

## DISABILITY AND COMMUNICATION ACCESS BOARD

---

1010 Richards Street, Room 118 • Honolulu, Hawaii 96813  
Ph. (808) 586-8121 (V) • Fax (808) 586-8129 • TTY (808) 586-8162

April 6, 2021

### TESTIMONY TO THE HOUSE COMMITTEE ON JUDICIARY & HAWAIIAN AFFAIRS

#### Senate Bill 280, HD1 – Relating to Fair Housing Reasonable Accommodations

The Disability and Communication Access Board (DCAB) offers comments on Senate Bill 280, HD1, Relating to Fair Housing Reasonable Accommodations, specifically assistance animals for persons with disabilities.

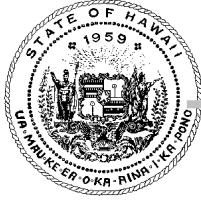
Senate Bill 280, HD1, aims to codify the administrative rule definition of "assistance animal" to the housing statute under the jurisdiction of the Hawaii Civil Rights Commission (HCRC). This is consistent with the U.S. Department of Housing and Urban Development (HUD) guidance concerning assistance animals and the definition already present in the HCRC administrative rules.

The bill also offers clarity on the verification of an animal as an assistance animal and the use of vests and other garments. This wording is consistent with HUD guidance.

Thank you for this opportunity to offer comments.

Respectfully submitted,

KIRBY L. SHAW  
Executive Director



# HAWAI‘I CIVIL RIGHTS COMMISSION

830 PUNCHBOWL STREET, ROOM 411 HONOLULU, HI 96813 · PHONE: 586-8636 FAX: 586-8655 TDD: 568-8692

April 6, 2021  
Room 325, 2:00 p.m.  
Videoconference

To: The Honorable Mark M. Nakashima, Chair  
The Honorable Scot Z. Matayoshi, Vice Chair  
Members of the House Committee on Judiciary and Hawaiian Affairs

From: Liann Ebesugawa, Chair  
and Commissioners of the Hawai‘i Civil Rights Commission

Re: S.B. No. 280, H.D.1

The Hawai‘i Civil Rights Commission (HCRC) has enforcement jurisdiction over Hawai‘i’s laws prohibiting discrimination in employment, housing, public accommodations, and access to state and state funded services. The HCRC carries out the Hawai‘i constitutional mandate that no person shall be discriminated against in the exercise of their civil rights. Art. I, Sec. 5.

**The HCRC supports S.B. No. 280, H.D.1**, which codifies the administrative rule definition of “assistance animal,” and clarifies the type of verification an individual may provide to substantiate a reasonable accommodation request for an assistance animal when the need is not readily apparent.

The Hawaii Administrative Rules (HAR) have the full force and effect of law, so a codification of one of the definitions within HAR § 12-46-302 is not necessary. *State v. Kimball*, 54 Haw. 83 at 89 (1972). However, the HCRC does not object to the codification of the rule, which is substantially equivalent to the standard under the federal Fair Housing Act. S.B. No.

280, H.D. 1 also allows a person engaging in the real estate transaction to request that a person claiming a disability provide verification to establish the disability-related need for a specific assistance animal as a reasonable accommodation, and lists who may provide such verification.

There has been much discussion over the past several legislative sessions about the issuance of dog vests and registration documents for a fee or purchase online, in the absence of a national registry or certification for assistance animals. S.B. No. 280, H.D.1, expressly clarifies that possession of a dog vest or registration documents that are commonly purchased online and purporting to identify an animal as a service animal or assistance animal will not constitute valid verification. The HCRC supports such clarification.

**The HCRC supports S.B. No. 280, H.D.1.**

**SB-280-HD-1**

Submitted on: 3/31/2021 4:33:11 PM

Testimony for JHA on 4/6/2021 2:00:00 PM

<b>Submitted By</b>	<b>Organization</b>	<b>Testifier Position</b>	<b>Present at Hearing</b>
Louis Erteschik	Hawaii Disability Rights Center	Support	No

Comments:

We are in support.

April 6, 2021

**The Honorable Mark Nakashima, Chair**  
House Committee on Judiciary and Hawaiian Affairs  
Via Videoconference

**RE: S.B. 280, HD1, Relating to Fair Housing Reasonable Accommodations**

**HEARING: Tuesday, April 6, 2021, at 2:00 p.m.**

Aloha Chair Nakashima, Vice Chair Matayoshi, and Members of the Committee,

I am Ken Hiraki, Director of Government Affairs, testifying on behalf of the Hawai'i Association of REALTORS® ("HAR"), the voice of real estate in Hawai'i, and its over 10,000 members. HAR **supports** Senate Bill 280, HD1, which codifies the administrative rule definition of "assistance animal". Clarifies the type of verification an individual may provide to substantiate a reasonable accommodation request for a specific assistance animal. Specifies that possession of a vest or other distinguishing animal garment, tag, or registration document commonly purchased online and purporting to identify an animal as a service animal or assistance animal does not constitute valid verification of a disability-related need for an assistance animal.

Hawai'i REALTORS® are committed to upholding fair housing law and believes that this measure will provide clarity to the assistance animal provisions. These provisions often remains the most difficult process for those seeking to follow fair housing law properly.

Additionally, websites that sell service animal vests, registration documents or other items could confuse a consumer into thinking that qualifies their animal as an assistance animal. As such, HAR believes this will provide added clarity that these items are not a valid verification.

If the Committee is inclined to pass this measure, we would respectfully request a **November 1<sup>st</sup> effective date**. This would allow us to update the Service and/or Support Animal Addendum to the Rental Agreement and educate our members on the changes.

Mahalo for the opportunity to testify.

April 5, 2021

Honorable Mark M. Nakashima  
Honorable Scott Z. Matayoshi  
Committee on Judiciary & Hawaiian Affairs  
415 South Beretania Street  
Honolulu, Hawaii 96813

Re: SB280/COMMENTS FOR PROPOSED AMENDMENTS

Dear Chair Nakashima, Vice Chair Matayoshi and Committee Members:

The Community Associations Institute ("CAI") hereby submits this testimony providing comments for proposed amendments to SB280.

CAI supports the gist of SB280 in general, but respectfully requests the committee (1) consider prior amendments made to the companion bill HB381 and (2) make the following amendment (addition marked in **bold text** and deletion displayed in ~~strikethrough text~~). This is to ensure SB280, as amended, will comply with the applicable provisions of the American Disabilities Act on service animals, which is summarized in the enclosed webpage published by U.S. Department of Justice attached hereto.

“[(9)] To refuse to make reasonable accommodations in rules, policies, practices, or services, when the accommodations may be necessary to afford a person with a disability equal opportunity to use and enjoy a housing accommodation; provided that if reasonable accommodations include the use of an assistance animal, reasonable restrictions may be imposed; provided further that if the disability-related need for an assistance animal is not readily apparent, an owner or other person engaging in the real estate transaction may request that a person claiming a disability provide verification to establish the disability-related need for a specific assistance animal as a reasonable accommodation.”

**When such assistance animal does not qualify as a service animal, The such verification shall be in writing by the person's treating health care professional, mental health professional, social worker, or rehabilitation counselor. may include:**

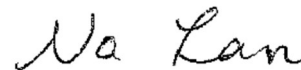
Honorable Mark M. Nakashima  
Honorable Scott Z. Matayoshi  
Committee on Judiciary & Hawaiian Affairs  
April 5, 2021  
Page 2

- (A) A determination of disability from a federal, state, or local government agency;
- (B) Receipt of disability benefits or services for a person under the age of sixty-five, veterans' disability benefits, services from a vocational rehabilitation agency, or disability benefits or services from another federal, state, or local agency;
- (C) Eligibility for housing assistance or a housing voucher received because of disability; or
- (D) Information confirming disability from a health care professional, including a physician, optometrist, psychiatrist, psychologist, physician assistant, nurse practitioner, or nurse.

Possession of a vest or other distinguishing animal garment, tag, or registration documents that are commonly purchased online and purporting to identify an animal as a service animal or assistance animal shall not constitute valid verification;”

CAI represents the condominium and community associations industry, and respectfully request the Committee to amend SB280 as suggested above. Thank you for the opportunity to testify.

Very truly yours,



Na Lan

Enclosure

U.S. Department of Justice  
Civil Rights Division  
Disability Rights Section



**ADA**  
Requirements

## Service Animals

The Department of Justice published revised final regulations implementing the Americans with Disabilities Act (ADA) for title II (State and local government services) and title III (public accommodations and commercial facilities) on September 15, 2010, in the Federal Register. These requirements, or rules, contain updated requirements, including the 2010 Standards for Accessible Design (2010 Standards).

### Overview

This publication provides guidance on the term “service animal” and the service animal provisions in the Department’s regulations.

- Beginning on March 15, 2011, only dogs are recognized as service animals under titles II and III of the ADA.
- A service animal is a dog that is individually trained to do work or perform tasks for a person with a disability.
- Generally, title II and title III entities must permit service animals to accompany people with disabilities in all areas where members of the public are allowed to go.

### How “Service Animal” Is Defined

**Service animals are defined as dogs that are individually trained to do work or perform tasks for people with disabilities.** Examples of such work or tasks include guiding people who are blind, alerting people who are deaf, pulling a wheelchair, alerting and protecting a person who is having a seizure, reminding a person with mental illness to take prescribed medications, calming a person with Post Traumatic Stress Disorder (PTSD) during an anxiety attack, or performing other duties. Service animals are working animals, not pets. The work or task a dog has been trained to provide must be directly related to the person’s disability. Dogs whose sole function is to provide comfort or emotional support do not qualify as service animals under the ADA.

This definition does not affect or limit the broader definition of “assistance animal” under the Fair Housing Act or the broader definition of “service animal” under the Air Carrier Access Act.

Some State and local laws also define service animal more broadly than the ADA does. Information about such laws can be obtained from the relevant State attorney general’s office.

### Where Service Animals Are Allowed

**Under the ADA, State and local governments, businesses, and nonprofit organizations that serve the public generally must allow service animals to accompany people with disabilities in all areas of the facility where the public is allowed to go.** For example, in a hospital it usually would be inappropriate to exclude a service animal from areas such as patient rooms, clinics, cafeterias, or examination rooms. However, it may be appropriate to exclude a service animal from operating rooms or burn units where the animal’s presence may compromise a sterile environment.

### Service Animals Must Be Under Control



**A service animal must be under the control of its handler. Under the ADA, service animals must be harnessed, leashed, or tethered, unless the individual's disability prevents using these devices or these devices interfere with the service animal's safe, effective performance of tasks.** In that case, the individual must maintain control of the animal through voice, signal, or other effective controls.

## Inquiries, Exclusions, Charges, and Other Specific Rules Related to Service Animals

- When it is not obvious what service an animal provides, only limited inquiries are allowed. Staff may ask two questions: (1) is the dog a service animal required because of a disability, and (2) what work or task has the dog been trained to perform. Staff cannot ask about the person's disability, require medical documentation, require a special identification card or training documentation for the dog, or ask that the dog demonstrate its ability to perform the work or task.
- Allergies and fear of dogs are not valid reasons for denying access or refusing service to people using service animals. When a person who is allergic to dog dander and a person who uses a service animal must spend time in the same room or facility, for example, in a school classroom or at a homeless shelter, they both should be accommodated by assigning them, if possible, to different locations within the room or different rooms in the facility.
- A person with a disability cannot be asked to remove his service animal from the premises unless: (1) the dog is out of control and the handler does not take effective action to control it or (2) the dog is not housebroken. When there is a legitimate reason to ask that a service animal be removed, staff must offer the person with the disability the opportunity to obtain goods or services without the animal's presence.
- Establishments that sell or prepare food must generally allow service animals in public areas even if state or local health codes prohibit animals on the premises.
- People with disabilities who use service animals cannot be isolated from other patrons, treated less favorably than other patrons, or charged fees that are not charged to other patrons without animals. In addition, if a business requires a deposit or fee to be paid by patrons with pets, it must waive the charge for service animals.
- If a business such as a hotel normally charges guests for damage that they cause, a customer with a disability may also be charged for damage caused by himself or his service animal.
- Staff are not required to provide care for or supervision of a service animal.

## Miniature Horses

**In addition to the provisions about service dogs, the Department's ADA regulations have a separate provision about miniature horses that have been individually trained to do work or perform tasks for people with disabilities.** (Miniature horses generally range in height from 24 inches to 34 inches measured to the shoulders and generally weigh between 70 and 100 pounds.) Entities covered by the ADA must modify their policies to permit miniature horses where reasonable. The regulations set out four assessment factors to assist entities in determining whether miniature horses can be accommodated in their facility. The assessment factors are (1) whether the miniature horse is housebroken; (2) whether the miniature horse is under the owner's control; (3) whether the facility can accommodate the miniature horse's type, size, and weight; and (4) whether the miniature horse's presence will not compromise legitimate safety requirements necessary for safe operation of the facility.

**For more information about the ADA, please visit our website or call our toll-free number.**

**ADA Website**

**[www.ADA.gov](http://www.ADA.gov)**

To receive e-mail notifications when new ADA information is available,  
visit the ADA Website's home page to sign up for email updates.

**ADA Information Line**

800-514-0301 (Voice) and 800-514-0383 (TTY)

24 hours a day to order publications by mail.

M-W, F 9:30 a.m. – 5:30 p.m., Th 12:30 p.m. – 5:30 p.m. (Eastern Time)

to speak with an ADA Specialist. All calls are confidential.

For persons with disabilities, this publication is available in alternate formats.

Duplication of this document is encouraged.

The Americans with Disabilities Act authorizes the Department of Justice (the Department) to provide technical assistance to individuals and entities that have rights or responsibilities under the Act. This document provides informal guidance to assist you in understanding the ADA and the Department's regulations.

This guidance document is not intended to be a final agency action, has no legally binding effect, and may be rescinded or modified in the Department's complete discretion, in accordance with applicable laws. The Department's guidance documents, including this guidance, do not establish legally enforceable responsibilities beyond what is required by the terms of the applicable statutes, regulations, or binding judicial precedent.

Originally issued: July 12, 2011

Last updated: February 24, 2020

**SB-280-HD-1**

Submitted on: 4/5/2021 2:41:31 PM

Testimony for JHA on 4/6/2021 2:00:00 PM

<b>Submitted By</b>	<b>Organization</b>	<b>Testifier Position</b>	<b>Present at Hearing</b>
Richard Emery	Associa	Support	No

Comments:

This Bill addresses the improper use of unsubstantiated disabilities. **STRONG SUPPORT.**

**SB-280-HD-1**

Submitted on: 3/31/2021 5:48:39 PM

Testimony for JHA on 4/6/2021 2:00:00 PM

<b>Submitted By</b>	<b>Organization</b>	<b>Testifier Position</b>	<b>Present at Hearing</b>
cheryl B.	Individual	Support	No

Comments:

SUPPORT

People with reasonable and lawful requests for assistance animals should definitely have that accomodation. This being said:

There are too many people abusing the use of animals as assistance. All of a sudden, no matter where we go, we see folks bringing animals, especially dogs. In the past, we would see people who really needed their assistance animal. Now days, people feel it's their right to take their pets/dogs wherever they choose without any concern for other people's rights. Currently from my experiemce, people take their dogs and set them in grocery carts (Safeway Pali), walk in mall stores (Macy's) and let them on a long leash when entering apartment building elevators. These are all places that ALL people should feel comfortable and safe walking. Just because Mr. X feels that he is in control of his dog and can take it anywhere does not mean he should be allowed to do so. While this bill does not address the current "out of control" privileged dog owner issue, it does begin to ensure that people will be held accountable . Right now, folks who legitimately need assistance animals are being crowded out by people who feel it's their right. That is not fair.

**SB-280-HD-1**

Submitted on: 4/1/2021 2:38:32 PM

Testimony for JHA on 4/6/2021 2:00:00 PM

<b>Submitted By</b>	<b>Organization</b>	<b>Testifier Position</b>	<b>Present at Hearing</b>
R Laree McGuire	Individual	Support	No

Comments:

I support, as amended.

Mahalo,

Laree McGuire