantial history that can be checked, no present address or resources, no identification to prove they are who they claim to be, and no way to track them as they fade as quickly and silently as they appeared. This is all part of the cycle of homelessness, and what keeps a homeless person homeless.

SIGNIFICANCE OF THE PROBLEM

This highly transient fringe existence of poverty and homelessness takes its toll both physically and psychologically. With no means to eat and sleep regularly; with no regular means to meet the grooming and hygiene requirements that promote health; with no means to store food or medical supplies; with no means to avoid the elements of weather and wear and tear; homeless people are at significant risk of extremely poor health and, eventually, loss of life.

Given that a group of individuals with hygiene, disease and mental health concerns have nowhere but in the public domain to live, their personal health concerns become public health concerns. The impact on the community goes beyond medical and health
concerns. The impact on local businesses and property values, as well as the diminishment of community aesthetics, are also pressing concerns, as parking lots, store fronts, alleys, libraries, parks, and beaches, become more and more populated by homeless individuals looking for a place that provides a degree of safety, or a passing public from which to panhandle. Adding to the significance of the health problems and potential loss of life of homeless people, and the related public health concerns and negative impact on a community's businesses and residents, is the growing number of victims of homelessness; women, children, mentally and physically impaired, displaced persons, veterans, and families.

As previously stated, present services are geared toward meeting biological needs and not meeting intervention and transition needs, so the cycle continues, for the most part unchecked and even strengthened, even though symptoms are often treated. This holds significance for both state and nation due to the dual problems of drain on current resources and the loss of present and future human resources.

Without altering the existing state of need and dependency, the cost for meeting basic biological needs of the homeless continues, with little or no return in either resources or tax dollars. Due to factors such as technology and a growing global economy, the job market continues to experience a growing gap between higher paying occupations that require a degree of specialty, education, or training, and low paying, less stable occupations that do not provide an economic cushion.39

McDaniels and Gysbers refer to this economic gap in what they call "the red or stop 1 scenario" of unemployment or underemployment caused by the growth of an underclass

of bypassed workers who are underpaid and with limited or no worker benefits. As this economic and social gap continues to widen, more and more fringe and at-risk individuals and families are “falling through the cracks.”

Finally, as an agent of social change, I cannot ignore the negative impact on our nation’s global economy competitiveness due to national job market drains and strains caused by the social dis-ease of poverty and homelessness. To not only intervene and treat, but to also return a self sufficient, thriving individual or family to the community can only strengthen us both as a nation and as a member of an emerging social and economic global village.

PURPOSE OF THE RESEARCH

A significant purpose of this study is to explore how an intervention modality meeting the requirements and guidelines of the Stewart B. McKinney Homeless Assistance Act (Public Law 100-77, Title VII-A of that legislation to provide statewide literacy initiatives for homeless adults) was designed and implemented to assist adults in Hawaii to break their cycle of poverty and chronic homelessness.

Until 1987 there were no federal programs that addressed the relationship between education level and homelessness. The Stewart B. McKinney Homeless Assistance Act was passed by Congress and signed into law July 22, 1987. It created a number of new programs to “provide urgently needed assistance to protect and improve the lives and safety of the homeless.”

In order to address the educational disadvantages of the homeless, the Stewart B.

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McKinney Homeless Assistance Act amended the Adult Education Act in two ways. It established a program of outreach activities; and it called for a concerted coordination with existing resources such as adult based education recipients and community-based organizations. In Title VII, Section 702 of that legislative act it states the purpose of the Adult Education for the Homeless (AEH) program is to "enable each (state) agency to develop a plan and implement a program of literacy training and basic skills remediation for adult homeless individuals..."41

In its first year, of the authorized $7.5 million, $6.9 million was appropriated and distributed proportionally to each state, with each state receiving at least $75,000.42

Many states, like Hawaii, used these start-up monies to do research and obtain data about the homeless population’s needs in their particular state. Ironically, by the time such research results could be generated, the funding allocated for education for homeless adults had substantially decreased as more primary services were again being targeted for funding allocations. As funding allocations diminished, so too did monies targeted for education for homeless adults. By 1989 a highly competitive bid process for this now limited funding was in place. Although each state was still eligible for funding, states did not receive equal or even consistent amounts of needed allocations.

Even given the scarcity of available funding, and newness of this area of literacy services, when I first began researching the cycle of homelessness in 1988 and what it takes to break the cycle, I found impressive groundwork had already been done. Some other states already had successful models in place, each with its own approach, depend-

42 Ibid.
ing on location, size and budget of the model, and composition of that model's particular homeless client population (e.g., substance abusers, a particular race, men, women, families, rural, urban, disabled, elderly, or greater percentage of youth).

Although each model or program had its unique components tailored to meet the needs of its particular homeless population, a common element emerged. In each model or program, once the needs (of the particular population) were identified and educational needs clarified, provision of appropriate educational services to homeless clients to develop or enhance literacy skills, life-skills and vocational skills proved successful in breaking the cycle of homelessness. In the U.S. Department of Education's Education for Homeless Adults 1989-1990 Report it states,

The elements and promising practices contributing to effective programs fall into three main areas: program components; instruction; and linkages. . . . Instructional elements that promote success are those which assist the learner in applying basic literacy skills in dealing with situations of homelessness. These include life planning, family literacy, stress management, plus mastery of instruction in small, self-contained units.  

Because I wanted to explore how using the intervention modality required of recipients of the Stewart B. McKinney funds could be designed and implemented to assist adults in Hawaii to break their cycle of poverty and chronic homelessness, I needed to first be clear about the target population and their particular educational needs. I needed to determine who are the homeless in Hawaii before I could begin to determine what specific kinds of education homeless adults in Hawaii need to break the cycle of homelessness.

Fortunately, at the time I was currently employed by the Honolulu Community Action

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Program (HCAP) as the Coordinator for a program called HEART (Homeless Evaluation, Assistance, Referral and Training). This program was funded by the state of Hawaii Department of Labor and Industrial Relations, Office of Community Services (DOL-OCS) to provide preemployment preparation to homeless adults by primarily assisting homeless adults with resource referrals, grooming and hygiene products, and preemployment skills training. It also provided an excellent sampling of the adult homeless population in the state of Hawaii for my research.

Late 1989 while I was in the process of gathering data on homeless adults, HCAP was approached by Hartwell Lee Loy, one of the Hawaii State Department of Education's (DOE) education specialists responsible for DOE adult education programs. Mr. Lee Loy was drafting a state DOE grant proposal to obtain Stewart B. McKinney Education Assistance Act funds to provide literacy services for homeless adults in Hawaii. The DOE was interested in funding HCAP to run the HEART Program as a one-year, demonstration project to provide literacy and basic life skills to homeless adults, only with a focus on improvement of literacy and basic life skills, rather than on employment.

The timing was very good, because HCAP's contract with the DOL was nearly over and was not going to be renewed, so HCAP accepted the contract and designated me as coordinator for the new program.

Although the funding source and documentation and reporting requirements were different, there was no noticeable gap in services. Our staff expanded to include an English and math teacher so that we could change the focus from preemployment skills development to literacy and basic life skills development. In actuality, the two areas interfaced very well and we were able to continue our previous services as well as expand tutorial
services by adding the literacy and basic life skills training component. Because this demonstration project did everything and more that was done by the original HEART program, this new program was called “HEART Plus.”

Even though the state DOE grant proposal submitted late 1989 did not get funded, the DOE had every intention of submitting a new grant proposal for the 1990 funding year. I was again approached by Mr. Lee Loy who asked if I might be interested in assisting with the development of that grant proposal because he felt the results yielded by the HEART Plus program from 10/01/89 through 9/30/90 would allow us to write a much stronger proposal the next grant period. The idea of being able to help shape the parameters for Hawaii’s homeless adult literacy programs under the DOE in essentially ‘virgin territory’ was a very exciting prospect.

Submittal of the DOE grant proposal late 1990 resulted in the state DOE becoming the recipient of a $109,000 block grant to provide literacy services as loosely defined by the Stewart B. McKinney Education for Homeless Adult contract guidelines.

It took over a year for the grant award to be confirmed and the funding received, but upon receiving the grant monies, the state DOE wrote up a Request For Proposal notice open statewide to all interested bidders, with a general description of required literacy and literacy-related services to be provided. Although the list of requirements was definitive, the method of performance, location, size, targeted population, area of services to be emphasized, and other specifics were left open for the service providers to determine and justify in their proposals.

Upon completion of the bidding process, six sites throughout the state were awarded homeless literacy grants of varying amounts, on the basis of the size of homeless student
population targeted, and amount and type of literacy and literacy-related services to be provided.

In spring of 1992 the DOE advertised for applicants for the newly created position of State Coordinator of Education for Homeless Adults, and my application was accepted. My responsibilities would be primarily to monitor for contract compliance, those bidders throughout the state whose demonstration projects were awarded grants for providing literacy skills to homeless adults; to help with and advise the staff and teachers of those demonstration projects; to provide in-service training and materials as needed; to keep extensive data for federal reporting purposes; and to create a Homeless Resource Library at the State Office of Instructional Services (OIS), including a system for providers to use this library.

This is when my proposal took on an added dimension. Originally my thesis was purely theoretical; the design of an effective educational intervention program for homeless adults in the state of Hawaii. Now I was able to naturally move into the role of participant-observer, a role that would help in implementing the design. At the same time I would be in the position to obtain, compare and contrast data about a cross section of the state of Hawaii's homeless population who would be the first formal recipients of these "literacy-oriented" intervention services.

As expected, at the end of the 1990 contract year, I had much additional information to add to the data base previously generated by the HEART (and HEART Plus) Program: specifically a broader-based demographic profile of who are the homeless in Hawaii, and areas of client special needs and deficiencies. In addition, I also had some first-hand insights into the various strengths and weaknesses in the design, structure and approaches
of the six start-up demonstration programs it was my job to monitor.

However, after the elections of 1992, and a change of Presidency and related funding allocations, there was a dramatic reduction in the amount of Stewart B. McKinney funds for homeless literacy services. Hawaii was among those states that were not awarded funding for education for homeless adults. Therefore, there were no monies available for contract renewals for five of the six demonstration programs. There were also no funds or reason to continue or renew my position, and it ended.

At this point I was ready to complete my dissertation proposal, limiting my research to the considerable amount of data I had acquired through both the HEART program and the information generated by the previous year’s six demonstration projects with which I had varying degrees of involvement and/or input. Fortuitously, I was approached by Mr. Lee Loy who inquired if I would be interested in applying for a special funds grant to operate a modest demonstration project in the form of an educational program for homeless adults. The design and approach would be mine to determine, so long as my bid proposal met the general guidelines defined by the Stewart B. McKinney Homeless Education Act. (I later discovered that the reason for these parameters was that the state DOE was already familiar with these guidelines and had measures for success in place.)

I now came to the conclusion that, in order to answer the questions of what kind of education program constitutes an effective intervention and treatment modality for breaking the cycle of homelessness, I would need to “walk the talk” and implement my own homeless adult education program. From that realization came my dissertation proposal.

Because implementing my own concept of an effective intervention program would require funds, I designed and submitted for bid, a project of my own design that would
meet the criterion of the State Department of Education’s 1991 Request For Proposals for such programs. I submitted my bid in 1990, and received an award of $43,000; enough funding to actualize my design and put my own intervention approaches “to the test” in a modest “case study” demonstration project.

As a case study, this demonstration project would provide sufficient data to test the validity of my earlier findings regarding what kinds of deficiencies in education and basic life-skills the Hawaii homeless population tend to have and what kinds of education, life-skills and vocational skills training are most needed, most effective, most realistic and doable for this target population.

As the two earlier literacy programs, HEART and HEART Plus, indicated that ease of accessibility and self-contained units yielded greater participation, my new program’s classes would need to be held as near to a place of shelter as possible, and on-site would be even better. My first challenge then, was to convince some shelter’s administrators to stretch their concept of services to include an open door, accessible, voluntary participation, and untraditional education program somewhere near or on the grounds of their facility. Only later would I deal with other challenges such as liability, accessibility and staff safety issues; the facility’s personnel actions and reactions toward our presence on their “turf;” issues of confidentiality and duplication of services; and the greatest challenge, that of creating community amidst chaos.

I had a previous working relationship with the head administrators of Hawaii’s largest and most urban homeless shelter, the Institute for Human Services (IHS), and after presenting my proposal to the Executive Director, Debbie Morikawa, she agreed I could operate my homeless education program twice a week during morning hours at that facility.
Historically, this particular shelter had grown from a 1950’s ‘peanut-butter ministry’ providing sandwiches, prayer, and sometimes space on a floor to sleep, to a two-story temporary shelter with upwards to 200 men, women, and occasionally children, sleeping dormitory-style on mats at night. Services did not extend beyond meeting the primary, basic biological needs, and once again I was entering an arena that was “virgin territory.”

With all the pieces apparently in place, the purpose of this dissertation evolved from a focus on theory to application, from content to process, and from investigating other homeless adult education programs’ strengths and weaknesses in design, implementation and outcomes, to measuring my own program’s design and effectiveness as an intervention and treatment modality.

The purpose of the research therefore, is to explore how such an intervention modality meeting the requirements and guidelines of the Stewart B. McKinney Homeless Assistance Act could be designed and implemented to effectively assist adults in Hawaii to break their cycle of homelessness by using the IHS Ed Center as a case study.

This then, is the crux of the problem, breaking the cycle of homelessness in Hawaii. In order to research and address this problem in a proactive manner, the following research questions will be the focus of this dissertation:

1. What, if anything, do homeless adults have in common that contributes to or results in the cycle of homelessness in Hawaii?

2. Given that the cycle of homelessness can be broken, how does the IHS Ed Center model constitute an effective intervention and treatment modality for breaking the cycle of homelessness?

3. What made the IHS Ed Center for homeless adults effective?

4. Why did it eventually fail?
SIGNIFICANCE AND RATIONALE OF STUDY

The IHS Ed Center demonstration project that will serve as a case study for this research is a unique educational prototype. It was the first and only one of its kind in the state of Hawaii. Extensive research has shown that, in comparison with other successful adult homeless literacy sites in the nation, the IHS Ed Center operated considerably longer, and frequently with a considerably larger total population served, than many of its counterparts.44

In terms of validity and reliability of such research, it is advantageous to add to cross-sectional demographics, the dimension of longitudinal data gathering. As a case study, the IHS Ed Center provided longitudinal as well as cross-sectional information about Hawaii’s homeless. Among the most significant factors to be revealed is the slow, kaleidoscopic morphing of this population over time. Who the homeless are, what homelessness is, and what factors in addition to poverty contribute to and keep persons locked in the cycle of homelessness require ongoing redefinition. Indeed, the homeless are akin to snowflakes in that as they may develop a similar “bag lady, raggedy-bum” appearance, each person who becomes homeless does so because of unique shapings of circumstance and misfortune.

Working with the homeless is to face the challenge of the need for immediacy and expediency in providing basic succor to a population that is remarkably not time-oriented. Everything about the homeless often seems to move in slow motion, from how their health, vitality and hope slowly deteriorates to how long it takes to turn the downward

spiral around. Because they “carry their houses’” with them, the homeless walk and travel slowly as well. Their boxes and bags might be burdensome, but to lay them down is to lose them. (One of my elder students even had his bridgework stolen out of his mouth one night while he was asleep in the park, “for the gold in it,” he said.)

Intervention can produce results, but the precarious homelessness life-style diminishes both the effectiveness and impact of such interventions. Improvement occurs, but only if given enough time for change to occur. This factor of slow, nearly unnoticeable movement toward improvement with measurable gains, in an era of the “quick fix” and funding by the numbers, is a frustrating prospect for most service providers; a factor compounded by the transience of the homeless population.

As Hombs and Snyder note in their book, *Homelessness In America: A Forced March to Nowhere,* the homeless have no roots. Often without identification, this population also has no “face,” and with no fixed address, no way to be tracked. This continual state of “vagabondage” also makes it difficult to provide the kind of ongoing, long-term intervention shown to be the most successful in breaking the cycle of homelessness. Nearly invisible, hardly missed, and usually disdained and excluded from the communities where they find themselves, this population has no voice, no empowerment, indeed no real presence. They are societal ghosts, living mostly a day-to-day existence on the donations and cast-offs of others.

Therefore, one of the rationales of this research is to provide a voice for the students who came as willing research participants to a place they could experience a sense of

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consistency and community, develop skills and abilities that increased their learning and earning power, and where they could be heard and responded to with dignity and respect.

Although records were kept highly confidential, the anonymous, combined statistical data and findings generated by the research and written up in a yearly progress report for all involved co-administrators and funding providers were always made available to students interested in the background of the program. Students generally took pride in their involvement in what they knew to be a demonstration program that depended on their ultimate success rates for longevity. And, the fact it was a research project did not in any way deter or limit their cooperation and interest in the program. In fact, we came to realize the sense of inclusion generated by flattening protocol with this “no hidden agenda” approach, and our receptivity and willingness to add or modify the program in response to student suggestions and feedback, resulted in greater overall retention rates and resultant total contact hours with the students.

Therefore, the IHS Ed Center, as a case study, offers significant information and insight regarding tested and effective methods that assist homeless adults to develop meaningful, long-lasting tools for breaking their personal cycle of homelessness.

Another significant factor of the research is to highlight the fact that homelessness in Hawaii only continues to escalate in the face of an already tight economy and a perpetual statewide shortage of affordable housing. There is an even greater dearth of temporary units to be rented by the night or week, such as cheap motels, hotels, and hostels. And free shelter is almost non-existent.

There is also the additional complication of a person having no way out of the state of Hawaii without the price of a plane or boat ticket. Once a person becomes homeless in
Hawaii, whether a new arrival or long time resident, that person is a geographical captive.

Given the ever-rising population of the homeless in Hawaii, lack of affordable housing, an economy emerging from a ten year recession, and the inability of the homeless to easily move away from a bad situation or on to another locale, the only ways to effectively address Hawaii's homeless problem is either through prevention, or after-the-fact intervention modalities, to break the cycle of homelessness.

The IHS Ed Center provided not only valid and reliable data regarding what works to break the cycle of homelessness and move homeless adults to a level of self-sufficiency, but also some interesting findings about what doesn't work. Because of the combined factors of homeless people's tendency toward immediacy and their general lack of time-orientation, any break in services for an extended period (such as the spring, summer and winter school breaks experienced at most schools) results in correspondingly lower and more inconsistent attendance rates following that break; the longer the break the greater the attrition rate.

For this particular population, required attendance and mandatory participation also produce negative results since homeless people tend to have extremely low self-esteem and numerous "defense mechanisms" in place. Required attendance increases resistance to learning, hostility toward the teachers and other students, a potential for violence and/or acting out, and theft of program supplies. Mandatory participation decreases a student's receptivity to the learning process, willingness to cooperate with staff and other students, and ultimately decrease the student's ability to identify and improve deficiency areas that perpetuate his or her own cycle of homelessness.

It is of significance that the common practices of regular school breaks, required
attendance, and mandatory participation (i.e., tests, quizzes, assignments and homework), salient features of traditional education, are practices to be strenuously avoided when providing educational services to homeless adults.

It is hoped that the identification both of what factors or approaches tend to produce results, as well as of what factors or approaches tend to impede progress, will be of some future value to Hawaii, as well as other states and private agencies attempting to render similar intervention services.

Finally, there is a cultural dimension to this dissertation. Whether due to the Americanization of Hawaii, or a darker Darwinian explanation, the impact of the whittling away of the Hawaiian practices of ho 'okipa and ho 'opono, coupled with the absence of that deeper meaning of aloha as expressed by this island community for those who are in need of kokua (help, comfort, support), endanger the very cultural underpinnings that make Hawaii “Hawaii.” It is, therefore, highly possible that the question of origins has a bearing on the significance of this factor.46

Breaking of the cycle of homelessness in Hawaii ultimately relies on collaboration between the service providers, the community, and the state. The stronger the sense of community, and the more willing that community is to assist the least of its members, the greater the benefits for all involved. Hawaii State Representative Dennis Arakawa once stated when he was asked to respond to Hawaii’s growing homeless problem, “It is unacceptable that anyone go hungry in Hawaii.”47

Therefore, though not the most significant aspect of this study, the promise that a

46 Ohana We Take Care Of Our Own, Educational video by End Hunger Hawaii, Pacific Focus Inc., October, 1990, Introduction opening speech.

47 Ibid.
successful intervention modality offers in reducing the cycle of homelessness and in­
creasing a homeless person’s ability to move toward self-sufficiency, eating well, and
providing adequately for his or her family, is perhaps the most humanly important aspect.
That one less person might not be subject to hunger, or that one less child might not face
a life of homelessness and poverty is to this researcher sufficient reason for the extended
time and increased amount of work that went into producing this study and its related
findings.

LIMITATIONS

One limitation to the research is the difficulty establishing measures for success. Such
benchmarks as obtaining education/training services, a high school diploma, college or
vocational education degree, long-term employment, or permanent housing (an apartment
or room that offers an autonomous living situation with a fixed address) are all tangible
outcomes for measuring success. So too would be a measurable increase in math and
literacy skills. However, it is more difficult to quantify gains in critical thinking skills
such as goal-setting, making and keeping important appointments (which means keeping
track of time and commitments) and increased use of deferred gratification as a strategy
to broaden range of choices. The sometimes outright bizarre and unpredictable behaviors
of many homeless people, the scruffy, unkempt appearance of most homeless people, the
adverse body aromas that develop from insufficient dental care, hair care, lack of a place
to shave or shower, not being able to change or clean one’s clothes for days on end, and
the general apathy and lack of motivation are all deterrents to obtaining housing, employ­
ment, and social acceptance.
Therefore, it stands to reason that greater concern and care taken with one's grooming and hygiene; a decrease in expressed hostility, acting out and other aggressive behaviors; an increase in expressed tolerance and patience with others; and additional expressions of prosocial behavior are contributory factors to breaking the cycle of homelessness.

Yet it is quite difficult to determine when these changes are taking place, except by personal observation and testimony. When a student, who is always a "loner," starts to offer assistance to other students or the staff, when a "bad-breath" student starts to brush his or her teeth in the school's bathroom sink before class, when a rude, aggressive student tones down the swearing and starts to treat others with a modicum of respect, such behaviors are often not easy to document, but these less quantifiable measures of success are perhaps among the most useful "life-skills" the student has learned. The relationship between such less tangible gains and their impact on breaking the cycle of homelessness will be documented throughout the discussion and through individual student testimony via interview samplings. Because this particular type of information depends on self-report, making verification difficult, it is limited to face validity.

Another measure of success affected by unanticipated factors is total student attendance and participation hours. Because attendance is voluntary and the classroom has an open-door policy, some students attend irregularly and for varied lengths of time, while others attend on a fairly regular basis. A daily sign-in log sheet suffices to keep track of each day's attendance and students. Although somewhat monitored by teachers, students sign themselves in for each class as well as log their time in and time out. Students are invited to attend when they want, stay as long as they like, and leave when they decide to within the classroom operation hours of Monday and Friday mornings from 8:30 to 11:30.
a.m. There are only two rules; the student must be involved with a productive activity or study (no sleeping or “just hanging around”) and, students have to maintain the IHS Ed Center as a “safe space.” This means that, while students are not required to interact with or be nice to other students, they may not behave in a manner detrimental, rude or dangerous to other students. Although this allows for a great deal of deviation in expressed behavior, it also broadens each student’s individual range of tolerance and self-control. This in turn, further strengthens each student’s sense of personal inclusion, fosters a sense of community and reinforces the concept of the classroom as a “safe space.”

Because each student determines which subject(s) to work on, and tutoring is provided on a one-to-one basis, this open door policy means that students can receive services at their own pace without the usual school consequences of falling behind because of too many missed days. This means that the greatest barrier to receiving ongoing literacy and other educational skills development ought to be only a student’s own lack of motivation and interest in attending. Conversely, if students attend regularly (or even irregularly but over an extended period of time) they should accumulate many hours of tutorial contact which then should contribute to success.

However, there is an intervening factor produced by the classroom being located on-site, in the facility. Although the classroom is intentionally set up not to limit or to control student attendance, the shelter staff can limit the student’s opportunity to attend classes, and even deny the student permission to attend classes at all, for a variety of reasons. For example, students can be highly motivated and make significant gains in the classroom, but if they break facility rules, they are denied any further shelter services and are barred from the facility. Once a student is barred from the facility, he or she is
not allowed to come on the grounds or enter the shelter for any reason, including attending classes.

Because the facility is required to maintain confidentiality regarding taking such punitive actions, the only way this researcher would know that a student is no longer attending because they can’t attend, instead of by personal choice not to attend, was by word-of-mouth by other students who more often than not offer conflicting, third-hand, or sensationalized reports. It is possible success rates have been somewhat lessened by this variable. Another limitation also lies with not being able to verify this suspected variable in a meaningful manner, due to the general unavailability of certain records and information understandably held in confidence by the facility.

Word-of-mouth and self-report are usually the only proof of success for many of the students who credit, in whole or in part, the role the IHS Ed Center plays in assisting the homeless to break the cycle of homelessness here in Hawaii. Again, unless the IHS Ed Center staff happens to see a former or current student working where they claim to have obtained gainful employment, living where they claimed to have found affordable housing, or see paperwork associated with obtaining work, housing, social services, formal educational and vocational training assistance, and other related benchmarks for breaking the cycle of homelessness, this researcher depended upon these self-reports and word-of-mouth for data-gathering.

This problem was later resolved by hiring an IHS staff counselor with an educational background as one of the part-time teachers. In many cases this teacher could informally verify whether or not the student had been barred from the facility, had “disappeared” along with the hundreds of other transients receiving temporary shelter services, or was
no longer attending due to a more positive outcome such as obtaining gainful employm
ment or attending a formal education program taking place during the same operational
hours as the IHS Ed Center, all of which might have kept them from attending.

Another limitation to be considered is that the site during this research was near the
heart of downtown Honolulu. During this time the area surrounding this facility could be
designated as “slummy.” Near to A’ala Park, a place long known to be frequented at
night by “drinkers, bums and prostitutes” and within walking distance of the infamous
Hotel Street replete with porno shops, strip bars, and easy access to sex and drugs for
sale, this urban area facility tended to attract a greater number of single, young homeless
individuals with an assortment of mental health and/or addiction problems. It is possible
this segment of the homeless population in Hawaii are over-represented in this research
population sample since the location of the research site was on the grounds of that par-
ticular facility.

Variables such as gender, class, past social experience, cause of homelessness, and
even academic performance, although observable in terms of identifying patterns, do not
readily identify or establish causal links to behavior and attitudes. Many of the students,
for various reasons, create fictitious and even elaborate pasts, use aliases, and leave no
former or forwarding address where they might be contacted and administered a post as-
se ssment to validate initial reported information. Findings therefore, do not contain any
post assessment information due to a general inability to contact or follow up with former
students to confirm the cycle of homelessness has truly been broken and not just tempo-
 rarily alleviated.

Indeed, over time several “success story” students slipped back into homelessness
because of a variety of reported setbacks. A handful of such students would cycle
because of a variety of reported setbacks. A handful of these students would cycle
through gaining stability and losing ground several times throughout the life of the IHS
Ed Center, returning again and again to brush up on previous lessons or focus on a new
subject area. Obviously there is a "recycling" pattern in the cycle of homelessness that
requires a longer evaluation period to determine how permanently the cycle of homeless­
ness has been truly broken, and whether or not this "recycling" variable detracts from the
overall success rate of the model.

Finally, there are those students who left before a great deal of tutoring took place,
but still benefited from aspects of the services. For example, the student who was able to
develop an employment or educational opportunity on another island or in another state
due in part to the intervention, or who found encouragement and the means to make
amends with family members and then left the island or the state to live with them. With
no way to track and assess the progress of so many such students, it is impossible to add
what could be significant information to the database.

Or is it really as one student once said, "What matters is, for a while my life worked
and I was happy. Now I know how to get there again, and now I have the means and the
will to keep trying."

Is this strengthening of spirit and motivation to continue to strive to better one's life
condition and eventually break the cycle of homelessness not "successful" intervention?
Assuming that it is, then gains in the human spirit and human will become the true seeds
of change where the true answer to breaking the cycle of homelessness resides.
ASSUMPTIONS

It is assumed that, despite disparate backgrounds, all of the homeless participants taking part in the study share to varying degrees, the common element of poverty. In addition, most share, to varying degrees, dependency on the largesse of others to meet their basic biological needs.

It is also assumed that the cycle of homelessness can be broken. One proven method of breaking the cycle of homelessness is through appropriate programs of education and training. However, what constitutes “appropriate” education and training for one shelter or school’s homeless population may not be applicable to that of another.

Although the general intervention service components prescribed by the Stewart B. McKinney Act have proven successful in addressing the cycle of homelessness, there are a great variety of success rates, philosophies, curriculum and goals between programs.48 This is because learning does not take place in a vacuum. It takes place in ecological contexts. To bring about the type of internal change that produces the external action of increased self-sufficiency, the components and contextual features of the learning environment have to be altered and modified to allow that change to occur. It is assumed that a community-based school approach fosters the twin columns of community and commitment required to have the students and program succeed. These two columns are the premises of all community-based school models:

1. Those people most affected by educational decisions ought to play a significant part or role in making educational decisions and reforms that impact them.

2. Efforts are most effective and long lasting when carried out by people who feel

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Due to the open-door policy there is no way to predict which students or how many students will attend from class to class. Therefore, implementing this type of community-based school requires ongoing creation of community. Because of the broad range of educational and vocational services the teachers and staff provide, ongoing personnel training and student education plan (SEP) meetings are also required. There is also a requirement for enough time to identify and involve those who make up and directly impact the learning community.

Because the homeless live untraditional lives, the Stewart B. McKinney Act requires basic life skills training and other such untraditional education components. Therefore, it is assumed that a non-traditional educational setting will prove to be more advantageous and appropriate since it can offer a more "elastic" setting and curriculum, promote shared power and voice, and foster a sense of both personal and community commitment.

All available research shows Hawaii's homeless to be a multicultural population. Therefore, a social action approach\footnote{James and Cherry Banks, \textit{Multicultural Education}, 4th Ed., (New York: Wiley & Sons, Inc., 2001), 244.} is required where the students' reality as a point of view is accorded the same respect and consideration as a staff member's point of view. This is to provide the voice and equity of power to all participating members of the learning community. Student achievement, opportunity to practice and develop critical thinking, attention to both oral and nonverbal communication styles and working those styles into the class work, student-to-student and student-teacher interactions, and setting up of instructional approaches that address the learning styles of both the field-sensitive and
field-independent type of learner are integral goals of the classroom. Therefore, acute awareness of the presence and impact of both the formal and hidden curriculum agendas that are fostered or develop in a learning community, the use of the outside-of-the-classroom larger community as a resource, and a sense of the lived realities of this population of learners are assumed to be of paramount importance to the fostering of the IHS Ed Center as an effective learning atmosphere and learning community.

RESEARCH METHODOLOGY

For the purpose of this dissertation I will draw upon Kelly’s Principles of Ecology51 to provide a framework whereby an ecological perspective can be used to explore and define the forces and principles affecting an individual’s ability to function and take part in the community. Kelly’s four processes of interdependence, cycling of resources, succession and adaptation are especially useful for developing effective strategies for helping people who have difficulties in living. Of special interest is Kelly’s concept of “niche breadth” which refers to the settings in which a person can live and grow. If a person’s niche breadth is so narrow that it is not conducive to health and well-being, adaptation can be improved by enhancing the competencies of the individuals, enabling them to thrive in a wider range of habitats, or making the environment more “friendly” to the individual.52

Kelly posits that all of us can adapt more comfortably to a niche by learning adaptive abilities such as problem-solving, time-management, and interpersonal skills. Kelly’s perspective on intervention is highly applicable to an intervention program such as the

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52 Ibid.
such as the IHS Ed Center. Kelly stated that:

A community intervention designed to stimulate beneficial change requires an assessment of both persons and settings. Such assessments cannot be made without concepts and methods that articulate the relationship between persons and settings. . . . As the community psychologist works with varied cultures and designs therapeutic services, he/she must be able to visualize and then carry out community programs that demonstrate that persons can improve their abilities to cope with their immediate social conditions. 53

Finally, I will draw upon Christine Sleeter’s premises regarding multicultural education as institutional change within the school, with the school (rather than the individual teacher) as the center of that change. Sleeter states that:

The school, rather than the individual teacher, needs to be viewed as the center of change. By doing this, we focus on the institutional arrangements, processes and conditions in school buildings, the people who work there and the culture they create, and the institutional context within which the school exists. 54

The methodology used to gather the information for answering the research questions combines both longitudinal and cross-sectional data-gathering through student population profiles as defined by demographics and assessment and inventory results; self-report case histories; and use of the IHS Ed Center as a case study to examine the effectiveness of a literacy and basic life skills intervention modality toward breaking the cycle of homelessness in Hawaii.

In order to answer research question #1, “What, if anything, do homeless adults have in common that contributes to or results in the cycle of homelessness in Hawaii?” a representative sampling of homeless subjects were interviewed and, with their permis-

sion, were tested for a broad range of cognitive skills and aptitudes, and emotional perceptions. Initial data gathered was demographic information to determine who are the homeless in Hawaii, cognitive assessment data to determine what deficiency areas homeless adults may have in common, and psychological assessment data to indicate general self-esteem, self-environment orientation, and self-reported significant needs areas.

Two hundred fifty subjects attending the HEART Program at HCAP from December 8, 1989 through September 30, 1990, made up the subject pool for this initial line of inquiry. In Hawaii the population, including residents, visitors and the homeless, is diverse. Therefore, the subject pool represented an acceptable cross-section of the general homeless population.

It was intended that the Interview data reflect a good sampling of subjects regarding ethnicity, cultural orientation, education, and ages. However, a significant number of the subjects are referred through Honolulu urban agencies and shelters, which may create an urban bias in the final data analysis. Every subject is either self-referred or agency referred, and every subject who enrolled in the pilot project completed the required two assessments, the Needs Assessment Inventory (NAI), and the Comprehensive Abilities Battery (CAB). (Chapter 3 will provide a complete description of both instruments.)

The NAI was given to all subjects at either the initial Intake meeting or at the testing session. A total of 250 Needs Assessment Inventories were obtained and evaluated to determine the type and percentage of the subject’s reported immediate problems and/or literacy needs that were identified by the subject as the most immediate and pressing.

In attempting to measure any cognitive deficiency areas that homeless adults may have in common, the CAB was administered to the 250 subjects. The twelve subscales meas-
ured are: Spelling, Verbal, Numerical, Spatial, Speed of Closure, Perceptual Speed and Accuracy, Inductive Reasoning, Flexibility of Closure, Rote Memory, Memory Span, Meaningful Memory, and Mechanical Reasoning.

In order to respond to research question #2, Given that the cycle of homelessness can be broken, how does the IHS Ed Center model constitute an effective intervention and treatment modality for breaking the cycle of homelessness?” Chapter 4 reports the findings from the IHS Ed Center demonstration project that served as a case study from August 1993 through December 1998. A total of 629 subjects enrolled in the IHS Ed Center, 361 males (57%) and 268 females (43%). Again, the subject pool represented an acceptable cross-section of the general homeless population.

Chapter 4 “The IHS Ed Center – A Case Study” will also address research question #3, What made the IHS Ed Center for homeless adults effective? and research question #4, Why did it eventually fail? Detailed state and federal annual program reports and statistics will provide the majority of the information from which the responses to these latter two research questions are derived. Fortuitously, the IHS Ed Center case study subject population happened to be a nearly equal distribution of males and females, which allows for total population data analysis as well as specific gender comparisons. (The methodology employed for gathering all data from both the HEART Program and the IHS Ed Center Case Study will be described in detail in Chapter 3.)

In comparing the original HEART Program gender and age distribution and the later IHS Ed Center age and gender distribution, there appears to be a growing number of older homeless, and female homeless. Such research findings and their implications will be addressed in Chapter 5, Analysis and Conclusions.
Chapter 6 will then summarize the most salient factors that arise from the research results and include recommendations for future such education programs, should funding once again become available to do so.
CHAPTER 2

REVIEW OF THE LITERATURE

Review of the Literature - “The Neverwills” An Historical Overview of Poverty and Homelessness in America

Introduction: In colonial America the men who largely comprised this population were mostly artisans, mariners, and unskilled laborers. The women were mostly domestic servants. And, all came from the bottom of the social hierarchy.55

The great depression brought a similar picture. With the outbreak of World War II, an economic resurge shrunk the quantity of homeless. The highest concentration remaining so were older, white males suffering from alcoholism and mental illness. Between the 1970’s and 1980’s this profile slowly shifted to a younger, non-white, but still largely male population. However, by the mid 1980’s the number of homeless women and children began escalating at a phenomenal rate. And, although the most visible homeless were still men, “…a significant and increasing proportion are women and children.”56 Research data obtained from homeless program surveys sponsored by NIMH cites the homeless women and children population by 1988 as 37% of the homeless population, and the number of homeless families having a dramatic increase from an estimated 21% of the homeless population in 1984 to 36% in 1989.57

Who are the homeless? In the earlier years of the 20th century, the widespread and visible problem of homelessness was not so severe as to alarm the public. In fact, as recently as the 1940’s there was still a slightly romantic notion of the pioneers who came

and spread throughout the country, initially homeless, but searching and working to build a home and a life in a bounteous and expanding country. John Steinbeck's *Grapes of Wrath* magnified the transient nature of this population, the pathos, and poverty and near irreversibility of their plight. These wandering poor, referred to by Author Henry Hill Collins, Jr., in 1941 on this subject as “modern refugees,” and seen by him as a people whose “only armament is determination and a conviction that America must still have a place for those who are able and willing to work” were looking for a dream they would never realize.\(^{58}\)

Collins viewed the wandering poor as caught up in a form of vagabondage; a metamorphosis from being in motion with a purpose of finding and making their place in America, to a motion of purposelessness like tumbleweeds, drifting the land without the ability to take root. As social workers and academicians of the time came to notice, these waves of wandering poor developed a predictability that reflected the more permanent character of migrancy than of transiency.\(^{59}\) No longer were the homeless population mostly single men, now whole families were following crop cycles and other seasonal work, still clinging to their determination but no longer imbued with the hope of the American dream.

This population was largely comprised of wandering poor from the decayed cotton industry of the south, of northerners whose manual labor had been replaced through industry and a growing technology, and of immigrants from places such as Europe, Asia and Mexico. Drifting across the continent with little remaining of any personal roots, they also drifted to the bottom of the sea of humanity, identities lost in the single identity

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\(^{59}\) Ibid., 7.
of homelessness. With their lives becoming pushed and pulled by unseen tides and unknown social pressures and their determination becoming worn with time and tarnished by impoverishment, they lived lives as dusty as the roads they trod, and for the homeless, the American Dream had become as threadbare and dusty as the clothes on their backs.

By 1960 Eisenhower ushered out the Korean War and helped usher in the Viet Nam conflict. The years under “Ike” were marked by increasing prosperity for the great white middle and upper class; this increase somehow paralleled an increase in juvenile delinquency and youth crime. The unequal growth in prosperity by minorities, women, and hard core unemployed had come to the attention of the next President in line, John F. Kennedy, who supported civil rights and space development, created the Peace Corps and sent more troops to Viet Nam.

The Kennedy Administration made efforts to become involved with the lifestyle of the lower class and the long dominant problems of cyclical economics, especially where the result was masses of peoples living lives of seemingly permanent social and economic depression. It was within this framework that the issue of poverty became a central campaign theme in 1964 as the “War On Poverty,” a theme that would be inherited by Lyndon B. Johnson after Kennedy’s assassination in 1963.

By October 1963 the President’s Council drafted an elegant memorandum delineating the poverty cycle and anticipated strategies for intervention. It was at this point that education was introduced into the equation of intervention and treatment of this social illness. However, given the vagaries of an abrupt change in Presidency, the task force for the “War On Poverty” created a hybrid of policies that sometimes took a baffling form.

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Presidential advisor Daniel Moynihan felt the poverty program was built on shaky ground, gnawed at by political conflict and starved by underfunding. In his opinion it was severely restricted in its mission and methods, especially those involving community action. With more and more funds being diverted to augment the Viet Nam conflict, the nation was polarizing into two camps; those for de-escalation and withdrawal with more money going toward community and social needs, and those for escalation and attendant world power.61

Moynihan felt social science wasn’t doing its job gathering meaningful research data on the complexity of poverty and of being poor. This was especially so in relation to the proclivity to use the individual as the primary unit of measurement with men, women and children all lumped together. He saw this as a pattern almost uniquely American and ill preparing us as a nation to respond to the mounting problems of family breakdown, juvenile delinquency, abject poverty, and homelessness. He felt the language used by the Kennedy Administration had been watered down to avoid sounding “too Catholic,” with the results being a welfare message that was addressed more in terms “social work” than of social legislation.62

Moynihan felt opportunity was being lost in making the war on poverty and bewailed a welfare system that, rather than assist families to stay together, made aid more readily available to families that were already fragmented. “What, after all, was the AFDC Program” he asked, “but a family allowance for broken families? Generally speaking, one became eligible by dissolving a family or by not forming one.”63

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61 Ibid., 17.
63 Ibid., 8.
Moynihan saw from his years with the Department of Labor that the federal Manpower training and antipoverty programs were having an increasingly disparate impact on male (as opposed to female) economic opportunities. In his case for a family policy, he outlined a profile of what it takes for a working man to raise a family in an American city. Key factors included a provision in the income tax system with tax cuts focused on the families of the poor. He noted the fixed amount of exemptions for each family had not changed since 1948, this being the only feature of the tax system making allowance for the cost of raising children.

Moynihan felt strongly that the reason tax policy wasn’t affected by family considerations was because there was no family policy. It was his contention that, with one, a significant impact could be made on the growing problems of poverty and family fragmentation. However, as a country, we had done too little too late in these arenas, had failed, and forfeited any chance of success.

As early as 1960 Moynihan was looking for new arguments for a national youth training and employment program. This was because he saw a possible correlation between Selective Service data that roughly 50% of all young males summoned for examination were failing to pass either or both the physical and mental portions of the exam and that this was directly related to the prevailing social issues surrounding poverty and dysfunctional social and family structures. Later on Lyndon Johnson would refer to these poorly skilled and undereducated males as “Peckerwood boys,” suggesting the problem was regional rather than national, a concept that furthered the idea that states and communities, and not the federal government, were and should be responsible for addressing the problem.

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64 Ibid., 19.
Moynihan felt Johnson was ignoring the racial differences among the poor and in 1963 collaborated with Nathan Glazer to bring social awareness to these differences. He saw that the government's response to poverty had gone in the direction of providing services in a manner that created, not jobs for the poor, but, in effect a work program for middle class professionals.

Even President Johnson appeared to touch on this disease of poverty and discrimination in his Civil Rights speech at Harvard University when he stated that it was not enough to open the gates of opportunity, but that all our citizens must have the ability to walk through these gates. He said that, "... [for] the poor, the unemployed, the uprooted and dispossessed – there is a much grimmer story. They are still another nation... for them the walls are rising and the gulf is widening."

Moynihan was convinced early on that availability of equal educational opportunity was the key factor to addressing the ills of the family and the nation. However, to be a successful agent of social change the schools needed to broaden their concept of what constituted school success. He felt that what constituted success was more than the results of academic achievement tests. It should include measures such as retention rates, income and occupation of graduates, and even happiness. To that end he collaborated with Mosteller on a response to the Office of Education's Coleman Equality of Education Opportunity Report (E.E.O.R.) required by Section 402 of the Civil Rights Act.

Moynihan and Mosteller offered the following recommendations to assist in closing the educational achievement gap between the disadvantaged and the advantaged:

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65 Ibid., 31.
67 Ibid.
1. **Educational Goals:** That the aims, goals and measures of success in education be reappraised because equality of educational opportunity changes meaning over the years and will continue to do so. Thus, the educational institutions need to adapt and change as well.

2. **Long-Range Research Programs:** Long range and flexible, evolutionary rather than revolutionary, studies devoted to addressing the problems of human learning, including controlled field investigations on a large scale.

3. **Periodic Assessment:** Appraisal of the state of the schools, its students and teachers, at regular intervals, independent of the experimental and developmental programs.

4. **Employment and Income Programs:** Increased family income and employment training programs and a plan for evaluating their long range effects on education.

5. **New Kinds of Schools:** Not only in terms of novel or more accessible sites, staff, and equipment, but also new sorts of education policies substantially different from those now in place in existing schools.

6. **Optimism:** That social change is not merely a sequence of events drifting in one direction or another, but that events have been, and will continue to be, bent to the public will. That things declared to be desirable can be attained through sustained and systematic effort.

(Note: These recommendations formed the principles by which the IHS Ed Center education for homeless adults model was designed and implemented. Section 3 of this Chapter will revisit Moynihan and Mosteller's recommendations and describe how they were applied.)

In the early 1960's Michael Harrington offered a more pragmatic view of the root causes of being disadvantaged, uneducated, and poor. He moved past what he viewed as the symptoms of poverty, illness and homelessness to what he posited as perpetuating causes, the first and foremost of these being the absence of a voice; the result of the invisibility of America's poor. Astounded to find that the poor numbered in the tens
of millions, he set himself the task of shedding light on what he called “The Other America,” an America of poverty comprised of vast numbers of men, women, and children living in an economic underworld of American life who were pessimistic, spiritually defeated, and bearing an amount of physical and mental sufferings unknown in Suburbia.  

Harrington found there were perennial reasons for this other, invisible America; that the poor inhabit areas off the beaten track, off the regular highways, “where everything is black and dirty.” That it is an America most of us never see because mainstream America perpetuates a myth of beauty and promise where there is really poverty and squalor.

Harrington felt the American myth of a lifestyle free of the strains and tensions of the rat race to keep ahead, totally ignored the abject poverty, lack of education, medical care and adequate diets that such “vagabondage” and basic hand-to-mouth existence really entailed.

In short, the very development of the American city has removed poverty from the living, emotional experience of millions upon millions of middle-class Americans. Living out in the suburbs, it is easy to assume that ours is, indeed, an affluent society.  

Another factor Harrington saw as contributing to the invisibility of the homeless and poor was how they are politically invisible and “atomized” as a group with no face and no way to be heard. He saw the impact of growing technology on poverty, and felt that the growing segment of new poor were victims of the very inventions, machines and technology that were providing a higher standard of living for mainstream America.

Harrington felt that economic viability depended on good jobs which, in turn, required much more academic preparation. He considered those without a high school diploma to

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69 Ibid., 3.
70 Ibid., 4.
be condemned to an “economic underworld” where low paying jobs, backward factories, and a penalizing social service system removed every chance they would ever get out of this invisible “Other America.” He saw their existence as a vicious circle of poverty that begat illness and despair where the only prospect was to avoid moving to an even lower level of suffering. Harrington felt that the individual, without society’s help, could not break out of this vicious down-spiral and that “only the larger society, with its help and resources, can really make it possible for these people to help themselves.”

Harrington saw migrants and drifters as major contributors to the “Other America.” They were ever on the move, from colder weather to warmer, from field and harvest to sporadic labor in the cities. They were missed by the census, never anywhere long enough to get good health care or education, and often lacking the identification required for general assistance or even food stamps.

Harrington noted that, especially for migrant workers, the technological revolution in agriculture was adding to poverty-creating conditions. More and more of these poor would be driven toward the city, where colonies of poverty were forming with people ill-prepared for such an existence. And, for those few homeless who did manage to qualify for and receive services such as education or job training, Harrington felt that education without real opportunities for a way out of poverty was not enough. It had to occur along with active political change and human action in the form of better and more socially integrated housing, a comprehensive medical program guaranteeing decent care to every American, and the eradication of racial prejudice through the establishment of national standards.

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71 Ibid., 15.
Harrington felt much as Moynihan did\textsuperscript{72} that a great segment of the Other America was black. He saw that black people required something even more profound than a way "into" the society; they were systematically oppressed and denied access to skills and opportunity, and that a transformation of some of the basic institutions of society would have to occur for this to change. Harrington felt that, until this happened, "[b]eing born a Negro will continue to be the most profound disability that the U.S. imposes on a citizen."\textsuperscript{73}

Harrington also saw the need for a housing program that actively sets about to break through the social isolation of the poor and brings them to visibility by providing affordable housing in the "geographical mainstream." He felt that, as long as the poor were stuck in some poor farm housing project or tucked away in some run down part of the city, the culture of poverty would remain.

Harrington included the elderly in the "Other America." He found that many of the aged lived socially isolated in "age ghettos" where they were plagued by ill health, and did not have enough money to life safely or well. He said that, "[t]his is no country for old men. The physical humiliation and the loneliness are real, but to them is added the indignity of living in a society that is obsessed by youth and tries to ignore age."\textsuperscript{74}

Harrington very realistically added to the mix of the poor and homeless a smaller and more temporary subculture of poverty in America, those members of affluent society who have chosen by whim or romanticism to be poor. These are the hippies, bohemians, intellectuals, urban hillbillies and those from religious cults and sects that pursue non-material

\textsuperscript{73} Michael Harrington, \textit{Other America}, 1963, 72.
\textsuperscript{74} Ibid., 102.
value. However, this segment of the poor still have options and find their way back into mainstream America when ready to do so.

Finally, Harrington included among the poor and homeless the self-destructive misfits of the greater society who, through irresponsible living, alcohol and drugs have spun their way down from a successful lifestyle to the boweries, allies and flophouses of any city. Although a very small segment of the “Other America,” these self-destructive druggies, bums and vagabonds are the most visible and repugnant of the poor and homeless, and only strengthen negative public perception of the true plight of poverty and need.

Harrington also cast an interesting light on the relationship between mental illness and poverty. He found that the poor are more prone to mental illness and severity of disturbance than anyone else in society, and that a chicken-or-egg-first paradox existed in the growing rates of mentally ill among the poor. (The ranks of the mentally ill poor would later swell due to a nationwide reduction of the percentage of institutionalized mentally ill in compliance with federal mandates.) Harrington felt that,

> There is, in a sense, a personality of poverty, a type of human being produced by the grinding, wearing life of the slums. The other Americans feel differently than the rest of the nation. They tend to be hopeless and passive, yet prone to bursts of violence; they are lonely and isolated, often rigid and hostile. To be poor is not simply to be deprived of the material things of this world. It is to enter a fatal, futile universe, an America within an America with a twisted spirit.\(^7\)

**What is Homelessness?** Without a way into this greater society, the poor can’t access the right education or skills to get the right jobs, or sometimes even hold any type of job at all. And, because of these factors, the poor tend to be pessimistic and depressed, often acting out as the depression becomes internalized. They have lost hope, aspiration, and

\(^7\) Ibid., 122.
even the children of the poor tend to take on this character and display a great indifference toward school. They avoid or resent authority, fall into patterns of immediate gratification, and simply mark time until they too will “take their assigned place in the low-income world.” Thus, yet another generation of those living in poverty and homelessness is perpetuated, and responding to the question of what homelessness is calls for the addition of this generational aspect of the culture of poverty.

Largely due to the economic crises of the 1970’s, both without and within America’s borders, by the early 1980’s a perverse myth began to take root that it was social spending, the “lavishing” of money to help the minorities and the poor, that had caused the huge drop in productivity and weakened the moral fiber of the country; that most recipients of social assistance were immoral, or deadbeats, substance abusers and system users. As Harrington put it,

America under Ronald Reagan turned savagely against a gigantic anti-poverty boondoggle that never took place. And, ... their own economic insecurity first and foremost-decent people who had welcomed the War on Poverty now supported the war on the poor.

As the individual States better determined how, what kind, and how much assistance for the needy would be rendered, extraordinary state laws were being passed. Recipients of social aid were often divided into two groups. Some, such as the disabled, the very young and very old, were deemed chronically needy and considered eligible for year-round help. Others were classified as transitionally needy and qualified only for emergency help for a limited time. The bulk of the long-term unemployed fell into this latter category. (It was projected then that, by the year 2000, this number would grow to 7 million, which it did.)

76 Ibid., 153.
With such large numbers of the poor finding themselves without even the recourse of social aid, the problem of poverty in the nation was brought, like never before, into the common awareness of mainstream America. With the rise of fierce competition in the international market and with the move toward leaner, meaner business practices, the loss of a job could pull the bottom out from under nearly anyone without a solid economic cushion or savings. Persons could find themselves poor, homeless, and without any real means to recover. This was perhaps, the most startling and frightful addition to the definitions of "Who are the homeless?" and "What is homelessness?" Now poverty and homelessness didn't just happen to someone else, but were real threats to the vast underemployed of America and to anyone who lived on extended credit with no economic cushion to fall back on.

To the "at-risk" population of the country, comprised of unskilled, underpaid workers who are one paycheck, one illness or one accident away from the threshold of deprivation, Harrington added the new group of homeless poor; the young people finding themselves rejected by the labor market before even having an opportunity to join it.

Harrington noted that there had been a 25% rise in 16 to 19 year olds attempting to enter the workforce in the late 1970's than there was a decade earlier, and 50 percent more black youth. 78

One of the most disturbing facts about the poor is that roughly half of them are young. They will be flooding into the labor market. . . . This will happen at a time when the blue collar positions for which they will be competing will be opening up at a rate of about 15 percent a year. In other words, there is a very real possibility that many, even most, of the children of the poor will become the fathers and mothers of the poor. If that were to take place, then America would, for the first time in its history, have a hereditary underclass. 79

79 Ibid.
In his book, *Other America*, Harrington cited the following statement given in testimony to Congress by noted scholar Stephen Dresch:

In a traumatic reversal of historic experience, children born to persons achieving adulthood in the 1950’s and 1960’s will, on the average, experience relatively lower status than their parents.\(^80\)

Harrington felt that there was a threshold of deprivation, a point where those who, for reasons beyond their control, cannot help themselves and get caught up in vicious circle where they not only lack cash income, but also legal services, public amenities, and basic human respect; where they lack of any of the resources necessary to permit participation in the activities, customs, and even the diets commonly approved by society.\(^81\) He also took into account the tremendous diaspora of the working poor forced “onto the road” in search of a job. As Ron Tempest wrote about this new wave of homeless and poor:

Homeless America is a world in motion. All across the land cars prowl the interstates and urban boulevards with license plates from distant places and belongings stuffed in the trunk and stacked on the roof.\(^82\) (By the 1990’s term for this population is ‘rubbertramps,’ because their homes are on wheels.)

Twenty-five years after these observations Harrington was led to conclude that, even two decades after the supposed war on poverty, it still existed, and in a newer, more tenacious form. Combined with both the inflation and the recession of the 1970’s and 1980’s, a structural economic change had taken place that created new poverties and reinforced old poverties, and further impaired the national vision. With the country experiencing the highest unemployment rates since the Great Depression, most people were now concentrating on saving themselves with little left to trickle down to the poor. Helping others

\(^80\) Michael Harrington, *Other America*, 1963, 63.
\(^81\) Ibid., 74
\(^82\) Ibid., 113.
who one heard were less fortunate, but whom one seldom ever really saw or felt any sort of kinship with, became a luxury that few could afford. As Harrington saw it,

Where the sixties spoke of possibilities, the eighties were forced to become aware of limits which, some assumed, wrongly, were ugly necessities to be imposed on those at the bottom of the society. In the process, America has lost its own generous vision of what it might be. 83

If Moynihan understood best the historical roots of poverty and homelessness, and Harrington specified the economic, social, technical and international factors resulting in a new poverty, then Kevin Phillips' concept of a politics for the rich and poor explains the factor of class.

Phillips exposed how government tax policy, deregulation, budget shifts, high interest rates, and a struggling national economy in an increasingly slippery international arena has helped created a different politics for those with wealth than for those who are poor. Fellow Republican Phillips demystified President Reagan's "American Dream" and spoke of a different face of America, of credit card economics and unprecedented domestic and international indebtedness where wealth changed hands quickly within the U.S. and where the bright and the bold, the educated and the politically favored, enjoy the fat of the land while all else are faced with economic carnage. 84

Considered by some a turncoat Republican, Phillips challenged the excuse that there wasn't enough to go around, or trickle down. He felt there was enough wealth but it was distributed in too lopsided a manner. Phillips felt Reagan's "misbegotten" redistribution had exacerbated, rather than alleviated, the country's economic imbalance. And, this redistribution, combined with a growing technology whose job market required special

skills faster than many of the population’s ability to learn them. The result was ample employment opportunities, but large numbers of Americans remaining unemployable or underemployed.\footnote{Ibid., 20.}

Phillips saw a war of class as well as of economics, with a growing inequality of prospects between those who have a solid enough footing to ride out the leaner, meaner 1980’s and 1990’s and those who were banking on a more mended, blended America to heal its many social ills and economic wounds. Where Moynihan and Harrington focused on the old and new poor, Phillips zeroed in on the new elite, typically upper-middle class by education, and often by income, liberals for whom social change was becoming second nature.\footnote{Ibid., 40.}

Phillips found a resemblance among the late 19\textsuperscript{th} century’s “gilded age,” the Coolidge era of the 1920’s, and the “Reaganomics” of the 1980’s. In a comparative analysis Phillips found common denominators in these three Republican “business, financial and political heyday periods,” the desire to curb successive inflation, and a concomitant demand by the public for stability, coupled with fatigue from inflation and a ballooning defense budget.\footnote{Ibid, 54-58, passim.}

Phillips felt that Reagan’s penchant for laissez-faire government was reflected in growing deregulation, privatization, and reduced government regulatory and antitrust enforcement. Additionally, growing anti-union pressures reflected in declining union membership and power, and compounded by personal and corporate debt, resulted in the emergence of the U.S. as a world-leading debtor.

In short, Reagan’s tax cuts took money from the pockets of middle and lower income
Americans and redistributed it to the pockets of the country's wealthiest. Phillips felt much like Moynihan and Glazer, that low income families, especially the working poor, lost much more by cuts in government services than they gained in tax reduction. Whereas the rich, who had little use for government services, sacrificed little in exchange for lower taxes. As Phillips stated,

While the economically strong thrived mounting numbers of rural poor, turned homeless, were drifting west, and the urban underclasses, also losers from Darwinian economic policies, largely stagnated. 88

Phillips felt Reagan was misleading the country by insisting that the American dollar and America's place in the world trade scene were both strong. In actuality, the dollar was swiftly devaluing, American companies were failing to capture domestic, much less global, markets, and foreign-owned companies in the U.S. were also siphoning off American trade dollars. Thus, from both within and without, America's decreasing share of wealth was leading America from being the world's leading creditor nation to the world's leading debtor nation. 89

As Harrington's urban working poor were picking up and moving to where the jobs might be, America's factories and companies were picking up and leaving the more expensive real estate of the cities for a cheaper operations relocation to the suburban peripheries. The rural poor couldn't afford to commute there. The new suburbs supported that benefited themselves, while less favored sectors further withered.

Things didn't change much with a new President. With George Bush's continued opposition to tax increases for education, aging and poverty programs, the American polarization of wealth, and the gap between the "have" and the "have-nots" continued.

88 Ibid., 100.
89 Ibid., 122.
Charles Murray offered a solution in his text *Losing Ground – American Social Policy 1950 to 1980*. It consisted of scrapping the entire welfare and income-support structure for working age persons, including Aid to Families with Dependent Children (AFDC), Medicaid, foodstamps, unemployment insurance, worker's compensation, subsidized housing, disability insurance, and the like. This would leave the working age person “... with no recourse whatsoever except the job market, family members, friends, and public or private locally funded services. . . .an Alexandrian solution. . . cut the knot for there is no way to untie it.”90 If indeed, Murray's stark Alexandrian solution was the only alternative in the war on poverty, then Moynihan was correct when he credited President Reagan for acknowledging in a January 1985 press conference with Associated Press that, “In the war on poverty, poverty won.”91 However, Nathan Glazer summarized it best when he said there is no final answer to poverty and homelessness.

It was perhaps the great illusion of the long period of prosperity of the 1950's and 1960's that there was, or could be [an answer to social problems]. We now know that long period of prosperity, and of rising social expenditures to accommodate every major need . . . was based on exceptional circumstances.92

*When there’s no final answer, what can be done?* By the mid-1980’s Americans were experiencing a decreasing world GNP, all but dissolved space program, continued racial problems, and the overall reduction in standard of living was taking its toll. The few tax pennies that went to those in need were beginning to be seen, not as a liberal movement to assist the victims of poverty, but as a band-aid approach that allowed the supposed victims to actually prey on the system and live lazily off the hard work and

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90 Ibid., 59.
91 Daniel Moynihan, *Family and Nation*, 69.
sacrifices of the decent, well-intentioned Great Society. President Reagan was convinced that the states should be responsible for their own poor, that much of what had been done through national programs such as AFDC was actually in the long run harmful, and contributing greatly to family break-ups, welfare dependency, and out-of-wedlock births.

No longer was being poor sufficient to merit aid. There was now a distinction between the deserving poor and the undeserving poor. The elderly were deserving, welfare mothers and deadbeat fathers were not. The children of the poor were deserving, of course. But because there was no system for direct services, and all too often the head of the family fell into the category of “undeserving,” this, the most helpless and vulnerable segment of the poor suffered the greatest from the new leaner and meaner Reaganomics and weakened social policies. Indeed, what Alice Rivlin referred to as “forensic social science” where research is done to argue the case became the norm, especially in the area of negative income tax experiments.

The most important and somewhat modified survivors of the Reagan cutbacks, were the Title I programs. This 1960’s effort to ensure educational assistance for poor children and now retitled Chapter 1 of the Education Consolidation and Improvement Act of 1981, provided some 14 thousand school districts with funds at a cost of approximately $700 a child.

Considering that the single best predictor of a person’s potential earning power was the level of education completed, the beefing up of preschool and early childhood education, especially for the poor, was seen by Nathan Glazer as producing some tangible results. Glazer noted that, although the HeadStart studies showed little or no gains, a more recent and comprehensive study by the Department of Education showed that, at least
among poor children (predominantly Black and Hispanic), there was a sustaining effect where the gains of Title 1 students in the first 3 years of school were at least equal to "regular" students, while gains for those without Title 1 benefits were not as great.93

Although the generation of statistical data such as these enables measuring program outcomes and justifies funding, it also necessitates reducing individuals into numbers. This is a very dehumanizing process, where people's different problems and needs no longer call for the public to discriminate between situations. It becomes less unwieldy and more utilitarian to clump such disparate peoples under one classification, something they all hold in common, their lack of a fixed residence.

And so the adjective for one conditional factor of life, "homeless," has morphed into a noun for a mass of humanity, and poor people without a fixed residence are now referred to simply as "the homeless."

Persons so dehumanized can now be more easily manipulated in terms of numbers, demographics, relief and funding approaches and expected public response. However, many feel that much caution should be employed when trying to interpret numbers and estimates about the homeless due to the unreliability of both the estimated figures and the source of such data.

There is also a question of the purpose for which these numbers are put forth. As some researchers see it, "the kinds of living arrangements defined as "homeless" may also vary considerably, adding a further element of uncertainty, and making historical and cross regional comparisons hazardous."94

93 Nathan Glazer, The Limits of Social Policy, 68.
Basically, the public now views homelessness, not in terms of the roles of the individuals, but in terms of the capacity for the homeless to be productive. There are those who are homeless, but employed (or would be if they could), and these people are seen by the public as “the deserving poor.” This label is stretched to include the physically and mentally ill, the illiterate, single parents, the elderly, and children. But for the many homeless who are perceived of as having wrecked their own lives through addictive substances, poor choices, or just plain “laziness,” the public reacts with outright hostility. And, in the public eye, the latter group is, for no good reason, considered the majority of those who comprise the homeless population.

Author James D. Wright feels this labeling has something to do with the attitude about who is and is not deserving of public sympathy and related aid and that, even though homelessness is certainly not a unique condition in American history, this time “there is unquestionably something different about the homelessness of today.” When a person’s role has been reduced to an ambiguous image, it is difficult to determine the deserving from the undeserving, and Wright questions the values by which the “haves” are differentiated from the “have-nots.”

To help clarify the deserving from the undeserving in the American public’s eye, Wright developed a pie chart to graphically illustrate the distribution of homeless people into categories. Some categories may be considered “deserving” such as children, elderly, veterans, and working. Some categories may be considered neutral, such as mentally or physically disabled, and looking for work. Several categories are unclear, such as adult women and adult men in family. And Wright doesn’t specify whether or not some

95 Ibid., 12.
96 Wright, op. cit., xiii.
of his percentages are double-counted. Only one category is clearly negative and compr-ised of the “undeserving,” that of “lazy, shiftless bums,” and the percentage of homeless people represented in this category appears no larger than 15% to 20% of the total homeless population.⁹⁷

Figure 2.1  Distribution of Homeless People by Category: James Wright

It is Wright’s contention that the American public was still under the idea that most people who were homeless were from this latter category of shiftless, lazy bums, and not deserving of particular attention or concern. He felt “the sudden intensity and increased visibility of the homelessness problem took most observers by surprise.” ⁹⁸

Author Richard H. Ropers sees a more specific culprit in shaping of public attitudes

⁹⁷ Ibid., 67.
⁹⁸ Ibid., 17.
toward the homeless. He feels the media has played on the image of mental illness among the homeless population, especially in relation to recent deinstitutionalization efforts by the mental institutions in compliance with the law. Ropers is of the opinion the public has been more than willing to buy into this portrayal of the homeless because it allows for the obscurification of the ever-rising socio-economic inequality in the United States. Thus the media keeps the popular myth of the American dreamland of opportunity alive because the public needs the hope of such a dream, and this myth is preserved by the more believable myth that the dream is still realizable; it is just that most homeless are mentally ill and therefore ill-equipped to manifest opportunity and solutions to their problems.

It is not difficult to understand why many homeless people experience a strong sense of social disaffiliation when they are confronted with such types of social stereotyping, bigotry, ignorance, and apathy. Although it may appear that the homeless have dropped out of society, it is perhaps more accurate to state that the public has disaffiliated itself with the homeless. “Society may be seen as withdrawing from the [homeless] individual; his world disappears…” 99

And so it is for the homeless. Faced with poverty and ill health, forced to keep moving, hauling their lives and possessions about from nowhere in particular to nowhere in particular, unempowered to exercise their most basic human rights, unable to purchase or hang on to even the most basic articles for grooming and hygiene, living from moment to moment, meal to meal, hand-out to handout, walking the thin line between survival and the law, having little rest and no privacy, it is not surprising that they come to believe

nothing can really change their lot in life. Hidden in the shadows of society, the homeless fill the ranks of the underclass, living lives of invisibility and a life sentence of abject impoverishment, both in spirit and in reality.100

What then, is homelessness? For a very large segment of the homeless it is a tremendous diaspora occurring as like ghosts they drift about, voiceless, faceless, unnoticed and unseen; waves of the poor ebbing in and out of society, in it but not of it. These then, I call the “Neverwills” (someone who never amounted to anything, and never will). Without a safety net, the homeless filter down through the cracks of society until they simply do not have the means to recover from any setback. In such cases, individuals are “destined to die in much the same circumstances as they now live, homeless, besotted, broke, useless to any collective social purpose [and] dependent for survival on the largesse of society.”101

It appears in the final analysis that who are the “poor” may shift and change, but they have always been with us and will continue to be. One may argue about the root causes of poverty and homelessness, but there seems common agreement that poverty is a combination of lack of opportunity, education, job skills, stable lifestyle, and socio-political influence on one’s ability to obtain them.

What can be done to help break the cycle of homelessness? It appears then, that common denominators for possible avenues of intervention in the cycle of poverty and homelessness lie in policies that don’t exist, a social conscience that has all but disappeared, and a strong economy that has not arisen phoenix-like as expected from the ashes of an ever-struggling economy. In short, there appears to be no final solution to poverty

100 Ibid.
101 Wright, 135.
and homelessness in America. There are only intervention measures in what are isolated, temporary, stopgap programs to provide food and shelter for the indigent in specific geographical locations, and programs that are designed to help individuals break their cycle of homelessness through education, life skills and vocational skills training.

Given that only the latter actually provides the opportunity to learn skills to break the cycle of homelessness, effective models and programs throughout the nation were studied in order to understand what has already been successfully done by other states to break the cycle of homelessness.

**What Have Other States Done to Break the Cycle of Homelessness?** There is sufficient research on the benefits of prevention versus treatment-after-the-fact to support prevention as the more effective approach. Aside from prevention being very efficient, it is consistent with an ecological orientation by sensitizing proximal agents in the community who come into the most contact with the prevention-targeted population.¹⁰²

However effective, prevention programs have much difficulty getting funding and legislative support, primarily due to limited funding being targeted for already proven areas of need. It is difficult to perform definitive research on prevention programs, there are empirical concerns, and it is significantly more difficult to evaluate success by what was anticipated to occur and didn’t, than to measure crisis recovery rates. Because after-the-fact programs can generate measurable areas of human crisis for funding allocation, and empirical data on recovery rates, traditional programs are designed to be intervention oriented and remedial, not preventative.¹⁰³

¹⁰³ Ibid., 52-56, passim.
Professor Ren'e Jahiel of John Hopkins University has done in-depth research on the prevention paradigm as applied to homelessness. He states,

The objectives of prevention are to minimize harm to the individual and the community and to maintain economic productivity. These objectives may be achieved in three ways: by preventing the harmful condition from occurring (primary prevention), by detecting the condition soon after it occurs and taking steps to eliminate it (secondary prevention), or by minimizing the harmful effects of an existing condition (tertiary prevention). The definition of the condition that is targeted for preventative measures determines the scope and nature of the measures.\(^{104}\)

**Effective Primary Prevention Programs:**

According to Jahiel, primary prevention should be targeted at the people most at-risk of becoming homeless. He recommends primary prevention programs include education and training; early detection and treatment of mental disorders, substance abuse, and other health issues leading to disablement; prevention of job and housing displacement, and; the presence of actions by advocates.\(^{105}\)

**Education and Training:**

In a 1992 effort to address the multiple needs for parenting skills, life-skills and literacy skills by at-risk adults in Kansas, the Kansas State Board of Education created APPLE: The Adult Performance Parenting Literacy Experience. APPLE is a comprehensive literacy instruction packet that contains sample lesson plans with modules that emphasize learning and demonstrate mastery of a task that integrates parenting skills, literacy, and life-skills.

Because APPLE is meant to be used by any school, facility or agency that purchases the packet, the lessons are generic and open-ended, and the program has incorporated


\(^{105}\) Ibid., 10-12, passim.
methods for gathering pre-post data that can be used to measure success. As a “packet program,” APPLE is adaptive to the type of setting, instructor and skills focus-area for which it is intended. APPLE was designed to be “user-friendly” and useful for educators previously inexperienced with teaching the homeless and other socially barriered populations.  

In Illinois, Chicago’s Westside Transitional Shelter for Young mothers established the Westside Housing for Independent Living (WHIL). WHIL was designed to be a motivational program comprised of transitional housing, vocational training, and life-skills development to empower single mothers to get off welfare and become self-sufficient. While being provided with temporary shelter, prenatal and infant care and parenting classes, single mothers also participate in workshops on topics such as basic life-skills, resume writing, job interview preparation skills, and literacy skills development. This excellent preventative program offers single mothers a “new beginning” and methods to avoid becoming economically trapped into homelessness.

A preventative program called Neighborhood Place, Inc. in Davenport Iowa, developed a combination transitional housing, education, job training, employment referral, life-skills development and self-esteem building approach to preventing the cycle of homelessness in families. Neighborhood Place, Inc. owns three buildings in downtown Davenport where families can live up to two years in two-bedroom apartments while making the transition to permanent housing. Neighborhood Place strives to make all its families self-sufficient through basic life-skills and job skills training targeted toward increasing their ability to obtain and keep a permanent job, and be able to rent or buy

107 Westside Housing for Independent Living, Saint Gerrard House, 22 Kildare, Chicago Illinois, 60624
affordable housing by the time they leave the program.\textsuperscript{108}

Although most homeless prevention programs such as these three examples target the reduction of incidence and prevalence of homelessness, reoccurrence is another area of prevention that warrants examination. The Step Up on 2\textsuperscript{nd} program in Santa Monica California was set up to help formerly homeless mentally ill adults who have moved into affordable housing; whether an independent or a group-living situation. The staff and volunteers of Step Up on 2\textsuperscript{nd} provide home visits, vocational services, help with managing money and medical care, social activities, and basic lessons in confidence building, communication, cooking, housekeeping, and other useful life-skills. As a result, 82% of the participants have retained their housing.\textsuperscript{109}

According to S. Rosenfield this type of prevention is very critical for reducing the number of “revolving door” former mental health patients. In a review of research literature Rosenfield found that there was a greatly reduced recidivism rate for former mental health patients who were able to enter and retain stable and reliable housing.

\ldots half of all discharged [mental]hospital patients re-enter the facility within one year. \ldots Clients discharged into stable housing were significantly less likely to be rehospitalized than were the homeless mentally ill.\textsuperscript{110}

Although there was research literature on primary prevention programs, these programs had two critical factors in common. Nearly all were pilot projects and experimental models with limited guarantee of continuation beyond initial project contract period. And, nearly all relied on a combination of charities, donations, and government funding to remain in operation. Although highly successful, these programs tend to be short-

\begin{footnotes}
\item[108] Neighborhood Place, Inc., 809 West 6\textsuperscript{th} St., Davenport Iowa, 52801
\item[109] Step Up on 2\textsuperscript{nd} Housing Retention Project, 1328 Second St., Santa Monica California, 90401
\end{footnotes}
lived, and make the greatest impact on those participants who access them before they disappear.

**Effective Secondary Prevention Programs**

According to Jahiel, secondary prevention services focus on rehabilitation, remedial education, and sharpening job seeking and job performance skills.\textsuperscript{111}

In 1992 Joye Norris and Paddy Kennington addressed and laid out specific education and training strategies found successful in meeting the needs of those who have found themselves becoming homeless, or recently homeless. They emphasize life-skills training as a critical component of any homeless education and training program, and emphasize that the everyday paperwork needs of the homeless should be tied directly into the lesson plans. In this manner, homeless participants not only learn by doing, a rehabilitative quality of empowerment and sense of personal improvement also develops. Norris and Kennington place great significance on location, accessibility, and instructor selection and training when developing a remedial literacy program for homeless adults.\textsuperscript{112}

One of the larger rehabilitative-oriented prevention programs is Centerplace for the Homeless, a coalition of a dozen agencies that provide homeless assistance to people from four counties in the midlands of South Carolina. Since opening its doors in 1989, Centerplace has operated out of a warehouse and offers a wide range of services to meet both emergency and long-term needs of the homeless in a one-stop shop approach.

For example, there is an on-site, adult education teacher to help clients prepare for their GED exams. Employment counseling and an employment service is available on-

\textsuperscript{111} Ren’e I. Jahiel, 17.

site for older workers, and a local mental health agency, a homeless veterans assistance agency, and substance and alcohol abuse agencies, all have on-site services available. Through this proximal networking approach, multiple needs are identified and served without the client having to leave the building, and without duplication of services. The result is a highly time and cost-effective approach for serving a large number of homeless clients with a wide range of remedial needs.\textsuperscript{113}

Rehabilitation-oriented homeless prevention programs also include psychological rebuilding, such as in the case of education and training programs to assist battered women and children build new lives. Raphael House in Portland Oregon is one such program. Raphael House is a HUD funded Section housing program that operates out of three buildings and provides sixteen families with individual apartments within a safe and supportive community.\textsuperscript{114}

Raphael House helps women make the transition to independent living by providing free classes in parenting, self-care, basic life skills, and job skills. Support groups and a community education program designed to inform the public of homeless issues add to the rehabilitative quality of this community-based program.\textsuperscript{115}

**Effective Tertiary Prevention Programs**

Jahiel describes tertiary prevention programs as those that provide primary care services such as food and shelter, emergency medical care, and emergency mental health care.\textsuperscript{116} What such programs most commonly prevent is the homeless person’s continued

\textsuperscript{113} Centerplace for the Homeless, a HUD Emergency Shelter Grants Program, 1924 Taylor St., Columbia, South Carolina, 29201

\textsuperscript{114} Raphael House, HUD Section 8 Homeless Program, P.O. Box 10797, Portland Oregon.

\textsuperscript{115} Ibid.

\textsuperscript{116} Ren'e I. Jahiel, 17.
mental and physical decline, and possible death. Because these shelter-oriented programs attract a concentrated presence of indigents, they also face the greatest “nimby” (not-in-my-backyard) community resistance to the presence of such programs.

Tertiary prevention programs can also run independent of client contact. For example, since its inception in the early 1970’s, the U.S. Department of Agriculture’s Summer Food Service has been providing nutritious meals to the children of needy families during the summer months when schools and school breakfast and lunch programs are not operating. In most states the Summer Food Service program is carried out by the Department of Education for that state.117

When the need for tertiary services, such as food and shelter, are too great for a single services provider to meet, a cooperative effort between agencies can result in a purposeful recycling of goods by diverting them to such programs. For example, a Seattle, Washington agency in King County called Sharehouse solicits donations from manufacturers, hotels, restaurants, and personal donations from the public. Sharehouse then redistributes the grooming and hygiene products, food, clothing, and household items to over 107 agencies serving homeless people anywhere in King County. Sharehouse not only recycles “waste” into “worth,” which is economically sound, it also frees agencies from the time-consuming activity of having to solicit donations. Most of Sharehouse’s budget comes from a state block grant and grant from the Nesholm Family Foundation.118

Although but a sampling of the myriad of prevention programs that serve the needs of the homeless and at-risk homeless, these examples have one theme in common, the basic survival needs of their clientele. Whether individuals or families, youth or senior citizen,

117 U.S. Department of Agriculture, Child Nutrition Division, Summer Food Program, Alexandria Virginia.
118 Sharehouse, 4759 15th Avenue N.E., Seattle, Washington, 98105.
working or unemployable, all are in need of immediate, life-prolonging services. The line between tertiary prevention, intervention and treatment becomes indistinct at the level of providing humans with basic needs such as food, shelter and medical care.
CHAPTER 3

The Learning Years

Who are the Homeless in Hawaii and what do they have in common that contributes to the cycle of homelessness?

Before 1980, newspaper referrals to the homeless in Hawaii are nearly non-existent. There is no record of state funds earmarked for serving any segment of the homeless population, and agencies serving the poor were only beginning to notice an increase in "no address" applicants.

As recently as 1987 there were still only a handful of charities in Hawaii that specifically targeted homeless people for services; small, independently operated and sparsely funded programs offering emergency medical attention, food, and sometimes limited, temporary shelter. There were no homeless education and training programs and no life-skills training beyond that provided by individual shelter staff on an as-needed basis.

The first segment of the Hawaii homeless population targeted for academic attention were homeless children and youth. In acknowledgement of the need to bring the plight of such children to public light, the 1987 Department of Education Conference on Children and Youth altered its title by penciling in at Risk over the annual, regular Conference title. The purpose was to focus the entire Conference on breaking the cycle of poverty, homelessness, and other related factors that put the health, safety, and quality of life at-risk for a growing number of children in Hawaii.

Conference on Children and Youth

at Risk

Figure 3.1 Graphic
Safety and Security Specialist, Melvin T. Seo stated at the Conference,

So who is this child at risk? He is the child who comes to school with no food in his stomach. He is the child who cannot afford the fee for an enrichment activity. He is the child whose self-esteem suffers because he is ashamed of the clothes he wears. He is the child who is unable to provide all of his school supplies. He is the child whose readiness experiences have been limited. He is poor. 119

When later asked to describe the typical homeless adult student, this researcher found that by simply substituting the word “adult” for “child” in Melvin Seo’s description, the same definition applied. At the 1987 Conference Seo also stressed that to-day’s at-risk child becomes tomorrow’s at-risk adult, especially in terms of loss in human resources and related rise in crime. He said in that same Conference address,

Some of the results of our inability to deal effectively with the children at risk include a growing number of uneducated and undereducated youths who are unable to find or keep employment. We are seeing an increasing number of dropouts who are more likely to face unemployment, menial jobs, and reliance on public assistance. Society pays a price for dropouts through increased demands on the social services and criminal justice systems. The reduced income and spending power of our non-graduates tend to depress our economy. They are more likely to participate in unproductive, disruptive, or criminal activities. Our prisons are good indications of this. 120

A homeless person’s need for help with concerns beyond basic biological needs, such as with an application for a job, housing, medical or mental health referral, falls outside the scope and responsibilities of most charity program and emergency shelter staff. When personalized assistance does occur, it’s usually sporadic, specific, and dependent on many factors outside the client’s control, from willingness, availability and knowledge of staff, to the homeless person’s ability to understand or act upon the advice or help given.

Without an educational program that offers training in basic life skills, essential paper

120 Ibid., 15.
work doesn’t get completed or turned in, essential services are denied, and appointments
that are attached to critically needed service areas are not kept. In essence, a homeless
shelter provides the food and protection from the elements that extend life, but do nothing
to extend the quality of that life.

There is very little data as to the numbers of homeless in Hawaii prior to the 1990
Census and an in-depth study done by SMS Survey of that same year. In 1983 Chun and
Takeuchi did a preliminary study on Hawaii’s homeless and found the following:

There is little documentation regarding the homeless in Hawaii. Six years later,
with few exceptions, the data that have been collected are uneven, at times super­
ficial and even contradictory. To date, no definitive study exists.\footnote{121}

Although by 1987 the few homeless shelters in Hawaii were well aware of the needs
of their homeless individuals and families, there simply were not enough resources or
staff to even meet the basic biological needs of the then estimated 7,000 to 9,400 home­
less people throughout the state.\footnote{122} Therefore, prevention services such as literacy and
job skills development, basic life-skills training, or a job-development program, were not
a priority, however much such services might be perceived as needed and appropriate.

Although there was much agreement from overtaxed homeless food and shelter prog­
rams that something needed to be done to address the growing presence and problem of
homelessness in Hawaii, it wasn’t until 1989 that the first specific funding source and
plan to provide literacy and life-skills training to homeless adults appeared in the Hawaii
State Department of Education State Program Plan for Adult Basic Education, Fiscal
Year – 1989, as required by the amended Adult Education Act (P.L. 91-230). As stated
in Section F, Goals FY 1989 of that Plan,

\footnote{122} Hawaii’s Homeless, Prepared by SMS Research and Marketing Services, Inc., July, 1990, iv.
... goals, objectives, and activities will be initiated, developed, and/or implemented at the local level to the extent of the school/district need and availability of staff and other resources. A new goal and objectives for education for the adult homeless individuals for Fiscal Year 1989 is included for implementation.123

The DOE State Plan FY-1989 listed as Goal 3: Plan and Implement a Program of Literacy Training and Basic Skills Remediation for Adult Homeless Individuals Within the State. It listed the following objectives and activities for this proposed Program:124

**Objective A:** Promote literacy training among local agencies.

**Activities**
- Encourage agencies and organizations to cooperatively work together to service the homeless.
- Foster non-traditional approaches by reaching out and encourage participation by the adult homeless individuals.

**Objective B:** Provide opportunities to build self-esteem.

**Activities**
- Provide opportunities to develop self-esteem and confidence and foster support systems available through friends, families, church groups, workers, and peers.
- Provide activities to reduce the effects of distress.

Objectives C and D addressed the numbers to be targeted, screened and served, and the basic curriculum to be provided. However, it was the last objective, Objective E that drew this researcher into the equation of meeting this Plan’s mandates.

**Objective E:** Promote growth towards a full service program for homeless adults to receive appropriate literacy and basic education remediation.

**Activities**
- Provide leadership to ensure the program of activities are implemented.
- Provide assessment of literacy skills and basic education remediation
- Network with community agencies for employment.

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123 Hawaii State Program Plan for Adult Education Fiscal Year-1989, Hawaii State Department of Education, Office of Instructional Services, Special instructional Programs and Services Branch, Adult and Early Childhood Section, III, 16.
It became apparent that, in order to determine which program designs would best meet the DOE State Plan’s mandate to provide literacy and life-skills training for homeless adults, an initial assessment (as listed in Objective E, 2nd Activity) was required in order to form a definitive profile of the adult homeless adult learner.125

It was at this time, late 1989, that Mr. Hartwell Lee Loy, the DOE Office of Instructional Services Education Specialist responsible for implementing and overseeing the State Plan for education for homeless adults, approached Ms. Ruby Hargrave, Executive Director for the Honolulu Community Action Program (HCAP). As previously mentioned, Mr. Lee Loy wanted to provide Stewart B. McKinney funds to this small, non-profit, urban located community agency (whose wide range of services were for low-income individuals and families) to develop and operate an education for homeless adults demonstration project.

Mr. Lee Loy wanted statistics to create a general profile of the adult homeless learner. This included quantitative assessment for key abilities and aptitude areas, and a needs assessment inventory to determine other critical areas of need. In addition to funds for paying for 2 part-time teachers, 1 part-time assessment worker, and 2 part-time counselors, there was a substantial percentage of the funding that could be used to directly supply the student with needed articles. This included a monthly bus pass, grooming and hygiene products, shoes, a watch, and even a set of job interview clothes, to help the participant be more employable.

As this researcher was already working at HCAP as the Coordinator for a dislocated and older workers program that had several homeless people as participants, I was asked

125 Ibid., III, 21-24.
to meet with Mr. Lee Loy and Ms. Hargrave to provide feedback about those clients. Coincidently, I was a doctoral candidate and seriously considering the growing homeless phenomenon in Hawaii and the need for education and training to break the cycle of homelessness, as a dissertation topic. That meeting fortuitously developed into my being given the opportunity to design, coordinate, and hire the staff for the new DOE funded, HCAP administered homeless adults assessment, education and training program contract.

Although the program had several specific requirements, most of the design, methods of implementation, and assessment were left to me as the program coordinator. The program became the first official state-funded education for homeless adults program in the state of Hawaii. The program’s name was created as an acronym for the key services to be provided, and it was aptly called “HEART,” standing for Homeless Evaluation, Assessment, Referral and Training, the four key service areas of the program.

The key DOE requirement for the HEART program was Objective E, to obtain federally required statistics on the homeless population being served; their race, gender, age-range, employment status, verbal, math and other aptitude skills levels, and an assessment of their most critical needs. The DOE provided standard statistical report forms for reporting required educational and demographic information. How the data was gathered was left to the resourcefulness and ingenuity of the staff.

**The Instruments: Selecting a standardized abilities test and creating an inventory to ascertain client needs.**

Although the federally required categorical information would yield a picture of “Who are the homeless in Hawaii?” this researcher was also interested in researching the ques-
tion of, "What, if anything, do the Hawaii homeless have in common that contributes to the cycle of homelessness?" It was believed this latter question would hold significance toward breaking the homeless cycle. The federal forms would yield the answer to the first question, but not the latter. Therefore, the Comprehensive Ability Battery (CAB) was selected to measure academic and life-skills aptitudes and abilities, and a Needs Assessment Inventory (NAI) was designed to measure the participants' types and levels of perceived need.

The CAB is a joint development by A. Ralph Hakstian of the University of British Columbia, Raymond B. Cattell of the University of Illinois, and the staff of the Institute for Personality and Ability Testing, Inc. (IPAT), Copyright 1975, 1976, 1982 by IPAT.126

Data regarding the reliability and validity of the CAB has shown it to be both stable and high over different homogeneous groups. In two studies on reliability of the CAB, although reliability estimates may be somewhat deflated due to the homogeneity of the subjects, the results proved quite promising, "... with approximately 94% of the subsequent split-half reliabilities obtained meeting or exceeding the results."127 Direct concept validity of the CAB tests all ranged between .72 and .98 (based on 280 11th and 12th grade students from Study 2).128

The CAB was selected because of the range of factors measured, including two specific factors I thought might hold significance due to the transient, immediate lifestyle of homelessness; the Inductive Reasoning scale, and the three different types of memory scales, Associative (Rote) Memory, Meaningful Memory, and Memory Span.

127 Ibid., 9.
128 Ibid., 10.
I also needed an instrument to measure the type and level of need(s) of the homeless clients to be served by the HEART Program, but research showed no such standardized instrument was available. I received assistance from Dr. Heather Hammer of the University of Hawaii at Manoa who taught, among other subjects, the design of assessments and inventories. I then designed a Needs Assessment Inventory to determine the demographics, type and range of needs for this population.

The Needs Assessment Inventory consisted of four parts. Part I was set up as a Likert Scale, with 17 response items. The lead question was, “How much trouble are you having with,” and choices were, “A Lot, Some, Hardly Any, Not Applicable.” Response items addressed areas such as shelter, having enough to eat, receiving medical and dental care, having adequate clothing, keeping clean and groomed, having a place to store possessions, transportation, childcare, and employment needs, substance dependency issues, coping with stress, and presence or lack of a social support system. The purpose of this section was to determine the type and level of barriers each participant faced in meeting his or her basic needs.

Part II of the NAI focused on obtaining information about what types and amount of assistance (if any) the participant was being provided by other sources or agencies, such as Welfare assistance, Veterans Benefits, child support, medical and dental services, and the like. This was to avoid duplication of services and to identify areas of most critical support services needed by each participant.

Part III of the NAI asked the participant to identify personal barriers to finding employment. There were a total of 19 options to select from. These included educational deficiencies (weak reading, writing, math skills, and/or no high school diploma), lack of
work experience, job seeking skills, or job opportunities, no information about the job market, health, transportation or child-care problems, and the like. As the HEART Program provided preemployment preparation workshops, the information from this section helped establish which workshops were most critical to provide at any given time.

Part IV was a fill-in response to the question, “In your opinion, what do you need the most help with in your life?” This was to allow the participant to list the need or needs he or she considered the most crucial, especially if that particular need was not already listed on the NAI.

Section V contained five fill-in spaces and a list of 30 words. Ten words were weighted as positive terms (such as satisfied, appreciated, energetic), 10 words were weighted as negative terms (such as angry, lonely, useless), and 10 words were weighted as neutral terms (such as average, okay, surviving). The participant was asked to indicate 5 words of their own, or to select from the 30 words provided. The purpose of this section was to obtain an “overall emotional climate” through the participant’s personal perception.

The last section of the NAI, Part VI, consisted of five “face” icons set up in a Likert scale ranging from an extremely “happy” face, to an extremely “unhappy” face. Participants were asked to check the face that appeared closest to their answer on each of 4 questions; the face that comes closest to how they feel today, the face that comes closest to how they feel about coming to the HEART appointment, the face that comes closest to how they feel about life in general, and the face that comes closest to how others perceive the participant. Again, this was to obtain a measure of the congruency between the participant’s “overall emotional climate” reflected in Part V and Part VI of the NAI. (Refer to Appendix A for sample Needs Assessment Inventory.)
Through data provided by this one year, federally funded demonstration project’s assessment of a sizeable cross-section of the homeless adult population, it was hoped viable areas of prevention and intervention would become apparent. Thus, the HEART program opened its doors December 1989. And, by the time the program ended September 1990, a total of 250 participants had been assessed and provided with basic literacy and referral services, and a range of preemployment and life-skills building workshops.

The HEART Program – “Down and Out in Paradise”

In the HEART Program project abstract submitted by HCAP to the DOE, the program proposed to identify, recruit and screen 150 homeless adults, target 50 of those adults for basic skills and literacy skills upgrading, and to provide 30 of those adults with full basic skills training and literacy skills upgrading. Tracking and follow-up services were also to be provided as much as possible for all participants. Total project cost was projected at $82,500.129

In that program proposal, the overall goals of the HEART Program were:

1. To provide intake counseling, and comprehensive needs assessment to each new client.

2. To administer a comprehensive assessment of the client’s interests, aptitudes and abilities.

3. To create a personalized development plan which honors the capability of each participant.

4. To provide group and individual counseling and career guidance sessions which relate ways to the participant to reach maximum potential for personal growth, social development, and earning power.

5. To train participants in areas which assist upward mobility.

6. To supply goods and services to participants which enhance their self-sufficiency.

7. To introduce participants to methods of obtaining information and resources that will allow them a wider range of options for meeting immediate needs and setting future goals.

8. To recruit, assess, and provide literacy skills upgrading to homeless adults.

The objectives of the services to be provided were also very explicit in the request for proposal document. They were as follows:

1. To introduce the participant to program directives, services available, responsibilities, rights, and agreements.

2. To develop knowledge of the participant’s interests, experience, values, aptitudes, and abilities.

3. To provide each participant with a plan which addresses their particular needs regarding life management skills, personal growth, career development and economic self-sufficiency.

4. To provide not less than 50 participants having literacy skills deficiencies with additional assessment and referral to an appropriate, remedial literacy program.

5. To provide not less than 30 participants with placement services into “HEART Plus” (an on-site tutorial set-up) and other appropriate remedial literacy programs.

6. To provide clients insight to, and knowledge of, their personal strengths and weaknesses related to vocational achievement.

7. To assist clients in developing skills which will help them make a transition to self sufficiency upon program completion.

8. To provide a nurturing and inspiring environment to facilitate personal growth, goal-setting and goal achievement in participants.

9. To create opportunities for program graduates to enter or improve their position in the Hawaii workforce.

10. To provide information and referral assistance to help clients meet their primary needs such as mental and physical health care, fruitful job search, educational and vocational training opportunities.

As can be seen, the HEART Program was clearly designed to be interventionist and,
on some levels even a preventive program, with all of the elements in place required to
break the cycle of homelessness through education and training in place. The HEART
Program met state objectives to provide services for homeless adults to assist their
transition to self-sufficiency, and also met state objectives for providing a system of case
management and tracking for such a transient population.

The HEART Program was set up to be as accessible as possible. A quantity of flyers
were made and distributed to local churches, mental health clinics, shelters and welfare
offices. (Refer to Appendix A for sample Flyer.) Homeless individuals interested in par­
ticipating could walk in for services, whether referral was initiated by another agency, or
the clients were self-referred through word-of-mouth.

Although requested, no self-identification was required for Program eligibility. Infor­
mation was self-reported and verified when possible. All contacts were through a general
intake process, regularly scheduled activities, or personal appointments made during
program hours. In order to assist participants with problems occurring outside regular
Program hours, HEART also formed a support services partnership with the Volunteer
Information and Referral Services (VIRS) for a 24-hour hotline and next day referrals.

The HEART Program was considered to be highly accessible in that it was centrally
located on-site at HCAP, within walking distance of the main homeless shelter in Hono­
lulu, The Institute for Human Services (IHS). Not only was the Program site on a main
Bus line running cross-town on Beretania Avenue, it was wheelchair accessible, and
served by a ground-floor elevator.

Although staff at the HCAP Administrative office were used to having other program
participants occasionally come to this main office for services, the sheer numbers and
presence of the new HEART Program participants soon became a challenge for many of them. The most common concerns centered on the poor grooming and hygiene of all too many of the participants. To be explicit, participants frequently smelled of body odor, had bad breath, dirty hair, teeth and nails, and were carrying multiple bags of belongings with them whenever they attended program functions. The combination could sometimes be quite hard to ignore.

In addition many of the homeless applicants and participants had mental health problems and other psychological tics and quirks that brought further discomfort to the staff. Some staff had concerns over the chairs and the rugs getting soiled because participants using them tended to appear somewhat dirty and unkempt. There were even a few staff concerned with disease and bugs; everything from AIDS to ukus (head lice) associated with the unhygienic participants. However, once participants were issued their grooming and hygiene kits, or received clothes, shoes and backpacks for participating in various program functions, their appearance and body odor improved as did staff attitudes.

The concept of the HEART Program was based on a combination of three primary functions: the pragmatic aspects of gathering the required data to earn the Program’s funding; the provision and delivery of a basic literacy, life-skills and job skills education and training component to help break the cycle of homelessness, and; the social support aspect of providing participants with opportunities for building confidence and self-esteem. In research performed by Kobasa and Maddi it was concluded that,

Well-timed social support can enhance personal hardiness. . . . characterized by social skills, commitment (versus alienation), control (versus powerlessness), and challenge (versus threat) orientation.\textsuperscript{130}

The HEART Program was designed to start out with a cognitive-behavioral approach and tied goods received to level of participation. Participants received free counseling and referral services, but had to earn the Program's more tangible goods such as a bus pass, clothes, work tools, and the like. As participants became more deeply involved in their own rehabilitation process, program benefits became more individualized and intrinsic.

For example, in order to earn their grooming and hygiene kits, the participants were required to go through the General Intake process, and complete the assessment section of the program. At General Intake the HEART Program rights and responsibilities were discussed with the applicant. If interested, the applicant then filled out the Intake forms that gathered the federally required demographic data and as much personal history information as the applicant was willing or able to give.

During Intake, participants also completed the NAI that would later be used to determine type and sequence of most critically needed services. Each applicant was then given an I.D. number for confidentiality in data reporting, moved to the status of "participant," and given a grooming and hygiene products list to check off the items, brands, and sizes of the products he or she wanted included in their kit. The participants were then given a schedule for the next CAB assessment sessions to follow in the next few days, were scheduled for the time and day they selected, and then issued a one-month bus pass to help them get to the Program site.

Since the CAB takes approximately 3 hours to complete, and most of the participants took their meals for lunch and dinner at pre-set times either at the IHS or at nearby churches with food programs, the CAB assessment was always offered in the afternoon.
from 1 p.m. to 4 p.m., thereby ensuring no-one would go hungry for having participated in the Program activities.

After the CAB was completed, the participants were given their grooming and hygiene kit that held small bottles of mouthwash, shampoo, cream rinse, shaving cream, lotion or perfume; disposable shavers; toothpaste and a toothbrush; hairbrush and comb; band-aids; underarm deodorant; foot or body powder; and tampons or feminine hygiene pads for the women.

This Intake process assured that all required data was obtained per Program requirement. In addition, participants received goods and articles by earning them, not by being given them, a decided aid for developing self-esteem. The monthly bus pass also assured participants easier access to the various referral sites and job interviews, as well as for attending the regular HEART Program activities. And, as early as the point of Intake, the applicants most critically in need of physical and/or mental health intervention and treatment services could be identified to receive immediate referral and advocacy services from the HEART staff.

After completing the CAB and receiving the grooming and hygiene kits they had earned, participants were offered the opportunity to attend the optional 12 to 20 hours of preemployment and life-skills development classes offered by the education and training component of the Program services called HEART Plus.

Literacy and math tutoring were available on a one-on-one basis, and, when appropriate, participants were also referred to other literacy, ESL, and math skills development programs as well, such as those offered by the nearby McKinley and Farrington Community Schools for Adults.
Life skills education was considered to be the essential core of the HEART Program education and training for breaking the cycle of homelessness. The life-skills component was designed to increase the participant's niche breadth by increasing his or her ability to participate in activities of everyday living. Here the Program applied the ecological concept for the development of "niche-breadth" through self-help skills like how to open a bank account, read schedules and maps, apply for identification, and obtain a driver's license or library card.

Person-oriented programs attempt to widen the range of settings in which individuals can function. Ecologists use the term "niche" to refer to settings in which a person can live and grow. As the range of niches increases, the chance of survival becomes greater, particularly when niches change quickly. Person-oriented interventions are attempts to increase an individual's niche breadth.131

Because this was in large part also a pre-employment training program, Program activities were set up to emulate the job market. A work ethic was established by having scheduled activities requiring a participant to become more self-sufficient in order to earn more complex or expensive goods. The participant's capacity for delayed gratification thereby was strengthened. And, as participants moved more into self-sufficiency, earning what they received brought a sense of pride and accomplishment that helped boost self esteem and self-efficacy.

The HEART Plus pre-employment and life-skills classes were each 2 to 3 hours long and consisted of a core of 12 contact hours in areas such as health, grooming and hygiene tips; obtaining or duplicating lost or stolen identification to be eligible for a variety of social service benefits; applying for and completing application forms for those services and agencies; obtaining local job market information and resources; and developing job

skills such as how to write a resume, fill out job applications, answer difficult questions, and increase job retention once hired.

Participants completing this first 12 hours of classes, not only received independent job development and job referral services from the HEART staff, they were also given a $25 to $40 purchase order to the nearby GEM's store to cover the cost of a set of clothes suitable for job interviews. To ensure that the money was spent as intended, after the participant had selected their articles and put them on lay-away, a staff person would meet the participant at the store to give final approval and sign the P.O. If a selection was obviously inappropriate for job interviewing, such as being too casual, too dressy, overly sheer or "sexy," the staff person would assist the participant in picking out an alternative selection they both could agree on.

This rule of thumb also held for shoe and watch purchases. Closed shoes, conservative high heels, and when appropriate for the type of work sought, dressy sandals, tennis shoes or work boots were acceptable. Overly dressy or flashy shoes and hiking shoes were not. And, after the very first participant to receive a $35 gold-tone watch was mugged that night in his sleep, an agreement was worked out with the GEM's store jeweler to supply each client with a range of $20 to $25 female or male watches with leather, plastic or cloth bands and built-in clock alarms. This way, all the needs for a timepiece were met without making the participant an obvious target for victimization.

The last two HEART Plus classes that were offered following the core 12 hours of pre-employment training and life-skills development, were for those participants most motivated to become self-sufficient and who most actively conducted their affairs in a manner most likely to result in self-sufficiency. These students came to class to discuss
their progress in activities designed to help them go to referral agencies for education or job training assistance, make and keep job interviews; attend literacy classes; and succeed in other areas of self-improvement requiring decision-making and active follow through.

Upon successful completion of the last 8 hours of the HEART Plus Program, the participant earned a day of special treatment. On the morning of the Program Graduation Day, a taxi would arrive at HCAP to pick up the 5 or 6 Program graduates, dressed in their interview clothes, and drive them and a staff person to the Hollywood Beauty College where they received a shampoo, haircut or style, and coloring if desired. They also had their choice between a manicure and a pedicure.

Beauty school personnel would then give a lecture and demonstrate to the students how to easily maintain and care for their hair and nails. Then each student received a $20 package of hair and nail care products from the school, paid for by the HEART Program and earned by the students for successfully graduating from the Program.

By the time the beauty school activities were finished, it was lunchtime, and the participants were then escorted by taxi to a very nice restaurant to have a buffet-style lunch with non-alcoholic drinks and dessert. This day of primping and celebration went a long way toward promoting self-esteem, and many of the participants later reported that this special day of looking, feeling, and being treated as a normal, wholesome human being, had proved pivotal in their personal commitment to breaking their cycle of homelessness.

A Profile of Hawaii’s Homeless from the HEART Program Data

Two hundred fifty subjects attending the HEART Program at HCAP from December 8, 1989 through September 30, 1990 made up the subject pool for this initial line of inquiry. The population used to generate initial information consisted of 69% males and 31% fe-
males. Of the total population, 18% are 18-24 years old (10% males and 8% females), 63% are 25-44 years old (37% males and 26% females), 16% are 45-59 years old (9% males and 7% females), and 3% are 60 plus years old (1% males and 2% females).

Approximately 95 of the subjects (38%) are Caucasian, 40 of the subjects (16%) are Hawaiian or part-Hawaiian, 23 of the subjects (9%) are Black, 22 of the subjects (9%) are Hispanic, 18 of the subjects (7%) are Samoan, 17 of the subjects (7%) are Alaskan/American Indian, 10 of the subjects (4%) are Portuguese, and 10 of the subjects (4%) are Filipino. The remaining 6% are “Other.” Because the population mix of the subjects fluctuated, the percentages reported are mean averages.

There appear to have been almost no homeless participants of Asian ancestry in the HEART program. This may have been due the much smaller representation of persons from this category in the overall homeless population, and is loosely associated with the Asian predilection for “saving face” and maintaining an extremely low profile by shunning such programs.

The HEART Program’s clientele were at least 2 males to every female. There were very few homeless participants over 50 years of age, and the majority of the students fell roughly in half between the 18-29 year olds and the 30-49 year olds. Of the total population for the period of the contract, 27% stated mental health problems and 38% stated problems with alcohol and/or substance abuse. From the above data, the typical homeless adult in Honolulu 1989-1990 was either Caucasian or Hawaiian/part-Hawaiian, and was usually an 18 to 49 year old single, unemployed male experiencing mental health or substance abuse problems.
What, if anything, do the homeless have in common?

As previously mentioned, in order to measure any cognitive deficiency areas that homeless adults might have in common, a broad-based assessment instrument was selected. The Comprehensive Abilities Battery (CAB) is comprised of 12 subscales that measure a wide range of aptitudes and abilities; Spelling, Verbal, Numerical, Spatial, Speed of Closure, Perceptual Speed and Accuracy, Inductive Reasoning, Flexibility of Closure, Rote Memory, Meaningful Memory, Memory Span, and Mechanical Reasoning.

As the HEART Program actually surpassed the contractual number of participants required, a total of 279 participants were administered the CAB. (Because of reading comprehension problems, a handful of participants did not take the Spelling, Verbal, and Inductive Reasoning scales.) Each subscale percentile mean was achieved by combining all the participants’ percentile scores for each subscale, then dividing by the number of participants completing that particular subscale. The following participant subscale percentile means are ranked from highest areas of performance to weakest areas of performance. The bottom four areas are those areas indicating the greatest need for remedial attention:

<table>
<thead>
<tr>
<th>Subscale</th>
<th>Participants Percentile Mean</th>
</tr>
</thead>
<tbody>
<tr>
<td>Verbal Ability (V)</td>
<td>61</td>
</tr>
<tr>
<td>Spelling (SP)</td>
<td>52</td>
</tr>
<tr>
<td>Mechanical Reasoning (MK)</td>
<td>52</td>
</tr>
<tr>
<td>Speed of Closure (CS)</td>
<td>36</td>
</tr>
<tr>
<td>Flexibility of Closure (CF)</td>
<td>36</td>
</tr>
<tr>
<td>Perceptual Speed &amp; Accuracy (P)</td>
<td>36</td>
</tr>
<tr>
<td>Spatial Ability (S)</td>
<td>35</td>
</tr>
<tr>
<td>Meaningful Memory (MM)</td>
<td>35</td>
</tr>
<tr>
<td>Inductive Reasoning (I)</td>
<td>33 *</td>
</tr>
<tr>
<td>Rote Memory (MA)</td>
<td>31 *</td>
</tr>
<tr>
<td>Numerical Ability (N)</td>
<td>30 *</td>
</tr>
<tr>
<td>Memory Span (MS)</td>
<td>28 *</td>
</tr>
</tbody>
</table>

103
These findings indicate that the HEART Program participants appeared to be weakest in these areas involving memory, inductive reasoning, and math.

However, it was also necessary to ascertain what significant physical and emotional needs this population held in common. The Needs Assessment Inventory was a useful tool to do so. Results of Part I are as follows:

<table>
<thead>
<tr>
<th>Problem</th>
<th>A Lot</th>
<th>Some</th>
<th>Hardly Any</th>
<th>N/A</th>
</tr>
</thead>
<tbody>
<tr>
<td>Transportation?</td>
<td>53%</td>
<td>26%</td>
<td>12%</td>
<td>8%</td>
</tr>
<tr>
<td>Childcare?</td>
<td>4%</td>
<td>2%</td>
<td>5%</td>
<td>88%</td>
</tr>
<tr>
<td>Finding temporary shelter?</td>
<td>22%</td>
<td>8%</td>
<td>5%</td>
<td>64%</td>
</tr>
<tr>
<td>Finding a permanent residence?</td>
<td>44%</td>
<td>21%</td>
<td>8%</td>
<td>25%</td>
</tr>
<tr>
<td>Having enough to eat?</td>
<td>52%</td>
<td>24%</td>
<td>6%</td>
<td>19%</td>
</tr>
<tr>
<td>Receiving medical care?</td>
<td>23%</td>
<td>17%</td>
<td>14%</td>
<td>45%</td>
</tr>
<tr>
<td>Receiving dental care?</td>
<td>26%</td>
<td>14%</td>
<td>14%</td>
<td>45%</td>
</tr>
<tr>
<td>Finding employment you can accept?</td>
<td>32%</td>
<td>31%</td>
<td>16%</td>
<td>20%</td>
</tr>
<tr>
<td>Coping with everyday stress?</td>
<td>25%</td>
<td>22%</td>
<td>20%</td>
<td>32%</td>
</tr>
<tr>
<td>Receiving mail?</td>
<td>29%</td>
<td>14%</td>
<td>19%</td>
<td>36%</td>
</tr>
<tr>
<td>Having clean, adequate clothing?</td>
<td>50%</td>
<td>28%</td>
<td>10%</td>
<td>10%</td>
</tr>
<tr>
<td>Caring about your future?</td>
<td>33%</td>
<td>36%</td>
<td>15%</td>
<td>15%</td>
</tr>
<tr>
<td>Managing your finances?</td>
<td>31%</td>
<td>36%</td>
<td>18%</td>
<td>13%</td>
</tr>
<tr>
<td>Keeping clean and groomed?</td>
<td>39%</td>
<td>28%</td>
<td>15%</td>
<td>18%</td>
</tr>
<tr>
<td>Feeling someone cares about you?</td>
<td>31%</td>
<td>23%</td>
<td>23%</td>
<td>22%</td>
</tr>
<tr>
<td>Dependency on substances (alcohol, drugs, etc.)</td>
<td>14%</td>
<td>24%</td>
<td>28%</td>
<td>34%</td>
</tr>
<tr>
<td>Having a place to store your possessions?</td>
<td>22%</td>
<td>17%</td>
<td>16%</td>
<td>44%</td>
</tr>
</tbody>
</table>

As can be seen, food, shelter, transportation and clean, adequate clothing were of primary concern to Program applicants. These basic biological needs were followed by concerns about economic issues (finances and employment), and "caring," whether about their future, or about not having someone who cares about them. Those areas of less concern to the applicants were mostly problems with medical and dental care, dependency on substances, and finding a place to store their belongings. Childcare was the least concern, but this can be attributed to the fact over two-thirds of the applicants were males, and 80% of the applicants were single.
Although 16% of the applicants reported being single parents, most were males and said they were not the custodial parent. (A substantial amount of the male applicants who fell in this category asked to get help with making the custodian allow them to see their children.) There were also 4% of the applicants who were married, with children, and those with younger children each said they would need help with childcare in order to hold a job.

PART II of the NAI was to determine what, if any, support services the applicant already had in place. Some questions allowed for more than one response to be given. Therefore, the total number of applicants responding to some categories can include multiple responses. The findings were as follows:

1. *Are you receiving any welfare assistance?*
   - Yes 29%
   - No 44%
   - Pending 13%
   - N/A 14%

2. *If you answered YES or PENDING, which type(s) of welfare are you applying for or receiving?*
   - Aid to Families with Dependent Children 5%
   - General Assistance 15%
   - Food Stamps 33%
   - Medical Assistance 19%
   - Other 17%
   - No Response 27%

3. *Are you receiving any other form(s) of assistance or benefits at this time?*
   - Yes 10%
   - No 73%
   - N/A 17%
4. **If you answered Yes, please check off or list those benefits and/or assistance you are receiving:**

<table>
<thead>
<tr>
<th>Benefit</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>SSI/SSDI</td>
<td>48%</td>
</tr>
<tr>
<td>Unemployment</td>
<td>16%</td>
</tr>
<tr>
<td>Worker Compensation</td>
<td>0</td>
</tr>
<tr>
<td>Alimony</td>
<td>4%</td>
</tr>
<tr>
<td>Child Support</td>
<td>16%</td>
</tr>
<tr>
<td>V.A. Benefits</td>
<td>16%</td>
</tr>
<tr>
<td>Medical Benefits</td>
<td>28%</td>
</tr>
<tr>
<td>Dental Benefits</td>
<td>24%</td>
</tr>
<tr>
<td>Other</td>
<td>28%</td>
</tr>
</tbody>
</table>

As can be seen, a little over ¼ of the applicants were receiving some form of public assistance (welfare). Of those receiving such benefits, the most common were the two emergency benefits easiest to qualify for under the public welfare system because they involve no cash support, food stamps and medical assistance.

Other than public assistance, the next most frequent source of assistance to those homeless applicants eligible for such support were social security and social security disability income. It was discovered after-the-fact that most of the applicants who indicated they were receiving medical and dental assistance on Question 4 were receiving public assistance for these two categories, and had misunderstood that Question 4 was referring only to “other types of assistance than Welfare.” The data reported for medical and dental assistance under Question 4 is therefore considered to be invalid.

PART III of the NAI was to determine the reasons the applicant felt posed barriers to finding employment. The following list displays multiple responses from most to least perceived barrier:

<table>
<thead>
<tr>
<th>Reason</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Transportation problems</td>
<td>63%</td>
</tr>
<tr>
<td>No information about the job market</td>
<td>42%</td>
</tr>
<tr>
<td>Lack of job opportunities</td>
<td>37%</td>
</tr>
<tr>
<td>No career goal</td>
<td>34%</td>
</tr>
<tr>
<td>Lack of work experience</td>
<td>32%</td>
</tr>
</tbody>
</table>
Lack of interest 32%
No resume 32%
No adequate work clothes 31%
No vocational training 30%
Lack of job seeking skills 29%
Health problems 26%
Lack of self confidence 26%
Lack of interview skills 23%
Weak math skills 23%
No high school diploma 22%
Weak writing skills 15%
Personal appearance 14%
Weak reading skills 12%

At the time of application to the HEART Program, less than 5% of the Program applicants were gainfully employed. PART III helped the Program counselors target the key areas participants needed counseling, support services or skills-building, either by one-on-one or small group sessions, or through the HEART Plus classes. In this respect the HEART Program was considered to be especially successful because, by the end of the Program, 56% of the Program participants were employed in either part-time or full-time gainful employment.

Because a monthly bus pass was issued to every Program participant, transportation ceased to be an issue. Referral services to various workforce development programs such as Work Hawaii, Alu Like, HCAP, and Department of Vocational Rehabilitation, helped eligible participants needing work clothes, health care, or vocational training.

Some participants were even referred to either Farrington or McKinley Community School for Adults (CSA) to obtain their high school diploma through either the GED or Competency-Based High School Diploma Program (CBHSDP). Those participants attending school were extended monthly bus passes beyond regular HEART Program participation length to ensure their ability to keep attending classes on a regular basis.
It wasn't until the first couple of students were attending the CSA to obtain their high school diploma that problems occurred. Because most of the CSA classes are offered after regular school hours, from 6 to 9:30 p.m. at night, homeless students attending these classes were missing the free mealtimes offered at the churches and IHS. In addition to missing their dinner, they were also forfeiting a place to sleep for the night at the IHS since a limited number of mattresses that were handed out each night at 9 p.m. on a first-come basis. As CSA classes do not end until 9:30 p.m. and the students still needed to travel for about ½ hour before reaching the shelter, there were never any sleeping mattresses available for the students. Also, by arriving so late, there frequently was no room left in the shelter to even sleep on the floor, and so they were even occasionally refused admittance.

The prospect of no food and no shelter for the night had a very negative impact on student motivation, and was causing the students to drop out. In order to keep HEART Program participants in their high school diploma program, an agreement was worked out with the IHS to supply those HEART Program participants, clearly identified as CSA students, with "bag lunches" made available to them on their official school nights. The IHS also agreed to hold a mattress for each student to sleep at night when they arrived back at the shelter after their evening classes.

Although this agreement was usually honored, staff changed frequently at the IHS and new staff often did not know about the agreement. In these all too frequent instances, students found there might be no bag meal available that day, or even more upsetting, no mattress or sleeping space available when they arrived back at the shelter late at night. They then would have to sleep close by wherever they could find a place. As the IHS is
in close proximity of downtown Honolulu, options were limited, and dangerous.

Although most participants referred to literacy programs other than the CSA did quite well, only two participants actually completed their high school diploma program at the CSA’s. The following statistics reflect literacy program and literacy upgrading results.

Of the 57 individuals referred for literacy upgrading, 41 were male (72%) and 16 were female (28%). Of the 44 individuals placed in a literacy program, 30 were male (68%) and 14 were female (32%). By the end of the HEART Program 35 of the participants who followed through with receiving literacy skills upgrading were employed (79%), whereas of those participants who did not follow through on literacy skills upgrading, only 1 person found employment. This is considered to be a significant difference, and it reinforced this researcher’s hypothesis that undereducated homeless adults can move faster toward self-sufficiency through employment, if they receive remedial education.

The HCAP 1990 Annual Report held the following description of the HEART Program:

The HEART Program has been established to assist the homeless in breaking out of the acute cycle of poverty. . . . As the problem of homelessness has become more pronounced on Oahu, the demand for services has dramatically increased. . . . The program has proven to be particularly effective in providing basic personal necessities, moral support, and pre-employment preparation. The vanguard approach that makes HEART so uniquely effective is its emphasis on restoration of the dignity and self-worth that are so critical to the recovery of the victim of homelessness. . . . By supplementing vital information with basic material assistance, HEART leads homeless people to the discovery that true independence is rooted in self discipline and productivity. 132

The HEART Program was also seen as successful by the Department of Education. However, even though the program outperformed the goals, objectives, number of participants to be served, and the types of services to be provided, the funding was for a one year “special demonstration project” and as such, not a renewable funding source.

A couple of fundraisers kept the HEART Program doors open with a greatly reduced staff for an additional few months in order to complete services to the participants who were in the middle of the program steps when the program officially ended. To assist with this, HCAP graciously extended the use of the office space, furniture and utilities until the last participant graduated late February 1991. Because HCAP is an umbrella agency that runs on contractual funding, without a contract there is no funding, and HEART no longer had a contract. Thus, without the funds to continue, the HEART Program finally closed its doors.

A Department of Labor and Department of Education Alliance

In August 1988 the Economic Dislocation and Worker Adjustment Assistance Act (EDWAA) became law to replace the former Job Training Partnership Act (JTPA) programs under Title III of the JTPA. The vocational education and training programs funded with the new EDWAA monies had more flexibility than those funded with the previous JTPA Title II funds. In this new funding, the homeless were one of those at-risk populations specifically targeted for vocational skills and job development services.

It was recommended by the National Commission for Employment that EDWAA funds be used to serve homeless clients in those cases where the individual met the definition of being a dislocated worker. Specific funds were even earmarked for special services to homeless clients falling under this general eligibility definition. Those earmarked funds were Stewart B. McKinney Homeless [Education] Assistance Act funds administered by the Department of Labor.133

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As stated in the National Committee for Employment's finding and recommendations:

The goal of the McKinney Act's Job Training Demonstration Program for the Homeless Grants is to provide information and direction for the future of job training programs for the homeless, with an emphasis on national policy, program content, and system's development.134

On July 23, 1990, a memorandum by Mitsuo Shito, Executive Director of the Hawaii Housing Authority, called together all homeless service providers throughout the state of Hawaii to attend an August 9, 1990, conference to address issues surrounding Hawaii's homeless.

By July 31, 1990, the Homeless Aloha Coalition Steering Committee (HACSC) met prior to the scheduled conference to discuss the mission, roles and responsibilities of the Subcabinet Task Force of the Governor's task Force on Human Services and Resources in preparation for that conference. The Homeless Aloha Steering Committee based the Homeless Strategic Plan on three basic assumptions about the condition of homelessness in Hawaii:

1. The homeless are viewed as individuals who have been caught in a web of entanglement rather than a “safety net” of security, due to a variety of personal and societal circumstances.

2. Once homeless, the individual should be assisted based on his/her position on the continuum of homelessness. The severity of entanglement determines the need and appropriateness of services.

3. Various factors affect homelessness. The profile of the contemporary homeless person is characterized by entirely different factors than just a few years ago. This suggests the causes of homelessness are greater than the specific problems of the individual and may be rooted in structural problems of the economy and society of modern Hawaii.135

The HACSC's document provided a set of strategic initiatives that could be crafted in-

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134 Ibid., 11.
to a unified policy to address homelessness within the state of Hawaii. Its goal was to create the basis for a coordinated effort across all sectors of the community and to promote cooperation amongst providers by focusing on solutions to the evolving social crisis of homelessness. In HACSC's mission statement the top three priorities to be addressed were:

1. Prevent homelessness and promote stability for families, low-income individuals and at risk populations.

2. Alleviate immediate hardship and meet the crisis needs of homeless families and individuals.

3. Restore homeless people to their highest and best participation within the life of the community.  

The HACSC's Plan For Community Action called for the development of a combined, coordinated response to homelessness in which each sector of the community would commit to providing those specific services they had the resources and capabilities to implement. This was because previous research provided by Homeless Aloha (1990) had shown that,

Fragmentation of services, each providing for a different need when instead a comprehensive, holistic response is called for, frustrates those in severe circumstances to the point of hopelessness.  

The July 1990 State Conference on Homelessness was the largest, first, and thus far the only official statewide meeting of homeless service providers that has been held to date. The first half-day of the Conference consisted of service providers separating into different "break-out rooms" by common services provision or service interest areas. (For example, conference attendees involved with sheltering the homeless could meet with

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136 Ibid.
137 Ibid., 19.
housing representatives to work on housing issues. Those attendees involved with providing mental health services to the homeless could meet with mental health representatives, and so on.)

One of the Conference's goals was to identify what homeless services were available, who provided them, and with what eligibility criterion. Another purpose was to identify areas where there were limited or even missing services, so that needed service areas could be identified. Areas where there was unnecessary duplication of services were also identified, so that agencies could form partnerships, share services, and reallocate related funding to more needed service areas.

For the second half-day of the Conference, nearly two hundred homeless services providers met in a large hall where SMS Research and Marketing Services, Inc. presented recent and extensive research findings on Hawaii's homeless. SMS Research also presented their State Homeless Task Force recommendations prepared earlier (July 2, 1990) for the Hawaii Housing Authority, and each attendee received a bound copy of the SMS Research Report, *Hawaii's Homeless* at the end of the presentation.

Quite a few formal as well as informal partnerships and program networking liaisons developed at this significant conference, as well as a heightened awareness of just how many social, economic, and public health problems surrounded the growing population of homeless men, women, and children in Hawaii.

Not long after Hawaii's groundbreaking August 1990 Conference, those states initially awarded Stewart B. McKinney funds and the U.S. Department of Education jointly ventured into an experiment to determine if homeless adults would take advantage of or benefit from basic education. In December 1990 a "First Year" Report was generated by the
U.S. Department of Education, Office of Vocational and Adult Education. The Report, "Education for Homeless Adults: The First Year" described how various States had gone about the challenge of targeting and providing relevant vocational and basic life skills education and training to homeless adults, and with what degrees of success (or failure).

By the time the U.S. Department of Education published the Report, Hawaii was finally recognized as a state providing homeless vocational education and training services; with the State DOE Director of Adult Education (Ken Yamamoto) listed as the State of Hawaii contact.²³³

That comprehensive, "first year" report held a brief introduction to its purpose and findings. As stated therein,

In the past few years homelessness in America has become a major concern for social agencies, politicians, educators, and citizens. A number of Federal and State programs have been created to deal with the plight of homeless men, women, and children. But until 1987 none of these Federal programs addressed the relationship between educational level and homelessness. Congress formerly recognized this relationship on July 22, 1987, by enacting the Stewart B. McKinney Homeless Assistance Act (Public Law 100-77). . . . From this legislation evolved the Adult Education for the Homeless (AEH) program. The purpose of the program is to enable each state agency to develop a plan and implement a program of literacy training and basic skills remediation for adult homeless individuals. . . . (Public Law 100-77, Title VII, Section 702).

By December 1991 the State of Hawaii Department of Education submitted a bid proposal to the U.S. Department of Education for nearly $200,000 in block grant monies. Although receiving only about half of what was requested, the State DOE did receive an award of $109,000 to develop and provide homeless adult literacy, vocational and life skills training pilot programs throughout the state.

¹³⁹ Ibid., iii.
It took several months for the state DOE to put together the bid specifications for the Adult Education for the Homeless grant proposal, and another month to advertise a request for proposal notice to bidders. The Honolulu Advertiser carried that bid notice March 23, 25, and 27 1992. The Maui News carried the bid notice March 23, 1992.

Although many interested parties inquired into the bid process, the need to post a 5% bid bond guaranty fee of the total grant amount requested resulted in very few potential applicants remaining interested. There were approximately eleven final bid proposal responses that were submitted to the State DOE for consideration.

After several days deliberation, the State DOE Proposal Committee established by Mr. Yamamoto and administered by Mr. Hartwell Lee Loy had narrowed the acceptable bid responses to eight agencies and schools. The amounts requested by each school or agency were larger than what was available, so some negotiating took place.

In addition to having reduced funding (but not necessarily reduced numbers to be served), the approved agencies were told that they were expected to start up their programs immediately, even though funding would not be available to them from the Federal government until halfway through the program start up year. Two of the eight agencies then withdrew their bids because they could not afford to start up or to operate their programs without the start-up funding.

The $109,000 was then partially allocated into a budget that paid for state administrative overhead and a State Coordinator for Education for Homeless Adults, with the remainder being allocated to the six agencies and schools who were to provide those services throughout the state. One of the programs was on the island of Maui, a partnership between the Pu‘unene Salvation Army homeless shelter for working homeless individuals.
and homeless families, and the Maui Community School for Adults. The other five programs were on Oahu.

Of the five Oahu programs, one program was a Weinberg Haleiwa Homeless Village literacy project; one program was a Kalihi-Palama Health Center vocational/computer skills development project; one program was a partnership between the Honolulu Community Action Program, Farrington Community School for Adults and the Institute for Human Services providing literacy, pre-employment and basic life skills training.

The two remaining projects were both community schools for adults, Windward CSA and Kaimuki CSA. Windward CSA offered educational programs at satellite schools, and Kaimuki CSA had a partnership with Waikiki Community Center.

One of the primary goals of both of these CSA programs was to help homeless adults obtain their high school diploma. They both also offered, at no cost, remedial English and math courses, ESL courses and a wide range of vocational skills courses to homeless adults. This was also true of Farrington CSA where all fees and book costs were waived for referred homeless clients.

Although several of these six programs had served a small number of homeless clients and/or students, none of the programs had a previously established education program specifically targeted for homeless adults. The HEART Program was the prototype for such programs, and I soon found myself in the position of consultant and monitor during the grant initial start-up period.

Each program had a different geographical area and population to serve, each varied in size, staff, and resources, and each faced unique challenges to meeting their prospective students' needs. These were the learning years, as each program found its own
identity, purpose and approach to providing literacy and basic life skills to homeless adults.

As the DOE State Coordinator for Homeless Education I was fortunate to be in a position to share what forms, assessments, and educational tools the HEART Program had used successfully, and also in a position to learn much in return. As I worked very closely with the teachers, staff and administrators of these six programs, I was in a position to observe first hand what the various programs did that worked well, and what they did, or didn’t do, that proved less than successful. By the conclusion of the grant period I had learned what are common elements of an educational curriculum for homeless adults, and what unique alternatives are required for certain peoples and places.

Besides meeting the literacy and basic life-skills needs of over 215 homeless adults, these programs produced interesting information and useful facts about their particular homeless students, as well as helped form a profile of Hawaii’s homeless in general. Therefore, I have included a brief description and statistical information from each of these short-lived but successful education programs as so much of what I learned and was later able to apply to my own education program for homeless adults came from them.

Service Provider:   **Maui Community School for Adults (CSA)**
Program Title:    *Towards a Better Life Through Education* (TABLE)
Population Served:     **109** participants served from 6/92 through 3/93
Project Description: An educational program to implement basic skills, literacy and support services to the homeless adults on Maui.

Of the six literacy programs under the 1991-1993 DOE block grant, TABLE served the largest number of participants, and was the only homeless literacy program to be conducted on an island other than Oahu. TABLE’s homeless adult participants were all referrals from *Ka Hale Ake Ola* (The house that desires life), a Salvation Army sponsored
homeless village located on the outskirts of Pu‘unene, Maui.

The Introduction to the bid proposal submitted by Maui CSA stated:

The population of Maui County is currently [1991] 103,000. Estimates of the number of homeless on Maui vary from a low of 1,039 to a high of 1,600. Maui’s population is growing faster than that of any other island. In fact, the 1,600 figure represents a 105% increase over a two-year period.\textsuperscript{140}

From this statistic it is obvious homelessness on Maui was growing at an alarming rate. There was (and still is) little temporary housing available on Maui, no cheap hotels and few places that offer 30-day rentals. A few churches offered overnight shelter to a family or two, or up to 5 or 6 individuals. And, there were no formal shelters available except for the limited space, waiting list shelter available only for families and for working homeless at the Pu‘unene facility. Because of the limited funds and related limited number of participants that could be served by the Maui CSA, the school elected to partnership with the Pu‘unene facility and primarily served that facility’s population.

\ldots{} the homeless single parents/heads of household and their families are the target for whom this project is designed. Families with children constitute the largest percentage of the homeless population. Homeless families are 50% of the total population at the Ka Hale Ake Ola facility in Pu‘unene.\textsuperscript{141}

The Maui CSA noted in their proposal that innovative programs on the mainland were showing that jobs and financial planning assistance were noticeably moving homeless adults into stable jobs, thus strengthening their ability to break the cycle and avoid future homelessness. For this reason, job development and money management became two central themes of Maui CSA’s new TABLE program.

As Keith Rivera, Project Coordinator for TABLE, stated in an interview November

\textsuperscript{140} Assistant Superintendent, Office of Business Services, Department of Education, Honolulu, Hawaii, RFP No. E92-76, Proposal submitted by Maui Community School For Adults, April 15, 1992, 6.

\textsuperscript{141} Ibid.
16, 1992 during a Distance Learning television show that I filmed and produced for public awareness about the six homeless education programs currently being funded by the DOE,

[TABLE] offers different types of life skills courses, pre-employment skills training and basic computer usage. We brush up on basic education skills that they may be lacking; things that will help people to assimilate into jobs that are existing in our community. We know that we don't have the same industries as they do on the mainland and while they may be trained for certain types of employment elsewhere, these things may not fit into our community. We assess the people and help them develop goals of what (sic) they want to accomplish with us.¹⁴²

In addition to employment assistance, job counseling, and on-site employment training, the TABLE program also provided day care for working/training single parents, and workshops to help strengthen individual self-esteem, reduce child abuse, and teach effective methods for coping with stress and family development needs.

Because the Pu‘unene facility was funded from multiple sources, staff were able to offer a wide variety of services to their homeless population. At the point of intake, all clients received emergency services in the form of food, shelter, clothing, medical and psychological evaluation, counseling, and even referrals to other service providers.

When a client was considered an appropriate referral to the TABLE program, he or she was given the Test of Adult Basic Skills (TABE) and the Differential Aptitude Test (DAT) to assess achievement levels and potential employment strengths. A support services plan was then drafted in cooperation with the client that included the following:

1. Literacy and basic skills assessment results.

2. Mutual written/signed agreement between student and site coordinator delineating teacher and student expectations and responsibilities.

3. Identification and recommendation of support services that will allow participants equitable and meaningful access to literacy and basic skills programs.

4. Provide six week conference to update progress toward objectives.

5. Ongoing documentation and statistics gathered and provided reflecting measurable goals and objectives. (Refer to Tables in Appendix B.)

The TABLE program's instructional emphasis was on literacy and basic life skills development, and was broken up into two coursework components; Life Skills I and Life Skills II. The primary goal of Life Skills I was to tutor students and enable them to earn a high school diploma through attending the Competency-Based High School Diploma Program (CBHSDP) classes offered by the Maui CSA for that purpose. There were other pre-employment skills taught in Life Skills I as well; primarily job search planning and employer contact skills, including telephone techniques.

Another primary goal of Life Skills I was actual job preparation such as resume writing, job application and interviewing skills, and how to secure, keep and even leave a job. There were also classes offered in basic bookkeeping, accounting, typing, computer use, auto maintenance, woodshop, and even a course in civil service job preparation. As a result, 42% of the program participants completed the Life Skills I component and were able to develop jobs, or strengthen employment retention at already held positions.

A secondary program goal was Life Skills II; to provide family development and better health and parenting practices through active parenting programs, support groups, and self-empowerment, motivation, and self-esteem classes and activities. Shelter staff who worked closely with shelter residents reported a more smoothly run family shelter as a result of participants developing better parenting skills and practices through the Life Skills II component.
The teachers were all Maui residents who lived either in or close to the Pu‘unene area, and there were usually at least two or three shelter residents who served as peer tutors to the newer or more academically challenged students. As each student would become adept at one of the skills or lessons being taught, they would then be asked to work with another, less advanced or less knowledgeable student. This not only assisted the teachers in serving larger classes, it also gave a greater sense of self-esteem and empowerment to each student as the student moved up the academic ladder to a position of peer tutor. As one student responded when interviewed for a television show segment on the TABLE program, “I learned how to like myself more. I used to feel like I wasn’t important, and now I do.”\footnote{Ibid.}

I do not know if it was because the TABLE Program was conducted in a rural area of a peripheral island, or if it was the Christian aspect of the Salvation Army that brought such focus to bear on helping the students to heal mentally and spiritually before gains in other more pragmatic components of the program were expected, but it worked. I would later incorporate this focus on student motivation through self-esteem building into my own education program, and with equally gratifying results.

Although data from all six programs were combined to form the federally required statistics that appear in Appendix B, the Maui CSA program alone hired five of its participants as regular staff members once the students had sufficiently upgraded their skills.

Of the 2,902 total hours of instruction provided to Maui CSA’s TABLE program participants from June 1992 through March 1993, 138 hours were spent in regularly scheduled Maui CSA classes. The TABLE program’s on-site teachers also provided program
participants with 2,764 hours of Life Skills I and Life Skills II instruction throughout the life of the contract.

Of the 109 participants enrolled in the TABLE program, 62% reported themselves as residents of Hawaii, 22% as residents of California, and 11% as residents of various other American states. Of the remaining participants, 3% reported they were from Mexico, and 2% reported they were from South America.

Service Provider: Alternative Building Concepts Group (ABC)
Program Title: "Life 101" Adult Education For The Homeless
Population Served: 48 participants served from 10/92 through 2/93
Project Description: A project to assist homeless adult in upgrading their skills to increase their employability as a step toward self-sufficiency and ultimately their return to “mainstream” society.

The ABC Group was a community based non-profit organization in Hawaii incorporated to purchase, develop and manage special needs housing and related housing projects. Their mission statement was “To restore dignity and foster self-sufficiency in a safe, supportive environment.”144 ABC Group had three homeless “villages” on Oahu: Waianae, Haleiwa, and Waiamanalo. They selected the Haleiwa Weinberg Village site to operate their Life 101 literacy program.

Ten years ago Haleiwa was still a quaint beach town, and the Weinberg Village consisted of a small cluster of one and two room portable domiciles for homeless families. Each domicile had its own miniature cooking facilities and bathroom so each family felt they had a home. Upon acceptance into the “village” (there is a long waiting list) clients were provided with case management and entered into a social service contract detailing their goals and needs based on the family and family member assessments. If clients

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failed to continue to strive towards their goals and objectives, they were at risk of being removed from the program and consequently losing their housing.

At the time of the Life 101 program there was an average of 50 to 60 parents and children living at the Haleiwa village. About half the population were children who were either attending public schools or the enriched stimulation day care center on site.

In order to remain eligible for their temporary housing (up to one year) and related benefits, the adults were expected to either work or attend various on-site programs during the day. There were parenting and addiction programs, life-skills training, and an assortment of specialty workshops in subjects such as anger management, stress reduction, and budgeting.

When ABC Group received the grant award, the Life 101 program was added to their existing programs. A DOE teacher was hired to tutor high school diploma directed subjects, and a career counselor also worked with the Life 101 participants. In their proposal the ABC Group described their participants as follows:

The ages of the participants span from 18 years to 60 years with the average age being 30. We envision serving more females than males because our population is 54% single female. ... The population is 60% Hawaiian, 20% Caucasian, and 20% other ethnic backgrounds. The median education level is recorded by the participants as 10th grade however with recent testing we discovered that the majority of our population had the equivalent of a 6th grade education. The high was a 10th grade and the low a 2.3 grade. 145

Because of the wide disparity between educational abilities of the Life 101 participants, there was no selection of one particular assessment to measure program entry performance levels. Rather, the teacher or counselor would select an individual program assessment approach and related plan for each participant. The assessment instruments

selected from were the READ Test; TABE Test, Heath Math Assessment, CAB Numerical and Spelling Tests, and San Diego Quick Assessment Reading Test.

An individual program plan was then drafted that included the following:

1. Literacy assessment results and an individualized educational/life plan in terms of six week benchmarks.

2. A written contractual agreement between teacher and adults student delineating responsibilities.

3. An instructional methods design and instructional materials based on the individual goals set by both teacher and student.

4. For the underemployed or marginally employed, links with employment training programs; information on the job market and availability of jobs; information on worksites providing literacy and English as a second language program for employees; support and educational services specifically aimed at the unemployed.\(^\text{146}\)

Prior to entering the ABC Group’s Life 101 program, over half of the participants (57%) had reported never having been employed. Nineteen percent had held various fast food and other restaurant work. The remaining 24% had held positions from job entry work such as general laborer and janitor, to more skilled occupations such as taxi driver, military, and federal government worker.

Participants were required either to be employed (part or full time) or to attend daily scheduled Life 101 classes and to participate in active job seeking activities until they were employed. Employable participants were provided job assistance and bus fare to get to and from job interviews or work.

Once employed and financially stable, participants were then referred to more permanent housing. The ABC Group reports 26% of the participants became employed, and were assisted into more permanent housing through their involvement with the program.

\(^{146}\)Ibid., 10.
and related services.\textsuperscript{147}

The ABC Group actually outperformed their contract agreement by 9\% and provided services for 54 participating homeless adults. Of the 1,157.5 total hours of instruction provided to the ABC Group's Life 101 participants from June 1992 through March 1993, 846.5 hours were in literacy and high school diploma education, and 311 hours were in basic life skills.

When interviewed on the November 16, 1996 Distance Learning television show, Ms. Tinsie Lee, Education Coordinator for the Life 101 Program attributed the overall success to the Life 101 program being unique and offered on site, for the students' convenience.

We have a captive audience and I think that's why the competency-based program has been so successful. In addition to offering these life skills, we do whatever it's going to take to help people get ahead. We do whatever it takes to become self sufficient; to take responsibility for their lives. We've got parenting classes, fun things too; hula, crafts. But primarily it's all based on educating people in whatever ways we can do that. Most of our people have a history of living on the edge so competency based programs are quite effective.\textsuperscript{148}

I learned from the Life 101 Program that a classroom is a state of mind. A laundry room or meeting room can be easily converted into a classroom by setting up an easel or a chalkboard, and creating an air of academe through tutorial activities and student involvement. I also learned that, the more accessible classes are, the more likely students will attend. If the school is where they live, and the school hours are kept predictable and consistent, students can plan accordingly, which results in greater attendance rates.

These two key factors of consistency and proximity would become lynch pins for the homeless adult education and basic life skills program I would later design and operate.

\textsuperscript{147} Performance Report for the Adult Education for the Homeless State Administered program, Program Year 1992-1993, State Department of Education, Adult Education Division, Appendix A, Table 8.

\textsuperscript{148} Tinsie Lee, Alternative Building Concepts Coordinator, Distance Learning Television Show, November 16, 1992, \textit{Adult Education for the Homeless}. 

125
Of the six literacy programs, Windward CSA served the smallest population, as it was
the only program whose primary goal was assisting participants to achieve their high
school diploma utilizing the Competency-Based High School Diploma Program
(CBHSDP).

As HHA homeless adult literacy teacher Helene Mattos said of her students during a
segment of the November 16, 1992 Distance Learning television show, "They are very
talented, very intelligent. They have a richness [of experience] in their lives. What is
missing is a high school diploma."149

The CBHSDP was an ideal curriculum as it was designed for low level learners and
ESL students, and based on several key content areas vital to the development of basic
life skills as well as to enhance academic skills such as English, math, government and
law, geography, and consumer economics. The CBHSDP takes approximately one year
to complete the 5 content area units and tests and the final mastery test.

The HHA program’s CBHSDP classes were held in the evening in a small, rural
elementary school near Waiamanalo Beach Park, where a substantial number of homeless
individuals and families were camped on the beach. The CBHSDP classes were made
inviting to the nearby homeless population through informal outreach, and the excellent
supportive services that helped participants meet the program’s long-term requirements.

149 Helene Mattos, DOE teacher for HHA, Distance Learning Television Show, November 16, 1992,
Adult Education for the Homeless.
The Helping Homeless Adults program absorbed the cost of all texts, educational materials and supplies used by the participants. In addition, a portion of the program’s funding also paid for a part-time childcare assistant to provide care and activities for children of the participants on-site, in an area adjacent to, and in visual sight of the classroom. In this manner, nursing mothers could take breaks to care for their infants, and mothers with older toddlers could periodically leave the tutorial session to briefly check on their children and remind them to “mind the childcare assistant.” As stated by one of the teachers when asked if the presence of the children interfered with the concentration of the parents on their studies,

They’re [the children] here, but not here. They’re [the parents] not worried about them. There’s times when they’ll cry, “Where’s mom?” There’s that moment or two of hugs, and then the parents are back to studying and doing what they need to do.150

Although most schools for adults exclude the presence of children, homeless students do not have the same childcare options as students who have homes and a family support system. There is no place for someone to “baby-sit” and there is no money to pay for such services. Therefore, educational programs that exclude children, exclude the homeless student.

It was even mentioned by several participants during a January 1993 site visit to the HHA evening classroom at Pope Elementary School that they were better able to concentrate on their studies, knowing their children were safe and nearby. And, if it weren’t for the free, accessible on-site child care, they would not have been able to continue attending classes.151

150 Ibid.
151 Interview with two homeless mothers, January 16, 1992, Pope Elementary School evening class.
It was from this program I learned the importance of being able to have a set-up that let homeless parents bring their children with them to school, and of having activities and toys to keep the children entertained; thus allowing the parents to focus on their studies.

Because of the transient nature of homelessness, and the year of consistent attendance that was required of the CBHSDP, the HHA program required a great deal of long-term commitment on the part of the participants in order to be successful. However, by the end of the contract period, three participants (23%) had already successfully completed the CBHSDP and had been awarded their high school diplomas. The remaining ten participants were each still actively attending classes and in various phases of completion.

As stated in a letter written by Ms. Rose Teshima, Windward CSA’s principal at the time of the program,

The helping Homeless Adults project provided individuals in the Waiamanalo community, where homelessness has become noticeable, a positive and successful experience, thereby making the project a success. Every participant who signed up for the project has continued to the end, and are determined to acquire their high school diploma. These participants are very conscientious learners and ... attendance in these project courses are resulting in the development of productive, functional, and knowledgeable adults; as well as developing their positive self esteem in the process. Every participant who enrolled in the project has continued to the end. Three participants who left, did so because they successfully gained their high school diploma.152

Windward CSA mentioned in the program’s closing report that the most significant aspect of their program was that all thirteen participants remained active from inception through completion of the contract.

The findings suggest that women with dependents, on low-income assistance have a high degree of motivation to upgrade their educational skills and related employability conditions. Statewide, regular ABE classes average a 70% drop-out rate. Therefore, our initial findings strongly suggest

152 State of Hawaii, Department of Education, Windward School for Adults, letter to Hartwell Lee Loy, Educational Specialist for the State DOE Office of Instructional Services, April 7, 1993, 1.
that this program indeed targeted the right people for the right services, thereby meeting the national mandate to prioritize single heads of households, and the State's desire to provide meaningful education and basic life skills to at-risk populations.  

The Windward CSA’s Helping Homeless Adults program had an interesting composition of participants. Seventy seven percent of the participants were unemployed women without high school diplomas. Of these women, over 90% were from the South Pacific Basin, 75% were unmarried (divorced or single) and 58% were single-heads-of-household. Of the single heads-of-household, 69% were on public assistance.

Of the 1,410 total hours of instruction provided to the Helping Homeless Adults program participants from June 1992 through March 1993, 200 hours were spent strictly on upgrading literacy skills. The remaining 1,210 hours of instruction were the CBHSDP materials used for obtaining a high school diploma.  

Although serving the smallest number of participants, the Windward CSA Helping Homeless Adults program produced impressive results, especially in the area of retention. Even though an unofficial finding, it was later reported that ten of the original thirteen Program participants (77%) had earned their high school diploma.

As most CSA programs reportedly have a 70% dropout rate, a 23% confirmed completion rate is quite satisfactory, and a 77% completion rate is outstanding. Given that the participants were, for the most part, unemployed, undereducated, homeless single-heads-of-households, Windward CSA’s Helping Homeless Adults Program certainly proved to be successful.

153 Ibid., 2. 
Founded in 1975, the Kalihi-Palama Health Clinic is the largest provider of outpatient health services to the medically uninsured population of Hawaii. In 1988 KPHC’s Health Care For the Homeless Project (HCHP) was initiated by opening a second clinic at the River of Life Mission in “Chinatown,” a downtown Honolulu area close to Hawaii’s largest shelter for homeless people, the IHS.

In 1991 alone the two KPHC operated clinics served 1,901 homeless individuals for a total of 16,389 encounters, and had even opened up a third, part-time clinic on-site at the IHS. The services provided by the KPHC operated clinics were quite comprehensive, including 24-hour access to primary and mental health care, first aid, HIV outreach and case management, social services, and follow-up and tracking of homeless clients.155

It was KPHC’s intention to add a literacy component to their available services, with a specific focus on health of the individual, and of the family unit. The program administrators were especially concerned with the startling increase in Hawaii’s homeless women and children.

The steady and dramatic increase in the number of homeless women with dependent children in Hawaii has been significant over the last few years. From an essentially trivial number of individuals five years ago, women and their dependent children now comprise 22% of the resident population at IHS. . . . A study of the homeless population in urban Honolulu revealed that their death rate is 2.6 times higher than the statewide rate and is comparable

155 "One-On-One," A Proposal To Provide Basic Skills and Literacy Instruction to Homeless Adults in Honolulu, Submitted by: Health Care for the Homeless Project (A Program of the Kalihi-Palama Health Clinic), Submitted to: State of Hawaii Department of Education Procurement and Distribution Section, Honolulu, Hawaii, April 20, 1992, Proposal Narrative, 1.
to death rates in severely impoverished Third World countries. In the 15-19 years age group, the death rate among the homeless is approximately four times greater that the statewide rate.136

The general design of KPHC’s One-On-One demonstration project was adopted from the Adult Performance Parenting Literacy Experience (APPLE) modules developed by the Kansas State Board of Education. With the APPLE approach, existing health clinic programs would be strengthened by using literacy and basic skills instruction as a vehicle towards better health, and parenting for health. In turn, as basic health needs were met, readiness for reading and learning other basic skills would be enhanced.

APPLE best describes itself as a comprehensive literacy instruction packet that contains sample lesson plans with modules that emphasize learning and demonstrating mastery of a task that integrates parenting, life, and literacy skills. There are twenty-five generic, open-ended modules and each module is set up in seven sections; Task, Pre-evaluation, Materials, Steps, Post-evaluation, Content area sub-skills, and Activities.

APPLE was developed by the Kansas State Board of Education to be useful for educators inexperienced with teaching the homeless and other socially barriered populations. This made it ideal for KPHC as literacy services were a new endeavor for the staff. In addition, the generic, open-ended lessons and modules allowed KPHC’s “health literacy” focus to be built in. In this manner, participants received a unique literacy and basic life skills component in addition to their regular KPHC clinic services and programs.

“Health literacy” included how to read prescription labels, descriptions, and directions; how to identify and measure medicine dosages; and how to read and understand literature on health topics such as common childhood and adult diseases, symptoms and treatment, pregnancy and pre-natal care, birth control, and other family health issues.

136 Ibid., 2.
Except for occasional small classes, participants met one-on-one with tutors who used real life situations and materials to teach basic logic, reading and math skills. The tutors also assisted some participants with their homework, as these participants were attending adult community school to obtain their high school diploma. The Hawaii Driver's Manual, READ Literacy Program exercises, and family and baby magazines became commonly used literacy tools in this unique program.

While gathering footage and material for a DOE television show on education for homeless adults, I interviewed a student from this program. "William" met twice weekly at the Kalihi-Palama Library in the upstairs reading room with tutor Kristie Knight. Kristie was a volunteer tutor for the READ Program, and had been contacted by KPHC to request her tutoring services. William was homeless and couldn't read. He wanted to learn how to read in order to fill out job applications and to obtain his driver's license to become employed, but was embarrassed to let anyone know he was illiterate.

When I met with William and Kristie I observed her using the Hawaii Driver's Manual and a child's picture dictionary as two of her tutoring tools. William informed me he was motivated to read because he was reading something of immediate value to him. He was proud of his gains, and was eager to take the written driving exam.¹⁵⁷ As Kristie was one of the few unpaid teachers I had met, I inquired if she found the work worthwhile. As she stated,

I find it really rewarding. Just meeting William and working with him has really shattered a lot of my misconceptions about homeless people.¹⁵⁸

What made the One-on-One Program so successful was the concentrated attention

¹⁵⁷ Interview with homeless man at Kalihi-Palama Library during tutoring session, September, 1992.
¹⁵⁸ Kristie Knight, READ Volunteer Tutor for the KPHC One-on-One Program, Distance Learning Television Show, November 16, 1992, Adult Education for the Homeless.
of the teacher on each student, and the increased gains in motivation and learning that resulted from personal tutoring. Although not necessary for all students, I learned from this program that some students require such personalized tutoring in order to feel comfortable enough to admit to, or work through, severe academic weaknesses. I also learned that there are many ways to teach basic literacy and math skills; the more useful the approach, the more likely the student would stay involved and committed to their studies.

I would later incorporate these valuable insights into my own education program for homeless adults. As with the One-on-One Program, I would ensure that students had the option of individual tutoring on a wide range of topics. I would include practical learning materials such as generic application forms, driver’s manual, the newspaper, maps, bus schedules, and even fiction and non-fiction books and magazines written for both low level and regular level readers, as well as the more traditional textbooks.

Of the 707 total hours of instruction provided to KPHC’s One-On-One participants, from June 1992 through March 1993, 117 hours were in literacy and high school diploma education, and 590 hours were in various aspects of the APPLE basic life skills modules.

The population served by KPHC’s One-On-One demonstration project were predominantly males (68%). Eighty-nine percent of the males were single and unemployed, and 94% were disabled and on public assistance. Of those that had held previous employment, job titles ran from janitor and auto technician to writer and electrical engineer.

Of the female participants (32%), over 75% had never been married or divorced, and were single-heads-of-household. Seventy five percent of females were disabled, and 88% were unemployed and on public assistance.159

Although multiple disabling factors existed, the most commonly cited disability for both male and female program participants was mental illness, followed by or combined with alcohol and substance abuse. Sixteen of the twenty-five participants (64%) received ongoing mental health services throughout the program period, and twenty-two participants (88%) received medical care. ¹⁶⁰ Each participant was offered a complete physical, mental health counseling and dental care; and all program participants were still eligible for those services independent of the One-On-One program and its cessation at the end of the contract.

Service Provider: Kaimuki Community School for Adults (CSA)  
Program Title: Hope Through Education  
Population Served: 19 participants served 6/92 through 3/93  
Project Description: A remedial educational program to implement basic skills, literacy and support services to the homeless adults in the Honolulu [Waikiki] District.

Over the years of serving Waikiki, Kapahulu and Kaimuki residents, Kaimuki CSA formed a network with a variety of agencies and businesses in the community. Kaimuki CSA had a working partnership with the Waikiki Community Center, the Salvation Army Treatment Center, Waikiki Health Center, Nakolea (a low-income one room hotel for single, working homeless adults), Loleana Transitional Housing (a temporary shelter for homeless families), and Pier 20 (an overnight shelter in a warehouse for single homeless males). As Principal Gerald Sato of the Kaimuki CSA stated during the November 16, 2002 Distance Learning television show,

It's a matter of all of us reaching out and helping each other in order to make our program a success. And all the successes that we see will make our community a better place to live. ¹⁶¹

¹⁶⁰ Ibid.
¹⁶¹ Gerald Sato, Principal of Kaimuki CSA, Distance Learning Television Show, November 16, 1992, Adult Education for the Homeless.
Kaimuki CSA classes were commonly held at two very accessible sites; on the grounds of Kaimuki High School, and at Pohukaina School, both minutes from Waikiki and on major bus routes. In addition to the two regular sites, some of the funding for the Hope Through Education literacy program was used to hire a DOE teacher who had previous experience with homeless education programs. She was given a classroom and office space inside the Waikiki Community Center (an agency primarily serving indigents and people who are mentally ill, stranded, homeless, and hungry) in the heart of Waikiki.

I had the opportunity to interview a teacher for the aforementioned television show on education for homeless adults, and ask her if she believed these types of lessons and adult education and literacy skills made a difference. She felt strongly that they did.

...especially those who are considered undereducated. In other words, they haven't come up to the level they themselves believe that they should have, consequently, the first thing that gets a boost is self concept, and that's extremely important when people are attempting to better their lives; getting first off, the feeling that they can do it. That's what tutoring does. Instead of being in a regular classroom, tutoring allows them to move much faster than in a regular classroom.\(^\text{162}\)

Participants in the Hope Through Education program could elect to take Kaimuki CSA’s regularly scheduled educational classes in subjects such as remedial math and English, to earn a high school diploma, or to learn vocational skills such as in automotive repair, banktelling, and computer operations. Or, they could attend the smaller, more informal classes, seminars, and one-on-one tutorial sessions with the on-site DOE teacher at Waikiki Community Center until they felt confident enough to enter other programs.

In July 1992 the Kaimuki CSA bid proposal held statements that Waikiki Community Center had identified 115 potential participants who were either living in vehicles or at

\(^{162}\) Ibid., Sharon Cartwright, DOE teacher for the Kaimuki CSA Hope Through Education Program.
beach and park sites within walking distance of Waikiki and Ala Moana Beach Park; and that the Kaimuki CSA was presently,

... in the throes of re-examining our program to see how we can meet the recent alarming growth of homelessness in certain communities we serve. The needs of the homeless are great. We are considering ways to assist this group educationally so they may acquire skills to become employable or to qualify for upgrading in their job position for added income.163

By placing the Hope Through Education program inside an existing social service agency, the Waikiki Community Center, the program staff were able to screen, identify, and recruit homeless clients who stated they had an educational need. Each client would identify that need, such as math skills improvement, obtaining a high school diploma, speaking English as a second language, or even passing the Hawaii State driver’s test.

Once a client had established interest in the program, an intake interview was held to determine what education and training classes, site, and approach best met the client’s needs and abilities. The San Diego Quick reading Assessment Test was administered either at the time of intake, or soon thereafter, to determine a broad and general level of ability for the person. An individualized education plan was then created for the client with an initial deposition stating general steps planned to meet the client’s goals.

Of the six literacy programs operating under the same grant monies, only the Hope Through Education program used its funding solely for literacy-related skills upgrading. This was due to the accessibility of a variety of other services from other programs housed within the Waikiki Community Center, or adjacent Waikiki Health Center.

The Hope Through Education program staff would refer participants to adjacent pro-

grams services, and other programs would refer clients with educational needs and inter-
ests to the Hope Through education program. Of the 19 participants, 89% were referred for mental health counseling, 5% were referred for medical assistance, 21% were connected to the emergency food distribution center and received free food assistance, and one working single-head-of-household (5%) was connected to a low-fee childcare service.\(^{164}\)

Of the four main areas of educational services available through the Hope Through Education program, 32% of the participants received high school diploma preparation, 53% received reading skills improvement, 32% received math skills improvement, and 26% received English language skills improvement. (Some participants worked on more than one area.)

Participants were primarily male (79%), and residents of Hawaii (89%). Twenty percent of the participants were employed either full or part-time jobs ranging from clerical and food service to landscaping and masonry work. Forty two percent of the participants were receiving public assistance, 58% were between the ages of 25 to 44, and 62% were housed in temporary shelters or staying wherever friends would let them. A total of 349 hours of literacy instruction was provided to participants from September 1992 through March 1993.\(^{165}\)

At the termination of the Hope Through Education program, remaining program participants were referred to one of several continuing education programs in the immediate locale, such as the Kaimuki CSA, Waikiki Learning Center, and Kapiolani Community College. I learned a great deal about networking with other, related agencies through the


\(^{165}\) Ibid., Appendix A, Table 2; Table 6; Table 8.
Hope Through Education Program, and the importance of having high school diploma materials on hand to assist those students who wanted to pursue their diploma with the studies involved with the testing.

The education program I would later develop would have a complete set of study materials for both the GED and the CBHSDP, and there would always be tutoring and referral services available to students interested in obtaining their high school diploma, much as I saw modeled by the Hope Through Education Program.

Service Provider: Honolulu Community Action Program (HCAP) in partnership with the Institute for Human Services (IHS)
Program Title: Adult Education for the Homeless (AEH)
Population Served: 21 participants served
Project description: A homeless adult literacy program to provide participants with basic skills training and opportunities for literacy skills upgrading.

Of the six literacy programs operating under the same grant monies, HCAP held the distinction of being the only agency to have already operated a basic education program (HEART) specifically created for homeless adults. At the time of this grant proposal the HEART Program contract had reached its completion date, and the first referrals to the new AEH Program were those clients caught midstream in services at the close of the HEART Program.

The AEH Program was modeled closely after the HEART Program for several compelling reasons. The HEART Program had achieved a 75% participant completion rate over its 2½ years of operation. And, in the weeks since the HEART Program had closed, tracking and follow-up information was showing that a remarkable 53% of the participants had already found and entered training and/or employment. Because other homeless program service providers had already made periodic referrals to the HEART Pro-
gram, they were contacted and informed of the new program, and continued to make referrals on a regular basis. A few applicants even self-referred after hearing about the program by “word-of-mouth.”

Services remained similar to the previous HEART Program in that the participants continued to receive one-on-one tutoring and small group education and training classes geared toward improving self-sufficiency through gainful employment. The EAH Program did not, however, have the HEART Program’s significant amount of funding for other services such as bus passes, eye glasses, dental work, work tools, and the like.

As some discretionary funds for AEH Program participants were available, each applicant received an initial personal counseling session focused on establishing the range of services needed for the applicant to become gainfully employed. Whenever services were required that fell outside the scope or budget of the EAH Program, participants were assisted through the various stages of the referral process to other programs and agencies providing such services.

Although some supportive services had to be obtained through outside referrals, due to a program affiliation with Farrington CSA, applicants who enrolled in the EAH Program and attended Farrington CSA program-approved classes received free tuition and course textbooks. Additionally, each participant could take up to two program-approved classes.

These focus areas of the EAH Program were specified in the HCAP September 1992 grant proposal. As stated,

Recruiting homeless adults with literacy deficiencies below 8th grade level who can be screened, and assessed for those deficiencies, counseled and referred to local remedial programs... and tracked to find out their progress is one of the three major focuses of this grant. Supplying basic life skills training in order to assist people whose very life condition inhibits and aggravates their ability to participate in extended tutoring is the second major focus. Supply-
ing these participants with adequate referral services and supportive services (such as books, equipment, and related training costs) is the third major focus.166

The EAH program was centrally located at Maunakea Marketplace in a wheelchair-accessible building in downtown Honolulu. Being located in a business hub locale was quite beneficial to the program as in many ways it was the most job-development focused of the six literacy programs. Through both formal and informal job development in the neighboring business community, a variety of job opportunities became available to AEH program participants. In turn, the program continued to strengthen the essential skills classes of the educational services component.

Throughout the life of the AEH program regular essential skills workshops were held on-site in the HCAP classroom. The most commonly covered essential skills were:

1. Reading and understanding printed material in English, such as newspaper, telephone book, road maps, charts and graphs.

2. Completing commonly used forms, such as personal checks and job applications.

3. Mastering writing skills commonly used in everyday life, such as telephone messages, letters.

4. Communicating orally in situations common to everyday life, such as expressing opinions, giving directions.

5. Using computational skills in situations common to everyday life, such as addition, subtraction, multiplying, dividing, adding and subtracting dollars and cents and computing discount and simple interest.

6. Reading and understanding common visual symbols, such as traffic signs, road markings, caution, warning labels, and public facility signs.

7. Distinguishing fact from opinion on TV, radio, advertising, newspaper and magazine articles and speeches.167

167 Ibid., 4.
Participants were also required to attend pre-employment skills workshops in personal skills such as time and stress management, grooming and hygiene, creative thinking and values clarification; vocational skills such as goal setting, local job market information, job hunting and interviewing; and problem-solving skills to improve job retention, such as critical thinking and resource identification.

In order to ensure AEH program participants would attend classes, job interviews, and other scheduled appointments, participants each received a monthly bus pass for the duration of the program. When a participant became employed and no longer able to attend classes, he or she still received a bus pass for their first month of employment to assist them in getting to and from the job.

Although prior to the program 33% of the AEH participants indicated they had never held employment, many of the participants had previous work histories. Types of jobs previously held by AEH participants were predominantly job entry-level positions in food service, clerical, childcare and warehouse. However, a few participants had been employed at jobs that require a degree of skill and training, such as landscaping, masonry, and construction.\(^{168}\)

In addition to receiving services attached to the AEH Program, participants were also linked into other HCAP low-income programs. For example, because HCAP is one of the agencies that distributes food for the federal low-income food program, those participants (48%) who could store and use food items such as cheese, rice, powdered milk and peanut butter, received HCAP free food packages.

There were two female participants (10%) who were in abusive relationships and they

\(^{168}\) Performance Report for the Adult Education for the Homeless State Administered program, Program Year 1992-1993, State Department of Education, Adult Education Division, Appendix A, Table 8.
subsequently were referred to a temporary spouse abuse shelter. Both females continued to participate in the program, and one reportedly completed her GED a year later. All AEH program participants received ongoing personal as well as vocational counseling, and three participants (14%) were even connected to the Family Development Center for family concerns.

The Program population was gender balanced between males (52%) and females (48%), and most of the participants were Hawaii residents (90%). A total of 520 hours of instruction was provided to AEH program participants from June 1992 through March 1993. Participants completed most of the 340 hours of literacy skills instruction either through attending classes at Farrington or McKinley CSA, or by attending essential skills classes on-site at HCAP. The remaining 180 instructional hours focused on developing other basic life skills such as job development and retention.

COMBINED DATA OF THE SIX STATE DOE-FUNDED PROGRAMS

Given that each of these six programs operated quite differently, with different goals and approaches, it is interesting to note the homeless students they worked with tended to yield similar profiles. Except for Maui’s program, which had a greater percentage of single, unemployed males, predominantly nineteen years old to their late thirties, the remaining five programs tended to have young parents and single mothers in their late twenties to early thirties.

In order to do a comparative analysis of the demographics for the participants in these six programs, eight Tables containing the combined statistical data from the Performance Report for the Adult Education for the Homeless State Administered Program 1992-1993

169 Ibid.
are available in Appendix B. Analysis of the combined data from the six adult homeless education sites yields the following summary of the findings:

**TABLE 1**

There were a total of 241 participants served by the six homeless literacy programs, 139 males (58%) and 102 females (42%).

There were a fairly significant number of both Asian/Pacific Islander males (42%) and Caucasian males (42%), the majority of which fell in the 25-44 age group (65%). There were also a significant number of Asian/Pacific Islander females (61%) and a number of Caucasian females (28%). The majority of female participants also fell in the 25-44 age group (62%).

Age group distribution reflects the greatest number of male and female participants combined also fell in the 25-44 age group, followed by the 18-24 age group. However, there were less than 8% older and senior adult referrals or program participants. Data does not indicate whether this was due to less seniors being homeless, or to a lack of interest by elderly homeless in educational and vocational training opportunities.

<table>
<thead>
<tr>
<th>Age Group</th>
<th>Males</th>
<th>Females</th>
<th>Total Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>18-24</td>
<td>15%</td>
<td>13%</td>
<td>28%</td>
</tr>
<tr>
<td>25-44</td>
<td>37%</td>
<td>26%</td>
<td>63%</td>
</tr>
<tr>
<td>45-59</td>
<td>4%</td>
<td>2%</td>
<td>6%</td>
</tr>
<tr>
<td>60 and older</td>
<td>1%</td>
<td>&gt;1%</td>
<td>&gt;2%</td>
</tr>
</tbody>
</table>

**TABLE 2**

Of the total number of males served, 86% were single (divorced, or never been married), 58% of which fell in the 25-44 age group. Twenty four percent of the males were employed, 76% unemployed, 40% on public assistance, 29% were disabled, 2% were immigrants, and 6% were single heads-of-household.
Of the total number of females served, 76% were single, 49% of which fell in the 25-44 age group. Twenty two percent of the females were employed, 78% were unemployed, 77% were on public assistance, 12% were disabled, 2% were immigrants, and 58% were single heads-of-household.

The profile established from the combined data of TABLES 1 and 2 shows the majority of participants were single, unemployed Asian/Pacific Islanders and Caucasians between the ages of 25-44. Female participants were more likely to be a single-head-of-household and/or receiving public assistance. Of the disabled males, 76% fell in the 25-44 age group, and of the disabled females, 83% fell in the 25-44 age group. Data does not suggest whether this is because the largest percentage of participants fell in 25-44 age group, or if other factors are reflected in the results, such as increased alcohol abuse and substance abuse by participants in this age group.

**TABLE 3**

Of the total population served, 58% of the participants were enrolled in basic life skills, 47% of which completed that level. Thirty five percent were enrolled in beginning ABE, 60% of which completed that level. Twenty six percent were enrolled in intermediate ABE, 10% of which completed at that level. Eighteen percent were enrolled in a high school diploma program, and 7% completed at that level. (Note: Some clients completed more than one level and may be double-counted.)

It appears from the data that the higher the skills level, the lower the percentage of participants completing that level. However, as some participants completed more than one level, their movement through adult basic education is actually more successful than the combined data indicates.
TABLE 4

Combined data from TABLE 4 reflects 43% of the total population served who were not employed when they entered their literacy program, obtained employment through program services. Of the participants already employed when they entered the program, 40% secured employment retention or gained job advancement. A number of participants (22%) also went on to enter other education and training programs.

Primarily due to becoming gainfully employed, 14% of the total population served who were either receiving public assistance prior to or during the time of the program, were able to be removed from public assistance. Eighty one percent of all the participants obtained temporary shelter, and 16% to obtained more permanent housing. Interestingly, 26% of the participants registered to vote or voted for the first time.

TABLE 5

Three major reasons were given for participants separating from their programs. Twenty percent changed address or left the geographical area, 15% left due to substance abuse problems, and 9% left to accept employment that conflicted with program hours. (Of these three most frequently reported reasons, the last one was considered by program personnel to be the least negative reason for a participant to cease program involvement.)

TABLE 6

Fifty one percent of the total population served received educational services at an elementary or secondary public school, 31% received educational services at community-based organization centers, and 9% received educational services at a homeless shelter.

TABLE 7

Among the six literacy programs there were a total of 45 part-time personnel, 51% of
which were teachers, and 22% of which were local level administrative or ancillary service providers. There was a total of 16 full-time personnel, 69% of which were local-level administrative or ancillary service providers, and a total of 10 unpaid volunteers, 50% of which were teachers, and 40% of which provided counseling services.

**TABLE 8**

Of the six literacy programs 241 participants, 78% were residents of Hawaii, 12% were residents of California, 5% claimed residency in various other states, 3% were from other countries, and 2% were undeclared.

There is little information on how non-residents financed the move to Hawaii. However, 11% did report they used their savings, followed by 4% who used their last paycheck or welfare check, and 2% who were financially assisted by family or friends.

The duration of current homelessness showed variance. Although one program’s participants reported an average of 5 to 6 months of being homeless, the average length of time currently homeless reported by the majority of participants in the six programs fell between 6 months to a year. The participant perceived reason(s) why he or she became homeless fell into seven major categories:

<table>
<thead>
<tr>
<th>Problem Category</th>
<th>Reason(s) Given by Participants</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. 29% health problems</td>
<td>physical/emotional/substance abuse</td>
</tr>
<tr>
<td>2. 20% relocated</td>
<td>no “roots”/unfamiliar with the community, local job market, or available resources</td>
</tr>
<tr>
<td>3. 15% employment problems</td>
<td>cannot find work/cannot keep a job</td>
</tr>
<tr>
<td>4. 15% education problems</td>
<td>no H.S. diploma/inability to read or write, do math</td>
</tr>
<tr>
<td>5. 14% family problems</td>
<td>family rejection/divorce/domestic violence</td>
</tr>
<tr>
<td>6. 11% housing problems</td>
<td>cannot find or afford suitable housing</td>
</tr>
</tbody>
</table>
7. 7% financial problems: no money/no income/no job/poor money management (Note: Responses in this category are all related to other problem categories.)

The most common types of previous jobs held were reported as general labor (24%) and fast food/restaurant work (14%). Ten percent of the participants reported being housewives, 3% did construction work, and 3% performed hotel service work. Some participants had worked in the clerical/secretary field (2%), and as child care providers (2%). Twenty five percent of the participants held an assortment of less common jobs, and 17% of the participants stated they had never been employed. The most frequent supportive services received by participants were:

63% referrals/connections with other service providers, agencies and schools
38% counseling services
29% bulk food
29% medical service
24% clothes/shoes
19% child care services
13% mental health care
12% monthly bus passes
10% direct employment assistance
5% educational supplies/textbooks
5% dental assistance

Although some support categories may appear as though services provided by the six homeless literacy programs were less than optimum, participants still received these needed services. The most significant service, “referrals/connections with other service providers,” allowed the six programs to provide for participant needs and services beyond a particular program’s scope or budget through cooperative arrangements and partnerships with other service providers, agencies and schools.

Between the six homeless adult education programs serving the 241 participants, there were 1,990.5 hours of literacy skills instruction, an average of 8.25 hours per participant.
There was also an impressive 5,055 hours of basic life skills instruction, an average of 21 hours per participant. There was a combined total of 7,045.5 hours of literacy and basic skills instruction, an average of 29.25 total instructional hours per participant. Given the formula of $375* per participant, the cost per participant per instructional hour was approximately $12.82 per participant.

* The grant award monies for each program were based on number of participants to be served, divided by total amount of grant monies available, less administrative costs and overhead. The DOE grant committee estimated this amount to be $375 per program participant.

POST-PROGRAM SUMMARY

The state of Hawaii Department of Education submitted a new grant proposal to the federal government in 1992 to obtain a similar amount of Stewart B. McKinney homeless adult education monies. However, the amount actually awarded was so greatly reduced, all but two of the original six programs were unable to remain open.

Maui CSA continued to serve Pu‘unene shelter participants because the Salvation Army absorbed the cost of books and supplies. However, with the loss of the funding for additional on-site teachers and classes at the shelter, only a handful of participants were able to commute to Wailuku to attend classes at the Maui CSA. By the end of 1993 Maui CSA no longer had a formal adult homeless education program in place, and no longer was actively recruiting or targeting homeless adults for educational services.

By the end of 1993, the ABC Group lost several primary funding sources and related homeless housing projects, one of which was the Weinberg Homeless Village in Haleiwa. The Weinberg Village in Haleiwa was razed to the ground shortly thereafter, and later re-established by another agency on the Waianae coast. The ABC Group disappeared from
Hawaii. (It was rumored the owners started a similar business in California the following year.) There is no follow-up information on participants continued educational activities.

Because of the small number of participants in the program, and the focus on earning a CBHSDP high school diploma, the Windward CSA was able to continue working with program participants after the contract and funding ended. However, the CSA no longer targeted or recruited homeless adults for its classes, and no longer covered the cost of books and supplies. Even though homeless adults in the Waiamanalo area could still attend CBHSDP classes at the same nearby school, they now needed to generate the money for these needs by other means. As a result, attendance has continued to be both sporadic and in limited numbers. However, one CBHSDP teacher at that site informally reported there were at least six homeless adults (four females and two males) who have achieved their high school diploma through CSA classes at that satellite school.

Kalihi-Palama Health Clinic was so negatively impacted by the loss of funding that the educational component of their homeless services all but disappeared. Fortunately, over the length of the homeless adult education contract the KPHC staff developed such a strong network with other homeless service providers, they were able to continue to refer clients to these other programs for needed services no longer available through KPHC.

Due to the loss of funding, Kaimuki CSA was unable to continue to provide for books, supplies, and an on-site DOE teacher at the Waikiki Community Center. Although the formal partnership ended with the contract funding, the Waikiki Community Center continued to refer interested homeless adults, as well as other clients, to the CSA.

Honolulu Community Action Program has always been an “umbrella” agency that consistently applies for and receives various community program monies and grant
awards. When funding for a contract ends, the program does as well. As the closure date for the EAH program was known well ahead of time, all participants were able to complete their educational and vocational program goals by the time the contract officially ended. HCAP always has an assortment of low-income programs under its umbrella, and an impressive system of linkages in the community. Although the AEH program closure meant no more funds for a classroom and on-site teachers, HCAP staff have continued to refer homeless new applicants to a variety of other support service programs, both within and outside HCAP.
CHAPTER 4
The Impetus – The Need for an Ed Center

The IHS Ed Center – What Made the IHS Ed Center Effective, and Why Did It Eventually Fail?

By August 1993 there again were no education programs specifically for homeless adults in Hawaii. The six previous pilot programs had provided a lot of demographic information, but more useful was the information and insights provided by staff and the clients themselves.

Teachers and staff from the six previous pilot programs reported working best in a flexible, supportive atmosphere with sufficient supplies and referral resources to meet the student’s most pressing needs. (Not an uncommon premise amongst educators.) Students had better attendance and completion rates with those program components that were most highly accessible, consistently available, immediately useful, adaptable, and on-site, or within short walking distance.

My first and most pressing question was, “Where should the school be?” Given the previous findings about attendance and completion rates, the most obvious solution was to establish the school in or nearby Hawaii’s largest homeless shelter, located in the state capital, Honolulu, the Institute for Human Services (IHS).

Many shelter directors and service providers to the homeless express the value of education but are unable to provide it to their residents. . . . In many instances they do not know how nor do they have adequate staff. Literacy education programs can accomplish what the providers cannot accomplish.\(^{170}\)

One of my earliest challenges was in learning that the IHS was a homeless shelter, and not a homeless facility. It operated like a shelter and with shelter rules. Basically, home-

\(^{170}\) Joy A. Norris and Paddy Kennington, Developing Literacy Programs for Homeless Adults, 23.
less people could come into the building at night to eat dinner. They could then take
turns using the limited bathroom and/or laundry facilities, and accessing their storage in
the locked storeroom. They could also attend an A.A. meeting or the free clinic on the
evenings when these services were available.

At 8 p.m. women and children were allowed to go upstairs to the second floor to pre-
pare their sleep areas. The males stayed downstairs to do the same. Except for young
children, the two floors were “off limits” to the opposite gender. After 9 p.m. shelter
doors were locked. No-one was allowed to enter or leave the building without special
written permission, and in the morning after breakfast, everyone without a sick note from
the clinic had to leave the building until lunchtime. After lunch everyone once again was
required to leave the building until dinnertime, the beginning of another evening cycle.

I felt that a specially tailored education component would enhance existing shelter
services and assist the IHS in expanding beyond emergency shelter services to begin the
transition from being a shelter to being a facility. As a facility, the IHS would be able to
provide a much broader range of programs and services to help meet both the immediate
and long term needs and goals of homeless individuals and families. In this manner the
school would serve as a prevention program augmenting the IHS’s emergency interven-
tion services.

I was guided by Christine Sleeter’s insight that “change needs to happen at the institu-
tional context within which the school exists,”¹⁷¹ and set about my task of convincing in
turn the IHS Administrator, Debbie Morikawa, of the need to do some risk-taking and to
expand the IHS beyond a homeless shelter into a facility. By expanding services and

213-214.
functioning as a facility, the IHS could provide more than just food and temporary sleep space. It could provide a wide range of prevention and intervention programs, slowly building up its capacity to do so with a few keystone programs such as my school.

**THE SITE - Creating a space for an Ed Center:**

I knew I had to enlist Ms. Morikawa’s support of the Ed Center if the school was to be successful.

For literacy programs to have any chance at affecting change for learners, no matter how small, those responsible for providing support and shelter for homeless adults must be supportive of that effort. The advocacy organization and especially the director must become convinced of the benefits of literacy instruction for their clients. . . . Even with the most meticulous planning and established understandings, however, programs can be undone when the instructor cannot communicate with the provider. Those who offer food and shelter to homeless adults are usually operating on a crisis basis with more people waiting for services than can be handled. Shelter priorities may often not match instructor priorities.¹⁷²

The timing for the meeting was serendipitous, as Ms. Morikawa had already been brainstorming ways to expand services, such as having an in-house clinic with regular day hours, parenting classes, and a multi-purpose room for women and children. Ms. Morikawa hadn’t yet considered the possibility of a school, but the educational plan that I prepared and submitted to her prior to our meeting had piqued her interest.

Ms. Morikawa has a background in physical therapy and quickly identified with my concept of rehabilitation through individualized education and training. I presented her with my proposal for a broad-based education program targeted toward upgrading math, literacy, and basic life skills in a manner that promotes self-reliance and self-esteem. I explained how my philosophy had developed from Moynihan and Moesteller’s rationale for a “new kind of school” coupled with the ecological concept of niche breadth.

¹⁷² Norris and Kennington, 47.
Ecologists use the term “niche” to refer to settings in which a person can live and grow. As the range of niches increases, the chance of survival becomes greater, particularly when niches change quickly. Person-oriented interventions are attempts to increase an individual’s niche breadth. 173

I knew that an education center on IHS grounds would require some modifications in how the shelter viewed its role and availability of access during otherwise restricted hours of operation. Therefore, I asked Ms. Morikawa to entertain a fresh approach to viewing how a school could operate, as my school’s curriculum would be student-selected, student-paced, and as broad-based as possible, including any subject within reason, resources and a tutor’s abilities to teach.

I also explained the need for a non-mandatory attendance, open-door policy where students could choose how frequently they would attend school, and how long they would stay during available class hours. Much like Sarason, I believed that small, superficial changes within an existing institution would be largely ineffective and that, without clear agreement on these points, I might soon be forced to comply with the goals, bureaucratic structure, and regulations of the institution. I wanted to follow Sarason’s institutional and societal-level change strategy recommending that,

... a new structure or setting be created that could allow its members to strive for a somewhat different goal. ... Alternative settings could be either subunits of existing institutions or new independent organizations, but in either case the innovation must be autonomous. Using this method, the change agents, along with the group they serve, develop their own “rules of the game” – their own social structure and role relationships. 174

I firmly believed that, in order for the school to succeed, the students should perceive educational services as a right and privilege, not a coerced activity or a punishment. This

173 Scileppi, et al, 41
required that I establish early on a clear non-mandatory, open door, choice-based policy that would empower students by their having control over their own involvement.

Adult learners have the need for respect, safety, recognition of personal experience, inclusion in the learning process, immediate application of skills, and availability for learning. . . . Respecting homeless adult learners involves asking them what their educational needs are and designing curriculum materials and approaches that reflect these needs.\textsuperscript{175}

This also meant the teachers would not have to be punitive, controlling, or put in the position of gate-keepers, enforcing student attendance. Nor would they have to arbitrate a student's degree of focus, or report a student's absence, knowing it would get the student in trouble. I wanted the teachers to remain teachers, utilizing interactive approaches to promote self-esteem and a sense of empowerment in the students.

\textbf{THE FRAMEWORK - Establishing a minimum-rule school within a maximum control environment:}

I knew it would be difficult to establish a school within the IHS. There were some very real safety issues to be ironed out, not only in terms of student and teacher safety, but also of facility staff and facility property safety.

If instruction is to take place inside homeless shelters, great care must be taken to secure a safe teaching environment. . . . Program designers have to consider the shelter environment, work with shelter providers who place high premium on any available space, and consider learners' needs for safety.\textsuperscript{176}

After several meetings, much discussion, and some acceptable compromises, Ms. Morikawa agreed to give the school, now called the IHS Ed Center, a 6-month trial. Ms. Morikawa felt the upstairs open sleep area of the women's section would be the safest and most appropriate space to use for a school. However, this space was an off-limits

\textsuperscript{175} Norris and Kennington, 29-31.
\textsuperscript{176} Ibid., 33-34.
area to all males, and the shelter itself was off-limits during scheduled class time. This meant that, in order for the school to operate and be easily accessible to all students, male and female alike, the school would need to be exempt from some of the IHS shelter rules.

It was agreed that school staff would defer to IHS shelter rules and regulations when not otherwise specified as exempt, and there were only a few exemptions. Enrolled students and prospective new students would be allowed in the shelter during school hours. However, for no reason should students be anywhere other than within the area set aside for the school. Students were to be escorted upstairs by available IHS staff to attend class, and be escorted out the front door by school staff when they wished to leave.

Male students would be allowed to attend school on the otherwise forbidden women’s floor, but could not interact with or speak to any woman who was upstairs and not a student or in the school area. As the program coordinator, it was my role, (not the teachers’) to either ask a person to leave who was not complying with these basic IHS rules, or to immediately seek out an IHS staff person to do so.

Although no food or drinks were permitted on the second floor, Ms. Morikawa agreed to allow the school to have snack food and something to drink for students. She even made arrangements with the IHS kitchen staff to provide the school with a large plastic container of whatever juice was left over from the mass breakfast meal of the day, as well as some leftover pastries, fruit or sandwiches. However, Ms. Morikawa required all food and drink be consumed within the school area, and the school staff would be responsible for cleaning up the area at the end of each class by throwing all left-over food scraps, paper plates, cups and napkins in the designated trash bin.

Although both Ms. Morikawa and I knew there would be future glitches and unfore-
seeable problems, we both felt these mutual agreements and ground rules would go far in meeting the most pressing safety issues and concerns. We agreed to meet informally with each other about once a week to handle any problems that might arise as well as discuss gains and insights.

**THE SET-UP - A collapsible school in a temporary shelter:**

“When providing literacy education for homeless adults, the site itself takes on major significance and, in many ways, drives the program.”177 Now that the school had a space to exist and a framework to exist within, it was time to give it form and substance. The upstairs area provided ample space for the school. However, as all available floor space was converted into sleep space each evening, there was no permanent place or way to set up the Ed Center in the area provided. Neither could books and supplies be left out overnight, due to lack of space and the reportedly high rate of theft prevalent in the shelter.

As noted by Norris and Kennington, “Program design is dictated in many ways by the size and nature of the space available and by the rules and regulations of the shelter.”178 In essence, I needed to create a “collapsible school,” one that could be assembled, disassembled and stored quickly, easily, and in a very limited space.

I was not without precedent for creating a collapsible school. The Pu‘unene homeless shelter, where the Maui CSA had conducted its former homeless education program, also converted all available floor space into sleep space each night. Without the space to erect a permanent schoolroom, the Pu‘unene school staff had developed a “school on wheels” with books and supplies on carts and in boxes. These were kept stacked and stored in the

177 Norris and Kennington, 71.
178 Ibid.
shelter's locked storage room, and rolled out to whatever area was being converted to an
impromptu classroom. Multipurpose collapsible tables and chairs would be set up for
class, then taken down and stored, ready to serve their next purpose.

I suggested the feasibility of a similar set-up to Ms. Morikawa. She saw its possibility
and graciously offered the school use of some space in the shelter's large, locked broom
closet. The school was allocated just enough room to hold three roll-out carts and two
small boxes of books and supplies. The school now had a space to be assembled and held,
and a space to store the school's books and supplies when it was disassembled.

However, the upstairs space designated for school operation was essentially void of
any furniture except for an industrial-sized floor fan, and there were no chairs to sit on
or tables where students could do their schoolwork. Ms. Morikawa responded to this
dilemma by offering the use of three folding, roll-out tables and a stack of collapsible
metal chairs, part of the assortment of folding tables and chairs set up and dismantled
three time daily in the downstairs area for meals.

THE CURRICULUM - Selection of books and supplies:

According to Norris and Kennington (1992), Program designers need to plan for
multiple points of entry into the learning process.

Engaging potential learners in educational activities requires multiple
points of entry into the learning process. . . . A single approach, such as
offering a GED preparation hour . . . will serve the needs of some resi-
dents but leave out many more who could benefit from a broader range
of instructional offerings. In homeless shelters . . . instructors are at-
tempting to issue the invitation to learn in as many ways as possible.179

Given the limitations imposed by having only three carts to hold all the school's books
and supplies, the next challenge was what to include and exclude from the carts. I elected

179 Norris and Kennington, 64.
to start out with a broad spectrum of math and English/ESL materials, GED materials, a
dictionary, Thesaurus, Physician’s Desk Reference, and a few beginning language books
(Japanese, Spanish, and Russian). I also included a broad spectrum of vocationally-­
oriented books such as how to fill out a job application, design a resume, do contact or
follow-up letters or letters of recommendation, and an assortment of picture books, travel
books, and textbooks on subjects such as science, psychology, history, astronomy, and
creative writing.

The first two carts each had bottom shelves that I stocked with supplies: boxes of
pens, pencils, markers, crayons, drawing and poster paper, lined and typing paper, index
cards, glue, scissors, calculators, rulers, and a stapler. They were soon filled to capacity
with this assortment of textbooks and school supplies.

The third cart was stocked with an assortment of magazines and pocket books. Al­
though materials would not be actively censored, an earnest attempt was made to stock
lively, interesting and unusual reading, while as much as possible, avoiding particularly
pornographic or unusually violent materials.

I had learned from the Windward CSA’s previous high school diploma program for
homeless adults that homeless people quickly lose their books, have no money to replace
them, cannot keep up with their studies, and then drop out of the program. In order to
lower drop out rates due to lost or stolen books, Windward CSA had finally elected to
store the textbooks on site for their program’s students. (The teacher made photocopies
of sections or chapters for students to work on outside of class.) An added benefit was, in
the case of a student dropping out from the program, the book could then be given to a
new student who was without the resources to buy one.
For these reasons the school's first two carts of textbooks and supplies would not be loaned out and thereby become subject to loss or damage that could result in a student being too embarrassed or uncomfortable to return to the school.

However, books and magazines from the third cart would be available for any student who wanted to take one. Students then had the choice to return what they had selected, keep what they had selected, or even give it to someone else if they chose to, as it was theirs to do with as they wished. There would be no repercussions if a third cart book were to become lost or damaged, thus no reason to feel embarrassed or avoid coming to class.

I was of the opinion that removing the negative aspects of having books would further promote the joy of owning, sharing and even discussing books, promote literacy, and help make reading a rewarding experience for students. And, as crates of books had already been donated to the school, the need to restock the cart would not pose a problem.

THE STAFF - IHS Ed Center Operation:

Along with little flexibility in regards to the physical parameters of the school, neither the days nor the hours available to hold class were negotiable. The shelter ran on a fixed operational schedule of sleeping, eating, and building maintenance that only left the hours of 8:15 a.m. to 11:15 a.m. on Mondays and Wednesdays open to operate the school. I now needed to find teachers who were available as well as qualified.

Marlow and others (1991) identify four broad teacher competency areas needed by literacy instructors. They are listed as (a) establishing and sustaining interpersonal communication relationships with adult learners; (b) effectively assessing and diagnosing learners' strengths and weaknesses; (c) selecting methodologies and materials for indi-
individual learners and groups of learners; and (d) participating in meaningful program evaluation. 180

In order to meet the first competency I needed teachers who would be committed and consistently available. I understood that jobs came along offering a more permanent position, benefits, or longer hours, and there would be some attrition. Therefore, teachers were required to give as much notice as possible so that, before they left, a new teacher could be brought into the classroom to observe classroom dynamics and begin to participate with students. In this manner dialogue and the bonding amongst teachers and students would continue to be sustained.

In order to achieve the second competency, I sought teachers who had counseling skills and background working with at-risk populations. According to Knowles, "the behavior of the teacher probably influences the character of the learning climate more than any other single factor." 181 By possessing both teaching and counseling skills, the teachers would have a broader concept of what constitutes basic life skills, growth and development, and a deeper understanding of how to motivate and educate fragile learners.

The third competency was met by having students participate in the selection and approach of their educational goals via available resources and materials. As resources and materials were somewhat predetermined by the physical parameters of the school, I assembled a small but diverse selection of educational materials considered especially appropriate for this type of program.

If literacy instruction is to be successfully offered in many homeless situations, it must present reasonable, concrete strategies for these needs.

180 M. Marlowe, R. Branson, W. Childress, G. Parker, Adult Basic Education, Volume 1 (3), 156.
while addressing broader goals such as communication and coping skills. Life skills programs are not a substitute for traditional math, reading, and writing instruction. Correctly developed, however, life skills units incorporate basic literacy skills into a format that helps learners address their most pressing needs.\textsuperscript{182}

The final competency was achieved through an ongoing evaluation process where both students and school staff could participate equally in discussions and feedback in regards to all aspects of the Ed Center.

Because every element of the IHS Ed Center required flexibility, an open mind, and a willingness to teach what a student chose to learn, the type of teacher I required was a general specialist; someone with a broad range of skills and knowledge, the willingness to work with an unpredictable population, and the ability to help empower students. Few applied for the positions. Either there weren’t enough hours or money to warrant the two times a week travel time, or there were safety concerns about working inside the shelter or with the open-door policy.

One of the teachers I was fortunate enough to hire had previously worked at positions as a crisis counselor, a CSA teacher, and a job developer for an ex-felon employment program. She also had previous experience providing homeless adults with basic life skills and pre-employment skills training for HCAP’s HEART Plus Program. Her knowledge was a welcome addition to the staff as these two areas were listed in the U.S. Department of Education’s Education for Homeless Adults 1989-1990 Report under what basic literacy skills education programs for homeless adults need to include.\textsuperscript{183} She also had good English grammar and writing skills, and brought a wealth of anger and stress management techniques that would later prove invaluable to both staff and students.

\textsuperscript{182} Norris and Kennington, 21.
The other teach hired had excellent math and computer skills. He had heard about our program through his wife, a volunteer at the IHS shelter, dropped by for an interview, and was hired on the spot. He was also a swing-shift counselor at Hale Kipa, a Honolulu shelter for at-risk youth, and possessed a combination of counseling and teaching skills that enabled him to make significant contributions to the school. (This teacher would also soon prove to be an excellent male role model and a gentle counterpoint to the two female teachers.)

THE PHILOSOPHY – A safe, accepting environment actively promotes learning:

Having accepted my plans to promote literacy among homeless adults by fostering non-traditional approaches to keep homeless students motivated and attending, the Ed Center teachers agreed with me early on to have as few rules as possible. There were two ground rules for which there were no exceptions. All Ed Center staff had to be willing to both enforce and reinforce these two rules, and each student had to be willing to agree to them prior to enrolling. The first rule was that no student might do verbal or physical harm to another (no yelling, name calling or stealing).

The principle of safety for adult learners involves two aspects of program design: physical and emotional safety. An intimidated or threatened person is unlikely to benefit from any educational program no matter how timely, relevant, and respectful. . . . Emotional safety involves the learner’s beliefs that they can participate in an educational program without ridicule or embarrassment. 184

The second rule was that a student must be engaged in an activity promoting learning, employment, basic life skills or resources (no attending just to eat, gossip, or nap). The teacher signing off on a new student’s enrollment card would be responsible for explain-

184 Norris and Kennington, 32-33.
ing these two rules and the rationale behind them, and our interest in maintaining a peaceful, harmonious, safe and enjoyable learning environment. New students would be advised that, if they began to act out in a way that their presence in the classroom was too threatening or disruptive to others, they would be "disinvited" for that class day. The student could always return the next class if he or she expressed a willingness to be less disruptive or threatening, but would be considered "disinvited" until able to do so. With this approach we hoped to lower the need to police or shame students into behaving appropriately, while, at the same time, having a vehicle for defusing potentially threatening situations.

THE INVESTMENT - The Ed Center staff models commitment to education:

The teachers understood the special need for consistency with our homeless students. Prior experience with the earlier homeless education programs had shown this population to be very immediate and to need consistency and predictability to remain involved in the activities. In the interest of meeting this need, the teachers agreed to hold school on all holidays but Thanksgiving, Christmas, Easter, and the 4th of July. The school would also remain open throughout regular school breaks in winter, spring and summer. This was a feasible plan of operation since the IHS shelter was staffed and operated on a 24 hour, 7 day a week basis, and the school hours already fit within IHS operation hours.

There would be two teachers and myself as a combination teacher and program coordinator to operate the school, as well as the promise of several volunteer tutors. I wanted to ensure that, if one person needed a day off or was too ill to come in, there would still be sufficient staff to operate the school and provide students with individualized attention.
I also hoped the school staff's willingness to work most holidays would demonstrate to the students that they were special to us and worth our being as available as possible to them. In turn, the school and staff would become special to the students, who would find it rewarding to attend classes. It was anticipated that being in class would feel good to a student, and he or she would be more motivated to participate in and gain from the learning process, and that whatever the subject or topic being studied, it would be taught in a manner geared toward promoting student self-esteem, moving toward self-sufficiency, and breaking the cycle of homelessness.

**RECRUITMENT – Contacting invisible people to engage in visible activities:**

The school staff met several times within the following week to discuss philosophy, methods, curriculum and concerns, and how to go about recruiting students. Homeless people are especially difficult to contact by any normal means such as mailers, radio or television ads, and the funding budget for the school provided no advertising monies. It occurred to me that an average of 200 to 300 homeless men and women attended the IHS evening meals. By distributing a flyer at a few dinner times and being available with one or two of the teachers to answer questions, I felt we would be able to recruit a sufficient number of students to fill our classroom.

I designed a very basic flyer (see Appendix C.) and submitted it to Ms. Morikawa along with a request for her approval to do several dinnertime flyer distributions and recruitment sessions. Ms. Morikawa gave permission for two dinnertime flyer and recruitment sessions within the week, limiting each session to one hour. She also arranged to have flyers posted in various places around the shelter and some distributed to the shelter counselors for referral consideration. By the end of that recruitment week there were a
sufficient number of potential students waiting to attend the first class that school could commence the following Monday, August 2, 1993.

As the open-door policy meant the school was not limited to IHS residents, I knew word-of-mouth recruitment efforts with related agencies could bring in other interested homeless adults.

Successful programs have developed a local network of existing services, working with other groups to coordinate and to expand the resources available to the target population.¹⁸⁵

I felt it was important early on to establish the school as an entity separate and apart from the IHS shelter, even though the school was located on shelter grounds. To that end I met the following week with the Director of ASK-2000 (the State of Hawaii’s volunteer information and referral hotline), and arranged to have the Ed Center added to their referral list of homeless services. I also contacted many counselors, providers, and agency officials I had worked with over the last few years and supplied recruitment flyers to whomever expressed interest in referring clients to the school.

By using a broad-based recruitment and program eligibility approach, I was establishing that the school was not operating as an IHS shelter-operated activity. Rather, the Ed Center was an autonomous homeless education program with an open-door policy that happened to be located on-site at the IHS, and operating in cooperation with the IHS shelter.

Although the school was certainly more physically accessible to IHS residents, it was also to be equally available to interested referrals from other programs and agencies, as well as self-referred walk-ins.

IMPLEMENTATION - School services start-up:

The Ed Center had an interesting first day start up. On August 2, 1993, I arrived early in the morning to begin setting up the school. When I arrived I found that most of the IHS staff on duty that day were not aware the school was scheduled to be up and running, and were very reluctant to allow prospective students into the building. I pointed out several of the displayed flyers with the opening date on them, and was finally able to get permission to admit my teachers, obtain several tables and a stack of chairs to set up the classroom, and access the school’s roll-out carts from the locked broom closet.

Because of the shelter’s lockout policy, I ran into more difficulty when I tried to bring students into the building and up to the off-limits floor where the school was set up for operation. It became apparent I would need Ms. Morikawa to intervene and clarify to her staff what needed to be done to expedite matters. However, due to limited space within the shelter, Ms. Morikawa’s office was located across the street in a separate small office building.

I was reluctant to leave my teachers to go across the street seeking out Ms. Morikawa, but had no other option. By the time I finally located her and was able to meet with her to obtain official clearance to let in the students and start school, the group of interested individuals waiting to enter the shelter and attend the school had dwindled from around twenty five to ten potential students. (We would average between ten to fifteen students each class for the next sixteen weeks.)

As many of the shelter staff worked on rotating schedules, I ran into similar problems for the next three days of scheduled classes. Although neither Ms. Morikawa nor myself had anticipated the difficulties in communications about, and adaptation to, the changes
required to have a school on the IHS premises, it quickly became apparent the successful
operation of the school would depend greatly on the understanding and cooperation of the
shelter’s staff. To gain this cooperation, the shelter’s staff needed to be better informed
about the school, its hours of operation, and the agreements between the shelter adminis-
tration and school staff for modifying shelter rules and protocol to allow for the school’s
operation.

I was invited to attend the August 1993 IHS monthly staff meeting to introduce the
two teachers, myself, and the education program in general. At that meeting significant
logistics were hammered out such as a counselor referral process, and a clearer under-
standing of how students and individuals interested in attending the school would gain
entrance and exit the building during locked-door hours. Ms. Morikawa attended that
meeting and made it quite clear to the shelter staff in attendance that the school was to
receive as much assistance and cooperation as possible.

THE CHALLENGE – Developing pluribus while maintaining unum in a shared
space:

Although off to a shaky start, once the shelter staff became aware the school was go-
ing to be open every Monday and Wednesday morning for the next six months, they be-
gan to adapt to the changes in routine created by school operations. However, many of
the shelter staff were not aware of or willing to accept the Ed Center as an autonomous
education program. Most IHS staff held the view the school was a shelter activity, and
attempted to treat the Ed Center as such.

For example, all too often an eager IHS staff counselor or intake worker would refer
a client to our program in an effort to get this client moving in some active direction. The
client would usually arrive upset and recalcitrant, with the attitude “They made me come here but you can’t make me do anything.” An Ed Center teacher would then explain that the program was not a mandatory one, had an open-door policy, and respected the right of a person to exercise free choice whether or not to attend. If a person was not interested in utilizing the Ed Center resources, he or she certainly did not have to do so and could leave. However, if they were interested in attending the school, they could enroll and attend at will, as could all students. As I expected, most referrals found this concept unusual, intriguing and empowering, thereby motivating them to enroll.

The first few times a shelter counselor tried to force attendance on a client, I went to meet with that counselor to explain our open-door policy. After several shelter counselors insisted they had the right to refer a client and to demand attendance and participation, I met with Ms. Morikawa to address the issue. I again stressed the philosophy of the school and how important it was that each student participate by choice, not force.

The shelter environments have made providing instruction remarkably trying. Shelter rules and requirements have been mixed blessings. The homeless adults themselves are in traumatic circumstances and may find any additional activity other than surviving each day just too taxing.\textsuperscript{186}

Ms. Morikawa and I came to an agreement that the shelter counselors could refer as many clients as they wished, but could neither force clients to enroll or participate in school, nor penalize those clients who chose not to participate. As there was a moderate turnover rate among shelter counselors, this type of problem was never fully eliminated. However, by establishing early on that the school was an autonomous program with an open-door policy, and not an appendage program of the shelter, proved to be invaluable whenever such turf-control situations did occur.

\textsuperscript{186} Norris and Kennington, 13.
THE INTERFACE – The illusion of privacy in a public space:

Another school operation problem also quickly presented itself. Even though the shelter continued to close its doors during morning hours, there was always a percentage of shelter guests who were very ill or injured. These guests had either a doctor’s note or permission slip from a shelter counselor allowing them to stay in the shelter for bed rest. As the school was given space to operate during the day in the women’s evening sleep area, there were always a half dozen or so ill women or children lying about on sleep mats within several yards of the school.

Some of these female guests just wanted to sleep, and reacted negatively to the hustle and bustle of the school, the teachers and students talking, or even the presence of male students in the female area. The presence of the school, staff and students was seen by some as an invasion of their space and privacy.

Designing for emotional safety partly involves privacy. The instructional area should not be amidst the major traffic flow in the shelter. Ensuring privacy in shelter settings, however, is difficult, if not impossible. In some instances in the past, shelter operators have offered learning space they considered to be private, relative to the overall shelter atmosphere. . . . Program designers have to consider the shelter environment, work with shelter providers who place high premium on any available space, and consider learners’ needs for safety.187

Once we became aware of this situation, the school staff attempted to be as quiet and unobtrusive as possible, and often took extra time and effort to apologize to a complaining guest for a necessary disturbance created by our presence. Unfortunately, those few guests who made negative complaints to the shelter staff were usually chastised by the shelter staff and warned to keep their opinions and complaints to themselves, or told that, if they didn’t like it, to go rest someplace else. Although this preserved the Ed Center’s

187 Norris and Kennington, 34.
right to operate, for the first two years the school continued to operate in the middle of the shelter area designated for ill women and children to rest and heal.

Except for one large industrial fan keeping the front third of the huge upstairs area a bit cooled down, there was no air conditioning and no ventilation or windows to open. As a result, some of the female guests upstairs on bed rest slept with very little clothing, some even without bras or panties. As they tossed and turned in their sleep, there were frequent incidences of breast or genital exposure, a distraction teachers and students alike soon learned to ignore. The teachers were prepared to model behaviors that would help students live successfully in the world, but it was the students who were showing the teachers how to adapt to the homeless shelter world.

The teachers soon learned how to create the same sort of psychological screen the guests used with each other to preserve a sense of privacy in a situation where 200 or so strangers were thrown together to dress, eat, sleep, and use showers and toilets without doors. (There were no doors in the bathrooms or the main sleeping areas because of the prevalence of drug use and sexual activity, but stairwells and dark corners were still used for such purposes.)

Sometimes female guests who were supposed to be on bed rest would get curious and decide to come into the school area to socialize, ask questions, help themselves to the drinks and snacks provided for students, or to borrow a book. Because these guests were supposed to be ill, I was usually able to explain that, for health reasons, they should not come to the school until they were well enough to enroll and participate as students. Because of the shelter rules about no food in the sleeping areas, I was also able to explain why it was unacceptable for people, who were not students, or signed into class that day,
to help themselves to the food or take any with them to their sleeping mats. However, as the teachers and I had decided early on the third cart of magazines and books would be “give-away” materials, these guests were offered a book or magazine to take back to their sleeping mat.

More than a few later came on their own to enroll in the school, as they had been treated with courtesy and consideration by the school staff and were attracted to the positive attitude and behaviors they saw modeled by the teachers.

THE PARAMETERS – To what extent should shelter rules rule the school:

There were a few other unanticipated problems with the school’s open-door policy that were soon discovered. One of the most challenging was that many of the rules involved with governing the shelter conflicted with how the school operated. The school had few rules, and most activities were student selected and student-centered. Whereas the shelter had so many rules a handbook of rules existed, and shelter clients either conformed or were banned from the premises. One of the school’s primary goals was to help foster motivation, self-esteem, and a sense of belonging and personal worth, whereas one of the shelter’s primary goals was to ensure that the shelter ran safely and smoothly, primarily through crowd control tactics and policing.

The sheer numbers of homeless people coming to the shelter, versus the small number of shelter staff available to run operations and monitor behavior required that the shelter staff use such tactics, no easy task given the bizarre and even threatening behavior often exhibited by shelter guests. Although some guests tend to use IHS services on a fairly regular basis, the majority of homeless people coming to the shelter on any given day are strangers to one another as well as to the shelter staff.
A number of the 200 or so homeless people who frequent the shelter to eat or sleep on any given day suffer from mental illness and tend to act out in a way that can cause friction and fights with other shelter guests. Some shelter guests tend to take or steal anything of perceived value that they can get their hands on, also causing friction and fights. There also tends to be arguments over girlfriends, boyfriends, sleeping mats, and other unforeseen problem areas that can lead to threatening or ugly incidents.

As Ms. Morikawa explained it, having so many different people with so many different problems and issues crammed in the same area with no privacy and vying for limited space and resources, is like a pot simmering on a stove. No one knows when it will boil over, only that it will. The shelter’s many rules and controlling methods were established to maintain and preserve safety; the school staff too had to abide by these rules for the same reason.

For the most part, the school staff had no problems following the shelter rules or complying with shelter staff decisions, even though we often had to accept decisions that made sense from the shelter’s point of view, but were antithetical to the purposes and mission of the school. For example, if a student broke shelter rules and was denied further access to the shelter, he or she could no longer enter the building, even to attend “open-door” classes at the Ed Center.

For the first couple of months we wouldn’t know if a student who didn’t return was not returning because he or she was no longer interested, or because they couldn’t get into the shelter to come to class. Because of the shelter’s client confidentiality factor, this information was not easily accessed from shelter staff. Therefore, there was only rumor and conjecture to serve as an explanation as to why a student no longer attended class.
One challenge was actually created by the school’s limited rules policy. There was no rule requiring students to talk or socialize with each other. Some students just came to read, write, or work on the typewriter or computer, and let it be known they did not want to be involved in conversation or social interaction. If such “isolates” did nothing harmful or insulting to others, their “space” was respected. Once such individuals had tested the Ed Center staff and students to see if their choice to study by themselves was respected, they frequently became less aloof in their behavior.

Therefore, empowering students through limited rules and an open-door policy approach, although not without problems and challenges, soon proved to be the program’s foundation for long term success.

**SOLIDIFICATION – Fostering a sense of community:**

Students quickly embraced the concept of the school as a place where one could feel safe, and the Ed Center soon became known as a “safety zone.” This safety concept grew to include all aspects of the school. As a result, a silent agreement grew among students to not steal or abuse materials and supplies. New students would sometimes attempt to keep supplies, but continuing students would quickly advise them to “put it back for the next time.”

What made this fact all the more interesting was the extremely high prevalence of theft in the facility itself. As a rule, anything and everything that could be stolen was, from watches and computer equipment to food and supplies throughout the facility. And, even though being caught stealing meant immediate denial of access to the facility, most items were “fair game” to the clients. In the face of this climate, the hands-off attitude of the students toward Ed Center goods and materials was amazing. It was, as one student
put it, their way of preserving the personal dignity given them by the atmosphere of the Ed Center. Because of their autonomy and empowerment as Ed Center students, there was a sense of owning the space and the articles in it, that it was their school. In other words, a sense of community began to prevail.

**THE TRANSFORMATION – Developing Community through shared interest:**

I had noticed some of the students bringing coffee or a snack into the Ed Center, and a few would occasionally bring extras to treat another student or even treat the group. Although these occurrences weren’t frequent, when they did occur, the student’s pride in such a simple gesture of sharing and generosity could easily be seen.

It occurred to me that, as with most of us, consistently having one’s basic biological needs met by others is embarrassing, lowers self-esteem, and promotes learned helplessness. Whereas being able to contribute to one’s well being and “pay one’s own way” promotes dignity, a sense of autonomy, and strengthens self-esteem. I also knew this population has few monetary resources to contribute to their well being, although most students always seemed to have some pocket change for items such as coffee, cigarettes, and candy.

I needed a device that would somehow promote pride and self-sufficiency as well as elicit behavior that would strengthen the cohesiveness of the group. I decided to create an affordable way for students to participate in a team-like activity that would let them “pay their way to play” in the form of a 10 cent coffee club. I then invested $30 in the purchase of a coffee pot, some filters, a 2-lb can of ground coffee, a bag of sugar, a box of Equal, and a large jar of instant creamer. I made a slice in the lid of a round plastic jar big enough for coins to be deposited, and wrote “10 cent donation welcome” on the lid.
I then labeled the front of the jar with the word “TUTU” (Hawaiian for grandmother). I hoped this concept of TUTU would evoke a sense of *hoʻokipa*, of Hawaiian hospitality and aloha.

The first day the coffee was set up, the majority of the students who came to that class immediately started to work together to figure out the actual cost of a cup of coffee, based on the $15.00 I had spent on supplies. After about an hour of brain-storming where to buy supplies to stretch our money; how many Styrofoam cups of coffee our pot could yield per batch, and how much it cost for that many cups, the students came to a consensus. They agreed that, with no profit, a 10 cent donation should cover the cost of a small cup of coffee.

There ensued a lively discussion as to how the coffee club should operate, given the minimum rule philosophy of the school. The students decided on an honor system. No one would monitor how much coffee one drank, nor how much money one donated to TUTU for what they took. If current and future students wanted to continue to be able to have coffee, they needed to keep the coffee club going to ensure there would always be enough donations to pay for supplies. There also seemed to be a general agreement that one should chip in more if using a bigger cup, or if taking more than one cup of coffee.

The intensity of involvement in the discussions, suggestions, and ideas surrounding the new coffee club made it very obvious the students were quite pleased with their sense of ownership and place in the decision-making process. I believe that for most of them, it was a rare occurrence. As I had turned the entire process over to the students, I was quite curious to see what would happen. What developed was very intriguing and unexpected.

Over the following weeks some students paid nothing for weeks on end, and then they
would come in one day and toss a handful of change into the jar, sometimes announcing
their action, and sometimes not. Sometimes a student would put a dollar in the jar and
announce they were buying “drinks for the house.” Some students brought in coffee,
sugar or even fresh milk to add to the supplies, and sometimes students who didn’t even
drink coffee would bring in a handful of pennies or loose change to toss into the jar. Al­
though a few students were never observed contributing to TUTU, no one ever stole from
the jar, even when taking off the lid to make change for a quarter or a dollar.

As much as students began to look forward to having a cup of coffee in the morning,
very few students offered to actually make the coffee. It turned out to be that very few
actually knew how. Most had lived in temporary situations and had never owned a coffee
pot. They knew how to make instant coffee, but few knew how to make it fresh, or even
how to set up the pot.

Vella notes that “Learners must see how they can use their new knowledge, skills and
attitudes immediately.”188 I soon ceased automatically making coffee and instead I wait­
ed for students to inquire where it was. I would then offer to help inquiring students to
make it, and would quietly demonstrate how it was done. Soon a core of students quickly
began taking turns making the coffee and teaching other students how to make it as well.
They were always pleased to do so, and the occasions were quite rare after that for
another teacher or myself to perform that task.

At the end of each class one of the students would, without prompting, total up the
day’s donations and write the date and amount on a tally sheet designed and maintained
by the students for the purpose of keeping record. Whenever new students came and had

no money for coffee, continuing students would inform them to help themselves, but to keep track of what they took and to contribute what they could, when they could.

Over the six years of operation there was a steady turnover of students. On any given class day, most were fairly new to us as well as to each other. Yet the custom of “taking care of TUTU” endured, and there were always enough donations to keep the coffee club going.

One day there was an unexpected fire drill, and TUTU got left behind in the rush to get all the students out of the facility as required. All but one student was accounted for. When she finally showed up, she was grasping TUTU in her arms. She said she had gone back to get TUTU because she realized “she” had been left behind. This student received a solid round of cheers and applause from the other students. As school had just begun when the fire alarm sounded, there was very little change in the jar. Obviously it was the jar that had been rescued, and not the money. TUTU had become more than a jar to the students. TUTU had, in a sense, become a symbol of trust, and of family.

THE BRIDGE - Dissolving walls and strengthening ties:

Approximately six months into the contract I met as agreed with Ms. Morikawa to see if she would allow the Ed Center to continue providing educational services within the shelter. She not only gave permission for the school to continue operating, she offered to let our students use an old but operational computer during class time in one of the small IHS staff offices located upstairs near our school set-up location.

There was an element of trust involved with being in the room alone, as IHS equipment and supplies were also stored there. I was given a key to this room, and required to keep the room locked at all times. Only one student at a time could be in the room, and
that student had to be let in by one of the teachers. There was no Internet connection, but students could work on their keyboard skills, homework, and resumes. There was also a basic typing tutorial.

Ms. Morikawa was impressed with the system worked out by the students for sharing the computer, and was trying to find our school another one. Ms. Morikawa was in the process of completing a current IHS Newsletter and requested an article about the Ed Center to include in the newsletter. She also suggested I include a "wish list" for a computer and supplies that would help our school function. She also gave me a calendar listing the next three scheduled IHS staff meetings and invited me to participate at them.

Although most of the IHS staff had become used to sharing facility space with our school, they still had very little insight as to what we did. It was Ms. Morikawa’s intention to bridge the gap between the IHS staff and our school’s staff by having me come to these meetings and share Ed Center progress and problems much as her staff already did with each other.

Ms. Morikawa had plans to bring in a few more outside programs such as the Ed Center, and felt her staff had to see such programs as part of what the facility had to offer, and not as outsiders moving in on their turf. She felt our school had already served as an excellent example of how the facility staff could share space and resources with another program without losing their own identity, power, or resources to do so. By the Ed Center having a greater presence at staffings and in the newsletter, she felt the IHS staff would develop an even better relationship with our program, and become even more receptive to new programs.

A few weeks later one of our teachers gave notice as he was going to be leaving the
state to attend graduate school. I announced his upcoming departure and the need to fill his position at the next IHS staffing with the hope one of the staff might have a referral. When the position became available, one of the IHS shelter counselors looking for extra income applied for his position. This particular counselor (Bill Hummel) had previous experience as a special education teacher, was willing to keep his role as an IHS staff person from interfering with his role as a teacher for the school, and was hired for the position.

Bill quickly saw the challenges we faced because of the IHS client confidentiality rule, and he soon developed and incorporated an in-house information release form that would allow me as the Ed Center coordinator to see the IHS “Banned from the Facility List” to determine which, if any, were our students. He was also able to give us a “heads-up” on other situations that could affect our school; such as days the facility would be closed for bug extermination, holidays, retreats, and other reasons we would not be able to gain access to the building. (Up until this time we would arrive at such times only to have a skeleton staff person look at us in bewilderment and say, “didn’t anyone tell you we’d be closed today?”)

Bill was also able to help me become aware of an unforeseen problem created by the school’s purposefully created non-punitive atmosphere. It appeared there was resentment by some of the IHS facility staff who were hearing comments from students (their clients) that the school had “nicer” counselors than the facility. I knew this was because students did not take into account that the IHS staff had huge caseloads, related case management duties, and had to follow the myriad of facility rules designed to keep safety and order amongst 200 or so strangers, many with aggressive or aberrant behaviors. They only saw
that the Ed Center had a relatively small number of students who were self-selected and usually motivated, enough teachers to give personalized attention, and a stimuli-rich, self empowering atmosphere with few rules and pressures.

My willingness to hire an IHS staff person proved unexpectedly beneficial in this regard. After Bill began working two mornings a week with the Ed Center, the IHS staff became much more friendly and cooperative now that one of “them” was one of “us.” Lines of communication between the facility staff and the schoolteachers strengthened noticeably, and IHS staff referrals to the school soon increased. In addition, IHS staff started coming by on a fairly regular basis to see how their clients were doing, or to give us information or feedback they felt might prove useful or beneficial.

When Bill was promoted a few months later to Facility Coordinator, he was no longer able to continue with us as a teacher. However, another IHS staff person with teaching credentials applied for and was hired to fill his position, and the school and facility were able to maintain continuity in much the same way.

**THE EPIPHANY - The teachers learn some lessons:**

The first, and most significant lesson that the school staff soon learned was “Looks can be deceiving.” All too often the student who appeared the most “together” and sane could often be the one with the most profound combination of disabling factors. Whereas it was often the most grubby, threadbare, and apparently unstable student who turned out to be the “success story” once he or she began clarifying goals and building a support system.

Therefore, the first requirement of all IHS Ed Center teachers and volunteers was to keep an open mind. No matter what a student looked like or acted like, as long as he or
she wasn’t acting dangerous or hostile to anyone else and was being productive, that student was welcome to stay in the classroom. Students could elect to have tutoring, and, within reason, choose tutors. Students could also do self-study or productive activities, or study or do activities with others. “Productive activity” meant anything short of sleeping, gossiping, or doing something highly irritating, invasive, or dangerous to other students. Gossiping was by far the most prevalent non-productive behavior. The challenge was to deflect this negative and often depressing interaction between students without creating or imposing a rule or policing action to do so.

In order to develop a venue for productive social activities, I added a box of puzzles and board games such as cribbage, chess, and Trivial Pursuit to the carts. There were many advantages to these games. Cribbage strengthens basic math skills, chess develops thinking and reasoning skills, and Trivial Pursuit is good for developing general knowledge. Equally important, such games and activities allowed for positive interaction and socialization skills, and a good opportunity to interact in a pleasant and fun way with one’s peers. The teachers soon learned that they could gain more information about a student while participating in an activity such as this, and thus be able to provide or suggest a plan of action to that student.

Sometimes a new student would come to the Ed Center just to play a game, read the paper, or to be able to use a pencil to do a crossword puzzle. The teachers learned to exercise patience and wait for the student to initiate more traditional activities. After a few classes most would become interested in the tutorial aspects of the school, and start working with the teachers and other students on a more specific learning track. As George Leonard, affirmative education advocate noted,
Ways can be worked out to provide a new apprenticeship for living, appropriate to a technological age of constant change. Many new types of learning having to do with crucial areas of human functioning that are now neglected or completely ignored can be made a part of the educational enterprise. . . . Ways can be worked out so that almost every day will be a “teachable day,” so that almost every educator can share with his students the inspired moments of learning now enjoyed by only the most rare and remarkable.\(^{189}\)

Because earning an income was one of the more obvious ways of breaking the cycle of poverty and homelessness, activities geared toward increasing employment opportunities were also encouraged. For example, if a student chose to work on a resume, polish shoes for an interview, read the want ads, or practice typing skills, these were considered to be legitimate educational activities as they developed or enhanced basic life skills.

Some students liked to draw, a few were painters, a handful were aspiring writers and poets, though the majority came for math and English upgrading to help them become more employable. Whatever a student’s intent or reason for attending the Ed Center, the curriculum was always considered simply a vehicle for serving that student’s goals.

The Ed Center also started to attract parents who came in with their child(ren). Two of the teachers donated some children’s reading books, toys, crayons and coloring books to the school. Most parents were quite pleased to have a place to interact with their child. However, a few parents attempted to leave their children at the school while they went to appointments, outside to smoke, or to chat with friends. When such instances occurred, it was kindly but firmly explained to these parents that there were issues of liability involved, and that the teachers could not watch their children nor take responsibility for them.

On occasion parents would bring a child to the Ed Center, but ignore the child while they did their studies or interacted with other students. If the child could entertain him/

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herself, the teachers did not intervene. However, if the child began to disturb other stu-
dents, the parent was reminded that the teachers were not babysitters, and that a child
could only be there if a parent was willing to keep the child amused and relatively quiet.

A teacher who was not busy tutoring a student would often take time to interact with
the parent and child using the opportunity to model ways to stimulate and teach the child.
However, the decision whether or not to interact with a child was made by the individual
teacher, and there was never any pressure or expectation placed on a teacher to do so.

THE ASSUMPTION - Only thirsty students will drink from the well of knowledge:

Another valuable lesson I had learned from the six previous programs (see Chapter 3)
was that homeless people tend to move on whenever a place or situation becomes unten-
able. Homeless people resent being powerless, and tend to avoid situations where they
feel that way. My involvement with the six earlier programs had shown that when pro-
grams had mandatory attendance and participation, there was higher turnover and lower
completion rates.

I felt strongly that we would not succeed in forcing someone who has nothing to lose
to do something he or she doesn’t want to do. Therefore, the IHS Ed Center operated un-
der the assumption students were capable of determining their own needs and should be
encouraged to define and establish their own goals.

It was largely due to this assumption that the Ed Center operated on an open-door
policy. Once enrolled, students could come to the Ed Center whenever they liked, as
frequently as they liked, and for as long as they liked during school hours. Some students
attended the Ed Center regularly, some intermittently, and some only rarely. As a result,
many of the students who eventually moved on from the shelter and the downtown area
still came to the Ed Center to attend classes, or to stop by to give us a status update about themselves. Some even wrote to the Ed Center after they had left Hawaii to keep the teachers updated on their progress.

More than a few of these students that we hadn't seen for a while would show up for the holidays because they wanted to wish us a holiday tiding. And, more than a few came by to introduce us to their new spouse or child, or to bring in a friend to be introduced to the teachers and the school's educational services. It even became common place for IHS case managers to come by the Ed Center to inquire whether we had seen or heard from one of their clients who had left the facility without further contact with them.

THE RESULTS - Statistics from the first 6 months of operation (8/02/93 to 2/28/94):

There were a total of 43 continuing students served in the first year of operation. Of this number, 37% were male and 63% were female. Sixty percent of the total population served were Asian/Pacific Islander, 23% male and 37% female. Nineteen percent were African-American, 7% male and 12% female. Fourteen percent were Caucasian, 5% male and 9% female. And, 7% were of Hispanic descent, 2% male and 5% female.

What we found to be a trend in regards to ethnicity was that students of a particular racial/ethnic background tended to bring in more students of that background, and a particular classroom would usually be comprised more of one particular group than others. Much as waves ebb and flow, so too would the racial/ethnic composition of the school.

Typically there would be a group of students who were of the same race or ethnic background who knew each other and attended the Ed Center together. Then a period of a few weeks would pass where there was a more balanced representation, and then there would be another shift to a different over-represented group.
This never posed a problem, but it was an interesting and observable trend that often brought deeper insight into the cultural underpinnings of a particular group. It also proved that, while statistics do not reflect a true profile of "Who are the homeless in Hawaii," a composite profile was beginning to emerge. Females tended to enroll more frequently and attend classes more regularly than males, and a notable percentage of homeless people in Hawaii were not originally from Hawaii.

Another interesting distribution noted was the age range of the student population. Of the total population served, 9% were 18-24 years old, all female. Sixty seven percent fell in the 25-44 age group, 32% of the males and 35% of the females. Nineteen percent were 45-59 years old, 5% of the males and 14% of the females. And 5% were 60 years of age or older, all female.

Over the six years of Ed Center operation, the 25-44 age group continued to be the largest single group, although there would be shifts noted in gender representation within this age group.

Of the total population served, 32% of the males reported they were single as compared to 56% of the females. Only 2% of the participants were married (female), and 5% of the males and 5% of the females reported they were divorced. Two percent of the males stated they were single-heads-of-household as compared to 12% of the females.

Of the total population served, 7% of the males and 5% of the females were employed. Thirty percent of the males and 58% of the females were unemployed. The majority of both unemployed males and females fell in the 25-44 age group.

Of the total population served, 40% were receiving public assistance, 14% of the males and 26% of the females. Sixty five percent of those on public assistance fell in the
25-44 age group. Seven percent of the males and 19% of the females were receiving social security disability payments. Of those on SSDI, 73% fell in the 25-44 age group.

Of the total population served, 28% of the males and 47% of the females were moderately to severely disabled, for a total of 75% of program participants. Twelve percent of the males and 12% of the females were in the substance abuse category. Five percent of the males and 19% of the females were in the mental health problems category. Twelve percent of the males and 15% of the females were in the physical disability category.

Many of the disabled participants fell into more than one category, but only the primary category was counted. A primary category was most commonly established by how they were listed with social services or social security disability income, although a handful were self-reported.

**DIAGNOSES — A new twist on gender bias:**

The most startling fact that came to light from this category was how males and females were diagnosed and treated differently. All the males who were substance abusers fell under that diagnosis, whereas none of the males who were listed under mental health disabilities were listed as such because of substance abuse related mental illness.

However, nearly all of the females who were listed under mental health disabilities were listed as such due to substance abuse related mental illness. These findings suggest that a male with substance abuse problems is simply a “druggie” or an alcoholic, whereas a female with substance abuse problems is mentally ill.

What makes this so appalling is the length and type of treatment plan available for each disability category. Substance abuse typically warrants a short-term intervention
program and related services, including eligibility for welfare assistance. Mental illness however, warrants a long-term, even lifelong intervention and treatment program and immediate eligibility for emergency welfare assistance.

**THE SUBJECT MATTER – What is chosen in a school of choice:**

Of the total population served, 5% of the males were classified as ESL, and they fell in the 25-44 age group. Seven percent of the females were classified as ESL, and they fell in the 18-24 age group.

The Ed Center averaged 9 to 14 students per class during this first year of operation. Because there was a column on the sign-in marked “Subject Matter,” the various subjects studied by students could be tallied. It was not unusual for a student to study several subjects during a class, and the following data reflects such double-counting.

Of the total population served, 43% worked on math skills, 24% worked on literacy skills, 13% worked on GED studies, 3% worked on computer skills, 2% did career development activities (such as reading the want ads, filling out job applications or working on their resume), 2% focused on social studies, 1% focused on physical science, 1% studied art and music, 1% studied Japanese, and 7% did independent studies. (Independent studies ranged from activities with others such as games or reading to their children, to more isolated activities such as writing a personal letter or doing a crossword puzzle.)

**COMMUNITY – A natural system for learning:**

It was the position of the Ed Center staff that participation in our program should help develop pro-social behavior and concurrent coping skills along with the academics and vocational studies. Our approach to achieve this was the employment of a natural system
for learning.

By empowering students to work for as long as they were comfortable on the material or subject selected, an atmosphere of self-motivation prevailed. Because of the diversity of subject matter and most students electing a one-on-one tutorial style, there was no means to measure or compare one student's progress or speed of learning with that of another. These factors greatly lent themselves to a cooperative, rather than competitive, learning environment, and the fostered a sense of a sense of community among the students.

The Ed Center provided a non-judgmental atmosphere; one place a homeless person could be and feel safe, free from pressure, productive, worthwhile, and a part of something good. Students were not faced with participation criteria about how little or much education they already had, who they are, what they look like, or what non-threatening peculiarities they may exhibit or possess.

By developing an interactive system of such positive and naturally reinforcing conditions, both teaching and learning flourished. I believe this is because there is as much of a positive correlation between self-esteem and motivation as there is between motivation and learning. Thus, greater self-esteem results in greater learning gains. Michael Tate, Former Washington State McKinney Adult Education for the Homeless (AEH) Program Director states,

They'd tell us that homelessness was like a "twister," and our classes were like eyes of the storm where they could figure out what they needed to do next. Some of the time they got new information about problem-solving or planning, but more often they got to relearn strategies they had lost touch with because of the trauma of homelessness. And, most importantly, our classes were places where they were treated like human beings again, where there was human contact, respect, compassion, trust, encouragement. If you've never been systematically denigrated, made to feel worthless and powerless,
then it’s hard to understand what an engine self-esteem is . . . Beyond all
the survival skills we taught, we helped people recapture their self-esteem
and that made a difference. 190

Therefore, a significant goal of teachers became as much a fostering of gains in a stu-
dent’s self-esteem as in fostering educational and vocational gains. Indeed, they are inexp-
licably intertwined, and both need to be addressed and fostered if maximum learning
gains with this population are to take place.

THE CERTIFICATE – Establishing an involvement-based benchmark:

During the start-up of the program in 1993, I wanted to initiate a method to acknowl-
edge student participation in the program. Although I wanted to acknowledge students
for their efforts, I did not want to positively reinforce their performance in a manner that
might introduce the element of competitiveness into the school. And, I wanted the ac-
knowledgement to be tangible, in a form easy to store and carry, not worth stealing, and
with as many uses as possible.

I reflected on the many in-service trainings I have attended or conducted and how the
emphasis is on the process of teaching and learning more than the content of the subject
matter. Learning takes place through active involvement, and is measured by personal
gains and insight, more than some measure of performance against the group. The
learning commonly takes place in a setting that promotes camaraderie and networking
amongst peers. And, there is usually a document generated and awarded to participants at
the end of the event or workshop acknowledging attendance and participation or verify-
ing completion of a required training.

190 Michael Tate, Counting Our Losses: Adult Education for the Homeless, (Safety Network: The
Newsletter of the National Coalition for the Homeless, Volume 17, Issue 2), May-June 1998.
http://nch.ari.net/sn/1998/may/adulted.html
This documentation is most commonly generated in the form of a certificate of attendance or completion awarded at the end of an event, and it is evidence of some aspect of professional growth and leadership. This document is lightweight, easy to store, and can be used for resumes, dossiers, and the like. In addition, there is an element of pride and accomplishment in such acknowledgment.

I decided to create a similar certificate for our Ed Center students. I initiated a "Certificate of Attendance" to acknowledge a student's participation in the program, based on time spent each class period at the Ed Center. Students signed in each day on a sign-in sheet, logging in the time they arrived and the time they left, along with subject(s) studied that day.

At that time, when the classes were small and there were only 50 to 60 students to track and calculate attendance for, attendance in terms of specific minutes/hours each class was easy to calculate. (I later discovered that calculating the exact minutes and hours of attendance for each of several hundred students over long periods of time with little predictability as to the ebb and flow of their attendance, would come to be a highly onerous and time-consuming task.)

As there were no discretionary funds for certificates in the budget, I personally purchased several dozen 5X7 imitation parchment pre-printed Certificates of Attendance with gold gilt edges, and then typed in the student's name when he or she had attained 12 hours of attendance. In the two spaces for signatures and titles on the bottom of each certificate, I arranged to have the IHS Executive Director, Debbie Morikawa, sign off on one line and the DOE Educational Specialist responsible for Adult Education sign off on the other line. (There were three DOE Educational Specialists over the duration of the pro-
gram; Gladys Naitoh, Hartwell Lee Loy, and Glenn Honda. Appendix C contains a sample certificate.)

As I did not want this to become a bothersome task for either of the two program Administrators, I obtained signatures with a minimum of disruption. If either administrator wanted to meet with me to discuss the program's status, I would bring the certificates with me and discussed aspects of the program while the certificates were being signed.

For the first two years of the program, students appeared to take great pride in achieving this 12-hour attendance certificate, and often kept meticulous track of their attendance hours so that they could let us know when they had earned a certificate. More than a few remarked that it was the only time in their school life they had ever been given an award for anything, and they appeared to receive great personal pleasure from the acknowledgement. Whether students elected to keep their certificates or store them at the Ed Center, I would provide a plastic sleeve or file folder to help protect the certificate.

Along with being a useful tool for acknowledging and benchmarking student involvement, the certificates also proved to be a tangible measure of productivity. The students would often take their certificate to demonstrate to a worker, counselor, or potential employer that they were involved in an educational program and were improving their skills.

After a while several of the students, who had received the 12-hour certificate and had then attended for considerably more hours, wanted to earn another level certificate. I located a certificate preprinted as a "Certificate of Honor," and decided to create a 50-hour attendance acknowledgement. During 1993, 18 Certificates of Attendance and Participation were awarded, and three students earned the 50-hour Certificate of Honor. During 1994, 48 students earned the Certificate of Attendance and Participation, and 26 students
achieved the Certificate of Honor.

By 1995 several students, who had been attending the Ed Center fairly regularly, wanted a special certificate to acknowledge their long-term commitment. By now I was not only keeping track of when a student completed 12 hours of program attendance, I was also tracking and calculating when the student had completed 38 additional attendance hours to earn the 50 hour certificate. There was no funding for this monitoring, and it was becoming increasingly more complex and time-consuming to keep track of the various certificates earned. I then decided to create a new level of 200 hours of attendance. Two students received this 200-hour Merit Award in 1994. During 1995, 39 students earned the 12-hour certificate, 21 students earned the 50-hour certificate, and 3 students earned the 200-hour certificate.

By 1996 the number of students attending classes each day swelled, and it was soon too cumbersome to track attendance by hours and minutes daily for each student. In addition, there was a growing number of certificates that had been prepared and were being held or stored for students, including students who had not yet returned to receive one. As each certificate cost me a dollar as well as the considerable hours spent calculating attendance times and obtaining signatures, I decided to stop automatically issuing certificates. Instead, I began to issue certificates according to request, waiting to do the math and legwork until there was a reason to do so.

Although many students still wanted their certificates, there were also a considerable number who did not care one way or the other, and never requested one. During 1996, 30 students requested and received their 12-hour certificate, 10 students received the 50-hour certificate, and 2 students received their 200-hour certificate. By 1997, only 5 students
requested their 12-hour certificate, 2 students requested their 50-hour certificate, and 1 student requested his 200-hour certificate. These numbers held fairly constant until the end of the program.

Some ideas work well, and others less so, depending on the level of available staff support and technology to help track intricate data such as these. However, over 225 certificates were awarded over the life of the program, and nearly every student who received a certificate expressed satisfaction in the acknowledgement.

THE PAPERWORK – Storing what students generate in a space with no storage:

Early on I had established a rolling file cabinet to hold lesson plans, forms and other paperwork needed to operate the Ed Center. As students began using different work books, working on different lessons, and generating pages of information, poetry, art work, and the like, there was a need for the Ed Center to house this paperwork. There was no other means for students to store their work. As the shelter had limited space, if students didn’t carry these things with them, they didn’t have access to them.

There was enough space in the rolling file cabinet to hold individual file folders for about 40 students. At the time, this was about the number of continuing students at any given time at the Ed Center, so each continuing student could have a file to hold some homework, a few drawings, or other paperwork.

As the files were accessed by a number of people, students were repeatedly advised not to store confidential, valuable or irreplaceable documents in their school folder. However, the certificate could be replaced if lost or stolen, so many students elected to store their certificates in their file folder.
Because many students came to the Ed Center already infused with a sense of personal failure, I wanted the learning experience to be positive and as free as possible from triggering frustration or embarrassment.

Adults who have made the decision to return to the classroom to learn basic literacy skills or pursue the GED do so with a wide range of fears, frustration, anxieties, expectations and motivations that can make the educational process for these adults difficult and complex. Homeless education staff must be aware of this complex intermingling of sometimes conflicting motives and feelings, and assist the participant in dealing with them in a productive and healthy manner.\(^{191}\)

Therefore, I adopted a simple math placement and literacy placement test to be taken by each student wishing to do math or literacy studies. I kept at least a dozen of these placement tests as well as several answer keys, stored in the rolling file cabinet, where students could either test themselves, or have a teacher administer the test. At whatever level the student placed, the teacher would then start the student's studies at least one or two levels before the area where the student showed weakness.

In this manner, the student would get a rolling start and a sense of being able to accomplish the learning task, instead of beginning with an area where the student experienced frustration or felt "weak and stupid." This approach is akin to the "Laubach method" which grew out of the late Dr. Frank C. Laubach's 40 years of pioneering work in literacy education.

The "Laubach method" starts with the known, the spoken word, and moves to the unknown, the written word, in easy steps that elicit the correct response from the student and reinforce it immediately. The emphasis is on learning by association rather than rote memory... This type of reinforcement provides motivation and keeps interest high.\(^{192}\)


\(^{192}\) Ibid., 31.
Grades or pass-fail comments were never written on a student's worksheets. Instead, the correct answers would be noted, and an answer sheet given to the student so the incorrect responses could be reviewed and corrected. A student could elect to either keep working on how to solve the problem, or could refer to the correct answer and then work backwards while attempting to figure out how that answer came to be. By keeping the most recent worksheets available to students, they could always visually refer back to their strength areas to help them move through a weaker area currently being worked on.

As time passed, the number of students continued to grow while storage space did not. Out of necessity I began to remove the files of students who had not returned to the Ed Center for approximately 3 months or more, and store them in a locked file cabinet provided to me at the DOE administrative office.

When a student would return after a few months or years, I would pick up the old folder from the file cabinet and add it back to the current folders in the rolling cart. In this manner, active students always had a place to store work and returning students could identify the lesson where they had left off.

THE ADMINISTRATION – To know who’s in charge, follow the money:

Stewart B. McKinney Education for Homeless Adult funds generated $109,000 for the operation of Hawaii's six homeless adult literacy sites from approximately June 1992 through March 1993. The funding came directly from the federal government to the DOE Office of Instructional Services (OIS).

The OIS oversees and monitors most DOE educational programs, and distributes state and federal funding to a wide range of schools and programs. Under the OIS umbrella is the Adult Education programs. This includes all eleven community schools for adults,
the GED high school diploma program, ESL, special education, and satellite learning programs such as classes for the elderly and education for homeless adults.

The federal government produced a set of charts and statistics as a requirement for funding, and I was required to turn in a set of results to the DOE-OIS quarterly, along with a written report. For the first two years of the program, I reported directly to the Educational Specialist overseeing all adult DOE education programs, including mine. To my benefit, I was allowed to keep my desk, file cabinet and workspace in this office, and was given the use of the fax, telephone, typewriter, etc., and I did need to keep track of photocopying for reimbursement purposes.

Because the office space allocated to me was in the administrative office for my program and next to the office for the program administrator overseeing the Ed Center, I had the privilege of attending all staffings pertaining to it. This provided me with the opportunity to discuss and present aspects of my program at many key meetings, and gave me first-hand knowledge of all policy, program or funding changes that could affect my program in ample time to prepare for them.

Given that the initial Education for Homeless Adults funding award of $109,000 was distributed between six sites, the final funding award of $43,000 in 1993 for the Ed Center, in comparison, was quite generous. Although the budget did not allow for rent or lease funds, I managed this problem by establishing free office space for myself, and a free site with utilities for the school. This allowed the funds (less $12,895 Administrative overhead) to be spent on hiring three part-time teachers, and still left a sufficient amount for operational expenses such as photocopying costs and replacing consumable educational supplies.
Although the DOE-OIS Educational Specialist was a primary administrative authority for my program (the Ed Center was within the IHS, using shelter space, utilities, and to a degree, staff to operate), I was also accountable to the IHS Executive Director, Ms. Morikawa. Because the Ed Center came directly under Ms. Morikawa's jurisdiction, I always provided her with a copy of each report I generated for the DOE, and made myself available to discuss the results with her.

Actually I seldom had meetings with either Ms. Morikawa or the DOE-OIS administrator, and I continued to have a great deal of freedom in how I set up, operated, and staffed the Ed Center. Although there were a few areas that brought some changes in staff, materials, and the like, the program continued to operate in a consistent and predictable manner. Hours and operational procedures were set, and there was usually enough time and energy to meet current students needs while bringing new students on board.

After the end of each class, the teachers would usually stay to discuss the day's gains and insights, and to work out strategies for coping with difficult students or challenging situations, as the case might be. It was always a team approach, with group decisions, an ongoing staff involvement and development approach recommended by the DOE for its vocational and adult education programs.

Support Services Indicator 6: [the] Program has an ongoing staff development process that considers the specific needs of its staff, training and the skills necessary to provide quality instruction, and includes opportunities for practice and systematic follow-up. . . . The process also includes input from staff and students to identify needs, and practice follow-up to ensure effective instruction. 193

Early 1994 several program administrators for the Office of Instructional Services retired, one died, and the OIS underwent reorganization, relocation, and renaming. The Ed-

ucational Specialist overseeing all DOE adult education programs retained responsibility for overseeing the homeless adult education program, but lost his support staff at the same time he acquired an additional caseload of other programs. He was soon relocated to a different location with a smaller staff and office, which made it impossible for him to continue personally performing the administrative aspects of the Ed Center contract. It also meant I could no longer be the agent submitting the grant proposal for funding renewal.

In order to submit a grant proposal for 1995, I had to find an agency or educational program administrator who would be willing to take on the grant submittal and administrative oversight duties; not an easy challenge given the 50% bid proposal bond required of all private sector agencies. However, since there is no bid requirement for public schools, I decided to approach the principal of a community school for adults to see if a liaison could be formed.

There were two CSA’s within proximity of the IHS and the Ed Center. Several of our students were either currently attending one of them, usually seeking a high school diploma or to take a special interest class. I submitted copies of the Ed Center’s proposals and grants from the previous two years to the principals of both CSA’s. Of the two schools, Mr. Libby Viduya, Principal of Farrington CSA found the program desirable, stated he enjoyed doing special population programs to help the community, and was willing to take on the responsibility.

With little modification to the form and function of the Ed Center, but with some modification to the budget and some additional forms and statistical information requirements, together we drafted and submitted the 1994 grant proposal for continued federal
funding of the Ed Center. The grant was accepted, allowing the Ed Center to function for
another year.

However, the state DOE was experiencing ever increasing budget constraints which
reflected in a thinning of funding amounts to many programs, including the Ed Center
program. Although the 1994 award of $38,000 was $5,000 less than the previous start-up
year, and approximately $12,000 was deducted from the budget for administrative over-
head, by obtaining many of the educational supplies by donation, I was still able to con-
tinue operations in 1994 much the same as in 1993.

I now found myself responsible for reporting to three different administrators; the IHS
Executive Director, the Adult Education Specialist, and the Community School Principal.
Each had a vision close enough to mine to allow me to continue the school with the same
basic agreements as originally established when it opened. They were all also different
enough to substantially increase the program’s documentation requirements and related
paperwork.

The Ed Center continued to operate under the Farrington CSA in cooperation with the
IHS Administration for the duration of the Program from March 1994 through December
18, 1998. Although administration style and documentation requirements for the Ed Cen-
ter remained essentially unchanged for the first few years, successive reduction in fund-
ing amounts continued to make severe impacts on the program’s ability to function.

MEETING NEEDS – How to sufficiently educate without sufficient educators:

By 1997 the funding had been so reduced that a third teacher could no longer be pro-
vided. The staff was reduced to two part-time teachers, with myself serving as one of the
teachers as well as program coordinator and the person responsible for generating all
documents and statistical reports. In an attempt to compensate for the loss of our third teacher, I generated the donation of two used computers to add to our first one. Several interesting tutorial programs were loaded into these computers, as well as some educational programs such as "Wheel of Fortune," "Where in the World is Carmen Santiago?" and a variety of keyboard proficiency and speed games.

There is quite a variety of educational and learning technology used in literacy training programs for the homeless. . . . The use of the interactive technology is being implemented to try to provide more training for greater numbers of homeless illiterates or low literates with the minimal number of tutors who are available. 194

Although the computers never sufficiently replaced our third teacher, there were a surprising number of students who opted to use them. There were a few instances where a student even made noticeable long term gains directly attributable to their computer use. For example, there was a young deaf black man who had a very defensive attitude and was constantly on report at the IHS, resulting in his being denied access to the facility as well as to the Ed Center on more than one occasion. In addition, he was one of the few students who had been disinvited from the Ed Center on several class days, for being aggressive with or starting arguments with other students.

This student always came back a few classes later after he had calmed down, only to once again become frustrated at something or someone and repeat the cycle. Although both the other teacher and myself signed, we were both women and he flatly told us he was not going to let any woman tell him anything. He often communicated through written messages, and it was obvious he had very weak spelling and grammar skills.

In an effort to reach this student, I showed him a computer spelling game. When I first showed him the program “Wheel of Fortune,” he recognized it from T.V. He wasn’t sure of the rules of the game, and during the first couple of classes he would jump up swearing or gesturing with his middle-finger after several rounds of failure at the game. He would also anger quickly if anyone tried to explain or correct something he was doing. “I’m not stupid!” was his most common remark, followed by, “No woman tells me what to do.”

As this game was set up for one, two, or three players, the male teacher and I decided to role model for this student, both the game rules and how to have good inter-gender sportsmanship. We began playing the game just before class when this student would usually arrive. He, of course, would want to play the game, usually waiting quite impatiently and interrupting several times while the other teacher and I finished our three-round game. The other teacher and I would purposefully finish our game because this student needed to acquire the ability to be patient and take turns with others on the computer.

It is not unusual for students to want to “hog” a computer once they are on it. For example, instructors using a literacy and job training interactive computer series utilized by the United States military to train personnel noted the following,

In much the same way as video games are “addictive” for youngsters, the adult learners seated at the [JSEP] terminals did not volunteer to give up their seats until after their allotted time had expired and they had been asked to finish up and leave (some were asked several times before they ended their lessons and left the workroom).195

The other teacher and I also made a point of being beginners, and frequently discussed or checked the rules with each other as we played. We would point out to each other how

195 Ibid.
something worked, and congratulate each other when someone won. We would even try to help each other solve a particularly difficult word puzzle, not caring who won. Most of all, we showed we were having fun while playing, demonstrating patience and good sportsmanship, and demonstrating that winning or losing mattered less than solving the puzzle.

We only had to model the rules three or four times before this student was able to start playing on his own. However, he was a poor speller, and would easily become frustrated when he lost a game because he couldn’t correctly spell a word. I began keeping a dictionary by the computer which he soon started using. On several occasions he even asked a teacher to help him look up a word, or help solve the game puzzle.

Over the next two years this young man got quite proficient at the game, and this resulted in better spelling and writing. More importantly, he began to play with others, even being somewhat gracious when he lost. He had become noticeably more patient, less aggressive in general, and proud to be one of the few students to earn a 200 hour-Certificate of Merit from the Program.

My belief that the Ed Center was making a difference in this young man’s life was supported by quite a few of the IHS personnel. They remarked how much easier it had become to work with him, and how he was having much less friction and arguments with both staff and other guests in the facility.

Although the computer games tended to bring in a few students who just wanted to play around, most students respected the Ed Center and did not try to deter other students from more productive avenues of study. And, more than a few that initially came in to play on the computers eventually started to work on more scholarly tasks such as math.
and English improvement; especially as they mastered the various tutorial programs or grew bored with the few computer games available.

**NESTED COMMUNITIES – Strengthening the support system:**

Beginning March 1995 the Ed Center was administered by the Farrington CSA, and was considered by the DOE to be one of the CSA’s satellite schools for ABE/General Education. Although no longer an autonomous program, the Ed Center maintained its open-entry, open-exit nontraditional format, and experienced very little disruption in how it operated.

Having a new and additional administrator added several layers of bureaucracy to the operation of the Ed Center. This meant more paperwork and additional operational procedures to contend with, and once again there were a few substantial problem areas that needed to be reconciled. One of the more pressing issues was the fact that the DOE tends to run on a fixed school year calendar, and all of the CSA’s follow that calendar. This includes not being open during fall, spring and summer school breaks, state and federal holidays, and other special school event-related days. Yet one of my primary goals for the Ed Center was to be open consistently, with as few breaks as possible.

Because the 1995 and 1996 funding amounts were sufficient to cover operating expenses and teacher salaries based on a 12 month calendar, Mr. Viduya was willing to accommodate the more flexible schedule by slightly shifting the dates when quarterly statistics were due. He also required that I generate an additional document reporting on Ed Center activities, attendance and statistical information for the extended summer months of the program’s operation.

Ironically, another challenge that came about was due to the open-door policy of the
CSA’s. In general, CSA classes are open to the public, and there are few reasons for any adult to be refused the right to apply. However, the school needs to assure the safety and well being of other students, the teachers, and staff. Homeless people tend to be easily identifiable, easily stereotyped, and easily feared, and just the fact they are homeless can bring a sizable element of discomfort to a classroom.

There is also a degree of personal dress and hygiene shared by most adults that is largely unattainable for many who are homeless. Without means to adequately upkeep basic grooming and hygiene functions, the homeless tend to dress poorly and have more body odor. Without a means to store medicines, the homeless tend to have more illness, infections, and other health-related issues than those with adequate shelter. The average citizen does not want to sit next to someone who is dirty, smells badly, or has sores and rashes, no matter the reason. Although a person wishing to attend a DOE adult education class could not be denied entry based on grooming and hygiene, the other students also have a right to a safe and healthy educational environment.

Along with a concern for safety and health issues, teachers and other students in adult education settings desire to have classmates who are committed to the educational process. CSA classes are largely comprised of people who really want to learn what is being taught. No one is making them go to school. Many give up after-work time to attend and take their studies seriously. This commitment is reflected in their showing up for class prepared to do the work, being on time, being reasonably clean, and having all of the materials or supplies required for class. Homeless students often find themselves both physically and financially challenged to meet these standards.

It became obvious I needed to create a legal and ethical method of screening to
achieve a balance for all concerned. I also wanted to ensure that any Ed Center student who was referred by one of our staff to the Farrington CSA stood a reasonable chance of fitting into the classroom, doing the coursework, completing the class, and not being at high risk for either driving away the other people, or being driven away by other people in the classroom.

I obtained several dozen of the commonly used CSA enrollment application forms that are filled out by adults applying to take a CSA class, and brought them back to the Ed Center. I also started keeping a few dozen CSA school calendars at the Ed Center listing the various courses offered at the CSA as samples for students who expressed an interest in a more formal educational setting. If a student appeared sincere, understood and accepted the possible sacrifices to be made in order to attend CSA evening classes, I provided him/her with a Farrington CSA enrollment application form, signed and dated the bottom, so the student could then take the signed application to the CSA.

When the student was an “approved” Ed Center referral, the CSA would waive the $5 enrollment fee, and usually even supplied the textbook or workbook at reduced or no cost. Sometimes an independent contractor taught the course and the school had no means to pay for the book or supplies. Students then needed to pay their own way.

Students who wanted to attend a CSA, other than Farrington, could of course do so. However, as I was never able to acquire an agreement from other CSA’s to waive costs for Ed Center students. They simply applied, paid and attended on their own, as did all other interested adults.

The number of students inquiring into CSA classes was never very great, and the number of students for whom I would not sign and date an approval, was even fewer. The
very few for whom I would not approve the waiving of fees, were students who had previously signed up for a class, gotten the fee waived and the book supplied, and then never attended the class, nor attempted to return the book. There was also one student I did not approve after he told me the main reason he wanted to attend a certain class was because of the women he could meet that took this kind of class. "It’s a babe market," he had said to me, so I advised him to go shopping with his own money.

I would, however, offer to sign a waiver for the following semester if the student in question paid for the current one and successfully completed the class. In this manner students could work towards earning a reward for turning their attendance and completion rate around, and the CSA was protected from the costs associated with repeat non-performers.

Although the linkage between the Farrington CSA, the Ed Center, and the IHS allowed me to create a means for students to gain easier access to the wide variety of subjects and courses offered each semester by the CSA, I had no authority over who actually applied. Due to the open-door policy of the CSA’s, neither students nor any other IHS resident required my approval or signature to apply to any of the CSA’s. Before the Ed Center had even developed this option for our students there were several IHS residents who were already familiar with CSA programs and had previously self-enrolled in some classes.

Although the CSA could not refuse such self-enrollments, there was now a system in place to alert the CSA staff when such enrollments were not pre-cleared and an Ed Center referred student. The CSA had no obligation to cover such enrollments or textbooks and supply costs. As many homeless people had never even heard of these programs and
there was always only a small percentage of our students who showed interest in them, the slight increase in the number of homeless adults attending CSA classes posed no serious problems for the school or for other students.

Over the next four years of program operation there were only rare occasions when I was asked either to talk to an Ed Center student attending the CSA about some aspect of their behavior, or to do something to actively intervene regarding a student’s conduct. For example, one young man often challenged and was aggressive toward an older, easily intimidated female CSA teacher. I set up a private conference with this student after an Ed Center class. I listened to his concerns about having his opinions taken seriously and explained how it was the timing of his opinions, rather than what was opined, that was creating some problems.

We discussed his feelings as well as the unsettled feelings his behavior was creating for this teacher and worked out an agreement where he would wait until class was over to challenge the teacher’s remarks. This way, the class would not be disrupted by his interruptions, and the teacher could either elect to respond to his various points or refer the student to the Principal or back to me. Although there were still a few occasions when I received complaints about this particular student, periodic talks such as this greatly reduced the number and severity of such complaints.

**CHOICE CONFLICT – Sacrificial limitations to the pursuit of adult education:**

Not surprisingly, there was a conflict between the IHS hours of operation and the CSA hours of operation. CSA classes operated after public school hours with the typical class offered evenings, two to three evenings a week from 6 p.m. to 9 p.m. However, the IHS provides dinner from 5 to 6:30 p.m. In order for students attending CSA classes to arrive
on time, they had to leave the IHS by 4:30 or 5 p.m. to take a bus or walk the three or so
miles to the CSA. This caused students attending CSA classes to miss the IHS dinner
meals, with most not being able to eat until the next morning’s meal.

Going without dinner twice a week soon proved a real deterrent to CSA attendance by
the homeless students, so I met with Ms. Morikawa to discuss the dilemma. She quickly
addressed the situation by making arrangements so that qualified students could receive a
“bag lunch” similar to that provided by the IHS kitchen for evening shift workers who
started work after the regular dinner meal. (It usually contained a cheese, peanut butter
or meat product sandwich and a piece of fruit.)

I was now required to generate and submit a weekly roster to the IHS kitchen manager
of students actively attending CSA classes, and students on the list could pick up a bag
lunch about 4 p.m. on class nights to take to school for their dinner. There were still
occasional evenings when there were not enough bag lunches available or prepared in
time for students to pick up on their way to CSA classes. However, this accommodation
usually operated fairly smoothly.

Although most Ed Center students attending CSA classes no longer cited missed
meals as a reason for not continuing with their CSA classes, there was still some attrition
directly related to students not wanting to miss their hot dinner meals, or who found the
bag lunch unappetizing.

Another major problem along with not getting fed was the fact that only people who
were in the IHS when the doors closed at 9 p.m. could get one of the sleep mats distribut-
ed at that time. Those unable to secure a sleep mat had to make do with whatever clothes
or blankets they personally owned and had with them. As CSA classes don’t finish until
9 p.m., students residing at the IHS would frequently return to the shelter too late to get a sleeping mat; another factor that deterred students from attending CSA classes.

When the situation was explained to Ms. Morikawa, she attempted to initiate a system by which all students who picked up a bag lunch would sign up for a mat, and have it waiting for them when they returned from class that night. However, more often than not, reserving a mat really depended on who was handing them out and how much energy a staff person decided to spend trying to save them. Although the bag lunches were a certainty, the bedding situation never really resolved itself.

At the beginning of every CSA school semester, many of the Ed Center students would show high enthusiasm and interest in attending CSA classes. Even though interested students were pre-warned as to the challenges and possible sacrifices they might be called upon to make in order to attend the classes, there were always a number of students who, for various reasons, would not complete the semester. The most commonly cited reasons for being unable or unwilling to complete the semester were as follows:

1. No mat and/or place to sleep by the time I get back from the CSA at night.
2. I need to eat a hot/complete/early meal.
3. The CSA is too far away/trouble with transportation costs/can’t walk that far.
4. It’s too dangerous to be out in that area that late at night. (Around IHS, and the bus stop areas at Aala Park, and near one of Hawaii’s housing projects.)
5. I feel uncomfortable/embarrassed/stupid around other “normal” students. (Students who don’t look homeless, aren’t broke, aren’t unemployed, etc.)

Although the sleep mat challenge was never fully resolved, another problem was actually solved through the system created for saving sleep mats. By being on the weekly list of CSA students taking classes, these students were now admitted without problem.
into the facility after normal lockout hours when they returned to the IHS between 10 and 10:30 p.m. from their CSA classes. Occasionally there were valid reasons for a student arriving past the extended curfew time. However, students arriving later than 10:30 p.m. were still denied access to the facility because their reasons for arriving later could not be validated until the next day when the IHS case managers returned to work.

There was one student who became so indignant and irate over being kept out overnight after missing the bus and returning late from his CSA Japanese language class, that he refused to attend any further CSA classes. As I could not promise the situation would not happen again, he seemed intent on following through with his decision, and nothing further could be done to ameliorate the situation. This student did continue attending the Ed Center where he continued to study the Japanese language on his own.

Over the life of the Ed Center program, over 106 students were referred to the CSA programs. Of this number a confirmed 27 students (25%) either completed their course or attained their high school diploma. As there were a number of referred students who either neglected to follow through on the referral, or decided for various reasons not to attend, this is considered an acceptable, if not profound retention rate for this population.

In addition, of the 629 total enrollees in the Ed Center over the life of the program, at least 14 students began attending community college courses; of these, 5 are confirmed to have completed a vocational certificate or 2-year degree program.

Although there is no record of how many of the agency and job referrals we gave to students over the years that turned out to be fruitful, the data generated on documented Referrals to secondary education programs does show that 25% to 30% of the Ed Center students attempting to advance their education and training, succeeded in doing so.
THE MOVE – The Ed Center relocates to the new structure and restructures:

In late 1994 the IHS secured the lease for a second facility on the nearby Kaaahi Street in downtown Honolulu. Within three blocks of the original Iwilei Road shelter, this newly renovated three-story building allowed the IHS to restructure its methods of providing services, as well as to expand its range of services to the homeless.

It was the intention of the IHS to revamp and reconstruct the original shelter at Iwilei Road and then convert it into an all male dorm. In addition to keeping most of the case managers’ offices at the Iwilei Road facility, food preparation and all meals continued to be served and eaten there as well, since the large freezers and kitchen were already installed at that site.

With the work going on around them, the males continued to reside at the Iwilei Road site throughout the reconstruction period. However, the women and children were moved into the new Kaaahi Street facility where a dorm was set up for them on the second floor. This new site offered more space for the women to care for their children and to store a few personal items, and was in much better condition with better bathrooms, shower and laundry facilities. However, as all meals were prepared and served at the Iwilei Road site, the women and children were now required to walk in all kinds of weather to that site for each breakfast, lunch and dinner meal they wished to receive.

Ms. Morikawa and I met mid-January 1995 to discuss what to do about the Ed Center. The reconstruction meant that the women and children were soon being moved from the second floor of the Iwilei site to the new site. This also meant there would no longer be a place on the second floor of the Iwilei site for the Ed Center to operate. I was concerned about this for several reasons. Although Ms. Morikawa had assured me she would find a
way to allow the Ed Center to continue providing services, until May 1995 it was not clear what would become of the Ed Center.

During mid-summer 1995, Ms. Morikawa decided that the Ed Center could utilize space in the Multipurpose Room on the first floor of the new Kaaahi Street facility. Along with enough space to set up a good-sized classroom, I was also given a locked storage space for our materials and supplies, just down the hall from the Multipurpose Room. Once again the school was to be collapsible, with all books, supplies, two computers and one typewriter stored on rolling carts to be set up prior to each class, then packed up and rolled back down the hall to be locked up again after each class.

However, the space allocated for storage was now much larger, allowing for two additional carts to be added to the existing three. There was also room to store several large boxes of books and back-up supplies. Now educational materials could be easily refreshed, and additional topic books and materials stored and readily accessed should students request them. The new space also offered some additional bonuses. There were ample electrical outlets in the room, a sufficient number of permanent tables and stack chairs. A small sink proved to be a very useful addition, especially when parents brought in their children and changed diapers or washed hands and faces.

This move proved to be very fortuitous for the Ed Center. The room itself was delightful to be in. Newly painted and with lovely paintings and wall hangings, it was located on the ground floor, facing a grassy area and garden. One whole wall was louvered glass windows that let in ample sunlight, and allowed fresh air to freely circulate.

There was even a picnic table directly outside on the grassy area where students could go to study. There was also a smoking area close by. At the previous site it was quite
difficult to arrange for a student to leave the facility for a smoke break and then re-enter, so sometimes students didn’t return after taking a break. At this new site students simply stepped outside to the adjacent smoking area, smoked, and returned to the Ed Center when they were through.

Because the Ed Center was now located in a highly visual room directly adjacent to the large outdoor courtyard where many residents congregate each day, the number of people becoming aware of the school’s existence increased dramatically. As the number of people becoming aware of the Ed Center increased, so too did the number of people showing interest in participating in Ed Center activities and this, in turn, resulted in a greater frequency of self-referrals and new students.

From August 1993 through December 1993 the Ed Center had a total of 61 enrollees. From January to December 1994 there were 145 new enrollees, and the following year there were 140 new enrollees. 1996 saw very little decrease with a total of 137 new enrollees that year. As the Ed Center was now located at a site designated primarily for women and children, the percentage of female enrollees increased as well. There was also a noticeable increase in the number of young children coming to the Ed Center with a parent.

**ROLE CLARIFICATION – Adult education teachers, not child care workers:**

With the increase in women and children among the population of people attending the Ed Center each day, there also came a need for teachers to be more vigilant and aware of safety issues. Frequently a teacher would call a parent or guardian’s attention away from their studies and toward their children. Most commonly the reason was that a child was at risk of falling or hurting themself or another child.
Sometimes children were too young to entertain themselves and were either actively fussing or crying or were being “pesky” and disturbing adult students who were trying to read or study. Occasionally a parent would expect the Ed Center staff to serve as babysitters and attempted to drop off their children with us to be entertained and looked after.

After several attempts by parents to leave their children with the teachers so that they could go to appointments or do other personal activities, it became necessary to establish a firm policy against this. When a parent attempted to leave a child unattended with us, I would explain that this was an adult school, and due to liability issues, the only way a child could be in the Ed Center was if a parent or other qualified adult was present to take responsibility for the child. If a parent wanted to read to or play with the child while at the Ed Center, that was certainly an acceptable activity. However, I always explained that the teachers were there for the adult students, not to babysit or entertain the children of students; that this was a parental responsibility.

There were many occasions when a teacher would join a parent and child in an activity, in order to model higher order stimulation interaction, or sometimes just to enjoy the interaction. However, it was always a teacher’s prerogative to focus attention on a child or interact with a parent and child playing, and this was never an additional or expected teacher responsibility or behavior.

There were also parents who brought older children to the Ed Center. If a child was over sixteen and wanted to work productively on a subject or task, he or she was usually allowed to be present, even without a parent in attendance. However, even the older children were not allowed to monopolize supplies, equipment such as computers, or a teacher’s time. It was always kindly but clearly explained that the Ed Center was first
and foremost established to provide adult education, and that was the job of all Ed Center staff. Again, a teacher could choose to spend time with one of the teens, but never to the detriment of an adult student’s needs.

The number of children present at the Ed Center always increased dramatically during the summer, and at school breaks such as mid-winter and in the spring. However, by clarifying and protecting the teachers’ roles, the presence of children at the Ed Center was usually an added joy, and seldom proved a barrier to our purpose and goals.

**IT WORKS – The dream is realized, and the results are heartening:**

The budget for 1996 remained at the same small but doable amount of approximately $14,000. By now the Farrington CSA completely controlled the budget. I was not privy to the exact amount, only told there was enough for two part-time teachers and myself as a dual program coordinator and teacher. We each received the same DOE part-time teacher salary rate of $18.09 an hour, eight hours a week, 48 weeks a year. By rotating our time off so that at least two teachers were present for each class, I was able to keep the Ed Center open twice a week, and with at least two teachers, nearly all 52 weeks in 1996. Rotating also allowed me to keep at least two teachers present each class day for safety reasons as well as for student education needs.

This was a glorious time. My vision of what comprised a successful school and a powerful curriculum with the potential for breaking the cycle of homelessness was realized. The Ed Center even had several positive write-ups and photo layouts in several newspaper articles as well as a regular, monthly mention in the IHS newsletter.

Until now, the provision of education to homeless adults had not been considered a vital area of homeless services. Most significant conferences, meetings, and workshops
regarding homeless concerns were primarily attended by the various agencies involved only with provision of food, shelter, and health care for the homeless.

As the Ed Center gained recognitions as a successful homeless intervention education program in the homeless service provider community, I was invited to attend many significant events among the state's homeless service providers, and at quite a few events was provided opportunities to discuss homeless education methods and concepts. This ongoing presence in the area of providing homeless services further strengthened my view that education is a viable method for helping to prevent homelessness as well as to break the cycle once it has occurred. It was my hope that, through such successful networking and bringing education to the table, that I also generated a greater awareness and a broader sense of support for future educational programs among Hawaii's homeless services providers.

The impact of poverty and homelessness are devastating and it usually takes at least a couple of years for someone to break through the cycle of homelessness. By now three years had passed and some of the Ed Center students had been involved with the school long enough to start showing measurable results. Every week there was a success story; a student who had earned a high school diploma or successfully completed a college semester; a student who had gone on to a good job, gotten married, or been given back custody of a child; a student whose success story made us all happy and proud to be the teachers at such a wonderful and innovative education project.

The ability to maintain the same address for three years also allowed the Ed Center to be contacted by students who had moved on with no way for us to contact them. The Ed Center would receive letters, holiday cards, and even occasional phone calls from former
students. One student even mailed $2 to "cover the coffee [the student] drank before he left, and to buy the house a round." Consistency, caring, and cordiality combined with the freedom to select one's own curriculum was a fruitful combination for breaking the cycle of homelessness. Everything worked as it should.

The nurturing nature of this new setting was in many respects due to the IHS also experiencing a series of positive changes. The facility now had two sites, one for the males and one for women and children, which more than doubled the available bed space for homeless adults. Separating the men and women into two separate facilities tended to reduce friction and sex-related problems among the residents, and enhanced safety and health factors for both the residents and facility personnel. In addition, by opening a second, different site, a larger, more qualified staff was required to handle everyday operations, and the IHS soon became quite adept at operating as a facility with expanded services.

As the Ed Center was adjacent to some of the new facility's case manager offices, the Ed Center staff was now able to work very closely with many of the case managers and other key IHS staff to exchange information and share insights in order to assist with student needs and development. The IHS had even created a new position that combined public relations and fundraising. By coincidence, the person hired for the position was Mrs. Hummel, the wife of one of our first teachers, and very supportive of the Ed Center.

On several occasions, in both 1996 and early 1997, Mrs. Hummel generated gifts and donations to the school. She personally arranged to have three beautiful tapestries hung in the room to add to its comfort, and she made a point of keeping the Ed Center staff informed about any special events or situations that could affect us, such as days the IHS
and the Ed Center could expect a tour group visit, or would be closed down for repairs, insect spraying, or the like. Ms. Hummel would even give me a "heads up" if a particularly worrisome or alarming situation had developed that could affect either our students or ourselves, so that I might better prepare for any problems that could arise.

Late 1997, after learning that some of the Ed Center students loved playing music, Mrs. Hummel arranged for the donation of a small but professional electric keyboard synthesizer to the school. After one day of hearing budding but untrained "musicians" plunk away, I bought plug in earphones for it. After that we would often be entertained by watching someone tap, move, hum or sing to what they were attempting to play, without being subjected to how poorly they actually played it.

Although I now made weekly visits to the Farrington CSA to do most of the copying to restock Ed Center lesson plans and other types of Ed Center handouts, Ms. Morikawa now had an office within the Kaaahi Street facility, and her secretary would usually allow me to use the office copy machine to make a few needed "on-the-spot" copies. In return for this courtesy, Mr. Viduya, Principal of the Farrington CSA, made an "in-kind" donation of a box of copy paper reams and an expensive ink cartridge to the IHS. By this time the supplies budget for the Ed Center had all but disappeared. Therefore, donations such as those generated by Mrs. Hummel, and this reciprocity in support of the Ed Center by both the IHS and the CSA, were much appreciated contributions to the Ed Center's continued successful operation.

The new Kaaahi Street site also housed the receiving dock for all incoming donation drop offs by the general public. Every day carloads of donations would arrive. Two to three of the more trusted residents would receive donations, write out receipts for them,
and then sort through the donations for the better clothing, shoes and toiletries to be distributed from a common store room on an as-needed basis to residents.

All food, linens, paper products, and useful office supplies would be routed to their respective sections within the IHS to help augment in-house supplies. However, even though the IHS had acquired significantly more space with the additional site, having enough room to store regular supplies and additional donations, as well as being able to provide some space to store a few personal articles for residents, always posed a problem. After the dock and donation staff sifted through the daily donations, less than a tenth of what was usually donated would be kept and routed for IHS use. The remaining bulk of donated items was then picked up by the nearby Salvation Army to be further sorted and prepared for their stores to sell.

In summer of 1996 I was granted permission by Ms. Morikawa to periodically select from the book and school-type donations and take what I needed to restock and update the Ed Center’s supplies. In this manner I was able to continue to refresh and update the Ed Center’s text, reference and reading materials even without a budget for such items and supplies. Materials ranged from amazingly beautiful books on various people, places and things in the universe to study guides for gaining American citizenship. There were books on crafts, art, construction and repair, textbooks from elementary, high school and college level classes, a fairly recent Physician’s Desk reference and Thesaurus, and even a beautiful leather-bound, thirty year old encyclopedia set.

During this time Ms. Morikawa also assisted me by making arrangements to have two large bookshelves installed in the Multipurpose Room in order to house the free “lending library” I had previously initiated at the original site. I made a personal commitment to
keep these permanent bookshelves stocked with materials representing a broad range of categories and reading levels. I felt that, by maintaining a free book system for all IHS residents, whether or not they were Ed Center students, I was actively contributing to the promotion of literacy throughout the facility.

In the remaining years of Ed Center operation, there were only rare cases of abuse of the free books. Once some Ed Center students reported a woman who took several bags full of the better quality books to the swap meet and sold them for cash. Another time a woman, who was able to secure permanent housing, admittedly took a boxful of children’s reading and color books for her children the day she left the IHS. However, nearly everyone who did come for free books only took one or two at a time, and more often than not, when they were through, returned them for someone else to read.

SLOW STRANGULATION – New administration, new rules, and a program dies:

A successful program is dependent on many factors, not a few of which revolve around administrators and how they administrate. Up until December of 1997 the Ed Center had the good fortune of a being a “pet project” of the current IHS Administrator. Ms. Morikawa had done everything she could to help find ways to help me help the school to operate successfully. However, the last week of December 1997 Ms. Morikawa gave a very short and unexpected notice to the IHS and within days was replaced by a new administrator, Ms. Lynn Maunakea.

It took nearly six weeks before I was able to meet for any length of time with Ms. Maunakea. She had come in to the IHS with the philosophy “a new broom sweeps clean,” and had been making changes in staff, job descriptions, goals and functions of the facility before she was ready to have serious meetings with “outside programs” such as
the Ed Center. Ms. Maunakea expressed an interest in keeping the Ed Center operating as an on-site, separate entity. However, she required I submit copies of all sign-in lists as well as prepare and submit an IHS in-house monthly statistical report to her office. Although willing to meet her conditions, the paperwork I was already required to gather and complete for various purposes and requirements increased noticeably.

January of 1998 the Ed Center grant request was once again reduced, and I no longer had enough funds for three teachers to cover each Monday and Friday 4-hour class. By once again forgoing a supplies budget, I was able to keep the third teacher on one of the two class days a week, and as a fill-in if the other teacher or myself needed a day off or were too ill to work.

After several meetings with Ms. Maunakea and some shifts in protocol, the Ed Center continued to function as a successful program. Although the new Administrator didn’t go out of her way for us, neither did she impede others in the facility from continuing to do so. Once the Ed Center staff had worked out a flow in our new, abbreviated hours, the school continued much as it had before.

However in March 1998, several Administrative changes at the Farrington CSA led to significant changes in Ed Center operations. Prior to March 1998 the Ed Center was under the direct administration of the Farrington CSA Principal, Mr. Viduya. Mr. Viduya is considered by many to be a visionary, and has a history of giving innovative and unusual programs an opportunity to demonstrate their worth. However, because of his workload, Mr. Viduya was forced to turn several of his pet projects, including the Ed Center, over to the new CSA Vice Principal. (The previous Vice Principal became ill, and was replaced March 1998.)
The new Vice Principal had no prior history of working within the Farrington school district. Neither did he have a background in working with homeless adults, and he felt strongly that all satellite schools should be standardized in operations, including the Ed Center. It was his decision to have the Ed Center staff recognize official DOE holidays and school breaks. This meant the Ed Center would no longer be able to remain open over the summer, winter and spring breaks, or on state or federal holidays.

In the past, the Ed Center staff would volunteer hours to keep the school open during the yearly two to three week funding gap period. As of April 1998 the teachers and I weren’t even allowed to work at the Ed Center on a volunteer basis because of the new administrator’s concerns about possible liability “should one of us be hurt when we shouldn’t be there.”

This break in services proved quite deleterious to the overall success of the Ed Center. Although all students benefit from consistency, with homeless students, consistency is a must for a program to thrive. The consistency that the Ed Center had strived to maintain since 1993 was suddenly and completely derailed when this new DOE protocol forced me to close up the Ed Center at the end of May 1998 for the regular DOE summer break. When the doors reopened, after the 10 summer weeks had passed, many of the students we had been working with over the years had moved on and could not be reached.

I had made it a point to meet with Ms. Maunakea several times over that summer in anticipation of reopening the Ed Center early September 1998 after the imposed DOE summer break. However, a new administration often has new ideas of how to structure or restructure, and I was informed that, although the Ed Center was still welcome, it was no longer welcome in the Multipurpose Room.
Ms. Maunakea had decided to redesign that room as a Parent and Child Activity Center where families could interact during the day, and where various parenting and health related workshops would be conducted. The rest of the first floor was occupied office space and designated storage space, so come September 1998 when I intended to reopen the school’s doors, there would no longer be room for the Ed Center on the first, and most accessible, floor.

The second floor was designated as sleeping and dorm space for women and children, and Ms. Maunakea wanted to keep that floor locked and off limits except during sleep hours. She also felt the men’s facility was never an appropriate site for the Ed Center, and she wasn’t about to let us return there. She did, however, offer space on the third, top floor in the same Kaaahi Street site where we were currently located on the first floor.

The top floor was a storage floor for both facility sites. It was comprised of several huge rooms with poor ventilation and lighting, and filled with various donations, supplies and equipment for both facilities.

The whole top floor area was very neglected, dirty and grimy, constantly dusty and smelling of mold, and there was no air conditioning. The whole floor was extremely hot and stuffy. It also lacked sufficient outlets to plug in fans, computers, or extra lights, and there was traffic noise due to various IHS staff picking up or dropping off stored items. The top floor was also a locked off floor, and the only elevator was reserved for “staff only.”

Although this was the only space available for continuing the Ed Center, I had full intentions of making it work. Just before the September reopening of the school, Ms. Maunakea gave me permission to set up a permanent space and even let the school have
the use of some IHS furniture; two long tables, 12 chairs and several bookracks. Because of the prevalence of toddlers and small children who accompany their parents to the Ed Center, she even let the school have some second-hand rugs to cover the cement floor.

Late August 1998 when I went in to the IHS to move the school's stored equipment and supplies to the third floor to set up the new location, I found a great deal of supplies as well as the typewriter and two computers missing. I was informed they had been removed and "reallocated" to other areas of the IHS facility during the summer. When I met with Ms. Maunakea about the "reallocated" items, I was informed that, as donations they were considered IHS property, and since they had been just sitting idle, had been needed elsewhere. It appears that, without a consistent presence, not only the homeless students tended to forget the Ed Center's existence.

Ms. Maunakea was sympathetic about the loss of these items created for operating the Ed Center and gave me permission to continue to glean books and school-type supplies from the donations that arrived daily at the docking area. However, her new policy was to now have all donations screened, with any items felt to be useful to the IHS distributed there first. I was then allowed to select from the remaining discards. Due to the sheer amount and quality of many of the donations, this still allowed me to quickly replace the missing supplies.

Ms. Maunakea also made arrangements to have one of the two missing computers returned to the Ed Center, a gesture greatly appreciated by students and teachers alike. By running a series of extension cords, I was able to set up two computer stations in the third floor area designated for Ed Center use, and was even able to set up a coffee table so the coffee club could continue.
Mid-August 1998 the Farrington CSA Vice Principal confirmed that the Ed Center could reopen the first week of September 1998. I then met with Ms. Maunakea and obtained permission to post flyers at various locations at both sites about the reopening of the Ed Center. There was also a mention of the reopening in the monthly IHS in-house newsletter, and a memo was sent to each IHS caseworker asking them to refer potential students. But the extremely long break in services proved to be devastating, and few of our previous students returned, or could find us when they did.

Due to the dismally low number of students who did attend the Ed Center during September 1998, I had to reinitiate recruitment efforts with various agencies as well as the IHS case managers. But this was not my most challenging change to school operations as I had already had a network established and just needed to spend the time to reinvigorate it. Already severely impacted by the long break in services over the summer, the move to the invisible, isolated, and nearly inaccessible third floor would prove to be the school’s final undoing.

**CALLING IT QUITS – An education program without students serves no purpose:**

Residents were still barred from the facility during the day. And, now that the Ed Center was no longer on the first floor near an entrance, highly visible and accessible, the students encountered great difficulty reaching us. As all stairwells are kept locked, the only way students could get to the school was by going to the front desk to request having an IHS staff person come meet them there to let them into the facility and personally escort them up to the third floor in the “staff-only” elevator. As most staff were usually very busy, there was not much cooperation in this regard, and many students stopped coming to class simply because they would get tired of the long waits for a staff person
to take the time to escort them into the building, on the elevator, and up to the top floor.

There were a few faithful and motivated students who would try to wait outside the facility in the morning for an Ed Center teacher to arrive, come up in the elevator with the teacher, and then help set up the classroom for the day. Those who didn’t return in time from eating breakfast at the other facility would miss the teacher, and then be faced with the ongoing challenge of gaining access another way. I therefore met with Ms. Maunakea early November 1998 about the difficulty students were encountering when trying to gain access to the Ed Center if they were not ready and waiting at 8 a.m., and about how counter-productive this was proving to be to the Ed Center’s open-door policy.

Ms. Maunakea was pressed for a solution. The elevator rule was absolute; no-one but staff had an elevator key, and access was to remain controlled. Understandably she could not allow students, especially males, to ride the elevator unescorted, as they could easily exit at the second floor women and children’s dorm, a situation that could prove both dangerous and libelous. She also could not demand the IHS staff stop whatever normal duties they were performing to go to the front desk, meet with a student, and escort the student upstairs to the school every time one showed up.

Another problem posed by the “staff-only” elevator was the fact that restricted access worked in two directions, both to and from the Ed Center. When a student was ready to leave the Ed Center, a staff escort on the elevator and to the facility’s front desk exit had to be provided. With only two teachers now present in the Ed Center, one teacher would have to stop whatever they were doing and take the five or so minutes to escort the student. This not only created inconvenient breaks in tutoring, it also left one teacher alone for a period of time without any means at hand to obtain aid should something happen.
Although both teachers were fairly comfortable being left alone with known students, there was a realistic concern with new, unknown students and the potential for violence, acting out, or other dangerous behaviors. Neither teacher was comfortable being left alone several times throughout each class, a situation that would soon worsen.

I had mixed feelings when the program was again refunded for 1999. In a matter of a few months the average number of students attending the Ed Center had declined from twenty plus students per class, to about eight. With all the added problems, especially those caused by reduced hours and restricted access, the program was not doing very well, and the additional cut in funding reduced teacher salaries allowing for only 1½ teacher positions.

As Program Coordinator, I could not eliminate any of my hours. I needed to be present to handle any administrative problems, interface with IHS staff, be responsible for the safety and well-being of the students, and be able to gather daily paperwork to provide required monthly statistics for various administrators.

The other teacher, Mrs. Galisa-Thompson, had been with the Ed Center since it first opened its doors. She had already made many personal sacrifices in order to help keep the Ed Center alive and operating over the past six years, such as working for free during funding gap periods, and spending several days each year helping gather statistics for each new funding proposal.

As we were no longer allowed to come in and work, even on a volunteer basis, when we were not officially scheduled to do so, this additional cut-back in hours meant I would be running the Ed Center at least half the time by myself, and would be leaving the classroom without a responsible staff person whenever a student needed escorting downstairs.
We worked out a schedule where Mrs. Thompson now came one hour later to each class and left one hour earlier. She would typically show up about ½ hour early and stay about ½ hour after her shift ended, just to ensure that I was safe. Although we had both worked occasionally for free to keep the Ed Center operating consistently during short funding gap periods, she advised me this arrangement would not be financially possible for her over the long run.

We struggled along with a growing sense of frustration and despair throughout Spring 1999. For the second summer in a row I was forced to close down the Ed Center for the DOE summer school break. As there was now no way or place to lock up and store Ed Center books, supplies and equipment, I packed what I could in boxes, and left for the summer anticipating that much of what I left would be gone by the time the Ed Center was scheduled to reopen in September. And, as I had feared, when I returned late August to rekindle relationships with IHS staff, clean up the Ed Center area and take inventory, much of the school’s supplies, a typewriter, printer, and two of the school’s three computers were missing.

In addition, I was once again faced with the daunting challenge of contacting old students and recruiting new ones, combined with the additional third floor access problems. Although continuing students knew the protocol for getting into the facility and being escorted up to the third floor to attend the Ed Center, most new students had no knowledge of how to get to the Ed Center, and most quickly gave up trying to do so.

By October 1999 the number of new students applying to the Ed Center had dwindled to a trickle, and by November I finally accepted that the situation was not about to change or get better. At the end of November Mrs. Thompson was offered a full-time position as
an educational specialist with a nearby agency. Having the opportunity to head up a new
at-risk youth education program was too important to turn down for a four-hour a week
teaching position with a fast-failing program, and even though it made her feel horrible to
do so, she was forced to tender her notice.

Early December 1999 when I was once again approached by Farrington CSA to go
about the process of drafting and submitting a grant proposal request to continue the Ed
Center, I explained it made no sense to me to do so. There would not be any change in
location in the foreseeable future, no change in the barriers created by inaccessibility and
shortstaffing, and no changes in the related risk-factor of only one staff person in a
remote section of the facility. With no monies for anything more than my position,
and no way to be more accessible and increase the very small number of students now
attending, I was unwilling to continue the program.

I then met with Ms. Maunakea to advise her I would not be reapplying for the
education for homeless adults grant monies, and that I would be closing the Ed Center
December 31, 1999. Ms. Maunakea did not seem unduly upset, and in fact, seemed
somewhat relieved, as she now had many successful women and children’s programs
operating out of the Multipurpose Room, as well as some intriguing programs operating
at the Iwilei Road facility for men.

Mrs. Thompson started her new position that December, but generously made accom­
modations to be able to continue coming to the Ed Center for a few hours nearly every
Monday and Friday class for the last three weeks until the school finally closed its doors.
We had a nice holiday party the last class, and gave away nearly everything any student
who showed up expressed an interest in owning.
When I went to turn in the Close-Out Report to Mr. Viduya at the Farrington CSA the end of December, he informed me the IHS had expressed an interest in collaborating on a funding request and using the monies to help operate an in-house vocational education program.

I therefore donated the remaining books, supplies and equipment to the IHS, and later heard much of it went to a newly created in-house vocational training area in the now refurbished Iwilei Road facility for men. (This is a mandated attendance and participation program that is administered by the IHS Clinical Psychologist in charge of such in-house operations.)

Thus ended the Ed Center, as quietly as it began.

**IN RETROSPECT: A longitudinal look at the homeless in Hawaii, 1989-1998**

One question I have continued to revisit is that of “Who are the homeless in Hawaii?” Although nearly a decade passed, a decade that saw tremendous changes in governments and world events, in science, medicine, and technology, there was not much change in the profile of whom are Hawaii’s homeless.

In order to illustrate where there have been changes and where there has been consistency in the types of people involved with these two homeless adult programs over the last decade, I have done a comparison of the students’ statistical information generated by the two Programs.

The following two Tables illustrate a comparison between the 250 subjects attending the HEART Program at HCAP from December 1989 through September 1990 (Line 1 of each Table), and the 629 subjects attending the IHS Ed Center from August 1993 through December 1998 (Line 2 of first Table, and Lines 2 and 3 of second Table).
TABLE 1

Comparison by Race:

<table>
<thead>
<tr>
<th></th>
<th>Cauc</th>
<th>Black</th>
<th>Hispan</th>
<th>Am.In</th>
<th>Haw/</th>
<th>Pt.Haw</th>
<th>Filip</th>
<th>Samoan</th>
<th>Japan</th>
<th>Chin</th>
<th>Kor</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td>38%</td>
<td>9%</td>
<td>9%</td>
<td>7%</td>
<td>16%</td>
<td>4%</td>
<td>7%</td>
<td>→</td>
<td>→</td>
<td>→</td>
<td>→</td>
<td>→</td>
<td>10%</td>
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<tr>
<td>28%</td>
<td>13%</td>
<td>9%</td>
<td>3%</td>
<td>27%</td>
<td>5%</td>
<td>3%</td>
<td>4%</td>
<td>1%</td>
<td>1%</td>
<td>1%</td>
<td>4%</td>
<td></td>
</tr>
</tbody>
</table>

Legend:  
Cauc=Caucasian   Hispan=Hispanic   Alask/Am.In=Alaskan/American Indian  
Filip=Filipino   Japan=Japanese   Haw/Pt.Haw=Hawaiian/Part Hawaiian  
Chin=Chinese     Kor=Korean       →=Included in “Other”

TABLE 2

Comparison by Gender and Age:

<table>
<thead>
<tr>
<th></th>
<th>Males</th>
<th>Females</th>
<th>18-29 yoa</th>
<th>30-49 yoa</th>
<th>50+ yoa</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>69%</td>
<td>31%</td>
<td>47%</td>
<td>44%</td>
<td>8%</td>
</tr>
<tr>
<td></td>
<td>57%</td>
<td>43%</td>
<td>18%</td>
<td>63%</td>
<td>16%</td>
</tr>
</tbody>
</table>

Legend:  
M=Male   F=Female  
yoa=years of age

Although the two programs had somewhat different age and race category reporting criteria, the differences are minimal enough to allow a reasonable comparison of subject populations. As can be seen in Table 1, there was 10% less Caucasians and 4% less Samoans and Alaskan/American Indians, 11% more Hawaiian/Pt. Hawaiians and 4% more Blacks, and no noticeable difference in the number of Hispanics, Filipinos, Asians/Other. This suggests there is a slight increase in the number of Blacks and a noticeable increase in the number of people of Hawaiian descent among the homeless in Hawaii.

As can be seen in Table 2, although specific comparisons cannot be made between
percentages of each program’s gender by age groups, it is evident there is somewhat of an increase in the number of females and those over 40 years of age among Hawaii’s homeless. The above changes do not suggest a significant difference in demographic information about this population over the last decade. But I believe the slow leaching away of concepts such as hookipa and aloha, through modernization as well as a difficult economy and the tightening of laws, rules and regulations governing Hawaii’s use of its parks, beaches and other public places, is compounding Hawaii’s homeless problem, and resulting in the growing number of Hawaiians, and/or women and elderly left homeless.

A PROFILE - Combined Data on the Homeless Population August 1993 through December 1998:

As reflected in the previous two Tables, Lines 2 and 3, the majority of the 629 homeless adults served by the IHS Ed Center from August 1993 through December 1998 are 18 to 44 years old (81%). Approximately 176 of the subjects (28%) are Caucasian, 170 of the subjects (27%) are Hawaiian or part-Hawaiian, 82 of the subjects (13%) are Black, 57 of the subjects (9%) are Hispanic, 31 of the subjects (5%) are Filipino, 25 of the subjects (4%) are Japanese, 19 of the subjects (3%) are American/Alaskan Indian, 19 of the subjects (3%) are Samoan, 6 of the subjects (1%) are Korean, 6 of the subjects (1%) are Chinese, and 25 of the subjects (4%) are “Other.”

Of the total population served, including duplicate counts of continuing students, 18% were at the beginning Adult Basic Education Level (% males and 9% females), 36% were at the Intermediate Level (22% males and 14% females), and 38% were at the Secondary Level (26% males and 12% females). Only 8% of the population were English as a Second Language 5% males and 3% females). It appears that the male population had a
noticeably higher level of educational functional level than the females. (Refer to Appendix D, Table 1, for a further breakdown of data by year, level, and gender.)

Of the 629 IHS Ed Center students served, 115 students (18%) were employed at part or full-time jobs, and 290 students (46%) were receiving public assistance. There were 112 students (18%) receiving either Social Security Income, or Social Security Disability Income, and 81 students (13%) were single-head-of-household. There were 380 students (60%) that were documented as disabled (physical, mental, or substance abuse), and 120 students (19%) obtained “permanent” housing (houses, apartments, etc., that were more than month-to-month rentals). Interestingly, none of the 42 ESL students (8%) receive public assistance or any other form of public monies, and most are employed, at least on a part-time basis.

Because the population mix of the subjects fluctuated, the percentages reported are mean averages. From the data gathered, the following composite profile of the typical homeless adult in Hawaii emerged: The typical homeless adult is young (18-44 years of age), and receiving some form of federal financial assistance (64%). The typical homeless male has a higher education level than the typical homeless female, and a surprising number of both genders are employed.

Although not enough data is available to say for certain, these findings suggest that nearly one fifth of the population served are working homeless, and nearly two of every three homeless adults are disabled. (Refer to Appendix D, Tables 1 through 4, for Ed Center data regarding the distribution of the subject population by gender, age, educational levels, employment status, disability status, single-head-of-household status, number receiving SSI/SSDI and public assistance, and number obtaining permanent housing.)
CHAPTER 5
ANALYSIS AND CONCLUSIONS

Findings from the previous Chapter indicate that the IHS Ed Center was a successful homeless adult education program for many years. A significant number of participants showed measurable gains such as becoming employed and/or more employable, going on to further education and training programs, establishing fixed residences, or just being able to employ better decision-making skills and create adequate social niche-breadth for themselves.

Kelly’s Principles of Ecology contributed in establishing the psychosocial protocol of the IHS Ed Center, and certainly contributed to the school’s overall success toward breaking the cycle of homelessness. As an educator, I already believed that education is a powerful vehicle for creating change. Therefore, it was not difficult to adopt Kelly’s philosophy that “[s]ince man is always faced with constructive alternatives, which he may explore if he wishes, he need not continue indefinitely to be the absolute victim either of his past history or of his present circumstances.” 196

Much as Kelly, I was of the opinion that few persons are truly absolute victims of their fate. I was convinced if I could create the opportunity for homeless adults to identify or develop constructive alternatives and implement effective choices in their lives, the cycle of homelessness could be broken. Constructive alternatives come from exploration and awareness of options, and that is why students were encouraged to pursue any type of activity they were interested in, as long as it led to or resulted in greater self-sufficiency and the clarification or development of constructive options and better choices in their life.

Sometimes better choices were already possible, but the student could not identify them, or had poor decision-making skills and could not pursue them. "... one does not learn certain things merely from the nature of the stimuli which play upon him; he learns only what his framework is designed to permit him to see in the stimuli." 197

The IHS Ed Center’s flexible curricula created a more permeable range of subordinate constructs for students to select from and explore, a notion Kelly emphasized as important when helping persons reconstrue their lives.

The essential feature, from the standpoint of the assumptive structure of this theory is that any transition needs to be subsumed by some overriding construction which is permeable enough to admit the new construct to its context. It is extremely difficult. ... in a client whose superordinate structures are impermeable and most of whose basic conceptualizations are rooted exclusively in the past. 198

In Personal Construct Psychology the emphasis is placed on the present and future rather than the past. Energy is instead directed more towards making choices and trying out options that expand the ability to function in the present and to better prepare for and handle future events. 199

Although clients were not discouraged from discussing their past, it was always emphasized that the Ed Center was a place where people came to be productive and was part of a learning community. I believe it was this element of productive partnership that made the Ed Center approach so distinctive.

... a collaboration rather than a hierarchical meeting of supplicant and holder of power. This demands an openness and ability to risk on both sides, and an acknowledgment that without the active participation of both there may be little headway made towards understanding and remedying the problem. 200

197 Ibid., 79.
198 Ibid., 82.
200 Ibid.
The Ed Center staff understood the students were under a great deal of emotional and physical distress that frequently thwarted them in their attempts to better their situation, and often made them frustrated and angry about their lives. However, using the Ed Center as a place to carp and complain about their lives, society at-large, the system, the facility, staff, or other homeless guests was not considered appropriate use of school-time as it was unproductive as well as uncomfortable and tension-producing for other students.

A major factor influencing the course and outcome of human development is the timing of biological and social transitions as they relate to the culturally defined age, role expectations, and opportunities occurring throughout the life course.201

When such instances or outbursts occurred, the student was given a few minutes to cathart. Depending on the situation, one of the Ed Center teachers would discuss possible options with the upset student. If it could be readily addressed, such as writing a letter of complaint, making an appointment with an appropriate representative or resource, returning a broken product, or the like, the teacher would offer to assist the student in setting up a plan of action to constructively address their issue.

In some situations there was no immediate solution to the student’s dilemma and further carping and complaining served no healthy purpose. Teachers would then channel the student’s focus from “spewing” to a more positive activity such as studies or a good book. Sometimes a teacher or another student would even refer to the small banner hung on the corkboard within sight of all which read, “The past is past, the present presents itself, the future is within your grasp to shape.”

If these approaches proved insufficient to stem the negative tirade, the student would

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be gently reminded they were not focused on their chosen activity for the day, and would be requested to redirect energy to their studies. If this failed to curtail their hostile verbalizations, it would be quietly mentioned they were making the educational environment uncomfortable for other students and starting to step on one of the very few foundational rules of the Ed Center, that it had to be a safe environment for all concerned. If this did not de-escalate the situation, the student would finally be asked to leave for a cooling-down period until they were able come back and focus their energy toward more constructive use of their time.

This last alternative of being temporarily “disinvited” from the Ed Center happened very rarely. However, even though the Ed Center staff actively avoided preaching at a student, all were aware that we had to be consistent in helping the Ed Center maintain a harmonious, productive atmosphere. Students grew to expect this type of atmosphere and even came to demand it. Therefore, even though the curriculum and range of acceptable behaviors were purposefully kept both fluid and broad, the two fundamental rules of the Ed Center of doing something productive and maintaining a safe space were held inviolate, with no exceptions broached.

By providing validating data in the form of responses to a wide variety of constructions on the part of the client, some of them quite loose, fanciful, or naughty, the clinician gives the client an opportunity to validate constructs, an opportunity which is not normally available to him. This, of course, involves a good deal more than “setting the patient right about things” or “preaching.” It involves careful prior analysis of the client’s personal constructs and an opportunity for him to work them out in explicit forms.202

The teachers were there to assist if assistance was wanted, to listen when listening was needed, and to leave the student alone when it was clear that was the best option for that

202 Kelly, A Theory of Personality, 165.
student at that time. By structuring the Ed Center to function as a community in micro-
cosm, we set up the basic conditions that society imposes on its citizens, especially that
anger and outbursts are to be personally controlled to a degree that ensures the safety and
health of others. Most importantly, what was created and maintained was Kelly's con-
cept of a "common ground," found embedded in his individuality corollary:

No two people can play precisely the same role in the same event, no matter
how closely they are associated. . . . in the course of events, each will get
captured in a different stream and hence be confronted with different navi-
gational problems. But does this mean there can be no sharing of experience?
Not at all; for each may construe the likenesses and differences between the
events in which he himself is involved, together with those in which he sees
that the other person is involved. Thus, while there are individual differences
in the construction of events persons can find common ground through con-
struing the experiences of their neighbors along with their own.203

Although certain behaviors were reinforced more than others, students knew there was
the common ground of a productive, non-threatening, even welcome place for them to be.
It was never demanded of students that they had to change who they were, how they
looked, or how little or long or on what they focused their studies. It was however,
always stipulated that two behaviors were expected, productivity and moderate self-
control.

Kelly posited that a client who is told he must change himself may feel seriously
threatened and be panicked into making abrupt or evasive movements within the old
framework. What proved to be the best approach for us then, was doing as Kelly sug-
gested, and let the student "re-sort himself" slowly, even sorting out certain aspects or
behaviors to focus on within a context where artificial roles could be constructed and
played out.204

203 Ibid., 56.
204 Ibid., 135.
Dialogue and teamwork were decided factors toward constructing social and academic roles and goals for our students to explore. The Ed Center staff met regularly to discuss how to help support or “nudge” a given student toward a more productive outcome, to work out a plan of approach to help a student become aware of unproductive behaviors, or to help motivate a student to make better use of his or her time and energy when in school. This plan of approach was usually comprised of several benchmarks that we as a team, as well as individual teachers, could loosely follow to assist the student in a slow, non-threatening way through a series of successive approximations toward more healthy and productive choices.

Sometimes choices took active studying by the student to develop, such as the choice to develop better math and English skills, computer skills, or other areas of academic or vocational improvement that led to more employability. For some students the focus was on helping them develop better life skills, such as how to fill out an application, prepare for an interview, register for G.E.D. classes, and obtain identification.

Because of their human services background, the Ed Center teachers had considerable knowledge in this regard, and were excellent resource persons for such basic life skills assistance. However, it was in helping students develop or improve their socialization skills where the teachers were challenged to provide a more immediate and pragmatic form of “education.”

Many of the students had either lost or never developed good socialization skills so that they might exercise wiser choices in how they conducted themselves in public, with authorities, other service providers, and even other homeless individuals with whom they shared sleeping and eating space. This is where the concept of niche breadth was often
introduced; that there are constructive alternatives available, always a different way of construing events and responding to them. Whenever possible the teachers would help a student explore and identify such alternatives, either through direct guidance, or through redirection of negative energies toward more positive expressions.

Cooling down and focusing the energy elsewhere was always an option. If, as occurred on many occasions, a student was upset about something and began acting out in a manner that was unduly upsetting or threatening to other students, one of the Ed Center staff would quietly intercept before the situation escalated, and attempt to deflect the behavior toward a more productive alternative. Most students responded well to this gentle intervention, although some employed rather novel coping mechanisms.

For example, an especially hot-tempered student who was frequently shunned by other students, IHS guests and staff because of his volatility, would use the computer to type long, angry poems with many expletives and insults. He would then bring his completed poetry to the teacher who, instead of reacting to the foulness, would treat it as any other schoolwork and edit it for spelling, punctuation and grammar, then sit down with him to discuss her corrections and suggestions. Many of her suggestions were more effective ways to use words to express his upset and anger so that his message might be heard, a skill that eventually “took root,” as evidenced over time by more of those around him being willing to interact with him.

In sum, the proper . . . structure requires the envisagement both of the individual and the group as developing units. Piecemeal analysis, fixed in time and space, of isolated aspects is insufficient and even misleading, for the elements of social status and structure are interdependent, organized into complex patterns, and subject to both random and lawful variation.\footnote{Urie Bronfenbrenner, \textit{A Future Perspective}, 608.}
Having teachers experienced in working with at-risk populations was certainly an asset to the school’s success in this regard, and allowed the Ed Center to serve as an excellent “testing ground” for such students to work on their interpersonal dynamics. It was also of great benefit that the teachers had counseling backgrounds and could identify early on the brewing of such potentially volatile situations, intercept in a therapeutic manner, and then redirect the student’s attention toward more productive activities.

For some who attended the Ed Center the term student might even be tenuous, as they did not see themselves as students; rather they just wanted a place to sit peacefully and be able to read, prepare for an interview, or get help filling out a form or document. Sometimes they even came just to paint, draw, sew, or to play a game. They too were welcome, as the Ed Center supported any and all activities that led to a productive goal or end, even if it were immediate, short term, or temporary rather than a more long-term result.

The balancing between subjective and objective... is what Personal Construct Psychology is about – looking at things from different angles, tasting, trying out; evaluating and learning from experience; absorbing the creative and positive outcomes into daily living. The flavour [sic] is one of optimism. Man is not the victim of his circumstances but has an active role in determining the quality of his existence.206

Thus, the two fundamental postulates that the Ed Center was a safe space and any activity that is productive is considered a valid use of Ed Center time gave students the freedom to explore their various educational interests within a predictable framework; a constant lending form, substance and meaning to their world of flux and chaos. In essence, I established the Ed Center as a point of reference, a construct of similarity and contrast for which to explore possibilities, and a constant in the student’s otherwise chaotic and

206 Dunnett, Working with People, 68.
It is my position that, by applying Kelly's Principles of Ecology to provide a framework for the IHS Ed Center, the conditions were created for students to explore and define the principles and forces affecting their ability to function and take part in the community-at-large, as well as to develop practical skills and approaches to be better able to do so.

**ADMINISTRATION – It's a give and take job:**

Contributing to the successful years of the IHS Ed Center operation were the mutual interest and support of the program by the IHS Shelter Executive Director who gave the program space to operate and modified shelter rules to allow it to succeed, and the cooperation of the CSA Principal submitting the grant proposal, administering the funding, and being held accountable for the outcome. Both had worked cooperatively together on this mutual "pet project," had developed an excellent working relationship with each other, and each did what they could to help support the IHS Ed Center.

Significant obstacles to the continued successful operation of the Ed Center program came with the turnover of key staff and administrators in the two primary participating agencies, and related changing priorities by those significant players.

Of course, it is entirely possible that the expansion of the IHS shelter into a two-building facility contributed to the need to reprioritize program space and support, resulting in the Ed Center being relegated to a lower priority level. Sometimes good programs disappear simply because there is no place to locate them or funds to adequately operate them.

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It is equally possible the change in program administrators at both the facility and the CSA level resulted in a different set of dynamics and priorities for those two new administrators that resulted in the program losing the support needed to flourish. For example, when the IHS facilities Executive Director replaced the former administrator, she articulated a vision of her own for the set-up and operation of the women and children’s facility and had her own “pet projects” to support. Although she was not hostile to the Ed Center program, neither was she the advocate her predecessor was.

This change in administration was accompanied by a breakdown in communication between the key program administrators. Neither the new IHS Executive Director nor the CSA Principal had previously met or worked together, so there was no mutual history or program background to initiate or strengthen communication, and this might partially account for the program’s slide into oblivion. In addition, the new IHS administrator had little interest in communicating with the CSA administration about a program she was not supporting, and made little effort to do so.

Compounding the decrease in communication and program support was the fact that, during this time of changeover from shelter to facility and coincidental with the changeover in IHS administrators, the CSA Principal became so overextended with his various duties and responsibilities that he delegated responsibility for adult education satellite and off-campus programs to the new CSA Vice Principal. Although this new vice principal had expertise in administering traditional adult education programs, he admittedly had never worked with homeless adults, and knew nothing of either the IHS or my homeless education program.

Having been responsible for the more traditional types of off-campus programs such
as high school diploma, citizenship and ESL programs, the new vice principal soon began to view the IHS Ed Center as a maverick program operating outside of traditional hours, days and approach. He wasted no time altering program operations to fit his concept of what constituted correct hours and days of operation; changes that proved to be as detrimental to program success as evidenced by the physical move of the program to third floor obscurity by the new IHS administrator.

When I approached the CSA principal who had previously supported the program, he explained that his extreme workload required that he turn over a specific area of responsibility that unfortunately included the administration of my program to his new vice principal. Although he expressed a continued interest in and support for the program, he also stated that, under the new division of responsibility, he could not single out my program for separate treatment without going against administrative protocol.

Whether the program lost his support because it was no longer appropriate for him to be involved with it, or because his new areas of responsibilities carried new priorities, it failed to thrive under the direction of the newly designated CSA program administrator. It is also possible that program administrators learn to accept the fact that good programs often dissolve due to a variety of reasons; that it is their job to focus on current mandates and funding demands, support what they can when and where they can, and "let go" when a program shows signs of eminent demise, even when "letting go" hastens that demise. According to the U.S. Department of Education – Office of Policy and Planning, Impediments to coordination have been amply discussed in recent studies of job training and education programs and include incompatible data reporting systems and "turf" issues between agencies. The State offices and local program examined in this study also have encountered similar problems, which typically occur when agencies in our country's human services deliv-
ery system attempt to work together. 208

Alamprese, et al., discovered that, while staff turnover in State and local agencies is to be expected, this turnover can also impede the progress of programs and initiatives. Case studies have also revealed an apprehension on the part of agency representatives to work with each together. 209

The experience of coordinating a program that became as successful as the IHS Ed Center, only to have it wither and die in spite of it’s success, led to the following set of facts and general guidelines for program administrators such as myself:

1. Who is in charge and how those in charge exercise program support, or lack of it, has significant bearing on a program’s ability to be a center of change. If those in charge like your program, they tend to support it and help it thrive. A change in who’s in charge may bring a new set of ideas, restrictions, and loyalties, all of which can advance or deter a program’s ability to thrive.

2. A program needs adequate funding, staff, materials and supplies to thrive.

3. A change in economic, political, or social interest often results in major funding shifts, sources, and allocation.

4. If those in charge like your program, or they have a stake in it and there are “pay-offs” for them, there tends to be less difficulty with funding, and obtaining materials and supplies.

5. A successful educational program is only as good as its teachers. A school can exist longer without funding, materials and supplies than it can without good teachers.

6. A school that teaches its students what they want to know will have interested and motivated students. A good school finds ways to teach students what they need to know as well as what they want to know in a manner that leads them to want to know what they need to know.

7. Accessibility to the school by students is critical. A school without students ceases to be a school.


209 Ibid., 39.
THE RESEARCH QUESTIONS - An analysis:

In addition to providing the above fundamental postulates to operating such a program, the IHS Ed Center also served as a very information-rich, analytic tool to address, respond to, and answer the following four research questions posed in this Dissertation:

1. What, if anything, do homeless adults have in common that contributes to or results in the cycle of homelessness in Hawaii?

There is already a large body of research on what homeless people have in common that contributes to or results in the cycle of homelessness. Most commonly homeless people are people without sufficient means, income, or skills to gain a toehold on the climb to stability. Homeless people are impoverished people.

People who are at a disadvantage with respect to most of the benefits of the society, including education, continue to be found chiefly among the poor. . . . Whenever unemployment, inflation, or a slowdown in economic growth occurs, there is greater competition for scarce goods and, as a result, systemic patterns of exclusion are intensified.\(^{210}\)

Whether of coin, spirit, or hope, poverty is the result of many interrelated factors. Lack of education, lack of job skills, lack of physical or psychological well being, chance of birth, sociopolitical forces, or very unsuccessful life choices such as criminal behavior, addiction and the like, are all separate paths that lead to the same barren reality of poverty and homelessness throughout the country. This holds equally true for Hawaii's homeless population.

However, once someone becomes homeless in Hawaii, he or she also becomes a geographical captive. The only way to anywhere else is through the price of a ticket, and getting enough money to buy a ticket can pose quite a challenge. Hawaii has the media

image of being a tropical paradise, which projects a very deceptive economic picture. People aren’t supposed to suffer or go hungry or become homeless in paradise. Yet most food and products cost more in Hawaii than most other places in the continental U.S., rents tend to run higher, and there’s always a shortage of available low-income housing.

Although Hawaii is one of the last states, and perhaps one of the last places, to experience a “homeless problem,” is now a reality. So, although “paradise” can still be found and experienced very readily in Hawaii, it comes with a cost, and those who cannot pay soon find Hawaii to be a very difficult place to be economically marooned.

Hawaii’s income distribution is slightly more equitable than most other places in the U.S., but has been slipping in recent years, as measured by poverty rates, urban-rural disparity, and the direction of change in poverty rates (.526, U.S., .519 Hawaii). At the same time that the standard of living was slipping both in Hawaii and nationwide, the cost of living in Hawaii increased from 120% of the U.S. median in 1970, to 134% in 1990.

Even though job-entry level pay does not provide sufficient income to meet Hawaii’s high cost of living, because Hawaii primarily depends on a tourist economy, there is more than average competition for the job-entry level work for where most homeless people seek employment. As a result, Hawaii’s homeless face an increased cost of living within a decreased employment opportunity job market, and are geographically trapped by the Pacific Ocean. Caught in this cycle of poverty and homelessness, there isn’t even the option of driving or hitchhiking to find better opportunity in a different state, a situation I have earlier described as “vagabondage.”

211 First Hawaiian Bank, 1991
212 HCSC Environmental Scan, 1992
However, the greater percentage of Hawaii's homeless appear to be Hawaii residents, and people of extremely diverse racial and cultural backgrounds. Perhaps this is reflective of Hawaii's population-at-large, as Hawaii holds the dubious honor of being the state with the highest number of immigrants\textsuperscript{213}

According to the 1990 U.S. Census, the number of foreign-born Hawaii residents in 1990 was 14.7 percent of the population, as compared to the 8.7 percent throughout the U.S. Hawaii is also much more ethnically diverse than the continental U.S., with about only 25% of Hawaii residents being Caucasian, as compared to approximately 75% throughout the U.S.

As researcher Daryl G. Smith of the George Washington University noted in his 1989 report on the challenges of diversity facing today's educators,

> The reality of demographic shifts is such that Hawaii's "minority" student enrollments is 66.4 percent and Maine's is 3.8 percent. The approach to educating for all forms of diversity . . . and the importance of educating all students to live in a pluralistic world are as relevant to Maine as they are for Hawaii, however. By creating an organization that can deal with diversity and by taking a comprehensive approach . . . it will then be more likely that the special needs and perspectives of any number of groups will be more easily accommodated.\textsuperscript{214}

So, in partial response to Research Question 1, Who are the homeless in Hawaii? A great number are long-term residents. And what do they have in common? Poverty and an extremely diverse, heterogeneous population, a significant number of which are immigrants and minorities. Does the significant number of immigrants and minorities contribute to homelessness in Hawaii? It was beyond the parameters of my research to determine this. However, there are some interesting implications that compelled me to

\textsuperscript{213} U.S. Bureau of the Census, 1990
only hire teachers who had previous experience working with multicultural as well as at-risk populations, and their backgrounds and expertise in working with such "double jeopardy" students certainly proved to be invaluable.

One salient factor that Hawaii's homeless had in common that I believe contributes significantly to the cycle of homelessness is lack of inductive reasoning. This includes critical thinking skills such as being able to remember key dates and information, weigh facts and make good judgments based on them, and identify and act on available options and choices.

It has been noted that the sample population of homeless adults achieved significantly low scores on the Comprehensive Abilities Battery (CAB) Inductive Reasoning and Memory Span scales. After working several years with homeless adults, I have come to the conclusion most of my clients had either lost or never had good reasoning skills. The kinds of choices they made usually lacked critical thinking and reflected little sense of consequence or outcome.

Immediacy seemed the rule of thumb for choices made, with no interest in deferred compensation for future security versus immediate gain or pleasure. The findings of the CAB relating to homelessness in general, lent credence to my suppositions that homeless people live in the here and now with little or no sense of future planning.

I had already determined a critical thinking component would need to be present in the IHS Ed Center and was pleased to later find out that this component was a requirement under McKinney Act funding.

In 1991 the DOE applied for and received under Public Law 100-77, a grant to address the needs of homeless adults. The objective of the grant was to focus on the basic life skills development of homeless adults which would encompass literacy training, critical thinking and decision-making skills.
Although this lack of critical thinking permeated most aspects of the homeless students’ lives, no aspect was as negatively impacting as that of a lack of money. Over the years of working with this population I have come to realize most homeless people seem incapable of saving money, even when given the opportunity. And yet one obvious way to stop being homeless is to save up enough money to be able to afford a place to live. Although at least half of the homeless adults served by the IHS Ed Center had received welfare or other forms of monetary assistance while in the program, most spent their entire check within the first two weeks of receiving it each month.

I often asked students how they had spent their welfare or social security check, and their answers most commonly fell into three categories.

a. They had repaid loans made throughout the previous month. This also meant they were once again broke before the next check was due to arrive, and would again need to borrow money to be again paid back (sometimes with interest) when the next check arrived.

b. They had checked into a hotel or ‘Y’ and stayed as long as they could until all the money was gone. Even though this meant they were once again broke and out on the streets, for a few days they had the luxury of a private toilet, hot baths, clean linens, a comfortable bed, and a t.v.

c. The money was spent on eating out, on friends, on partying, alcohol and drugs. These were, for the most part, our younger students in their early and mid-twenties, whose social circle usually consisted of other young homeless people.

Some even combined the above poor choices, and spend their entire check within days of receiving it. For example, they would rent a hotel room for the weekend, hold a party, invite others to share in their largesse, and perhaps even borrow more money to extend the party another day. After exhausting their funds, they would trickle back to the IHS,

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and to the Ed Center and pick up their studies for the rest of the month, only to repeat the pattern once again when the next check arrived.

For those few who did manage to save some money, what sadly, and all too frequently occurred was, either they were robbed by someone who knew about the money, or they loaned it to someone in even worse trouble than themselves, only to have that person "rip them off." For those who were victimized and robbed, the response was usually defeatist, and they felt they should have spent it while they had it. Unfortunately, this only serves to reinforce immediate gratification and escalates the cycle of poverty and homelessness.

When I asked several of the Ed Center students who had been victimized why they didn’t put their savings in a bank, I learned that they either could not produce sufficient identification to open an account, or had done so in the past only to have their identification or passbook eventually lost or stolen; then could no longer access their money.

When I discussed this phenomenon with IHS counselors, I found they were quite aware of this pattern of attendance and absence from the facility by the monthly check recipients. Many of the counselors actually anticipated this and spent the first week after “check time” catching up on their case management notes and other areas where they had fallen behind, and to prepare for the swelling number of returnees to the facility toward the second half of each month.

Although not as noticeable as with the IHS facility, the Ed Center also tended to have a drop in student attendance the first week or two of each month, and then have a greater number of returning students toward the second half of the month. Many of the students resolved to make better choices when their next check arrived. Yet, in spite of having
serious intentions to do so, once the check arrived, they would fall yet again into their particular patterns of quickly spending or loaning what little money they had acquired.

Although there were many reasons for students to want to save up enough to improve their lifestyle (wives, children, families, health, pride, and need), this constant tendency toward immediacy and away from forming purposeful strategies often bled away resolve. Only through repeated dialogue and discussion of the gains versus the losses of saving up to better one’s situation did some students make the wiser choice of deferring immediate gratification to save up enough money to buy a car, rent an apartment, or purchase a ticket to somewhere where it was hopefully better for them to be.

However, it is usually not enough to strengthen resolve and defer gratification. Without the wherewithal to set priorities and establish goals, there is little means to escape the condition of poverty and homelessness. According to Herbert Ganz,

Behavior is thus a mixture of situational responses and cultural patterns, that is, behavioral norms and expectations. Some situational responses are strictly ad hoc reactions to current situations; they exist because of that situation and will disappear if it changes or disappears. Other situational responses are internalized and become behavior norms that are an intrinsic part of the person and of the groups in which he moves.\(^{216}\)

Therefore, it seems that the critical thinking skills required to foresee consequence and set realistic goals and benchmarks are not internalized situational responses for someone trapped in the cycle of homelessness; a skills deficiency area that significantly contributes to that cycle. When this lack of critical thinking is combined with the immediacy created by the constant state of deprivation and want experienced by poverty-stricken people, the product not only contributes to the cycle of homelessness, it perpetuates the cycle and

keeps it locked in place. Ergo, by developing keener reasoning skills, and the ability to defer gratification long enough to meet pre-established goals, the cycle of homelessness can be broken.

2. Given that the cycle of homelessness can be broken, how does the IHS Ed Center model constitute an effective intervention program and treatment modality for breaking the cycle of homelessness?

The IHS Ed Center was, in part, the product of several rich sources for developing a program of education and training to promote self-sufficiency and social change. There were the educational goals and objectives specified by the Stuart B. McKinney Homeless Assistance Act; although comprehensively stated, how they were to be accomplished was not clearly defined. These funding requirements grew out of a large body of both longitudinal and cross sectional data provided both by previous and current homeless assistance programs across the nation and were based on already established precedents for what works and doesn’t work within certain settings, and with certain homeless populations. Apparently the goals and objectives were stated clearly enough to assure certain services would be provided, and defined ambiguously enough to allow for the variance required by those working within specialized settings or with certain homeless populations to do their job.

The McKinney Homeless Assistance Act’s educational goals and objectives became for the Ed Center an inherited, tested and proven, and pre-established educational framework on which to develop an effective intervention program and treatment modality for breaking the cycle of homelessness.

Whereas the McKinney Homeless Assistance Act was generic enough to accommodate the needs of the various states awarded homeless education funding, it did not prove
specific enough to address some of the goals and requirements for grant applicants set up by the Hawaii State DOE. Having compiled a wealth of data on effective intervention programs, only by focusing on the specifics of Hawaii and the development and operation of effective educational programs, could the state DOE develop the Hawaii State Plan for Education; a pre-established framework from which to develop effective education and training programs in Hawaii.

The state DOE requires very specific data to be generated and documented in reports by all special-funded education programs, and certain things have to be done to generate that data. It was the Hawaii State Plan for Education that provided the Ed Center with a description of what information was crucial to gather and report in respect to meeting the goals and objectives for the program. However, what is chosen to be data in large part defines what will be found from the research.

The general research approach adopted defines the nature of the data obtainable as a result of these methods. The nature of these data, in turn, affects the kinds of results that can be reported and the interpretation and understanding of the phenomenon under study.217

As the McKinney Homeless Assistance Act and the State DOE Plan for Education both share similar principles for developing intervention programs for people considered at-risk (such as when homeless), the funding requirements set forth by both held enough similarity as to meld well with each other in the initial shaping of the IHS Ed Center. Together they certainly provided a solid and time-tested educational framework upon which to build the school and shape an effective intervention and treatment modality.

3. What made the IHS Ed Center for homeless adults effective?

Certainly the richness of the insights and contributions provided by the significant researchers, theorists, educators, social workers, and agents for social change cited throughout this Dissertation brought life to the IHS Ed Center and helped considerably in giving it the form and function to be effective in the local Hawaii environment.

Ironically, a factor most homeless people hold in common is how different in some way each is from both the mainstream of America and from each other. This becomes intensified in geographical areas with heavily heterogeneous populations such as with Hawaii. Being highly aware of this factor, the Ed Center teachers all adopted a culturally pluralistic approach to education where students have a right to the maintenance of their diversity, a respect for their individual differences, and the right to participate actively in all aspects of society without giving up their sense of identity.218

I am certain that at least part of the successful day-to-day operations of the program was due to the teachers being willing to support as significant school goals the acceptance and strengthening of cultural pluralism, alternative life styles, respect for those who differ, and development of personal empowerment.

A personalized social climate can significantly affect the attitudinal response of students to staff demands by offering the "compensation" of individuation and flexibility.219

As a proponent of the ecological theory of human development, I believe that effective learning takes place, not in a vacuum, but within the ecological context surrounding the learning experience. One must be willing to alter, modify and even recreate the learning environment and the contextual cues and reinforcers present within it, to achieve the

best results when working with such a diverse and problematic population as the home-
less. According to Bronfenbrenner, there are some basic requirements to be met if edu-
cational progress is to be made.

Our researches cannot be restricted to the laboratory; for the most part they
must be carried out in real-life settings. . . . Whether and how people learn in
educational settings is a function of sets of forces on two levels: (a) The first
comprises the relations between characteristics of learners and the surround-
ings in which they live out their lives; (b) The second encompasses the relations
and interconnections that exist between these environments. 220

Because of the background and the amount of information I had been able to gather
through the HEART Program and the state’s six homeless education sites, I developed
the IHS Center with a very clear purpose of “walking the talk.” I had seen much of what
worked and what didn’t through my study of these previous homeless education pro-
grams and pilot projects. I was now ready to take the concepts recommended by Kelly
and Bronfenbrenner out of the laboratory and into the real-life setting.

I knew the program design had to be flexible, highly accommodating, and very acces-
sible. It had to be non-traditional in approach. In addition, the affective component of
the program called for a special type of teacher; one who was more than willing to ex-
pend the time and energy to impart a sense of community, belonging and personal em-
powerment to the students; a teacher who tried to avoid paternalistic, authoritative be-
havior and was instead willing to provide,

. . . an active partnership, where the practitioner is openly engaging in an
experimental and creative way, and acknowledging the uncertain outcome
of the quest while bearing professional responsibility for the ways in which
she goes about attempting to help. The admission of that uncertainty might
be painful; the routes that people take and the solutions they generate may
differ greatly from those that she herself might choose. . . . there is room for


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change in the paternal and prescriptive attitudes which pervade the services set up for people who require care and intervention because of physical, social, or emotional deprivation.\textsuperscript{221}

Thus the basic platform for the Ed Center was not only supported by my own experience, it was corroborated by the findings of several notable predecessors. For example, Bronfenbrenner did more than provide a need to understand the dynamics between the person and environment within which learning takes place. He also saw the need for a willingness to dispense with traditional approaches to education in favor of a more innovative and uniquely tailored approach. Bronfenbrenner advocated,

\begin{quote}
\ldots the innovative restructuring of prevailing ecological systems in ways that depart from existing institutional ideologies and structures by redefining goals, roles, and activities, and providing interconnections between systems previously isolated from each other.\textsuperscript{222}
\end{quote}

Bronfenbrenner understood the benefits of utilizing a wide spectrum of methods in a setting that reflects a respect for individual variety and promotes personal autonomy. This contention was upheld by how much higher both the attendance and retention rates were at the Ed Center during the period of time it was allowed to operate differently than traditional DOE schools, especially in terms of the open entry and exit policy, and the consistency of hours and days of operation by being able to ignore conventional holidays and regular school Fall, Spring and Summer breaks. In a very real way the school could only operate successfully if the institutions governing its operation were willing to accept such changes and grant a great deal of latitude to overall operations.

It did not matter much to me how much documentation was required to continue to function in an autonomous manner, so long as the school was able to operate as an inde-

\textsuperscript{221} Dunnett, \textit{Working With People}, 86.
\textsuperscript{222} Urie Bronfenbrenner, \textit{The Experimental Ecology of Education}, Educational Researcher, 1979, 14.
pendent entity. Much as Sarason's research emphasized that, as an agent of change, I had to be able to generate options to alleviate the many problems caused when a group is as alienated, powerless, and unable to gain access to traditional institutional resources as the homeless are. Sarason argued that,

\[\ldots\] the kinds of problems which confront the creation of settings do not logically lead to one, and only one, solution. Second, the awareness and acceptance of the fact that there are alternative solutions make accommodation and compromise more likely. \ldots In the process of creating a setting, awareness and acceptance of the concept of the universe of alternatives, as well as sustaining such acceptance, are extraordinarily difficult.\textsuperscript{223}

The approach to the curricula was equally innovative, as a student could elect to study whatever they wanted with as little or as much fervor as they could muster. By making participation the goal instead of a measurable amount of a specific subject learned, there was less room for failure thus less resistance to learning. By lowering the bar on what constitutes participation students were able to interact and dialogue with others at their own pace. This provided the student with a comfort zone within which to safely explore and try out new roles and behaviors. It also provided a context whereby the teachers could reinforce cooperative and self-directed learning, a greater interest in learning and indeed, more learning overall.

Given the freedom to choose not only fostered a sense of self-empowerment and personal choice in students who are far more deprived than the general public of these healthy perceptions, it also allowed them to focus on learning what would be of the most use and application to better their situation. This use and application of information to real-life needs and challenges proved to be an effective motivator for keeping students

\begin{footnotesize}\textsuperscript{223} Seymour Sarason, *The Creation of Settings and the Future Societies*, (San Francisco: Josse Bass Publishers, 1972), 18.\end{footnotesize}
attending the Ed Center in spite of the many adversities they were experiencing in life.

In fact, many came to school because of the adversities and with the hope that they might learn some information to help them cope with or overcome their adversities. For a population with as many needs as there are barriers to meeting those needs, education without application holds little purpose.

In a community school the problems of the people and the types and nature of resources available becomes the core of the educational program. Thus education is put to work; it is seen as a power in the solution of the problem of people. 224

Another significant motivator, and perhaps the element that lent the most to the success of the overall operation of the IHS Ed Center, was the deep commitment by the other teachers and myself to keep “community” in community education. I am a strong proponent of the community-based management approach to education that is based on the two major premises that those most affected by the school should have a say in its goals, structure and operations; and that such participation creates a sense of ownership and responsibility that ultimately yields greater gains. As a previous coworker of mine posited:

A contemporary concept of community must be liberated from the neighborhood and other entities having set boundaries. Community occurs in social networks which transcend boundaries. This does not mean that community cannot be linked with place. It does mean that community occurs among people in networks which go beyond the confines of any particular place, formally organized structure, or legally recognized structure such as neighborhood, school, or family. The implication for educators is that the real “school” of the student is the student’s personal network of people deemed significant to him or her by him or her. 225

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Paulo Friere felt that problem-posing education, as a humanist and liberating praxis, should enable both teachers and students to become "subjects of the educational process by overcoming authoritarianism and an alienating intellectualism." Friere felt a way to accomplish this was by affirming students as beings in the process of "becoming." He saw movement toward completion and becoming resided at the very roots of education, and that the transformational character of reality required that education be an ongoing activity.

The adoption of Friere's premise helped keep the IHS Ed Center and the teachers student-centered and open to whatever curriculum or educational approach helped a student develop in a direction that enhanced their options and the power to act on them. In a very real sense, this factor was quite beneficial to the overall effectiveness of the school. It kept all the educators from growing stale or complacent in what and how they taught, and it allowed the students to learn what they were most motivated to learn.

The motivation to learn also contributed to better attendance. There was a marked tendency for new students to attend on a very irregular basis. When they did attend, most found it difficult to focus on any one area of study for any length of time. However, whether it was art, math, computer skills, developing a resume, or the like, their attendance became much more consistent once they discovered something that motivated them to do or learn.

Over time the motivated learners also proved to have longer retention rates than those students who were less actively motivated, as indicated by the need to develop two more

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227 Passim, 71-73.
Certificates of Attendance (100 hour and 500 hour) in addition to the original 50 hour Certificate of Attendance.

Originally the autonomy to remain open during scheduled holidays and school breaks, the ability to stay located in a facility area promoting ease of accessibility, and the ability to retain sufficient staff to teach the wide variety of subject areas and skill levels required of such a diverse and needy population as homeless adults, were key ingredients for the IHS Ed Center’s success. With the loss of this autonomy the program’s effectiveness greatly suffered.

4. Why did the IHS Ed Center eventually close its doors?

I believe a combination of factors can account for why a successful program such as the IHS Ed Center finally was forced to close its doors. During the time the school was considered a “pet project” by several key administrators, it continued to receive adequate funding as well as its fair share of available supportive services. A short time after the administrator for the facility within which the school was located was replaced, there was also a change in the DOE educational administrator for the school. Neither of the two new administrators considered the IHS Ed Center to be a program of special interest to them as they each came into their position with their own pet projects to develop and support.

Whether the funding shrank first and then the interest, or the interest first and then the funding, is hard to tell. However, with this shift in administrative interests and priorities, there was enough diminishment in both funding and administrative support of the program to cause it to wither away.

Location is equally critical. A school has to be physically accessible to students, yet
physical proximity is meaningless if the regulations governing access make the location off limits. When the IHS Ed Center was moved to a location that was so inaccessible it rendered student attendance all but impossible, the Ed Center ceased to meet its purpose for existing.

Students need a sense of psychological safety. When there is insufficient staff or conditions to ensure the safety of all present it is harder to retain good staff, and even harder to retain students. An unsafe program should not continue until or unless conditions are made as safe as possible. Considering how isolated the relocation area for the Ed Center was, when funding then became so reduced there was only enough money for a second teacher in every other class, conditions could no longer be considered safe.

From one very real perspective the IHS Ed Center didn’t fail. It wasn’t until funding and support failed that the school lost the capability of functioning successfully. Should another educator discover a source of funding, secure a space to operate, and secure a supportive administration to operate under, the adoption of the IHS Ed Center Model might again produce equally successful future programs. It is more than a prototype. It is a model that has been both time-tested and well adapted to provide the kind of broad-based education, critical thinking, and basic life skills needed to help break the cycle of homelessness.

I believe the success of the program is best reflected in the testimony of the students. An article appeared in the Honolulu Advertiser (June 1996, Sunday edition) about the IHS shelter program and featured the Ed Center. In that article short biographies and student comments appeared. One young man commented, “I’d rather bust my brain with math than with crack cocaine.” (What the article didn’t show was how interaction with
the Ed Center staff helped convince this young man to enter a drug treatment program that he successfully completed. And, it helped him to upgrade his math and interviewing skills enough to secure a decent-paying job.)

The article also mentioned an older student "... whose English skills were marginal at best until it was discovered he was a talented poet. He has learned to improve his writing skills by focusing on the work he enjoys." Also mentioned was a middle-aged Chinese student who, when she was a child, was often told by her mother that she was stupid. She told the reporter she "... has done well in the education center. This place has given me a lot of encouragement."²²⁸

Student testimony about the strength to break a deadly drug habit, the discovery of a hidden and motivating talent, the ability to see oneself as successful rather than a failure, were all arguments that the IHS Ed Center didn’t fail.

In spite of its eventual demise, the creation and operation of the IHS Ed Center served many purposes. First and foremost, it served as an excellent intervention program to help break the cycle of poverty and homelessness. The philosophy, principles of operation, goals, objectives and approach to curriculum each provide a very useful and productive model for similar programs to follow. Such a program design, based on adaptiveness, provides a valuable model for future, as well as present, homeless education programs both in Hawaii and other areas with similar geographical dynamics. As Kelly stated,

Our theme is the personal adventure of the men we are and live with. . . . In simplest terms this is a disciplined psychology of the inner outlook, a psychology that is, on the one hand, an unabashed alternative to the scientific psychologies of the outer inlook, and, on the other, a calculated step beyond the experiential psychologies of inner inner feelings.²²⁹

²²⁹ Kelly, A Theory of Personality, 183.
The last ten years of actively seeking methods to help break the cycle of homelessness has led me to conclude that, without a significant shift in our socio-economic system, we will always have poverty and its miserable twin, homelessness. Even the media’s sporadic attempts to raise public awareness about homelessness have proven less than successful, as reflected in a continued public apathy and insufficient state and federal funding to serve the needs of the homeless.

My studies have led me to conclude that, so far, there seems to be no mechanism in place to end homelessness in our country, and certainly not in Hawaii. For change to occur, the cycle of homelessness can only be addressed on the micro-level, within small and personalized settings benefited by skilled and versatile staff; settings such as the IHS Ed Center and similar innovative, tailored-to-the-student-population programs. Therefore, it is both expeditious and cost effective to already have a “tried and true” model such as the Ed Center to utilize when such programs are demanded and there are funds to operate them.

By being in a position to closely observe a representative sampling of homeless adults at various stages of the cycle of homelessness, I learned to identify the sequence of events that result in homelessness, as well as the level and type of interventions required to help break the cycle.

On November 16, 1992, a public-awareness video I produced earlier in the year titled Adult Education for the Homeless, included video-taped excerpts from the six sites presented in this dissertation, a phone-in question and answer segment featuring a panel of DOE and non-profit program administrators, a visual presentation of my 5 stage cycle of homelessness, and suggested preventions for specific stages of that cycle.
Although more effective when able to visually demonstrate the development of this 5 stage cycle, the following description serves to illustrate the typical sequence of events that leads to or further the cycle of homelessness, as well as lists suggested interventions at various stages.

**Figure 5.1  5-STAGE CYCLE OF HOMELESSNESS**

Stage 1 most commonly occurs when a negative life situation occurs such as losing a job or other source of income without an immediate alternative. Common examples would include women escaping abuse situations; individuals going through devastating and/or expensive divorce, youth who are no longer welcome to live at home and don’t know how to live on their own; people who lack the skills necessary to secure decent jobs; prolonged injury or illness that saps one’s resources dry; poor life choices that lead to poverty and loss of residence; natural disasters that leave one homeless and without any resources, and lack of sufficient education and/or training to earn enough money to maintain a basic standard of living.
My own experience working with the homeless population shows me that those individuals who were situationally homeless (without a fixed residence for less than 90 days) tended to break the cycle with more success than chronic, long-term homeless people. They also exhibited “harder” behavior than chronic homeless students. They looked harder for work, followed up more on possible services to help them out, and usually made a point of letting the teachers and other students know they were not homeless; simply down on their luck, out of money, lost their apartment but will soon find another. A common statement was, “I am not like the other people here.”

These students tended to pay better attention to their grooming, did more complaining about the food, sleeping conditions, staff and other guests of the IHS, and spent more time job and house-hunting than our more long term homeless students. However, if these individuals, who were initially situationally homeless, did not turn the situation around in a timely manner (and few had the resources to do so), then there would be a slow but noticeable change in their behavior, energy, grooming and hygiene. Finally, their general demeanor was so similar to the long-term homeless students as to be indistinguishable from them.

In his description of deviant behavior patterns, George Kelly attributes this development or expression of deviant behavior patterns to attempts at adaptation to stressful and largely uncontrollable or predictable events.

We can simply say that stress is a matter of being aware of a potential threat. . . . look for the stress concomitants in a client’s life, both past and present. What reconstructions were thrust upon him or are about to be forced upon him? Against what expectancies did he have to maintain himself? Sometimes it is possible to see the deviant behavior as a direct adaptation to the stress to which a client has been subjected.²³⁰

A rule of thumb when working with situationally homeless students was to help them in every way possible to preserve or restore their identification documents, identify available resources and how to access them, set realistic goals and benchmarks for measuring progress, and to reinforce their attempts to “not be just another homeless person.”

Stage 2 is best described as a slippery slope - - a slow, downward spiral usually marked by a sequence of negative events (theft, loss, etc.) that ultimately leave the homeless person without any personal identification and without the means to keep or store personal documents, pictures, grooming and hygiene products, linens, etc. Having no address, post office box, answering service or pager, they also lose all means of being contacted by others; potential employers, service providers, family, and the like.

It is at this point the person begins to experience a sense of being invisible; not only to the general public who commonly tend to look away from homeless people and pretend they don’t exist, but also to the various service agencies they rely on to help them meet their survival needs. Without the identification to establish they are who they say they are, most state and federally funded programs cannot consider the applicant eligible for services.

The IHS facility counselors proved immensely resourceful in assisting many of our students to obtain duplicate forms of identification. However, this was often a lengthy process, taking upwards of 3 to 6 months to accomplish. Sometimes the identification would take so long to arrive that the individual had given up waiting and moved on without leaving any way to be contacted or any place to forward the documents.

As for those individuals who did manage to hang on to or replace their identification, there were few options for storing such documents, so most carried their I.D. and person-
al papers with them. However, due to the extremely vulnerable lifestyle of the homeless, these precious documents usually ended up lost or stolen, sometimes several times. The end result was usually frustration, despair, and a sapping of the will to put forth renewed energy and effort to better one's lot.

Throughout the Program I maintained a locked file folder for Ed Center students and stored both copies and originals of precious documents for them such as birth certificates, social security cards a few rare family photos, and even a passport. Some students took advantage of this service, and it always proved to be very useful. For the many who did not, or had none to store, lack of identification proved a serious barrier to almost any and all services that would otherwise have helped them break the cycle of homelessness before it enters the chronic stage.

It is at this point where Stage 2, pre-chronic homelessness, transitions to Stage 3, chronic homelessness. At this, the earliest phase of chronic homelessness, consistent and long term intervention is the only solution for successful intervention. Those individuals and families who were fortunate enough to be accepted into a long-term transitional living situation or housing program proved the most likely of our students to break the cycle of homelessness while in the chronic stage.

For these more fortunate students gaining job skills, improving their math and literacy skills, creating resumes, learning how to critically examine want ads and other employment opportunities, or even taking advantage of their temporarily stable living situation to go to school or enter various job-training programs proved the most successful approaches for breaking through their cycle of homelessness.

Those that were less fortunate and/or less resilient were observed to slip into various
stages of ill-health at an alarming rate, exhibited less and less concern for their physical and psychological well-being, and their concern with grooming, hygiene, and even their dental and eye care came to be all but non-existent.

These chronic stage students were our most fragile; often entertained thoughts of suicide, and were the students most apt to display socially insensitive or hostile behaviors. Most first came to the Ed Center out of curiosity, or to inquire if we knew where they could access free physical or mental health services, clothes, housing, and the like.

Many of the more chronic homeless saw attending the Ed Center simply as an opportunity to come in out of the elements and have a place to safely and quietly sit and do something soothing; perhaps have a cup of coffee, an unexpected snack, and know there was at least one place they were welcome and could “fit in” in spite of their odd behaviors or poor grooming. For these students, being treated with respect went a long way toward their treating others around them with respect in return.

These students benefited greatly by the Ed Center teachers’ willingness to ignore less socially desirable grooming or behavior, while positively reinforcing pro-social behaviors such as making an effort to get cleaned up to come to class, or have a friendly exchange with another student. For these students, the focus is on the immediate, and it is about survival. Learning how to control or minimize aberrant behavior sufficiently to receive what few services they were eligible for was critical for their immediate well-being. For those that were able to do so were sometimes able to remain in various programs long enough to reap enough benefit to actually make a difference in their situation.

For example, an older Chinese student who had lost most of her teeth over the years, had severe staining and cavities in her remaining teeth, gum disease and horrendous bad
breath, was referred by one of the Ed Center teachers to a program that provided free
emergency dental care to the poor. Although it took a long time and perseverance on her
part, after several years of treatment her gums had returned to a healthy state and she was
fitted with an attractive set of dentures. With the new teeth came a renewed interest in
job-hunting, and whether from her growing self-esteem or good timing, she obtained a
position with a local fast food chain and eventually became roommates with another
woman she met on the job.

Another chronically homeless student kept having altercations with the law. In spite
of several arrests for being a vagrant, he continued to frequent various public places and
beg passers-by for money. He was not a violent man, but did have a tendency to hear and
speak to voices, a behavior that was not severe enough to have him institutionalized, but
proved for him to be too severe to hold a job and earn a living.

One of the more ingenious homeless students had developed some highly creative
ways of earning spending money and shared some of his methods with this student. For
instance, instead of bumming money from people at the airport, loose carts could be col­
lected from the parking lots and returned to any number of cart stiles that automatically
dispensed a quarter for each returned cart. On most days three to four hours of work
would yield thirty to forty carts, earning him around $6 to $10, not a fortune, but honest
“pocket money.”

He also began collecting aluminum cans to augment his spending money, and even
tried selling papers at one point, but didn’t seem capable of handling a consistent sched­
ule or larger amounts of money than a few dollars. Although this student’s cycle of
homelessness remained unbroken, his pattern of harassing people for money and sub-
sequently being arrested was. In other words, he had expanded his niche-breadth sufficiently to stay out of trouble with the authorities.

The most chronic cycle of homelessness is that of Stage 5; generational homelessness. Although few of our students were at Stage 5, there were several of the Ed Center students that fell into this category. The most memorable were a mother-daughter pair of students who had never had a home. The mother was born on the island of Hawaii in a tent with only a midwife to assist with the birth. Her mother never obtained a birth certificate for her, so she was never able to establish identification.

This woman had never attended school, could not read, and had turned to prostitution at an early age in order to survive. By the time she came to the Ed Center she had spent as many years in jail as out of it. And, although she did have a Jane Doe document from the Oahu Correctional Facility, none of the state or federal programs would accept her as a client because she had not one piece of identification, nor could she produce even a birth certificate.

This woman had two children, a boy about twenty years old and doing time for some sort of federal offense, and an eighteen-year-old daughter who was also a prostitute and apparently had been selling herself since she was about nine years old. The daughter had been in and out of foster homes, spent a lot of energy avoiding school, and as a result was as illiterate as her mother. The two women had different last names, had even become Ed Center students several years apart from each other, and it took quite a while for us to realize they were related. The mother never did attend regularly enough for any impact or intervention to be made on her lifestyle. After a while she stopped coming altogether, and rumor had it she had left the state to go to California with her latest pimp.
Her daughter, however, was another story. After several months of attending the Ed Center she became motivated to earn her high school diploma. One of the Ed Center teachers also worked as an evening high school diploma program teacher for Farrington Community School for Adults, helped this student with her application, and even brought the young lady into her own classroom. The teacher helped this girl with her homework at the Ed Center and through one-on-one tutoring was able to help her succeed in getting her high school diploma.

Although we seldom got involved with our students outside of the Ed Center, three of the teachers and one of the IHS facility counselors were there for this particular student’s graduation and to watch her “walk.” She returned several times to the Ed Center, but only to stop by and say hi and to let us know how well she was doing. Apparently she had applied for and received a Pell Grant to attend the nearby community college, was living with a nice young man in a cozy apartment close to the school and his job, and was even contemplating marriage. I am convinced that, but for effective intervention at a critical point in her life, this young lady would have continued the cycle of chronic homelessness passed on by her mother, and any children she had would most certainly have inherited the same impoverished lifestyle.

Because of such diverse backgrounds, and being at various stages of the cycle of homelessness, the IHS Ed Center students provided a good sample population for naturalistic observation. The pattern that emerged was, although it took some situationally homeless individuals longer than others to “regroup,” the average length of time between a person first entering the IHS homeless shelter and being once again being self-sufficient and with a fixed address was about 2 years. It therefore became imperative for the teach-
ers to be able to identify newly homeless students in order to provide the type of information and emotional support for them to be able to break the cycle of homelessness in the earliest possible stages of its occurrence. For those individuals who did not succeed in doing so within that period, there were seldom long term success stories.

In conclusion, the cycle of homelessness is a deep-rooted societal condition that, with appropriate prevention and intervention, can be broken. It is not a cycle that can be broken on the macro-level. However, specially designed programs that address the cycle on a one-to-one and small group level, as did the IHS Ed Center, have shown success.

The earlier in the cycle a homeless person or family receives intervention, the more likelihood the cycle can be attenuated. However, once the cycle reaches Stage 5, the conditions for generational homelessness are in place; a condition to be passed on parent to child, generation to generation, an ever-downward, poverty-driven spiral that eventually becomes a way of life, and a way of life for the children born into the cycle.
CHAPTER 6  
SUMMARY AND RECOMMENDATIONS

Introduction

I have come to learn that homeless people, although as psychologically complex as any human beings, by and large live basic lives that are reduced to the plainest levels of human survival. And plain people need plain education; reading, writing, math, and vocational and basic life skills to improve both their income and related life situations.

The IHS Ed Center was designed to be a long-lasting model of education, a basic approach intended to be as effective with future homeless students as with those of the present. While funding may not be available, there still are sufficient numbers of homeless (and at risk of becoming homeless) individuals and families in Hawaii to warrant the need for several small, strategically located education and training programs such as the IHS Ed Center.

I have learned that a significant number of homeless adults appear to have deficiencies in their personal constructs that help keep them locked into the cycle of homelessness. In order for their lives to improve, changes need to take place in how or what students do or don’t do to break their cycle of homelessness; students have to be both willing and active participants in such changes for them to remain permanent.

About the students:

Over the years of this research, several factors held true across settings and across homeless populations. In each successful education program in this study there was the presence of a strong positive reinforcement component. Most often reinforcers were
tangible, like a bus pass, temporary shelter, food, or a paying job. However, in-tangible motivators such as a safe place to come to, being treated as a person worthy of respect and personal attention, and knowing the joy of mastering skills and gaining new knowledge proved to be equally reinforcing.

According to Paul Chance, people learn best in a responsive environment, and teachers who praise and reward student performance provide such an environment by recognizing student achievement of a goal by providing a gold star or a certificate.231

Therefore, in order to augment student involvement in the Ed Center, I adopted the use of certificates of attendance acknowledging completion of a significant number of study hours. Those students who attended most frequently usually showed the most gains, and I thought this would be a positive way to reinforce students for having good attendance.

In addition, as homeless people are seldom in a position to be recognized for an accomplishment, I thought having a “certificate award day” each month would be a good esteem building activity for the students as well. The certificates did seem to accomplish this goal for some of the students, but were not particularly motivating to quite a few others.

The homeless student is curiously different than the regular student in this regard. After having to tote all one’s belongings wherever one goes, the homeless quickly learn that accumulation means a heavier burden to carry. For the homeless, every additional possession adds to the daily challenge of moving or carrying it, so one learns early on to keep portable items limited to those most necessary for survival.

231 Paul Chance, Sticking Up For Rewards, Phi Delta Kappan, June 1993, 788.
The homeless also quickly learn that every fragment of paper or property that can be lost or stolen probably will be lost or stolen, so they strongly repress the urge to “collect stuff.” In such a world gold stars and certificates hold only a moment’s glory. They then become items that require precious space; items to worry about getting lost or damaged, but have no practical survival value.

Researcher Alfie Kohn posits that students can be punished by rewards. Kohn argues that applied behaviorism “do this and you’ll get that” is essentially a technique for controlling students and a way of doing things to them rather than with them. Kohn thinks rewards rarely produce effects that survive the rewards themselves because they do not create an enduring commitment to learning.232

Whether awarding certificates failed for the reasons posited by Kohn, or just from homeless people’s basic need to keep their load as light as possible, this particular approach to rewarding student efforts and establishing benchmarks proved to be less than effective.

On the other hand, the establishment of community through a symbol, a ritual, and a means for all to equally participate proved to be a highly effective reinforcer for student attendance, and the coffee club became one of the more successful rewards for being an Ed Center student. “Tutu” was so much more than a label on a jar to hold coffee change. “Tutu” was the grandmother of the community who offered her trust and nurturing to all who came to her. In the world of the homeless where there is high theft and little trust, the sense of dignity and personal worth established by the coffee club’s trust system held true for the entire length of the program.

However, when examining the overall results of the Ed Center, what worked the best for all concerned was the teachers’ willingness and commitment to help students develop “niche breadth.” According to Kelly’s third principle of ecology (adaptation), as the range of niches increases, the chance of survival becomes greater. Person-oriented programs should attempt to widen the range of settings within which a person can function and adapt to the demands of every-day living, e.g., help the client develop niche breadth. Although niches can be expanded or constricted due to political and economic forces, Kelly believes all of us can adapt more comfortably by learning better problem solving, time management, and interpersonal skills as well as many other abilities.233

In many ways the development of niche breadth is accomplished much as civil rights leaders develop a suppressed group’s awareness of their rights and responsibilities as citizens and community members. It is as much a challenge of creating a socio-cultural awareness as it is enhancing a student’s personal awareness of how to successfully enter and participate in community events and opportunities for his or her development and growth.

A factor I hadn’t really anticipated but found to be present in almost all of our homeless students was the incredible amount of daily stress they experience. Because of irregular eating, sleeping, hygiene, medical and dental care, the homeless lifestyle eventually results in poor health and a compromised immune system. Because of the psychological stress, mental health also eventually suffers. The Dohrenwends’ review of a number of studies concluded, “… a wide range of stressful events shows that virtually the entire

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gamut of psychological symptoms can be produced in previously normal persons by con-
temporary circumstances.234

According to the Dohrenwends, the results of 44 community studies of the “true prev-
elance” of psychological disorder indicate that there is an inverse relationship between
social class and psychological symptoms.235

Given that the homeless fall in the underclass level of social strata, there are bound to
be even higher levels of psychological stress in this population, and a greater display of
psychological symptoms. Researcher David Mechanic supports the concept that illness is
a result of too much stress. As he explains this health-stress connection,

If . . . we assume that life changes, even desirable ones, contribute to illness, we
still must resolve alternative interpretations of the impact of such events. One
possibility . . . assumes some direct biological response to continuing demands
to maintain adaptive balance in the face of changing circumstance and demands,
that is, that the high need for reactivity itself increases vulnerability to illness. . . .
And I would further expect that the reaction to such demands would depend on
the capacity of the person to deal with such life changes, and this in turn would
depend on skills and preparation and social supports. As our research develops
we need to give greater attention to such variables as coping skills and support-
ive relationships that may intervene between the occurrence of life events and
the initiation of illness.236

About the teachers:

From my earlier experience with the six homeless education pilot projects I had learn-
ed much about effective versus ineffective teachers and teaching approaches. For ex-
ample, teachers who felt sorry for their homeless students and treated them as helpless
victims only strengthened existing patterns of learned helplessness, thus lowering learn-

234 Bruce P. Dohrenwend and Barbara Snell Dohrenwend, Social Status and Psychological Disorder: A
235 Ibid., 174.
236 David Mechanic, Discussion of Research Programs on Relations Between Stressful Life Events and
Episodes of Physical Illness, Chapter 5, Stressful Life Events: Their Nature and Effects by Dohrenwend,
ing gains. If their overt pity didn’t drive the student away, all too often this type of teacher would charitably loan money or do other such favors for a student. Invariably the student would be unable to repay the loan, be too embarrassed to see the teacher, and then stop attending classes.

Although I tried to avoid having such persons as Ed Center teachers, on several occasions such individuals looking to do volunteer work were given the opportunity to work with the regular teachers in the Ed Center. One young graduate student from a local University felt especially compelled to give money to our students. I explained that it was the policy of both the IHS facility and the school that there was to be no transfer of money or expensive gifts between staff and students; that this rule was both for liability reasons and to avoid lower retention rates due to students’ inability to return favors.

This same graduate student then wanted to create a way for students to earn the money. He subsequently spent long hours designing a math game where students picked a math question card from a prepared deck, and won money (nickel, dime or quarter) for answering correctly. He was concerned that most students wouldn’t be able to do well enough to win any money, so he created very simple math questions.

After several classes even the same two or three students who won a couple of dollars in change were no longer interested in playing. When he asked me to find out why no-one was interested in interacting with him, the students responded that “it was too easy, a give-away, they were tired of suckering him, they weren’t learning anything, and if he wanted to hand out change, why didn’t he just do it instead of making them answer stupid questions to get it.” This young man soon learned what the regular teachers already knew, that poor people value some things more than money, such as dignity, a sense of
accomplishment, and not feeling diminished.

Just as ineffective were those teachers who maintained professional distance from the students. Because of their unwillingness to become involved, they remained oblivious to the many barriers facing homeless students that made their requirements normal for a typical student all but impossible for homeless students. They often blamed the homeless student’s lack of compliance for their own failure.

One such example was Mrs. W, a 72 year old retired English teacher, who wanted to volunteer at the IHS but was too afraid of homeless people to work in any area where large numbers of homeless congregated, such as helping in food lines, or with such things as the distribution of food or clothes.

Mrs. W came to the school several mornings in a row asking if we could use her as a volunteer teacher. She said she felt the atmosphere was safe, and that she enjoyed teaching and was a very competent teacher. Although an excellent teacher of the English language, she quickly proved to be very traditional and inflexible in her approach. Mrs. W would get terse with students if they did not stay completely focused on the task at hand, and would actually scold them for “chit-chatting” with each other or if they turned in incomplete work.

In observing her behavior I noted that, while she quickly deflected any attempts at personal questions or conversation initiated by the students, she actively sought out and initiated conversations with the teachers and IHS personnel. I also noted this perceived elitism appeared to be turning students away from studying with her, and she soon noted the same. Mrs. W informed me she found the school’s open-door policy, lack of a mandatory attendance requirement, and student-directed curriculum choices to be quite
disconcerting, and let me know it was “no way to run a classroom.” I attempted to explain to her that the focus of the Ed Center was to build motivation, self-esteem and critical thinking skills through the use of the curriculum and that the curriculum was not an end in itself.

She of course thought my ideas were preposterous and “academic.” However, after several students complained to her about her teaching style and said they would not return to the Ed Center if they had to do studies with her, she decided to volunteer at the Catholic Charities instead, a choice I felt was best for all concerned.

As noted by researcher and educator Daryl G. Smith,

The problem about quality [of education] also involves how we define success in school and a student’s capacity to learn. If we assume that only one way to learn is correct and at the same time place individuals in environments that are only marginally dedicated to their success, we are setting up whole groups of students for failure. Early evidence focused attention on academic preparation as the most significant factor in achievement. . . however, to the degree that issues of racism, sexism, homophobia, and the general presence of an alienating environment also affect performance, then lack of performance cannot be focused entirely on the student. . . Care must be exercised in how we teach, about the environment in which teaching takes place, and about how we assess learning. 237

Those volunteers who experienced the greatest enjoyment and sense of success from their efforts working with our homeless students were those individuals who attempted to make authentic connections with the students. It didn’t matter how well they could teach.

What mattered was their attitude. The willingness to listen to a student vent without trying to solve a lifetime of problems, the ability to see the strengths in a student instead of reasons to pity them, and the resolve to say no to a student attempting to obtain a loan or special favor, but say yes when a student would ask for reasonable assistance such as

writing a referral, helping with a letter, or watching their child while they went to the bathroom, were the things that really mattered.

Given the guideline that an education program is only as good as its teachers, a great deal of credit for what the IHS Ed Center accomplished resides with the high level of professionalism and dedication of its teachers. In order to even be hired, candidates had not only to be willing and able to teach a broad range of subject matter, but also have experience working with and counseling at-risk populations. Four of the six teachers hired had previous DOE teacher experience, and the other two had been youth tutors. And, all six teachers hired had previous experience either working with homeless programs, or at correctional or treatment centers.

Community educators need to be that rare breed of counselor-teacher hybrid found in a variety of settings; agencies, schools and universities, corporations and private practice. In each role, practitioners need the crossover skills both of being able to teach academic subject matter and at the same time promote mental health, quality of living, and a harder inner core of being. According to John Scileppi,

... practitioners who are knowledgeable about the community psychological perspective and strategies creatively search for opportunities to use this approach. Teachers at every level can incorporate topics related to mental health enhancement into educational curricula.238

The IHS Ed Center educators’ dual roles as counselor-teacher allowed them to apply counseling methods such as paired association, observational learning, and modeling while teaching the subject at hand. In this manner they were able to teach several different types of “lessons” at the same time, while incorporating and even imbedding the more important “lessons” that help students learn self-esteem, confidence, pride, rea-

soning skills, social skills, and the like.

Although educational gains in tangible subjects such as math and English can certainly make a difference in a homeless person's ability to perform tasks utilizing these skills, it is the latter "lessons" that raise human dignity, fuel hope, and help chart a way to break the cycle of homelessness.

Scholars and specialists continually report that it is no longer possible to keep abreast of even the narrowest of fields. Phrased in terms of Gresham's Law, valuable contributions and new ideas are driven out of circulation and derivative recapitulations of dead concepts replace them... There is a very real possibility that ideas and insights will be lost in the clutter. The development of a sensory culture will not eliminate this possibility, but it is vitally necessary to bring to the surface those ways of seeing, thinking, feeling, and being alive that are crucial to humane survival.239

Because the student-teacher connection was such a critical factor to the overall program success, I brought on board teachers who felt they could commit to the student-centered philosophy and who expressed an interest in an extended period of employment. Their commitment to the students and the school was genuine, as evidenced by a very low turnover rate in teachers, and the benefits of their consistency in being present over long periods of program operation.

Due to the transience created by homelessness, our students' records of attendance had peaks and valleys. There were many reasons for a student to stop attending the Ed Center. Some stopped because they were working, going to college, or had moved into transitional or affordable housing. Some were banned from the shelter while others, having decided to move on, had left for other parts of the island, the state, or another state. A student would often attend nearly every class for several weeks to several months, and

then either start to miss coming to school until they disappeared, or just not show up at all. Weeks, months, and in some cases, a year or two went by, and then one day the student might suddenly show up asking if they could still attend school, only to have the cycle repeat.

It benefited both the school and the returning students when the same teacher who had already worked with them and who knew their life situations, behavioral quirks, educational deficits, and their physical and psychological challenges, was able to pick up from where the student had left off. Because more often than not the student, who had a previously established bond with the teacher, would usually confide why he or she had stopped attending, what had happened in the interim, and why he or she was again homeless.

Because of their backgrounds in working with at-risk populations, Ed Center teachers had a clear understanding of the cyclic nature of poverty and homelessness. They understood that, although the reasons for a student’s foiled attempt at self-sufficiency were many and varied, such failure often left the student frustrated, depressed, angry, and even self-loathing. Returning to the Ed Center was, for many, a return to a safe harbor where they could recuperate, regroup, and do something to take their minds off their woes. The teacher could then assist not only with the subject at hand, but also with some appropriate counseling and guidance casually woven into the general conversation, an exchange of ideas, and, when possible, the lesson itself.

The teachers’ backgrounds in working with at-risk groups allowed them to express empathy without exuding sympathy, an attitude that helped, rather than hindered, the students in reclaiming and reestablishing a sense of dignity and personal worth after they
had once again failed at being self-sufficient. By being able to help the students improve their skills in an area of study, teachers helped students focus on their strengths and capabilities rather than their failures, and helped reignite a resolve to set new goals.

The teachers were all aware that the students had to develop self-help skills, but were quite compassionate in assisting student movement through whatever steps it took to once again establish goals and directions. In this manner students could experience the social support of the teachers while not having to respond to unrealistic expectations. Perhaps this willingness of the teachers to be open to the sharing of the students' experiences, while also imparting to the students the realization that they were not alone or helpless, was the single most important benefit to students of the teacher-student relationship.

According to Levine and Perkins, individuals are most likely to experience crisis when they have poor personal coping strategies, and social support is either inadequate or unavailable to them. Knowing when and whom to ask for help is an important factor in reaping the benefits of social support. In addition, social support is often influential in the self-help process.\textsuperscript{240}

\textit{About the school:}

The school, much as the students who attended it, had its own criterion for survival. For the Ed Center, that criterion was clear and specific from the day of its inception. It required a consistent core while operating in a highly flexible manner. It required a warm and nurturing environment while reinforcing autonomy, empowerment and self-help. It needed to help students develop a broad range of skills, academic, critical thinking and

life-skills, while imparting lessons of how to respect and care about themselves, their
goals and aspirations, and how to go about reducing any personal and social barriers
standing in the way of these goals.

But most of all, the school had to develop into an academic setting capable of moving
beyond classroom to community. The school needed to be able to create an environment
for promoting change and growth in the students and help them to help themselves in
breaking their cycle of homelessness.

Macbeth: Canst thou not minister to a mind diseased,
Pluck from the memory a rooted sorrow,
Raze out the written troubles of the brain,
And with some sweet oblivious antidote
Cleanse the stuffed bosom of that perilous stuff
Which weighs upon the heart?

Doctor: Therein the patient must minister to himself.
- Shakespeare

Although the very setup and approach of the school was designed with the intent to
assist the students in as many ways as possible to develop the skills and motivation to
bring meaningful change to their lives, only the student could apply that assistance and
follow through with the type of actions and behavior that produce results.

The school in many ways provided a testing ground for the students to try out new
ideas and behavior; a safe place to make mistakes and learn from them; an environment
that offered a protective, encouraging, accepting and nurturing atmosphere to be and
grow.

Hunter and Harmon describe “high-quality” education programs for adults living in
poverty as,

... readily accessible to those who seek them, are an urgent need that cannot
be overlooked even as we search for long-range strategies. Many adults now
overcome embarrassment to enter tutoring programs and basic education classes. . . . For those who enroll in present programs there are many more whose entrapment in poverty makes even conventional literacy a low priority for them. 241

The open door, open entry and exit policy of the Ed Center made the school readily accessible. The one-on-one approach of the teachers and the broad-based curriculum with no grading or need to measure one student’s progress against that of another served to reduce and even eliminate feelings of inadequacy or embarrassment for them. And, as students selected their own topics of study, there was seldom a problem with motivation to study.

Hunter and Harmon recognize that there is a long association between personal development and literacy skills, so much so that they call for a broader definition of the term “literacy” to include functional literacy, and the humanistic goals functional literacy embraces. 242 As the IHS Ed Center was a school designed with this expanded vision of what constitutes a literacy program, functional literacy was an ideal additional educational component to meet the varied and diverse needs of the student population.

By creating an organization that can deal with diversity and by taking a comprehensive approach to diversity, institutions will find themselves less fragmented in dealing with the numbers of groups with special needs. It will then be more likely that the special needs and perspectives of any number of groups will be more easily accommodated. 243

One of the most unusual factors concerning the school’s set up and operation was the fact it was collapsible. As a school without walls, on wheels, and for a significant amount of time, located in the midst of other ongoing activities, it had a remarkably tangible presence for all who were involved with it. Although it had few of the accouter-

242 Ibid., 15.
ments of a typical school, there was never any doubt that a true school was operating with real teachers, real students and with real learning occurring.

In many ways the Ed Center was a lot like the students. It had no real home, but most people knew where to find it. It had few resources of its own; rather it depended on donations to keep it supplied with the articles necessary for its “survival.” And, just like the homeless students who attended, it was largely unknown and invisible to the rest of the world.

It is entirely possible this unintended parallel between the challenges facing the school and the challenges facing students helped to reinforce the commitment level and related attendance rates of the students over the years of the school’s successful operation. Perhaps students felt, as the teachers and I did, that the school was successful only when all those who were a part of it shared in that success. It would make interesting further study to see how little or much a school with such transient features reinforces commitment and cooperation among homeless students.

Another recommendation I strongly feel that any school or training program intent on truly making a difference with a homeless population should not have to be constantly concerned with funding issues. As stated by Ruth Sidel,

> If our society is to be a caring, human place to live, to rear our children and to grow old, we must recognize that some aspects of life – the education of our young people, health care, child care, the texture of community life, and quality of the environment – are more important than profit.244

I recommend that any educator or education program targeting at-risk populations, such as the homeless, utilize a cooperative rather than competitive learning atmosphere

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where the students have the power to determine what they want to learn and the teachers have the power to determine how they will go about teaching it. Education and the approaches to learning must be viewed from a different vantage point where diverse skills, talents and approaches to learning are viewed as a strength rather than as a problem in the classroom.

As difficult as it was to establish such an innovative and unusual program as the IHS Ed Center, it was nothing compared to the difficulty I experienced when I knew it was inevitable that it would be ending. If I could wish for anything it would be that the many hours of work, love, and sweat of the many people involved with creating and supporting the IHS Ed Center would not go unnoticed, nor that the valuable information and insights gained from this worthy program be lost.

A final recommendation would be that more research be done to study the utilization patterns of existing programs and to ensure that barriers to participation are removed or sufficiently reduced for those most in need of their services. I cannot overstate the importance of this recommendation, and find it is best stated in the words of Urie Bronfenbrenner,

For more than three decades I have been citing systematic evidence suggesting a progressive decline in American society of conditions that research increasingly indicates may be critical for developing and sustaining human competence through the life course. At the most general level, the evidence reveals growing chaos in the lives of families, in child care settings, schools, peer groups, youth programs, neighborhoods, workplaces, and other everyday environments in which human beings live their lives. Such chaos, in turn, interrupts and undermines the formation and stability of relationships and activities that are essential for psychological growth. Moreover, many of the conditions leading to that chaos are the often unforeseen products of policy decisions made both in the private and in the public sector. Today, in both these arenas, we are considering profound economic and social changes, some of which threaten to raise the degree of chaos to even higher and less psychologically tolerable levels. . . . and, ultimately, a decline in
the quality of our nation’s human capital.\textsuperscript{245}

Much as we now know the necessity of preserving and recycling our nation’s natural resources, we must work with as much diligence to preserve and recycle our nation’s human capital. One such method is through education for homeless adults whose lives are best defined by a cycle of poverty and chaos. Educational programs such as the IHS Ed Center offer an effective means to break that cycle and reinvest in our human capital.

\begin{quote}
Lives of great men all remind us
We can make our lives sublime,
And, departing, leave behind us
Footprints on the sands of time;

Footprints, that perhaps another,
Sailing o’er life’s solemn main,
A forlorn and shipwrecked brother,
Seeing, shall take heart again.

Let us, then, be up and doing,
With a heart for any fate;
Still achieving, still pursuing,
Learn to labor and to wait.
\end{quote}

“A Psalm of Life”
Henry Wadsworth Longfellow
Composition Date: July 20, 1838

\textsuperscript{245} Urie Bronfenbrenner, \textit{A Future Perspective}, 1995, 643.
“A Psalm of Life” by Henry Wadsworth Longfellow, was first published in the Knickerbocker Magazine October, 1838.
RECEIVED
AS
FOLLOWS
HONOLULU COMMUNITY ACTION PROGRAM (HCAP)

H.E.A.R.T.
HOMELESS EVALUATION, ASSESSMENT, REFERRAL AND TRAINING

Life is more than survival
If you need help
find HEART

Monday, Wednesday, Friday 1:00 to 3:00 p.m.
838 S. Beretania Street, Rm. 202 Phone: 521-4531 ext. 29
For 24 Hour Information & Referral Service call 521-4566

HOMELESS EVALUATION, ASSESSMENT, REFERRAL AND TRAINING (HEART)

Name: ____________________________

Referral by: _______________________

Contact Information:
Address: ________________________ Apt. # ______
City: ____________________________ Zip Code __________
Client Phone or Message Number: __________________________

Appointment:
Day: _______ Date: _______ Time: _______

Honolulu Community Action Program (HCAP)
838 South Beretania Street, Room 202
Please answer the following questions to the best of your ability. All responses are optional and confidential and will be used to provide you with needed services. Thank You.

**PART I: Please check the block that most closely shows the amount of trouble you are having in the following areas.**

<table>
<thead>
<tr>
<th>HOW MUCH TROUBLE ARE YOU HAVING WITH</th>
<th>NONE</th>
<th>SOME</th>
<th>A LOT</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Transportation?</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>2. Childcare?</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>3. Finding temporary shelter?</td>
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<tr>
<td>4. Finding a permanent residence?</td>
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<tr>
<td>5. Having enough to eat?</td>
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<tr>
<td>6. Receiving medical care?</td>
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<td>7. Receiving dental care?</td>
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<td></td>
<td></td>
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<tr>
<td>8. Finding employment you can accept?</td>
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<td></td>
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<tr>
<td>9. Coping with everyday stress?</td>
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<tr>
<td>10. Receiving mail?</td>
<td></td>
<td></td>
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<tr>
<td>11. Having clean, adequate clothing?</td>
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<td></td>
</tr>
<tr>
<td>12. Caring about your future?</td>
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<td></td>
<td></td>
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<tr>
<td>13. Managing your finances?</td>
<td></td>
<td></td>
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<tr>
<td>14. Keeping clean and groomed?</td>
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<td></td>
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<tr>
<td>15. Feeling someone cares about you? (Family, friends, Church, etc.)</td>
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<td></td>
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<tr>
<td>16. Dependency on substances such as alcohol, drugs, paint, glue, etc.?</td>
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<td></td>
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<tr>
<td>17. Having a place to store your possessions?</td>
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<td></td>
</tr>
</tbody>
</table>
PART II: The following information will only be used to assist you with needed services. Answers are voluntary and will be confidential. Please check the correct box for each of the following items. Thank You.

1. Are you receiving any Welfare assistance? __Yes ___No ___Pending

2. If you answered Yes or Pending, which type of Welfare are you applying for or receiving?
   ___AFDC ___General ___Food Stamps ___Medical ___Other

3. Are you receiving any other form(s) of assistance or benefits at this time? ___Yes ___No

4. If you answered Yes, please check off or list those benefits and/or assistance you are receiving?
   ___SSI ___SSDI ___Unemployment ___Worker's Comp. ___Alimony
   ___Child Support ___V.A. Benefits ___Medical ___Dental
   ___Other (Please list) __________________________

PART III: Please check any of the following reasons you feel are barriers to your finding employment. Check as many as apply.

( ) Weak math skills ( ) Lack of job seeking skills
( ) Weak reading skills ( ) Lack of interview skills
( ) Weak writing skills ( ) No stable child care service
( ) No high school diploma ( ) Personal appearance
( ) No vocational training ( ) Lack of self-confidence
( ) Lack of work experience ( ) Lack of interest
( ) No adequate work clothes ( ) No resume
( ) Transportation problems ( ) Lack of job opportunities
( ) No career goal ( ) No information about the job market
( ) Health problem(s) __________________________

PART IV: In your opinion, what do you need the most help with in your life?

________________________________________________________________________
________________________________________________________________________
________________________________________________________________________
________________________________________________________________________
________________________________________________________________________

295
PART V: Please indicate five words of your own or from the list below that best describe how you feel about yourself.

1. ____________ 2. ____________ 3. ____________ 4. ____________ 5. ____________
6. CHEERFUL
7. SATISFIED 8. ENERGETIC 9. NEUTRAL
10. OKAY 11. DEPRESSED 12. SOCIABLE
13. APPRECIATED 14. UNAPPRECIATED 15. DETACHED
15. PASSIVE 16. ALONE 17. USELESS
18. SUCCESSFUL 19. UNCONCERNED 20. AVERAGE
21. SURVIVING 22. HOPEFUL 23. HOPELESS
24. STRUGGLING 25. WORTHWHILE 26. DRIFTING
27. ANGRY 28. HEALTHY 29. TIRED
30. LONELY 31. UNHEALTHY 30. STALLED

PART VI: Please check the face that appears closest to your answer on each item. Thank You.

1. Please check the face that comes closest to how you feel today.

2. Please check the face that comes closest to how you feel about coming to this appointment.

3. Please check the face that comes closest to how you feel about life in general.

4. Which face comes closest to how others see you?
APPENDIX B
Performance Report
For the Adult Education for the Homeless State Administered Program
Combined statistics from all six homeless education sites.
Total population served: 241

Table 1:

Enter the number of participants by age, population group, and sex

<table>
<thead>
<tr>
<th>AGE GROUPS</th>
<th>AMERICAN INDIAN or ALASKAN NATIVE</th>
<th>ASIAN or PACIFIC ISLANDER</th>
<th>BLACK not of HISPANIC ORIGIN</th>
<th>HISPANIC</th>
<th>WHITE not of HISPANIC ORIGIN</th>
<th>TOTAL Col (B) thru (K)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Male</td>
<td>Female</td>
<td>Male</td>
<td>Female</td>
<td>Male</td>
<td>Female</td>
</tr>
<tr>
<td>A 18 - 24</td>
<td>B</td>
<td>C</td>
<td>D</td>
<td>E</td>
<td>F</td>
<td>G</td>
</tr>
<tr>
<td>18 - 24</td>
<td>18</td>
<td>22</td>
<td>3</td>
<td>6</td>
<td>10</td>
<td>7</td>
</tr>
<tr>
<td>25 - 44</td>
<td>35</td>
<td>36</td>
<td>9</td>
<td>4</td>
<td>43</td>
<td>20</td>
</tr>
<tr>
<td>45 - 59</td>
<td>6</td>
<td>4</td>
<td>1</td>
<td>3</td>
<td>3</td>
<td>1</td>
</tr>
<tr>
<td>60 AND OLDER</td>
<td>3</td>
<td>1</td>
<td>3</td>
<td>1</td>
<td>3</td>
<td>1</td>
</tr>
<tr>
<td>TOTAL</td>
<td>1</td>
<td>59</td>
<td>62</td>
<td>12</td>
<td>4</td>
<td>8</td>
</tr>
</tbody>
</table>

** An enrollee should be included in the racial/ethnic group to which he or she appears to belong, identifies with, or is regarded in the community as belonging. However, no person should be counted in more than one group (See definitions for population groups on page 4).
Combined statistics from all six homeless education sites.
Total population served: 241

PERFORMANCE REPORT
FOR THE ADULT EDUCATION FOR THE HOMELESS STATE ADMINISTERED PROGRAM

Program Year: 1992-1993

Period Covered
From: 6/92 To: 3/93

TABLE 2:

<table>
<thead>
<tr>
<th>AGE GROUPS</th>
<th>MARITAL STATUS</th>
<th>SINGLE HEAD OF HOUSEHOLD</th>
<th>EMPLOYMENT STATUS</th>
<th>IMMIGRANT (ESL)</th>
<th>ON PUBLIC ASSISTANCE</th>
<th>DISABLED</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Male</td>
<td>Female</td>
<td>Male</td>
<td>Female</td>
<td>Male</td>
<td>Female</td>
</tr>
<tr>
<td>A 18-24</td>
<td>32</td>
<td>5</td>
<td>23</td>
<td>9</td>
<td>1</td>
<td>15</td>
</tr>
<tr>
<td>25-44</td>
<td>65</td>
<td>10</td>
<td>15</td>
<td>9</td>
<td>2</td>
<td>15</td>
</tr>
<tr>
<td>45-59</td>
<td>1</td>
<td>4</td>
<td>1</td>
<td>3</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td>60 AND OLDER</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>TOTAL</td>
<td>99</td>
<td>19</td>
<td>21</td>
<td>24</td>
<td>21</td>
<td>59</td>
</tr>
</tbody>
</table>

**Based on participants age at the time of the first class attended during the program year.**
TABLE 3:

PART I - STATISTICAL

Enter the number of participants receiving educational services for each of the categories listed.

<table>
<thead>
<tr>
<th>EDUCATIONAL FUNCTIONING LEVEL</th>
<th>NUMBER STARTED (AT EACH LEVEL)</th>
<th>NUMBER THAT COMPLETED THAT LEVEL</th>
<th>NUMBER SEPARATED FROM EACH LEVEL BEFORE COMPLETING THAT LEVEL</th>
<th>Number ongoing after grant end period</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. BEGINNING</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>A. ABE</td>
<td>85</td>
<td>51</td>
<td>28</td>
<td>6</td>
</tr>
<tr>
<td>B. ESL</td>
<td>8</td>
<td>4</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>2. INTERMEDIATE</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>A. ABE</td>
<td>62</td>
<td>6</td>
<td>36</td>
<td>20</td>
</tr>
<tr>
<td>B. ESL</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. High School Diploma (GED, CBHSDP, CREDITS)</td>
<td>43</td>
<td>3</td>
<td>14</td>
<td>26</td>
</tr>
<tr>
<td>4. Basic/Life Skills</td>
<td>140</td>
<td>66</td>
<td>74</td>
<td></td>
</tr>
<tr>
<td>5. Other (ETO, Voc. Ed, etc.)</td>
<td>4</td>
<td>3</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>TOTALS</td>
<td>343</td>
<td>134</td>
<td>156</td>
<td>52</td>
</tr>
</tbody>
</table>

*** ABE stands for Adult Basic Education
*** ESL stands for English as a Second Language
*** GED stands for General Education Development
*** CBHSDP stands for Competency-Based High School Diploma Program
*** ETO stands for Employment Training Office
PERFORMANCE REPORT
FOR THE ADULT EDUCATION FOR THE HOMELESS STATE ADMINISTERED PROGRAM
Combined statistics from all six homeless education sites.
Total population served: 241

TABLE 4:

PART I - STATISTICAL

Report the number of participants in your program(s) who had achievements in the listed areas during the reporting period. Participants who have several achievements may be listed more than once.

<table>
<thead>
<tr>
<th>Participant Achievement</th>
<th>Number of Participants (Unduplicated)</th>
<th>Number of Participants (May be duplicated)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>High School Diploma</td>
<td>GED</td>
</tr>
<tr>
<td>EDUCATIONAL</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Obtained an adult high school diploma or equivalency* by GED; Competency-Based Tutoring; or by Credit Method</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>2. Entered other educational or training program</td>
<td>53</td>
<td></td>
</tr>
<tr>
<td>SOCIAITAL</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. Received U.S. Citizenship</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>4. Registered to vote or voted for the first time</td>
<td>63</td>
<td></td>
</tr>
<tr>
<td>ECONOMIC</td>
<td></td>
<td></td>
</tr>
<tr>
<td>5. Gained employment</td>
<td>80</td>
<td></td>
</tr>
<tr>
<td>6. Secured employment retention or obtained job advancement</td>
<td>22</td>
<td></td>
</tr>
<tr>
<td>7. Removed from public assistance</td>
<td>19</td>
<td></td>
</tr>
<tr>
<td>8. Obtained temporary or permanent shelter</td>
<td>195</td>
<td>39</td>
</tr>
</tbody>
</table>

*** GED stands for General Education Development
*** CBHSDP stands for Competency-Based High School Diploma Program
Combined statistics from all six homeless education sites.
Total population served: 241

**TABLE 5:**

**PART I - STATISTICAL**

Number of participants leaving the program before completing their objectives and their reasons for separation. Number of participants by reasons for leaving may be a duplicated count.

<table>
<thead>
<tr>
<th>REASONS FOR SEPARATION</th>
<th>Number of Participants</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Financial Problems</td>
<td>0</td>
</tr>
<tr>
<td>2. Health problems</td>
<td>2</td>
</tr>
<tr>
<td>3. Child care problems</td>
<td>3</td>
</tr>
<tr>
<td>4. Transportation problems</td>
<td>0</td>
</tr>
<tr>
<td>5. Family problems</td>
<td>1</td>
</tr>
<tr>
<td>6. Location of class</td>
<td>0</td>
</tr>
<tr>
<td>7. Time the class or program was scheduled</td>
<td>3</td>
</tr>
<tr>
<td>8. Changed address or left area</td>
<td>47</td>
</tr>
<tr>
<td>9. To take a job</td>
<td>22</td>
</tr>
<tr>
<td>10. Lack of interest</td>
<td>2</td>
</tr>
<tr>
<td>11. Other known reasons (specify)</td>
<td>36 *</td>
</tr>
<tr>
<td>12. Unknown reasons</td>
<td>14</td>
</tr>
</tbody>
</table>

* substance abuse

** Items 11 and 12 should be addressed on an attached page to TABLE 4 as individually listed known/unknown reasons.
TABLE 6: PART I - STATISTICAL

Report the number of participants and the number of classes by time and location.

<table>
<thead>
<tr>
<th>LOCATION OF CLASS</th>
<th>NUMBER OF PARTICIPANTS*</th>
<th>NUMBER OF DAYTIME CLASSES (Before 5 P.M.)</th>
<th>NUMBER OF EVENING CLASSES (After 5 P.M.)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. School Building</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>a. Elementary/Secondary School</td>
<td>122</td>
<td>10</td>
<td>8</td>
</tr>
<tr>
<td>b. Adult Community School or Site</td>
<td></td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>2. Other Locations</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>a. Learning Center</td>
<td>22</td>
<td>22</td>
<td></td>
</tr>
<tr>
<td>b. Temporary, Fixed Shelter</td>
<td></td>
<td>9</td>
<td>5</td>
</tr>
<tr>
<td>c. State/Local Institution for the Disabled</td>
<td></td>
<td>9</td>
<td>5</td>
</tr>
<tr>
<td>d. Work Site</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>e. Library</td>
<td>3</td>
<td></td>
<td>3</td>
</tr>
<tr>
<td>f. Community-based Organization Center</td>
<td>75</td>
<td>34</td>
<td>8</td>
</tr>
<tr>
<td>g. Tutor's Home or Site</td>
<td>1</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>h. Other (Beach)</td>
<td>9</td>
<td>6</td>
<td></td>
</tr>
<tr>
<td>3. Total</td>
<td>241</td>
<td>79</td>
<td>25</td>
</tr>
</tbody>
</table>

* Enrolled participants only.
**TABLE 7:**

**PART I - STATISTICAL**

Enter an unduplicated count of personnel by function and job status.
(See definitions of staff and functions on page 6)

<table>
<thead>
<tr>
<th>FUNCTION</th>
<th>ADULT EDUCATION PERSONNEL</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>PAID PERSONNEL</td>
</tr>
<tr>
<td></td>
<td>Total Number of Part-Time* Personnel</td>
</tr>
<tr>
<td>(A)</td>
<td>(B)</td>
</tr>
<tr>
<td>1. State</td>
<td></td>
</tr>
<tr>
<td>a. State-level Administrative/Supervisory/Ancillary Services</td>
<td>2</td>
</tr>
<tr>
<td>b. Local-level Administrative/Supervisory/Ancillary Services</td>
<td>10</td>
</tr>
<tr>
<td>2. Local Teachers</td>
<td>23</td>
</tr>
<tr>
<td>3. Local Counselors</td>
<td>4</td>
</tr>
<tr>
<td>4. Local Paraprofessionals</td>
<td>2</td>
</tr>
<tr>
<td>5. Local Basic/Life Skills Trainers</td>
<td>6</td>
</tr>
</tbody>
</table>

* Part-time means less than 20 hours per week.
* Full-time means 20 hours or more per week.
**TABLE 8:**

Enter information for each participant by category. This table provides vital tracking and follow-up data.

<table>
<thead>
<tr>
<th>Participant</th>
<th>Last Country or State of Residency</th>
<th>How was the move to Hawaii financed?</th>
<th>Duration of current homelessness (D)</th>
<th>Participant perceived reason(s) why homeless (E)</th>
<th>Previous types of jobs held (work history) (F)</th>
<th>Supportive Services received through program participation (G)</th>
<th>Hours of Instruction</th>
</tr>
</thead>
<tbody>
<tr>
<td>Alternative Building Con. Group 54</td>
<td>Hawaii 54</td>
<td>unreported</td>
<td>Average, 1 year</td>
<td>see attached listing</td>
<td>see attached listing</td>
<td>see attached listing</td>
<td>846.5 hours</td>
</tr>
<tr>
<td>Maui CSA 109</td>
<td>see attached listing</td>
<td>see attached listing</td>
<td>Average, 5 to 6 days</td>
<td>see attached listing</td>
<td>see attached listing</td>
<td>see attached listing</td>
<td>138 hours</td>
</tr>
<tr>
<td>Windward CSA 13</td>
<td>Hawaii 12</td>
<td>unreported</td>
<td>Average, 1 yr., 1 mo.</td>
<td>12 no HS Dipl. 10 none</td>
<td>13 texts, ed. materials and supplies</td>
<td>17 counseling 1 medical 1 childcare</td>
<td>200 hours</td>
</tr>
<tr>
<td>Kaimuki CSA 19</td>
<td>Calif. 1 parent 1</td>
<td>unreported</td>
<td>Average, 1 yr., 1 mo.</td>
<td>1 no job 1 health prb. 1 housewife</td>
<td>17 counseling 1 medical 1 childcare</td>
<td>17 counseling 1 medical 1 childcare</td>
<td>349</td>
</tr>
<tr>
<td>Honolulu Comm. Action Prgm. 21</td>
<td>Calif. 1 savings 1</td>
<td>unreported</td>
<td>Average, 6½ months</td>
<td>7 health prb. 1 emplymt. 1 educ.</td>
<td>see attached listing</td>
<td>see attached listing</td>
<td>340 hours</td>
</tr>
<tr>
<td>Kalihi-Palama Health Center 25</td>
<td>Calif. 2 family 1</td>
<td>unreported</td>
<td>Average, 1 yr., 1 mo.</td>
<td>18 health prb. 2 financ. 1 by choice</td>
<td>see attached listing</td>
<td>see attached listing</td>
<td>117 hours</td>
</tr>
<tr>
<td>TOTAL 241</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1,990.5 hours TOTAL: 5,055 hours</td>
</tr>
</tbody>
</table>
TABLE 8: PART I - STATISTICAL

Enter information for each participant by category. This table provides vital tracking and follow-up data.

<table>
<thead>
<tr>
<th>Participant (A)</th>
<th>Last Country or State of Residency (B)</th>
<th>How was the move to Hawaii financed? (C)</th>
<th>Duration of current homelessness (D)</th>
<th>Participant perceived reason(s) why homeless (E)</th>
<th>Previous types of jobs held (work history) (F)</th>
<th>Supportive Services received through program participation (G)</th>
<th>Hours of Instruction</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>4 health problems</td>
<td>&quot;</td>
<td>31 never worked</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>8 employment</td>
<td>&quot;</td>
<td>10 fast food/restaurant work</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>2 education</td>
<td>&quot;</td>
<td>1 gen. services</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>4 financial</td>
<td>&quot;</td>
<td>2 entertainment</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>14 housing</td>
<td>&quot;</td>
<td>1 janitor</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>15 domestic</td>
<td>&quot;</td>
<td>1 military</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>8 childcare</td>
<td>&quot;</td>
<td>2 construction</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>&quot;</td>
<td>1 temp. work</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>&quot;</td>
<td>1 sales</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>&quot;</td>
<td>1 taxi driver</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>&quot;</td>
<td>1 Fed. Govt.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>&quot;</td>
<td>54 clothes</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>&quot;</td>
<td>54 counseling</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>&quot;</td>
<td>54 food</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>&quot;</td>
<td>41 childcare</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>&quot;</td>
<td>35 medical assist.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>&quot;</td>
<td>9 dental assist.</td>
<td></td>
</tr>
<tr>
<td>Participant</td>
<td>Last Country or State of Residency</td>
<td>How was the move to Hawaii financed?</td>
<td>Duration of current homelessness</td>
<td>Participant perceived reason(s) why homeless (E)</td>
<td>Previous types of jobs held (work history) (F)</td>
<td>Supportive Services received through program participation (G)</td>
<td>Hours of Instruction</td>
</tr>
<tr>
<td>-------------</td>
<td>-----------------------------------</td>
<td>-------------------------------------</td>
<td>---------------------------------</td>
<td>-----------------------------------------------</td>
<td>-----------------------------------------------</td>
<td>-------------------------------------------------</td>
<td>-------------------</td>
</tr>
<tr>
<td>68 Hawaii</td>
<td>26 Calif.</td>
<td>68 unreported</td>
<td></td>
<td>49 relocated</td>
<td>18 family problems</td>
<td>44 EOC</td>
<td></td>
</tr>
<tr>
<td>3 Mexico</td>
<td>2 Texas</td>
<td>6 last paycheck</td>
<td></td>
<td>32 health</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2 Texas</td>
<td>2 Mass.</td>
<td>4 last welfare check</td>
<td></td>
<td>13 housing</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1 Wash. State</td>
<td>1 Florida</td>
<td>2 disability check</td>
<td></td>
<td>2 employment</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1 Oregon</td>
<td>1 Argentina</td>
<td>1 SSI check</td>
<td></td>
<td>7 ex felons</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1 Minnesota</td>
<td>1 Connecticut</td>
<td></td>
<td></td>
<td>1 exit from group home</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1 Domestic</td>
<td>1 Illinois</td>
<td></td>
<td></td>
<td>1 education</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1 Indiana</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Enter information for each participant by category. This table provides vital tracking and follow-up data.
### TABLE 8:

#### PART I - STATISTICAL

Enter information for each participant by category. This table provides vital tracking and follow-up data.

<table>
<thead>
<tr>
<th>Participant</th>
<th>Last Country or State of Residency</th>
<th>How was the move to Hawaii financed?</th>
<th>Duration of current homelessness</th>
<th>Participant perceived reason(s) why homeless</th>
<th>Previous types of jobs held (work history)</th>
<th>Supportive Services received through program participation</th>
<th>Hours of Instruction</th>
</tr>
</thead>
<tbody>
<tr>
<td>(A)</td>
<td>(B)</td>
<td>(C)</td>
<td>(D)</td>
<td>(E)</td>
<td>(F)</td>
<td>(G)</td>
<td></td>
</tr>
<tr>
<td>1 plumber</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1 electrician</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1 refrigeration</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>55 gen. labor</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>11 food service</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>20 housewife</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
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</tr>
<tr>
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</tr>
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<td>1 bus driver</td>
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<td></td>
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<td></td>
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<tr>
<td>1 never held a job</td>
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PERFORMANCE REPORT FOR THE ADULT EDUCATION FOR THE HOMELESS STATE ADMINISTERED PROGRAM

ATTACHED LISTING FOR KAIMUKI COMMUNITY SCHOOL FOR ADULTS

TABLE 8:

**PART I - STATISTICAL**

Enter information for each participant by category. This table provides vital tracking and follow-up data.

<table>
<thead>
<tr>
<th>Participant (A)</th>
<th>Last Country or State of Residency (B)</th>
<th>How was the move to Hawaii financed? (C)</th>
<th>Duration of current homelessness (D)</th>
<th>Participant perceived reason(s) why homeless (E)</th>
<th>Previous types of jobs held (work history) (F)</th>
<th>Supportive Services received through program participation (G)</th>
<th>Hours of Instruction</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
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<td></td>
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<td></td>
<td></td>
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</tr>
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<td></td>
<td></td>
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<td></td>
<td></td>
<td>1 childcare</td>
<td></td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td>1 landscaping</td>
<td></td>
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</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1 clerical</td>
<td></td>
<td></td>
<td></td>
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<td>1 no response</td>
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</table>

Period Covered

<table>
<thead>
<tr>
<th>From</th>
<th>To</th>
</tr>
</thead>
<tbody>
<tr>
<td>6/92</td>
<td>3/93</td>
</tr>
</tbody>
</table>
TABLE 8:

PART I - STATISTICAL

Enter information for each participant by category. This table provides vital tracking and follow-up data.

<table>
<thead>
<tr>
<th>Participant</th>
<th>Last Country or State of Residency</th>
<th>How was the move to Hawaii financed?</th>
<th>Duration of current homelessness</th>
<th>Participant perceived reason(s) why homeless</th>
<th>Previous types of jobs held (work history)</th>
<th>Supportive Services received through program participation</th>
<th>Hours of Instruction</th>
</tr>
</thead>
<tbody>
<tr>
<td>(A)</td>
<td>(B)</td>
<td>(C)</td>
<td>(D)</td>
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<td>(F)</td>
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<td></td>
</tr>
</tbody>
</table>

- 2 construction
- 4 food service
- 1 secretary
- 2 child care
- 1 warehouse
- 1 masonry
- 1 landscaping
- 1 clerical
- 1 maintenance
- 7 no response

- 21 bus pass
- 21 counseling
- 10 food
- 3 Family Dev. Services ref.
- 2 temporary shelter

<table>
<thead>
<tr>
<th>Period Covered</th>
<th>From</th>
<th>To</th>
</tr>
</thead>
<tbody>
<tr>
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</table>

Program Year 1992-1993
## PART I - STATISTICAL

Enter information for each participant by category. This table provides vital tracking and follow-up data.

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<th>Participant</th>
<th>Last Country or State of Residency</th>
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<th>Duration of current homelessness</th>
<th>Participant perceived reason(s) why homeless</th>
<th>Previous types of jobs held (work history)</th>
<th>Supportive Services received through program participation</th>
<th>Hours of Instruction</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>(A)</td>
<td>(B)</td>
<td>(C)</td>
<td>(D)</td>
<td>(E)</td>
<td>(F)</td>
<td>(G)</td>
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<td></td>
<td>1 dental care</td>
<td>Literacy Skills</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>16 mental health care</td>
<td>Basic/Life Skills</td>
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<td></td>
<td></td>
<td></td>
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<td></td>
<td>8 temporary shelter</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>7 bus pass</td>
<td></td>
</tr>
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<td></td>
<td></td>
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<td>4 entitlements</td>
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<td></td>
<td></td>
<td></td>
<td>3 grooming and hygiene assist.</td>
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<td>3 other agency referrals</td>
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</table>

Table 8: Performance Report for the Adult Education for the Homeless State Administered Program

Attached Listing for Kalihi-Palama Health Center

Program Year: 1992-1993

<table>
<thead>
<tr>
<th>Period Covered</th>
<th>From</th>
<th>To</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>6/92</td>
<td>3/93</td>
</tr>
</tbody>
</table>
APPENDIX C
ATTENTION:

IF YOUR INTERESTED IN LEARNING IN A FUN ENVIRONMENT AND AT YOUR OWN PACE THEN ATTEND THE EDUCATION CENTER!!

WHEN: MONDAY & FRIDAYS
TIME: 8:30 TILL 11:30 AM
WHERE: IHS SECOND FLOOR

ASK YOUR CASE MANAGER FOR DETAILS OR JUST STOP BY

*SEE YOU THERE*
INTERESTED IN GETTING YOUR HIGH SCHOOL DIPLOMA OR LEARNING COMPUTERS?

If so, then come and Join us at the IHS Ed Center, where learning is tailored to meet your needs

Where: IHS, THIRD FLOOR room, located at the Kaaahi street shelter

When: Mon. and Fri. - between 8:30 am & 11:30 am

Featuring a wide variety of activities such as:

Math, English, Computers, Art, music—assistance in obtaining your high school diploma or whatever else may interest you.

YOU ARE INVITED!

At the ED Center, you learn at your own pace and study what you want!
DATA ANALYSIS:

TABLE 1

Distribution By Educational Functional Level:

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<tbody>
<tr>
<td>ABE</td>
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<td></td>
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<td>10</td>
<td>7</td>
<td>20</td>
<td>75</td>
<td>83</td>
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<td>54</td>
<td>67</td>
<td>33</td>
<td>41</td>
<td>20</td>
<td>18</td>
<td>16</td>
<td>189</td>
<td>123</td>
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<td></td>
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<td></td>
<td></td>
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</tr>
<tr>
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<td>12</td>
<td>6</td>
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<td>2</td>
<td>1</td>
<td>1</td>
<td>29</td>
<td>14</td>
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<tr>
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<td>2</td>
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<tr>
<td>Ad Sec</td>
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<td>31</td>
<td>75</td>
<td>32</td>
<td>71</td>
<td>16</td>
<td>35</td>
<td>25</td>
<td>236</td>
<td>104</td>
</tr>
</tbody>
</table>

NOTE: Because data is based on Quarterly Statistics, some duplication of numbers occur within each year, because of continuing students.

Of the total population served, including duplicate counts of continuing students, the following distribution in percentages occurred:

- 9% of the males were Beginning ABE, and 9% of the females.
- 22% of the males were Intermediate, and 14% of the females.
- 5% of the males were ESL (combined) and 3% of the females.
- 26% of the males were Adult, Secondary, 12% of the females.

*Note: Because this data was not required in 1993 and 1994, data is for 1995, 1996, 1997 and 1998. This data is required for CSA purposes, and has been reported on a quarterly basis since the program fell under the Farrington CSA.
**TABLE 2**

Distribution by Population Group and Sex:

| YR. | AM INDI/ALAS NAT | BLK NOT HISP | HISPANIC | WIT NOT HISP | CHINESE | FILIPINO | HAWAIIAN HAWN | INDOCHINESE | JAPANESE | KOREAN | SAMOAN | OTH MIN | GRAND TOTAL |
|-----|-----------------|-------------|----------|-------------|---------|----------|--------------|-------------|----------|--------|--------|--------|---------|-------------|
|     | M    | F    | M    | F    | M    | F    | M    | F    | M    | F    | M    | F    | M    | F    | M    | F    | M    |
| 1993 | 1    | 5    | 6    | 4    | 4    | 6    | 5    | 1    | 1    | 6    | 14   | 1    | 2    | 1    | 3    | 1    | 26   |
| 1994 | 1    | 1    | 17   | 10   | 7    | 5    | 20   | 20   | 1    | 2    | 14   | 29   | 3    | 2    | 2    | 5    | 1    | 3    | 72   |
| 1995 | 6    | 1    | 18   | 2    | 13   | 2    | 19   | 13   | 1    | 6    | 8    | 19   | 20   | 4    | 3    | 2    | 2    | 2    | 88   |
| 1996 | 3    | 1    | 14   | 4    | 10   | 5    | 31   | 13   | 1    | 4    | 15   | 17   | 4    | 1    | 2    | 4    | 1    | 4    | 90   |
| 1997 | 1    | 1    | 4    | 3    | 3    | 3    | 25   | 6    | 1    | 1    | 4    | 1    | 5    | 10   | 2    | 6    | 1    | 2    | 1    | 3    | 56   |
| 1998 | 3    | 1    | 1    | 2    | 1    | 9    | 7    | 1    | 2    | 4    | 2    | 6    | 12   | 1    | 1    | 2    | 6    | 29   |
| Total| 14   | 5    | 59   | 25   | 39   | 20   | 102  | 64   | 2    | 7    | 21   | 11   | 65   | 102  | 2    | 0    | 18   | 9    | 2    | 7    | 16   |

GRAND TOTAL: 629

These are unduplicated counts. Over the duration of the program, 57% of the population served were males, 43% of the population served were females. Table 2 reflects the following racial breakdown:

- **3%** American/Alaskan Ind. 2% males 1% females
- **13%** Black 9% males 4% females
- **9%** Hispanic 6% males 3% females
- **28%** White 18% males 10% females
- **1%** Chinese .003% males .007% females
- **5%** Filipino 3% males 2% females
- **27%** Hawaiian/Pt. Haw. 11% males 16% females
- **4%** Japanese 3% males 1% females
- **1%** Korean .003% males .007% females
- **3%** Samoan 1% males 2% females
- **4%** Other 2% males 2% females

**36%** COMBINED Asian or Pacific Islander, and Other Minorities categories only

**47%** COMBINED Asian/Pacific Islanders categories only
TABLE 3

Distribution by Age Range and Sex:

<table>
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</thead>
<tbody>
<tr>
<td></td>
<td>M</td>
<td>F</td>
<td>M</td>
<td>F</td>
<td>M</td>
<td>F</td>
<td>M</td>
</tr>
<tr>
<td>18-24</td>
<td>3</td>
<td>6</td>
<td>12</td>
<td>10</td>
<td>20</td>
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<td>11</td>
<td>5</td>
<td>2</td>
<td>7</td>
<td>63</td>
<td>51</td>
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<td>25-44</td>
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<td>48</td>
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<td>26</td>
<td>21</td>
<td>16</td>
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<td>233</td>
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<td>18</td>
<td>8</td>
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<td></td>
<td></td>
<td>8</td>
<td>10</td>
<td></td>
</tr>
</tbody>
</table>

These are unduplicated counts. Over the duration of the program the most common age group to be served fell in the 25-44 age range. TABLE 2 reflects the following breakdown by age range and sex:

- 18% 18-24 yrs. old 10% males 8% females
- 63% 25-44 yrs. old 37% males 26% females
- 16% 45-59 yrs. old 9% males 7% females
- 3% 60+ 1% males 2% females
### TABLE 4

**Distribution by Employment Status, ESL, Receiving Public Assistance, Receiving SSI/SSDI, Obtaining Permanent Housing, Disabled, and Single Head-of-household:**

These are unduplicated counts. For the purpose of comparative analysis, three statistics for each category distribution are reflected: The first quarter of the program, FALL, 1993; The last quarter of the program, FALL, 1998; The overall mean for the program duration from August 2, 1993 through December 18, 1998.

<table>
<thead>
<tr>
<th>Distribution Category</th>
<th>FALL 1993</th>
<th>FALL 1998</th>
<th>Overall Mean Average for Program Duration</th>
</tr>
</thead>
<tbody>
<tr>
<td>EMPLOYMENT STATUS: (employed)</td>
<td>5%</td>
<td>26%</td>
<td>18% (115 students)</td>
</tr>
<tr>
<td>ESL:</td>
<td>16%</td>
<td>2%</td>
<td>7% (42 students)</td>
</tr>
<tr>
<td>PUBLIC ASSISTANCE:</td>
<td>43%</td>
<td>59%</td>
<td>46% (290 students)</td>
</tr>
<tr>
<td>SSI/SSDI:</td>
<td>16%</td>
<td>9%</td>
<td>18% (112 students)</td>
</tr>
<tr>
<td>PERMANENT HOUSING:</td>
<td>30%</td>
<td>15%</td>
<td>19% (120 students)</td>
</tr>
<tr>
<td>DISABLED: (physical/mental or substance abuse)</td>
<td>45%</td>
<td>66%</td>
<td>60% (380 students)</td>
</tr>
<tr>
<td>SINGLE HEAD-OF-HOUSEHOLD:</td>
<td>16%</td>
<td>11%</td>
<td>13% (81 students)</td>
</tr>
</tbody>
</table>

Although not enough data is available to say for certain, these findings certainly suggest that, although students are getting more employment in 1998, they are finding less permanent housing opportunities. As a result, there are a lot more working homeless. Although there has been somewhat of an increase in students obtaining public assistance, there has been a decrease in those who receive SSI/SSDI. The number of disabled remained about two-thirds of the student population throughout the duration of the program. This group was also reflected in the largest numbers on SSI/SSDI and public assistance. Surprisingly, most were employed, at least part-time, of the students who were gainfully employed. Another interesting piece of data was that not one of the 42 ESL students were receiving public assistance or any other form of public monies.
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Step Up on 2nd Housing Retention Project, 1328 Second St., Santa Monica California, 90401.


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