

BARBARA A. YAMASHITA DEPUTY DIRECTOR

DEPARTMENT OF HUMAN SERVICES P. O. Box 339

Honolulu, Hawaii 96809-0339

March 21, 2013

MEMORANDUM:

TO: The Honorable Mele Carroll, Chair

House Committee on Human Services

The Honorable Rida T.R. Cabanilla, Chair

House Committee on Housing

FROM: Patricia McManaman, Director

SUBJECT: S.B. 515, S.D. 2 – RELATING TO HOUSING

Hearing: Thursday, March 21, 2013; 11:15 a.m.

Conference Room 329; State Capitol

PURPOSE: The purpose of S.B. 515, S.D. 2, is to: 1) appropriate unspecified funds to the homeless programs office of the department of human services and the rental housing trust fund; 2) appropriate unspecified funds to the department of health for substance abuse treatment, mental health support services, and clean and sober housing services, and to the department of human services for matching funds for shelter plus care grants; 3) appropriate funds for a rental assistance program, also known as a shallow subsidy program; 4) appropriate funds to the Hawaii public housing authority to continue to administer housing first programs for chronically homeless individuals and to reestablish the homeless prevention and rapid re-housing program. Appropriates funds out of the rental housing trust fund; and 5) appropriate matching

funds for the federal shelter plus care program to provide rental assistance in connection with supportive services.

DEPARTMENT'S POSITION: The Department of Human Services appreciates the Legislature's support of the Homeless Programs Office (HPO) and supports the intent of Part I, Section 2; Part II, Section 8; and Part V, Section 15 of this bill provided it does not adversely affect priorities set forth in the Executive Biennium Budget.

Part III, Section 11 of this bill, appropriates funding for the Housing First program. The Department of Human Services appreciates the intent of this appropriation as it is supportive of our objectives. The Department asks that the Legislature support the Department's priorities as requested in the Executive Biennium Budget which contains a request for \$1,500,000 for continuation of the Housing First Program, and expansion beyond urban Honolulu to entire island of Oahu and to the Neighbor Islands.

The Housing First program, as administered by the Department, has been successful in engaging and placing some of urban Honolulu's most chronically homeless and vulnerable individuals into stable housing. A rich array of support services (substance abuse, mental health, general health/disability treatment) has been accessed to help provide the "wrap around" services that are necessary to maintain this population in stable housing situations.

Because Housing First is a nationally recognized best practice that was implemented for the first time in Hawaii in 2012, the Administration has requested funding to continue this program that is critical to addressing housing for the chronically homeless. We ask for the Legislature's support of the Executive Biennium Budget request.

Lastly, regarding Part IV, Section 13 of this bill, the Homelessness Prevention and Rapid Re-Housing Program was funded by the federal government from 2009-2012

in the amount of approximately \$9 million statewide. Many at risk families were assisted and were kept out of homelessness with this assistance. S.B. 515, S.D. 2 proposes funding to continue the services provided by HPRP. The Department appreciates the intent of this proposed appropriation and agrees that there remains the need to provide services for those who are at risk of homelessness. The Department, however, is concerned about the cost implications of this part and its potential impact on the priorities stated in the Executive Biennium Budget.

The Department defers to the Housing Finance and Development Corporation, the Department of Health, and the Hawaii Public Housing Authority on the other sections of this bill.

Thank you for the opportunity to provide comment on this bill.

NEIL ABERCROMBIE GOVERNOR OF HAWAII



P.O. Box 3378 HONOLULU, HAWAII 96801-3378

In reply, please refer to:

House Committees on Human Services and Housing

S.B. 515 SD2, Housing

Testimony of Loretta J. Fuddy, A.C.S.W., M.P.H. Director of Health March 21, 2013

- Department's Position: The Department of Health (DOH) appreciates the intent of this measure
- 2 provided that its enactment does not reduce or replace priorities within our Executive Biennium Budget
- 3 Request for Fiscal Biennium 2013-2015.
- 4 Fiscal Implications: In addition to funds appropriated to the Hawaii Housing Finance and
- 5 Development Corporation (HFDC) and the Department of Human Services, unspecified sums are
- 6 appropriated for the Department of Health to assist homeless individuals and families.
- 7 **Purpose and Justification:** Sections 6 and 7 of the measure appropriate unspecified sums to be
- 8 expended in each of the years of Fiscal Biennium 2013-2015 by DOH for substance abuse treatment and
- 9 mental health support services for individuals who are homeless or at risk of becoming homeless; and
- clean and sober housing support services.
- Stable housing is a critical component in the continuum of substance abuse treatment and
- 12 recovery. Approximately 16 percent of clients served by ADAD contracted providers did not have
- stable housing at admission. At discharge and follow-up, unstable housing status was reduced to
- 14 13 percent and 2 percent, respectively.

As a member of the Governor's Hawaii Interagency Council on Homelessness which is comprised of community leaders, state department directors, and federal agency representatives, DOH is involved with the development of a unified plan on addressing homelessness by increasing transitional and permanent housing options and acquiring increased federal funding. We are aware of the need for substance abuse treatment, clean and sober housing support services, and mental health support services for those who are homeless or at risk of becoming homeless. Within DOH, efforts to address homeless clients with mental health, substance use and co-occurring mental illness and substance use disorders are coordinated between the Alcohol and Drug Abuse and Adult Mental Health Divisions to ensure that clients receive appropriate care. It should be noted, however, that as needs are identified and priorities are assigned to address the issue of homelessness, the proposed services in this measure must also be viewed within the context of the Department's Biennium Budget Request. Thank you for the opportunity to testify on this measure.

kobayashi1-Joni

From: mailinglist@capitol.hawaii.gov

Sent: Wednesday, March 20, 2013 3:23 PM

To: HUStestimony

Cc: ckippen@dhs.hawaii.gov

Subject: Submitted testimony for SB515 on Mar 21, 2013 11:15AM

Categories: Yellow Category

SB515

Submitted on: 3/20/2013

Testimony for HUS/HSG on Mar 21, 2013 11:15AM in Conference Room 329

Submitted By	Organization	Testifier Position	Present at Hearing
colin kippen	Homeless Coordinator for the State of Hawaii	Support	Yes

Comments: I have proposed an amendment to authorize funding for the DHS to administer, assess, evaluate, and report on the impact and lessons learned while administering the shallow subsidy rental assistance program.

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STATE OF HAWAII

DEPARTMENT OF BUSINESS, ECONOMIC DEVELOPMENT AND TOURISM
HAWAII HOUSING FINANCE AND DEVELOPMENT CORPORATION
677 QUEEN STREET, SUITE 300
Honolulu, Hawaii 96813
FAX: (808) 587-0600

IN REPLY REFER TO:

Statement of **Karen Seddon** Iawaii Housing Finance and Development

Hawaii Housing Finance and Development Corporation Before the

HOUSE COMMITTEE ON HUMAN SERVICES HOUSE COMMITTEE ON HOUSING

March 21, 2013 at 11:15 a.m. State Capitol, Room 329

In consideration of S.B. 515, S.D. 2 RELATING TO HOUSING.

Sections 3 through 5 of S.B. 515, S.D. 2 make an appropriation of an unspecified amount of General Obligation Bond funds in Fiscal Years 2014 and 2015 for the Rental Housing Trust Fund. The HHFDC <u>supports</u> Section 3 through 5 of S.B. 515, provided that passage does not adversely impact priorities indicated in the Executive Biennium Budget.

The Rental Housing Trust Fund is leveraged with other funding sources to develop critically needed permanent affordable rental housing through public-private partnerships. As of December 31, 2012, 4,567 rental units have been produced or are in development in 58 projects statewide.

Currently, the sole dedicated source of funding for the Rental Housing Trust Fund is 30% of conveyance tax proceeds. Based on the first five months receipts, the projected yield is about \$12 million for Fiscal Year 2013.

In Fiscal Year 2012, the Trust Fund received \$37 million in requests but was only able to commit \$20.7 million to eligible projects due to limited resources. This was sufficient to fund the development of only 317 of 547 potential affordable rental units.

Rental Housing Trust Fund awards have significant economic impact. The four projects receiving awards in Fiscal Year 2012 will leverage a total of \$70,352,127 in overall development costs and provide 213 direct construction jobs and 500 indirect jobs.

Thank you for the opportunity to testify.



SB515 SD2Housing: Homelessness Appropriation: Appropriates homeless funds to DHS and DOH for the rental housing trust fund, substance abuse treatment, mental health support services, and clean and sober housing services, matching funds for shelter plus care grants, funds for a rental assistance program, housing first programs for chronically homeless individuals and to reestablish the homeless prevention and rapid re-housing program.

- ♣ COMMITTEE ON HUMAN SERVICES: Representative Carroll Chair; Representative Kobayashi, Vice Chair
- SENATE COMMITTEE ON HOUSING: Representative Cabanilla, Chair; Representative Woodson, Vice Chair
- **Thursday, Mar. 21, 2013; 11:15 a.m.**
- ♣ Conference Room 329

HAWAII SUBSTANCE ABUSE COALITION Supports SB515 SD2.

Good Morning Chairs Carroll and Cabanilla, Vice Chairs Kobayashi, Woodson and Distinguished Members. My name is Alan Johnson. I am the current chair of the Hawaii Substance Abuse Coalition (HSAC), a statewide hui of more than twenty non-profit treatment and prevention agencies.

SUBSTANCE ABUSE DISORDER AND MENTAL HEALTH TREATMENT

Those patients who have both a drug use disorder and another mental illness often exhibit symptoms that are more persistent, severe, and resistant to treatment compared with patients who have either disorder alone.

Once patients reach a state of addiction, they have a medical condition that warrants immediate medical treatment.

Integrated co-occurring disorder (substance abuse and mental health) treatment includes residential, intensive outpatient and outpatient coupled with case management teams.

Integrated treatment (treating both substance abuse and mental illness in one setting) is ideal for treating this population and takes place in various modalities (e.g., residential and outpatient).

- Practitioners often divide treatment into phases, usually including engagement, stabilization, primary treatment, and continuing care (also known as aftercare). Use of these phases enables the clinician (whether within the substance abuse or mental health treatment system) to apply coherent, stepwise approaches in developing and using treatment protocols.
- Following treatment, people in recovery apply what they learned and engage in a much longer recovery "support" process through participation in mutual self-help groups.
- It is critical that during this vulnerable time, recovery persons have clean and sober living conditions.

The integration of substance abuse treatment and mental health services for homeless persons has become a major treatment initiative for substance abuse providers. As developed in the substance abuse treatment field, the recovery perspective acknowledges that recovery is a long-term process of internal change in which progress occurs in stages, an understanding critical to treatment planning. Paramount to this are the development of peer driven strategies that are continued after treatment ends.

Given the complexity of addressing the individual medical, psychological, social, vocational, and legal needs of their patients to foster their recovery from addiction, rent subsidies over a limited time are most helpful to ensure positive outcomes. Getting an addicted person to stop abusing drugs is just one part of a long and complex recovery process. Since the compulsory nature of addiction has disrupted how they function in their family lives, at work, and in the community, recovery must incorporate a variety of rehabilitative services into their comprehensive treatment regimens, especially clean and sober housing.

A benefit of rental assistance is the ability to stay connected with the families to address any set-backs or relapses. Following treatment, (residential and outpatient) much of the recovery process typically occurs through participation in mutual self-help groups. Practitioners often divide treatment into phases, usually including engagement, stabilization, primary treatment, and continuing care. In a rental support environment, these phases can be re-engaged as needed to the extent follow-up is needed. This support of recovery would greatly increase outcomes.

NEW DEVELOPMENT: Medications help treat drug addiction

While there no drugs yet to treat additions, new drugs are now available to help the treatment of addiction. As a result of scientific research, we know that addiction is a disease that affects both brain and behavior. Addiction is a treatable disease. Discoveries in the science of addiction have led to advances in drug abuse treatment that help people stop abusing drugs and resume their productive lives.

We appreciate the opportunity to provide testimony and are available for questions.



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To: The Hawai'i State House of Representatives Committees on Human Services and Housing Re: SB 515 SD 2

To: The Honorable Representatives Carroll, Cabanilla, and the members of their committees.

Aloha,

The Community Alliance for Mental Health along with United Self Help strongly supports SB 515 SD 2. Funding for housing the homeless is of primary importance if we are to transform the delivery of health care to one of our most vulnerable populations.

Mahalo, Robert Scott Wall Vice-President



CATHOLIC CHARITIES HAWAI'I

TESTIMONY IN SUPPORT OF SB 515 SD2: RELATING TO HOUSING

TO: Representative Mele Carroll, Chair; Representative Rida T. R. Cabanilla, Chair,

and Members, Committees on Human Services and Housing

FROM: Betty Lou Larson, Legislative Liaison, Catholic Charities Hawaii

Hearing: Thursday, 3/21,13; 11:15 am; CR 329

Chair Carroll, Chair Cabanilla, and Members, Committees on Human Services and Housing::

Thank you for the opportunity to testify in **strong support** for SB 515, SD2, with <u>one</u> amendment suggested below for Part II. I am Betty Lou Larson, Legislative Liaison for Catholic Charities Hawaii. This bill is important to create new affordable rentals and create new solutions to end homelessness. Catholic Charities Hawaii supports:

Part I, Section 3 & 4: Fund the Rental Housing Trust Fund (RHTF) for \$30 million. This Fund has a proven track record of utilizing all its funding to produce housing. To make a significant impact on the 13,000 affordable units that are needed in Hawaii, a significant allocation is needed to the Trust Fund. In FY 2012, the Trust Fund received \$37 million in project requests, but could only fund \$20.7 million for 4 out of the 9 projects. FIVE more projects could have started construction on over 300 units, if only there were additional funds. Investing in the Trust Fund will leave a legacy of housing as well as help Hawaii's economy improve and stabilize.

Part II, Section 8: In transitional shelters, homeless working families change their lives, practice good budgeting, get a job and are ready to pay rent—but they still cannot afford market rents. For many, public housing has seemed to be the only option. Funding of \$1.5 Million for ongoing Rental Assistance (shallow subsidy) to provide a new and critical option to more rapidly move working families into permanent housing. One Amendment is suggested: provide funding for adequate staffing for DHS's Homeless Programs Office to implement, administer, and evaluate this new program.

Part III, Section 10 & 11, and V, Section 15: Funding for Housing First (\$1.5 million) and Shelter Plus Care (\$400,000) are other crucial supports to assist chronic and/or disabled homeless person to gain housing and provide the needed wrap- around services to stabilize them in affordable housing. Housing First is cost-effective. The City of Seattle found that housing 95 homeless persons with alcoholism saved the city \$4 million in the first year of operation. It cost \$13,440 per person (including housing costs) to administer their Housing First program, compared with a cost of \$86,062 per person annually before Housing First.

Part IV, Section 11: Prevention is also key to ending homelessness. Neighborhoods are being flooded with more homeless persons. An appropriation for homeless prevention would provide critical short-term assistance to help families obtain or retain housing before they become homeless. We must lessen the wave of people falling into homelessness.

Please pass SB 515 to promote discussion on the most effective ways to end homelessness.







Board of Directors

David Derauf, M.D. Naomi C. Fujimoto, Esq. Patrick Gardner, Esq. John H. Johnson David J. Reber, Esq.

Executive Director

Victor Geminiani, Esq.

Testimony of Hawai'i Appleseed Center for Law and Economic Justice Supporting SB 515 Relating to Housing House Committee on Human Services and Committee on Housing Scheduled for Hearing Thursday, March 21, 2013, 11:15 AM, Room 329

Hawai'i Appleseed Center for Law and Economic Justice is a nonprofit, 501(c)(3) law firm created to advocate on behalf of low income individuals and families in Hawai'i on civil legal issues of statewide importance. Our core mission is to help our clients gain access to the resources, services, and fair treatment that they need to realize their opportunities for self-achievement and economic security.

Thank you for an opportunity to testify in **strong support** of Senate Bill 515, which appropriates funds for many vital programs, including homeless services, affordable housing, support services, rental subsidies and assistance, and other programs and initiatives aimed at ending homelessness and ensuring that everyone has access to stable and affordable housing. Hawai'i Appleseed Center for Law and Economic Justice supports:

Rental Housing Trust Fund funding of \$30 million through general obligation bonds

- The Rental Housing Trust Fund (RHTF) is an important tool for the creation of affordable housing. Hawaii faces a serious shortfall of affordable housing, with the Hawai'i Housing and Planning Survey estimating that we will need 13,000 affordable units by 2016 to meet the demand for affordable rentals.
- 4,250 rental units have been created or are underway with the assistance of the RHTF and other leveraged funding. The competitive process for RHTF monies results in public-private partnerships that create long-term solutions to the creation of affordable housing. However, the RHTF receives far more qualified applicants than it is able to fund, meaning that many affordable housing units are not built due to lack of financing.

Rental Assistance Program funding of \$1.5 million

- A shallow rent subsidy of up to \$300/month is an important strategy to house homeless individuals and families who are capable of renting, but cannot due to their low income and the high cost of housing.
- Recipients of the rent supplement must either be working or ready to rent, as demonstrated by their participation in training and other programs that promote self-sufficiency.
- We also propose an <u>amendment</u> to provide funding for adequate staff for the Department of Human Services to administer this program.

Housing First Programs funding of \$1.5 million

- Housing First places chronically homeless individuals in permanent housing with intensive support services.
- Communities around the country have seen large decreases in their chronically homeless population and costs
 associated with homelessness as a result of Housing First. Cities such as Denver, Los Angeles, and Seattle have
 reduced public costs by around 75% for each individual housed, resulting in millions saved. Individuals are
 stabilized as a result of permanent housing and comprehensive support services, and as a result, costs such as
 hospitalization, emergency services, and incarceration are dramatically reduced.

We also support the bill's other appropriations, including funds for shelter plus care, homeless prevention and rapid re-housing programs, and critical services such as substance abuse treatment, mental health support services, and clean and sober housing services. These services are essential to ending chronic homelessness and improving the well-being of our community's most vulnerable individuals.



TESTIMONY IN SUPPORT OF SB515: RELATING TO HOUSING

Written Testimony Only

TO: Representative Mele Caroll, Chair; Representative Bertrand Kobayashi, Vice

Chair and Members, Committee on Human Services

Representative Rida Cabanilla, Chair; Representative Justin Woodson, Vice Chair

and Members, Committee on Housing

FROM: Jan M. Harada, President & CEO

Helping Hands Hawaii

Hearing: Thursday, March 21, 2013; 11:15 am; Conf. Room 329

As a long-time community non-profit provider of services for Hawaii's low-income, homeless, and other at-risk individuals and families, we are writing in support of SB515 SD2 and its efforts to maintain critical State support for the entire continuum of care as it relates to addressing the issue of homelessness.

As anybody who has worked to address the issue of homelessness over the years can tell you, support for the entire continuum is necessary in order to have the most positive and sustainable impact on those struggling with homelessness or in imminent danger of becoming homeless. The continuum includes prevention, outreach, shelter, transitional housing, affordable housing, community-based support services (behavioral health services, substance abuse treatment, case management, access to affordable healthcare, financial literacy, job search and placement, etc.), and asset-building/economic self-sufficiency. Each part of this continuum is important, and one cannot work as effectively without the others. SB515 SD2 proposes to continue funding for this continuum and that is why we are submitting testimony in support.

According to the 2010 Census, Hawaii has the lowest average annual salary in the nation (\$35,205/yr)¹ and highest median rent in the nation (\$1,293/mo)². This gap between income and

¹ Corporation for Enterprise Development (2012). Assets & Opportunity Scorecard – Average Annual Pay. Retrieved from http://scorecard.assetsandopportunity.org/2012/measure/average-annual-pay?state=hi

² U.S. Census Bureau (2010). American Community Survey. Retrieved from http://hawaii.gov/dbedt/info/census/acs/ACS2010/ACS2010 1 Year/index html

cost of living results in Hawaii having the third highest number of cost-burdened renters (i.e. those who pay more than 30% of their income to rent and utilities³) which directly impacts the issue of homelessness in our communities.

Please pass this bill to support the continuum of care that is needed to address the issue of homelessness.

Thank you for this opportunity to submit this written testimony in support of SB515 SD2.

³ Corporation for Enterprise Development (2012). Assets & Opportunity Scorecard – Housing Cost Burden – Renters. Retrieved from http://scorecard.assetsandopportunity.org/2012/measure/housing-cost-burden-renters



Opportunities to Begin Again

TESTIMONY IN SUPPORT OF SB 515 SD2: RELATING TO HOUSING

TO: Representative Mele Carroll, Chair; Representative Rida T. R. Cabanilla, Chair, and Members,

Committees on Human Services and Housing

FROM: Pamela Menter, Safe Haven Program Director, Mental Health Kokua

Hearing: Thursday, 3/21/13, 11:15 am; CR 329

Chair Carroll, Chair Cabanilla, and Members, Committees on Human Services and Housing:

Thank you for the opportunity to testify in **strong support** for SB 515, SD2, with <u>one amendment suggested below for Part II.</u> This bill is important to create new affordable rentals and create new solutions to end homelessness. I feel it is very important to support as follows:

Part I, Sections 3 & 4: Fund the Rental Housing Trust Fund (RHTF) for **\$30 million**.. This Fund has a proven track record of utilizing all its funding to produce housing. To make a significant impact on the 13,000 affordable units that are needed in Hawaii, a significant allocation is needed to the Trust Fund. In FY 2012, the Trust Fund received \$37 million in project requests, but could only fund \$20.7 million for 4 out of the 9 projects. FIVE more projects could have started construction on over 300 units, if only there were additional funds. Investing in the Trust Fund will leave a legacy of housing as well as help Hawaii's economy improve and stabilize.

Part II, Section 8: In transitional shelters, homeless working families change their lives, practice good budgeting, get a job and are ready to pay rent—but they still cannot afford market rents. For many, public housing has seemed to be the only option. Funding of \$1.5 Million for ongoing Rental Assistance (shallow subsidy) to provide a new and critical option to more rapidly move working families into permanent housing. One Amendment is suggested: provide funding for adequate staffing for DHS's Homeless Programs Office to implement, administer, and evaluate this new program.

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kobayashi1-Joni

From: mailinglist@capitol.hawaii.gov
Sent: mailinglist@capitol.hawaii.gov
Tuesday, March 19, 2013 2:35 PM

To: HUStestimony Cc: rezentesc@aol.com

Subject: Submitted testimony for SB515 on Mar 21, 2013 11:15AM

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SB515

Submitted on: 3/19/2013

Testimony for HUS/HSG on Mar 21, 2013 11:15AM in Conference Room 329

Submitted By	Organization	Testifier Position	Present at Hearing
Cynthia K.L. Rezentes	Individual	Support	No

Comments: Aloha Chairs, Thank you for hearing this measure which proposes multiple avenues to provide support and improvements to address the homeless/houseless concerns in the State of Hawaii. While many agencies have made some progress over the years to help with this situation, more needs to be done and the intent to provide more affordable housing and to house people rather than utilize shelters is the now preferred manner to help the numerous people who are living on the streets, parks, and other public areas. I would urge your positive support for this measure and encourage passage of this measure to help promote more help and efforts to address this very difficult issue for all islands. Mahalo, Cynthia K.L. Rezentes

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kobayashi1-Joni

From: mailinglist@capitol.hawaii.gov
Sent: Monday, March 18, 2013 6:02 PM

To: HUStestimony Cc: mendezj@hawaii.edu

Subject: *Submitted testimony for SB515 on Mar 21, 2013 11:15AM*

Categories: Yellow Category

SB515

Submitted on: 3/18/2013

Testimony for HUS/HSG on Mar 21, 2013 11:15AM in Conference Room 329

Submitted By	Organization	Testifier Position	Present at Hearing
Javier Mendez-Alvarez	Individual	Support	No

Comments:

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