

Hawai‘i Justice for All Committee **Final Narrative Report**

The Community Navigator Project and Hawai‘i Legal Aid Interagency Roundtable (HI-LAIR) Project were the result of the Justice for All (JFA) grant awarded to Hawai‘i in 2016 by the National Center for State Courts (NCSC). The JFA grant efforts began by inventorying access to justice resources in Hawai‘i, assessing needs in the community, and developing a strategic action plan to move towards the goal of one hundred percent access to effective assistance for essential civil legal needs. These initial grant efforts focused on envisioning ways to achieve a civil justice system that resembled the craft of ulana lauhala, which is the traditional Hawaiian art of refining and weaving pandanus fronds into prized objects, such as tightly woven mats and baskets. Like ulana lauhala, the JFA project sought to refine Hawaii’s collective access to justice efforts by bringing together various stakeholders to envision ways to increase collaboration, dialogue, and ultimately access to justice for all in our community.

To achieve this vision, the Hawai‘i JFA Committee first took an integrated, community-focused approach to the JFA assessment, holding community meetings hosted by trusted and established community organizations on O‘ahu, Maui, Moloka‘i, Lāna‘i, the Hawai‘i Island, and Kaua‘i. In addition, the JFA Committee held meetings with government directors and managers, healthcare leaders, labor unions, and service partners related to immigration to discuss unmet civil legal needs for their constituencies. Because of this, the initial JFA assessment was informed by a wide variety of stakeholders, including our most vulnerable residents. After contemplating the lessons learned from the statewide meetings, the JFA Committee made four recommendations on how to better achieve meaningful access to justice for all. These recommendations included the establishment of the Community Navigator and HI-LAIR projects.

Thanks to the generosity of the Public Welfare Foundation, the Kresge Foundation, Open Society Foundations, and the Justice for all Advisory Committee, and the unwavering support of NCSC, we were able to implement both of these project ideas during this recent 2018-2019 JFA grant period. The Hawai‘i JFA Committee is proud to share its Final Narrative Report for Community Navigator and HI-LAIR projects.

Many thanks to the Hawai‘i Justice Foundation, Hawai‘i Access to Justice Commission, Hawai‘i State Judiciary, Legal Aid Society of Hawai‘i, Hawai‘i Department of Human Services, HI-LAIR Coordinator Kathleen Algire, Karen Lash, and all the other community organizations, individuals, and state agencies that have contributed to the success of these projects and ongoing efforts to sustain and expand them.

1. Community Navigator Project

Grantee Name: Legal Aid Society of Hawai‘i
Project Name: Community Navigator Project
Report Time Period: May 15, 2018 to September 1, 2019

- A. Describe your implementation grant activities during the reporting period. How did these activities further implementation of your Strategic Action Plan? Please also include any notable developments or activities as it relates to your entire Justice for All effort.**

The Community Navigator trained identified community leaders who are trusted in rural and other communities of high need (e.g., religious leaders, librarians, social and outreach workers from organizations and agencies, informal community leaders, health clinic workers, public-facing employees of various city and state agencies, school leaders, etc.) to provide accurate and relevant information to their community members to assist them toward self-help materials to resolve legal and other needs, and to refer more complex situations to legal service providers.

The deliverables and evaluation of this project were to:

- 1) Develop a training curriculum for community leaders which would be validated by experts.
- 2) Train at least fifty identified community leaders who represent a diverse group from different geographic locations and leadership types (i.e. pastors, librarians, informal community leaders, teachers, etc.) and track the number of leaders trained and the estimated potential extent of geographical and user-type coverage.
- 3) Deliver information on self-help resources locally using community leader and tracking the number of users helped by community navigators and the appropriateness of the community navigator's referrals to information and providers.

Curriculum Development and Assessment

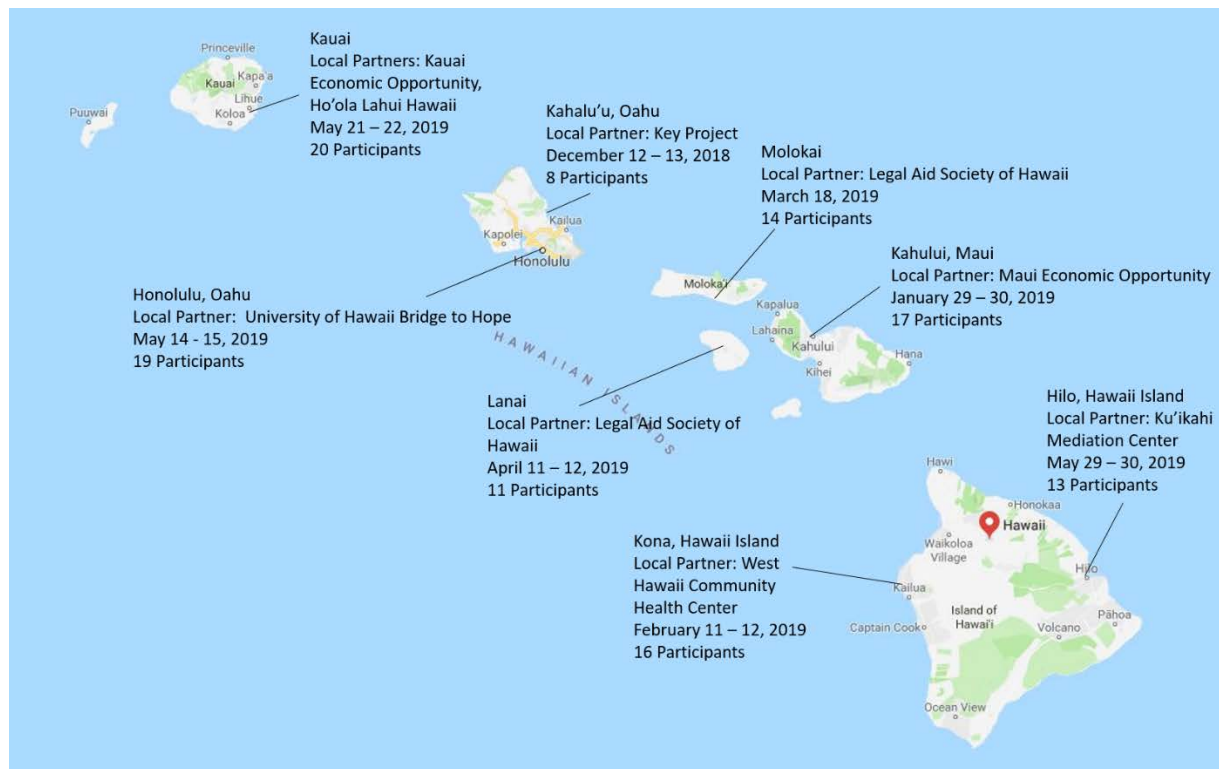
The curriculum for the Community Navigator training was created with the assistance of civil legal service providers in Hawai'i and with the input of community leaders. Cognizant of the importance of the on-going need for community engagement, community leaders for social service organizations, the courts, legal service providers, community volunteers, community health centers, and other organizations were invited to a one-day discussion to help define the initial building blocks for the training curriculum. Using this input, legal service providers¹ were engaged to assist in the research, writing, reviewing and editing of the curriculum. Together an interactive training curriculum was developed for community leaders. The curriculum was then reviewed by a professor from the University of Hawaii's William S. Richardson School of Law for feedback and changes were made based on that review. Curriculum changes continued to be made based on feedback from training participants. The final curriculum is included.

Training of Community Leaders

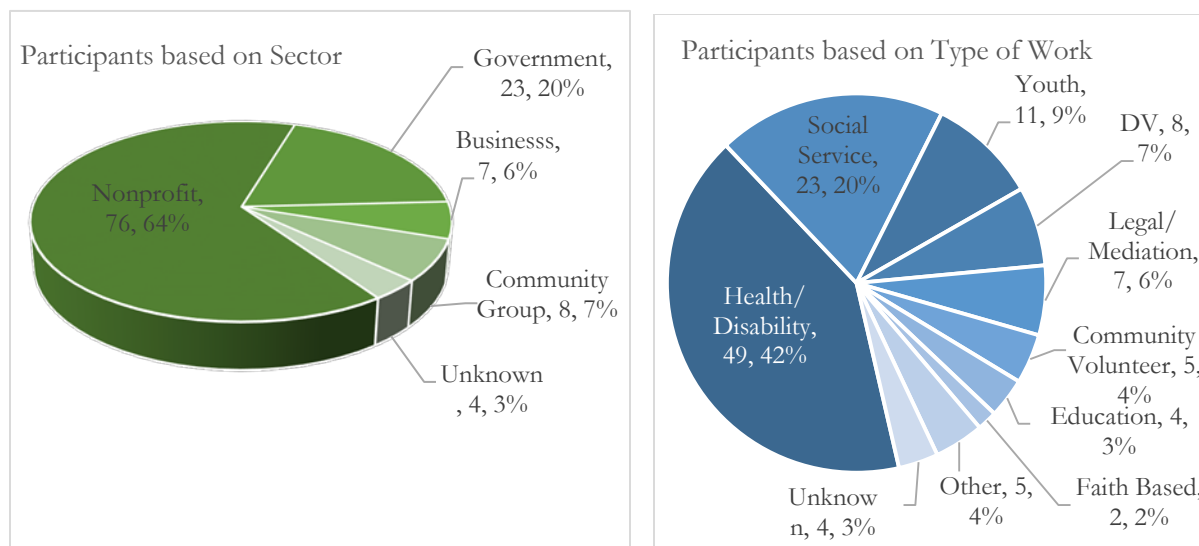
Eight trainings were conducted for community leaders. Trainings were co-led by a trainer from the Legal Aid Society of Hawai'i and a trainer from another legal service provider organization, depending on the location. In addition, local mediation programs, public defenders and other legal service providers (when available) participate in aspects of the training. Trainings were conducted on all of the major Hawaiian Islands, including two trainings each on O'ahu and Hawai'i Island. Maintaining ties with the local communities, local organizations were asked to help host these trainings by assisting in locating training sites, local food vendors and assist with soliciting invitations to

¹ Legal service providers who assisted with the development of the curriculum included, ACLU – Hawai'i, Domestic Violence Action Center, Mediation Center of the Pacific, Native Hawaiian Legal Corporation, University of Hawai'i Elder Law Project, and Volunteer Legal Services Hawai'i.

community leaders. With this model, 118 people were trained as community navigators which far exceed the goal of training fifty.



Community navigators came from a variety of backgrounds, careers and experience. Here's a few breakdowns of the participants:



In the social service and other categories, trained community navigators worked for organizations that focused on housing, homelessness, the elderly, immigration, food security, a credit union, foundation,

and a police department. Those trained included community volunteers, community health workers, a credit union employee, police officers, youth service workers, homeless outreach providers, Department of Health employees, a child welfare service worker, domestic violence providers, pastors, case managers, a community association president, an intensive care coordinator, a shelter director, county immigration specialists, social workers, nurses, and many others.

Each training was evaluated by participants initially through an on-line survey and later through a handwritten survey at the end of the training to get a better response rate. On a five-point scale, the training was rated 4.33 and the legal check-up toll was 4.32.

Delivery of Information on Self-Help Resources by Community Leaders

One of the hopes of this project was that through community leaders, information on self-help resources and referrals to legal service organizations would more readily be made. Each trained community navigator was provided with a small toolkit that included legal issue spotting assistance and referral information for their local community. Community navigators were also trained on a text-based platform Twilio to text information about the referrals that they made to legal service providers or to on-line self-help resources.



As the focus in the first year of this project was on training community navigators, gathering information on referrals to self-help resources by community leaders has been much more challenging. The Twilio platform was initially chosen in consultation with community volunteers who were expected to participate in the community navigator trainers. They expressed that a text-based program would be easier than an app or other requirements to respond with data about who they referred.

Since January 2019, twelve referrals were reported via Twilio. The referrals varied in subject matter, 3 family, 2 housing, 1 immigration, 2 public benefits, 1 vital document, 2 civil rights issues, and 1 unspecified. Referral agencies and resources also varied, including 7 to legal service providers, and 5 to the Hawai'i Legal Services Portal which is an on-line portal on different legal services.

Twenty cases opened by the Legal Aid Society of Hawai'i since January 1, 2019 were from clients who shared with intake that they heard of the organization from a community navigator. The areas of assistance range from vital documents to family law to public benefits to housing.

We also worked with Georgetown University School of Law on the development of a legal check-up tool app (<https://georgetown.neotalogic.com/a/hawaii-las-referral>) that would assist in tracking community navigator's referrals as we were concerned as to whether the self-reporting tool would be effective. While the app was developed in the Spring, we are continuing to work with the law school to get the app to a place that it can be used by community navigators and tracking of referral information will be easier.

B. What were the challenges and unexpected positive developments related to your implementation efforts?

The biggest challenge faced by this project was measuring the delivery of information on self-help resources by community leaders. We believe that far more than twelve referrals have been made by trained community navigators as evidenced by at least twenty self-identified referrals to the Legal Aid Society of Hawai'i's intake hotline, but measuring this or having a tool that is easy for community navigators to use to make these reports is the challenge. Our hope is that with an app, we may be able to more easily track the referrals that are made by community navigators.

One of the unexpected positive developments related to the implementation efforts has been the positive outpouring of support and interest in this training. The recognition by health care workers, social service providers, and businesses to better understand how to spot civil legal needs and make appropriate referrals has been overwhelming. There has also been the creation of a community of providers through this training who better understand the role they each see that they play in the community and how their roles are interwoven and related. There continue to be requests for this training and we are working to find ways to manage these requests given the number. It has also worked hand-in-hand with the Roundtable Project, in that the training is something that is at the forefront of helping government employees better understand how civil legal services can help.

C. What was the overall impact on access to justice the implementation projects created?

The Hawai'i Justice for All Strategic Action Plan (Hawai'i's JFA) was developed after focused community meetings and network partner meetings which found psychological, and practical barriers impact the ability to receive meaningful access to justice. To address the underlying barriers, Hawai'i's JFA identified three key areas which if addressed effectively could significantly impact the access to justice landscape in Hawai'i: Safety and Security, Getting Information and Getting Help. The Community Navigator project aimed to address each one of these barriers by engaging trusted community leaders to become knowledgeable in legal resources and referrals so that those in crisis or who need support will get information and get help. Through this project over one hundred community members from eight different communities were trained to spot civil legal needs and to make referrals.

D. Please summarize your evaluation, sustainability/fundraising, and communications activities during the award period. Please attach all related materials.

Evaluation

The goal of the Community Navigator Project was to develop a training curriculum for community leaders; deliver the training curriculum to community leaders; and, ultimately, deliver information on self-help resources to local members of the community using community navigators – i.e., community leaders who have undergone program training. The Justice for All (JFA) Committee will utilize the following measures to evaluate whether the project's goals have been met:

- 1) Whether a Community Navigator curriculum has been completed and deemed valid by experts assessing the curriculum;
- 2) Whether community leaders have completed the training curriculum so as to become community navigators by tracking the number of leaders trained and the estimated potential extent of geographical and user-type coverage; and

- 3) Whether community members turn to community navigators for help by tracking the number of users helped by community navigators and the appropriateness of the community navigators' referrals to information and providers.

Based on this evaluation criteria, we believe that we have met the first two project goals and continue to work on the third.

Curriculum Validated by Experts. Throughout the project, evaluation has continually been part of the development of the community navigator training and its refining. From initial feedback from fellow legal service providers to a formal review by a University of Hawai'i William S. Richardson School of Law professor to on-going feedback from training participants, the curriculum has been modified into its final format.

Geographically and User-Type Diversity of Trained Community Leaders. One hundred eighteen community leaders were trained in eight communities across the state of Hawai'i. Sixty-four percent came from the non-profit sector, twenty percent from the government sector, seven percent from community groups and six percent from businesses. The health sector was highly represented, followed by social service providers, and beyond that the group was fairly diverse with respect to the type of focus of their work and the types of communities that they served.

Tracking Users and Appropriateness of Referrals. Evaluating the impact of the training as to whether there have been increased appropriate referrals has been slightly more challenging, and we continue to work on this. Using the Twilio text based platform, twelve referrals were logged as being made to various legal service providers and on-line resources, however at least twenty cases were opened by the Legal Aid Society of Hawai'i and noted as referred to by community navigators.

Sustainability/Fundraising

The on-going sustainability of the Community Navigator Project was initially estimated at \$20,000 per year, however after a year of learning, we have identified five possible opportunities arising out of our Community Navigator work. If funded in total, the cost would be approximately \$50,800.

The five areas of opportunity are:

- 1) **Condensed training for government and/or government contractors.** We anticipate the total cost of this four-hour training to be approximately \$1,775 per training plus \$500 for travel costs, if training is on a neighbor island. These costs include the development of the curriculum as well as the inclusion of a training partner from another legal services program.
- 2) **Advanced training for trained community navigators.** We believe the on-going success of this project can be supported through advanced training for those already trained as community navigators. Similar to the costs of the government and/or government contractor training, we anticipated the total cost of this four-hour training to be approximately \$1,775 per training plus \$500 for travel costs, if training is on a neighbor island. These costs include the development of the curriculum as well as the inclusion of a training partner from another legal services program.
- 3) **Government and advanced training.** We do believe that we can off-set some travel costs by combining both the government and advanced training to one day. Based on this, the

cost of the training would rise to \$3,400 for both trainings plus \$500 for travel costs and would include the inclusion of a training partner from another legal services program.

- 4) **Train the Trainers.** In looking toward the longer-term sustainability of this project, a Train the Trainer Workshop to possible trainers from communities across the state to be able to deliver the two-day training in their local communities could be held. The aim will be to identify at least one pro bono attorney in each community as well as two or three key legal service providers or social service providers to be trained. The one-day training would be held on O‘ahu for about 30 people with about 20 coming from the neighbor islands. The total estimated cost for this training would be \$8,750 which would include travel cost for neighbor island participants.
- 5) **Basic Trainings.** The basic two-day training costs approximately \$3,250 for the trainers and materials for the training. If neighbor island travel is needed, then an additional \$1,000 would be needed to accommodate flights, per diem, transportation and overnight accommodations. If the hosts are unable to provide facilities and food, then an additional \$1,450 is anticipated in costs. We believe that a number of these trainings will be self-funded by interested agencies in the upcoming year.

We anticipate some level of funding to be available from the funds that Hawai‘i Justice Foundation allocated to this effort and also see the possibility of community organizations and government entities self-funding of training based on requests that have been received.

Communications Activities

The audience of focus of the communication plan for the Community Navigator Project were members of the navigator’s community needing legal help. There were three main tactics that were going to be used to promote the program:

- 1) Publicize and promote the completion of trainings in each community, immediately after the training is conducted through traditional media.
- 2) Create information cards to be displayed in public places and with partner organizations to promote Community Navigator resources.
- 3) Public service announcements and television interviews promoting the resource.

Publicize and promote completion of trainings. The Legal Aid Society of Hawai‘i collaborated with the Judiciary to finalize a press release that was issued on April 16, 2019. A media advisory was also sent about the Kaua‘i Community Navigator training on May 20, 2019. The local Kaua‘i newspaper, The Garden Island, also featured an article, “Legal Aid Society to provide training for volunteers.” A final press release recapping the trainings and end of the grant will be submitted in the next month or so. Twelve social media posts with a reach of 2,862 and 4,185 total impressions and seven Legal Aid community newsletter posts were made featuring seven of the eight community trainings and the initial gathering.

Create information cards to promote program. Justice for All rack cards were created and were distributed to community navigators and placed in HNL district court self-help center. We are currently working on distributing this information to public libraries.

Public service announcements and television interviews promoting the resource. A public service announcement was created, but television and community radio station interviews did not occur as there were concerns raised by participants in earlier meetings that publicizing individual community navigators may result in unrealistic expectations from community members as to their ability to assist given the voluntary nature of this participation. Because of these concerns, we continue to work on the best way to raise confidence of community navigators to provide assistance in the communities without flooding them with requests.

Materials from these communication efforts are included.

2. Hawaii Legal Aid Interagency Roundtable Project

Project Name: HI-LAIR Project

Report Time Period: May 15, 2018 to September 1, 2019

HI-LAIR seeks to increase collaboration and efficiency across state departments, identify programs that would be more effective, efficient, and produce better outcomes by adding legal services to the supportive services provided, and leverage federal funds to increase access to legal aid for Hawaii's most vulnerable. In an expression of commitment to HI-LAIR, a JFA Committee member, who is also a state legislator, introduced House Resolution 126 during Hawaii's 2018 legislative session, urging the creation of an interagency roundtable and participation by state agencies. This resolution was adopted on April 5, 2018, thereby elevating awareness of the interagency roundtable concept and laying the groundwork for future collaborations. The Hawai'i Department of Human Services (DHS) then began working with the JFA Committee's HI-LAIR Coordinator to convene the HI-LAIR and facilitate conversations about the role of civil legal services in state initiatives.

A. Describe implementation grant activities accomplished during the award period. How did these activities further implementation of your Strategic Action Plan? Please include all notable developments or activities as it relates to your entire Justice for All effort.

Over the course of the grant period, several notable achievements occurred. The HI-LAIR launched with participation across several state executive agencies, including the Departments of Human Services, the Attorney General's Office, and Department of Health. The roundtable was able to meet three times over the grant period and developed a toolkit to inform the general public about state programs that may include civil legal services, as well as information on the Hawai'i court self-help system.

After the first roundtable meeting, a state agency decided to include "civil legal services" as a new service in their request for proposal (RFP). This state agency was aware of civil legal services prior to the roundtable, but credits the roundtable meeting with motivation for the change.

Additionally, the roundtable created or strengthened relationships between agencies. The Child Support Enforcement Agency (CSEA) increased their outreach efforts through partnerships fostered by attending HI-LAIR. Child support was identified as a civil legal issue that impacted many agencies across the state. The roundtable allowed CSEA to inform other agencies and departments on recent changes made to improve the order process and dispel myths around enforcement. CSEA presented to several different state agencies and their partners and is discussing with the Hawai'i State

Judiciary potential ways to support overlapping program goals. These partnerships will strengthen the child support process and help individuals and families know their rights, their obligations, and be better prepared to interact with CSEA.

Another success of the roundtable was integrating legal aid into the supportive service policy for the American Job Center Hawai'i (AJC) in Honolulu county. The final rules for the Workforce Innovation and Opportunity Act (WIOA) were issued in 2016 and created sweeping reforms for services and execution of services. Under the final rule, legal services are an allowable cost for program participants. While the AJC in Honolulu was implementing other changes, they were not aware of the inclusion of legal services in the reform. After an initial meeting with the Honolulu Workforce Development Executive Director and AJC facility management, the AJC began to draft a new supportive service policy with civil legal services included. The language is modeled after the Tulsa, Oklahoma policy and the Honolulu AJC is in the process of having the draft approved by their board so they can begin implementation. The AJC Hawai'i is the workforce development arm of the state and the Honolulu county AJC serves over 300 people a year. The staff anticipates that they will see an increase in the number of people they serve in the future and it is likely that many of the participants will have their civil legal needs addressed because of the new supportive service policy.

During the grant period, the state's Victim of Crime Act (VOCA) grant bid process occurred. Working with the project consultant, Karen Lash, the HI-LAIR coordinator identified areas of unmet need, specifically around elderly victims of crime. Through one-on-one meetings and sharing of information, we solicited two new projects: One project would address elderly crime victims and the other would target immigrant crime victims. Grantees of the funding have not been announced at this time and the project is optimistic that with the large increase of VOCA funding, the two new projects will be able to address the civil legal needs of two groups without current VOCA assistance.

B. What were the challenges and unexpected positive developments related to your implementation effort(s)?

The timing of the project created an unexpected challenge for the roundtable. The HI-LAIR coordinator was brought on in early October and the Hawai'i legislative session begins in January. All of the departments that were being asked to participate in the roundtable were also expected to fully participate in the legislative session and their legislative work would take priority. The HI-LAIR coordinator worked around this issue by scheduling roundtable meetings after legislative deadline dates and continuing to meet one on one with departments and agencies who could not attend roundtable meetings but still wanted to participate.

Another challenge was the timing related to federal funding opportunities. A federal Bureau of Justice grant was made available that would have strengthened the workforce development for returning citizens, however, the time between announcement and closure was too short for the workforce development board to apply. The coordinator worked with the staff to prepare the necessary data and information but ultimately, the workforce development board decided not to apply for the funding at this time because they are still in the process of restructuring after the final WIOA rule announcement. However, the workforce development group is now aware of these types of federal grants and plans to pursue similar grants in the future.

There were many unexpected positive developments related to implementation. The roundtable participants were all extremely eager to see how they could expand access to justice for the people their programs serve, and they became a motivated group who took action quickly and decisively. Often, state government can be seen as a barrier to innovation, but the roundtable members truly wanted to ensure they were offering the best program for their respective populations. Originally, the project anticipated implementation of expansion activities to occur post-roundtable and this spirit allowed for two expansion activities to take place during the roundtable.

Another unexpected positive development was the desire to collaborate across departments and agencies. Several roundtable members met separately from the roundtable meetings to share information or collaborate on projects. An example of this is CSEA meeting with the Homeless Programs Office and the AJC and their partners. CSEA was also able to meet with other community organizations and the state's Fatherhood Commission to present on their program. For so many vulnerable individuals in the Hawaii, child support orders and processes were keeping them from moving forward with their lives, so educating key community groups is extremely beneficial. The roundtable was a conduit to the greater community.

A final positive development was the increased awareness of what the Access to Justice Commission was doing to promote access to justice and the local service providers doing the work. Many of the roundtable members were not aware of the previous work of the Commission or the Hawai'i Judiciary in this effort and saw the value in having allies across the branches of government.

C. What was the overall impact on access to justice the implementation project created?

Through the HI-LAIR, access to justice reached a new audience and additional services are now, and will be in the future, available to the greater community. As detailed previously, through new partnerships, new services, and an increased awareness of the importance of addressing civil legal needs, Hawai'i will see a growth the community's ability to access justice. Between the HI-LAIR roundtable meetings and trainings, over 25 state employees were educated on civil legal needs and possible solutions, increasing collaboration and breaking down silos.

The project increased services for:

- People experiencing homelessness
- People seeking employment
 - Including justice-involved men and women
- Elderly victims of crime
- Immigrant victims of crime
- Families with child support needs

The creation of the HI-LAIR Toolkit will inform the general public, front line workers for departments, and contracted service providers, with information on where and how to access government programs that may offer legal services and access to justice. Through increased awareness building of what 'access to justice' is, the toolkit can inform residents and workers alike on the rights and opportunities available to them.

D. Please summarize your evaluation, sustainability/fund-raising, and communication activities during the award period. Please attach all related materials.

The HI-LAIR evaluation plan included the following benchmarks:

- Whether a roundtable has been formally established, which can be demonstrated through an agreement of charter, regular meetings, etc.;
- Whether the HI-LAIR Coordinator creates a comprehensive service strategy in the form of a “Hawai‘i Legal Aid Interagency Roundtable Toolkit” that highlights access to justice services across the state and county agencies;
- Whether participating agencies have established a plan for implementing appropriate bidirectional referrals in conformance with the comprehensive service strategy;
- Whether there has been increased education to break down silos;
- Where there is increased collaboration on initiatives and funding opportunities;
- Whether state contracts include legal services; and
- Where access to justice becomes a standard principle for agencies.

The HI-LAIR project was able to make significant gains in these areas. Through the outcomes stated above, one can see where the project met and exceeded the original goals. One area the project exceeded was in breaking down silos. As the roundtable members met, both at the meetings and on their own initiative, they were able to forge working relationships that will continue to foster understanding between departments and agencies and work towards a common goal.

In addition, the HI-LAIR Toolkit was created and at least one agency has begun incorporating civil legal services into its RFPs. DHS, which was the initial collaborator on the project, is also rewriting its procurement proposals and contracts for homeless and welfare services to include provisions for civil legal services where appropriate. This may serve as a model for other Departments as well.

DHS has also committed to continuing the HI-LAIR effort and will continue these important discussions by facilitating and coordinating meetings with other Executive departments. Thus, the final benchmark, where access to justice becomes a standard principle for agencies, has been planted, but will take some additional time before we can say if it has taken hold. Now, attention and efforts focus on building upon the foundation laid and continuing to break down silos between branches of government, service providers, and the community.

3. Conclusion

In conclusion, the Community Navigator and HI-LAIR projects have laid a firm foundation for future efforts to increase access to justice for all by raising awareness about how civil legal services can help state agencies achieve shared goals, disseminating information about what resources are available to help community members resolve legal issues, and breaking down silos within the community and state agencies to encourage meaningful discussion and collaboration. While there is more work to be done, thanks to the accomplishments achieved through this JFA grant period, Hawai‘i is well-positioned to expand the reach of these JFA efforts and is closer toward achieving the vision of increased access to justice for all.