

STATE OF HAWAII DEPARTMENT OF HEALTH

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Testimony COMMENTING on H.B. 2147 H.D. 1 RELATING TO HEALTH

REPRESENTATIVE SCOTT Y. NISHIMOTO, CHAIR HOUSE COMMITTEE ON JUDICIARY

Hearing Date: February 15, 2018 Room Number: 325

1 **Fiscal Implications:** Not determined.

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2	Department Testimony: The Department of Health (DOH) applauds the intent of this bill to
3	continue to administer homeless outreach, counseling, and diversion for unsheltered individuals
4	experiencing substance abuse and mental illness. Studies indicate that a significant proportion of
5	the state's chronic homeless population have substance abuse and/or mental health isses and are
6	frequently arrested for non-violent, non-felony offenses. The DOH continues to follow the lead
7	of the Governor's Coordinator on Homelessness (Coordinator) to ensure that efforts are
8	synchronized in support of the State's comprehensive framework to address homelessness across
9	the system of care. The framework includes focus of efforts on three primary leverage points –
10	affordable housing, health and human services, and public safety. One of the initiatives targeted
11	for joint support and coordination between the DOH and the Coordinator is Law Enforcement
12	Assisted Diversion (LEAD). The DOH defers to the Governor's Supplemental Budget Request
13	for appropriations priorities, and respectfully offers the following comments:

The DOH, Alcohol and Drug Abuse Division (ADAD) was appropriated funds in 2017 by this Legislature to implement a LEAD pilot. The pilot is widely supported on the community, county and state level as a public safety/public health approach to effectively addressing substance abuse, homelessness and mental health. The LEAD pilot has been closely coordinated between the Coordinator, the DOH, the Department of Public Safety, City & County of Honolulu law enforcement entities, and a hui of over thirty community providers known as the LEAD Hui.

1 The LEAD Hui has been instrumental in developing the project and laying the groundwork for

2 implementation.

The LEAD pilot is in the final stages of implementation and we intend to closely evaluate it over the next two years for effectiveness and viability for replication in other communities across the state. The DOH recommends focusing on the current LEAD project as it is being implemented. We believe that the data from other states and counties that have implemented LEAD projects is compelling. However, we also recognize that many counties have adjusted the model to suit the needs of the particular county. Focusing our efforts on developing, implementing and refining LEAD through a small, manageable project increases the potential for seamless expansion and replication across the state.

The DOH asks for the Legislature's support of the Governor's Executive Budget request which includes appropriations to the DHS and DOH for \$3 million for Housing First, \$3 million for Rapid Rehousing, \$1.75 million for homeless outreach, and \$800,000 to continue outreach and counseling services for chronically homeless persons with severe substance use disorders, and to continue to implement the LEAD pilot program.

Thank you for the opportunity to provide testimony.



EXECUTIVE CHAMBERS HONOLULU

DAVID Y. IGE GOVERNOR

February 15, 2017

TO: The Honorable Representative Scott Y. Nishimoto, Chair

House Committee on Judiciary

FROM: Scott Morishige, MSW, Governor's Coordinator on Homelessness

SUBJECT: HB 2147 HD1 – RELATING TO HEALTH

Hearing: Thursday, February 15, 2018, 2:00 p.m.

Conference Room 325, State Capitol

POSITION: The Governor's Coordinator on Homelessness appreciates the intent of this measure, as it aims to divert homeless individuals from the criminal justice system, connect them with shelter and other social services, and provides comments.

The Coordinator notes that the Governor's supplemental budget includes an appropriation to the Department of Health (DOH) to support a Law Enforcement Assisted Diversion (LEAD) pilot program, which is similar to the pre-arrest diversion pilot project, and asks for the Legislature's support of the supplemental budget request.

<u>PURPOSE</u>: The purpose of the bill is to establish a pre-arrest pilot project for individuals with mental health or substance abuse challenges who allegedly commit nonviolent, non-felony offenses on state property. The bill also appropriates an unspecified amount of funds to the Office of the Governor to implement the pilot project.

The Coordinator notes that the pre-arrest pilot project is similar to the LEAD program, which originated in Seattle, Washington in 2011. Locally, 20 community organizations — including DOH — have partnered together to form a "LEAD Hui" to develop a LEAD program in Hawaii. DOH recently conducted a Request for Information (RFI) to seek feedback in regard to a local LEAD pilot, and seeks to have a contract in place in early 2018. The local LEAD pilot will focus on the Honolulu Police Department (HPD) District 1 - including downtown Honolulu and Chinatown — and

will include a partnership between HPD, the Department of Public Safety Sheriff Division, and a contracted service provider.

The State has adopted a comprehensive framework to address homelessness, which includes a focus on three primary leverage points – affordable housing, health and human services, and public safety. All three of these leverage points must be addressed to continue forward momentum in addressing the complex issue of homelessness. The Coordinator notes that the proposed LEAD approach addresses the public safety component of the homeless framework.

For many homeless individuals a history of criminal convictions or outstanding bench warrants for unpaid criminal citations can be a major barrier to obtaining housing. The implementation of the LEAD approach will prevent individuals from encountering these barriers by targeting individuals cited or arrested for nonviolent offenses that often result in arrest or bench warrants, and connecting these individuals to shelter and other social services. By providing needed services as an alternative to arrest or citation, the LEAD approach will divert individuals from the criminal justice system and create pathways to permanent housing.

The LEAD approach can work together with other similar efforts, such as the Community Outreach Court pilot and DOH Jail Diversion Program, to divert homeless individuals away from the criminal justice system at different points in the process – pre-arrest, post-arrest, and after adjudication.

While the pre-arrest diversion pilot program would focus on individuals who commit offenses on state property, the LEAD program being developed by the LEAD Hui would have a potentially broader target population. Because there are currently a number of local community organizations that are working together to develop a LEAD pilot, the Coordinator respectfully requests that legislation support these existing efforts, rather than establish a new but similar program.

Thank you for the opportunity to testify on this bill.



STATE OF HAWAII DEPARTMENT OF PUBLIC SAFETY

919 Ala Moana Boulevard, 4th Floor Honolulu, Hawaii 96814

NOLAN P. ESPINDA DIRECTOR

Cathy Ross
Deputy Director
Administration

Jodie F. Maesaka-Hirata
Deputy Director
Corrections

Renee R. Sonobe Hong Deputy Director Law Enforcement

TESTIMONY ON HOUSE BILL 2147, HOUSE DRAFT 1 RELATING TO HEALTH

by Nolan P. Espinda, Director Department of Public Safety

House Committee on Judiciary Representative Scott Y. Nishimoto, Chair Representative Joy A. San Buenaventura, Vice Chair

Thursday, February 15, 2018; 2:00 p.m. State Capitol, Conference Room 325

Chair Nishimoto, Vice Chair San Buenaventura and Members of the Committee:

The Department of Public Safety (PSD) offers comments regarding House Bill (HB) 2147, House Draft (HD) 1, which seeks to establish a pre-arrest diversion pilot project for individuals with mental health or substance abuse challenges who allegedly commit nonviolent, non-felony offense on state property.

First, PSD is aware that the Department of Health (DOH) is finalizing a contract with the Community Health Outreach Work (CHOW Project) to implement a pilot project with the Honolulu Police Department. Although a LEAD pilot project has not been formalized for PSD, the Sheriff Division, as first responders, has been included in DOH's contract. Deputy sheriffs will be able to contact the service provider in circumstances where the deputy sheriff believes mental health or substance abuse outreach and/or services are appropriate. Rather than initiate a separate pilot project, it would be more effective and efficient to focus on the pilot project already being implemented by DOH, and to evaluate and assess this project before expanding it.

Testimony on HB 2147, HD1 House Committee on Judiciary February 15, 2018 Page 2

Second, while PSD welcomes and appreciates the opportunity to be able to contact a service provider made available by DOH, PSD notes that HB 2147, HD 1 would require deputy sheriffs to preliminarily determine if the alleged violator has been convicted within the past three years of an offense involving violence against a person. This determination may require time to do a criminal history check. If the person has not been convicted within the past three years, the deputy sheriff is mandated to refer the alleged violator to DOH for assessment and is statutorily prohibited from citing or arresting that person. The law enforcement decision to cite or arrest must be evaluated on a case-by-case basis, specific to the facts and circumstances surrounding the incident. It would not be reasonable to eliminate any law enforcement officer's discretion to determine whether a citation or arrest is warranted. Further, law enforcement cannot detain a person for longer than is appropriate while any mental health or substance abuse assessments are completed.

Lastly, HB 2147, HD 1 would require a "deputy sheriff who is appropriately trained" to determine if an alleged violator is a potential participant in this program. This measure does not address how the deputy sheriffs will be trained. PSD notes that Section 11 provides for an appropriation. PSD would request sufficient monies to "appropriately train" deputy sheriffs in this pilot program, to include not only the training costs but also all costs to be incurred from overtime to attend training while fulfilling the daily operational needs of the division.

Thank you for the opportunity to testify on this measure.



HB2147 HD1 Pre-arrest Diversion for Crimes on State Property COMMITTEE ON JUDICIARY:

- Representative Scott Nishimoto, Chair; Representative Joy San Buenaventure, Vice Chair
- Thursday, February 15th, 2018: 2:00 pm
- Conference Room 325

Hawaii Substance Abuse Coalition (HSAC) SUPPORTS AND RECOMMENDS changes to HB2147 HD1:

GOOD MORNING CHAIR, VICE CHAIR AND DISTINGUISHED COMMITTEE MEMBERS. My name is Alan Johnson. I am the current chair of the Hawaii Substance Abuse Coalition (HSAC), a statewide hui of almost 40 alcohol and drug treatment and prevention agencies.

RECOMMENDATIONS:

While the bill focuses on mental health and/or substance use disorders diagnosis, the language requires treatment by a community mental health agency. HSAC recommends to add language for substance use disorder treatment services through the existing contracts with the Department of Health.

SECTION 5. 5(B) Refer the individual with mental health or substance abuse challenges to appropriate community mental health services or substance use disorder treatment services;

SECTION 6. Community mental health services of department of health. The department of health shall provide the community mental health services or substance use disorder treatment services of the pilot project under the authority of chapter 334, Hawaii Revised Statues, and any other applicable law. The department of health may contract with any qualified person to provide the community mental health services or substance use disorder treatment services.

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

REPRESENTATIVE SCOTT Y. NISHIMOTO, CHAIR HOUSE COMMITTEE ON JUDICIARY

REPRESENTATIVE JOY A. SAN BUENAVENTURA, VICE CHAIR HOUSE COMMITTEE ON JUDICIARY

TESTIMONY IN SUPPORT OF HB 2147 HD 1 – RELATING TO HEALTH

Hearing Date: Thursday, February 15, 2018

Time and Location: 2:00 p.m. @ Hawaii State Capitol, Conference Room 325

Good morning Chair, Vice Chair, and distinguished committee members. My name is Ernesto Rodriguez and I am a constituent of House District 41, Ewa Gentry, and also a concerned citizen when it comes to the growing homeless population we are experiencing not only on Oahu but the entire state of Hawaii. I strongly support HB 2147 HD 1, Relating to Health, which will divert those individuals who suffer from mental health and substance abuse issues that commit non-felony offenses by referring them to appropriate services needed instead of arresting or citing the individual.

Much of Hawaii's homeless population traverses state property on a daily basis, either through camping or finding places to stay throughout the day. Studies have shown that Hawaii's homeless population contains high numbers of individuals suffering from drug abuse and mental health issues. By referring those individuals who commit non-violent and non-felonious crimes to the proper services for help, the state will be taking proactive measures in its effort to combat homelessness. By placing these individuals into jail, they are not receiving the help they require and are more likely to return to their past behavior upon release.

This policy can also help to alleviate the overcrowding of Hawaii's jails. Last year the state saw the ACLU file a complaint with the U.S. Justice Department in which they claimed Hawaii's jails housed more than twice the capacity of what they were designed to house. By diverting those individuals who commit non-serious crimes to treatment instead of jail, the state will begin to alleviate the issue of overcrowding.

Homelessness is a very complex issue and requires a host of comprehensive measures when addressing it. This is why I support HB 2147 HD 1. While this bill will fund a pilot project and pertain to state property, it could prove to be beneficial in providing help to the homeless. If proven to be helpful, this bill could then be expanded to cover outside of state property.

Thank you for the opportunity to provide testimony.

Sincerely,

Ernesto Rodriguez

HB-2147-HD-1

Submitted on: 2/14/2018 12:02:46 PM

Testimony for JUD on 2/15/2018 2:00:00 PM

Submitted By	Organization	Testifier Position	Present at Hearing
amanda mundon	Individual	Support	Yes

Comments:

Chair Scott Y. Nishimoto

Senate Committee on Judiciary

HB2147

Hearing scheduled for Thursday, February 15, 2018.

2 p.m. in Confrence Room 325

My name is Amanda Mundon, I am a student in the Myron B. Thompson school of social work at University of Hawaii at Manoa. I **strongly support HB2147**. I support this bill because it will bring aid to those who are homeless, suffer from mental illness, or have a history of substance abuse. This pilot program will keep people who commit non-violent, non-felony offenses on state property out of the criminal justice system and instead offer shelter and other social services to better assist their needs.

I have seen first hand how substance abuse negatively affects the lives of loved ones. My mother was once addicted to drugs and found herself homeless. She frequently got tickets for sleeping on park benches but genuinely had no where else to go. Being homeless is hard enough, I see no reason to add nonviolent crimes to their record when outreach services will better serve the root of their issues. It is through outreach services like the CHOW program that my mother was able to access resources beneficial to her needs. With the assistance of the Housing Choice Voucher Program my mother was able to obtain a stable place to live and then begin to focus on her soberity.

Again I support this bill because it will allow people to be treated as having an illness instead of being labeled as criminals. This bill will allow continuous homeless outreach, counseling, and diversion for unsheltered individuals for those who are accused of committing a non-violent non-felony offense.

Thank you for the opportunity to provide testimony in support of HB2147.

Amanda Mundon

Chair Scott Y. Nishimoto Senate Committee on Judiciary

HB2147, HD1

Date: Thursday, February 15, 2018

Time: 2p.m.

Place: Conference Room 325, State Capitol

Good-afternoon Chairman Nishimoto and members of the Senate Committee on the Judiciary. My name is Kassandra Dubois, and I am currently a bachelor's student studying social work at the University of Hawaii at Manoa. I am testifying, in support of House Bill 2147 House Draft 1. This bill is an important initiative to keep individuals, struggling with mental health and substance abuse issues, out of prison so that ultimately, they can receive necessary treatment. These individuals are sometimes unaware of the implications of their actions and would benefit from a pre-arrest diversion project. In our family, we have coped with a member who has struggled with substance abuse. I believe that had she been arrested, it would have impeded her on her journey to sobriety. According to the 2018 U.S. Department of Justice Bureau of Justice Statistics, 47% of those in federal prisons are serving time for drug related offenses. My hope is that with the success of this bill we will see an increase in societal functioning, and less overcrowding in our state prison. I am testifying in support of House Bill 2147 House Draft 1.

Kassandra Dubois 47-653 Wailehua Place Kaneohe, HI 96744 kdubois@hawaii.edu (808)728-0434

HB-2147-HD-1

Submitted on: 2/14/2018 12:50:44 PM

Testimony for JUD on 2/15/2018 2:00:00 PM

Submitted By	Organization	Testifier Position	Present at Hearing
Melodie Aduja	OCC Legislative Priorities Committee, Democratic Party of Hawaii	Support	No

Comments:

PRESENTATION OF THE

OAHU COUNTY COMMITTEE ON LEGISLATIVE PRIORITIES

DEMOCRATIC PARTY OF HAWAII

TO THE COMMITTEE ON JUDICIARY

THE HOUSE OF REPRESENTATIVES

TWENTY-NINTH LEGISLATURE

REGULAR SESSION OF 2018

Thursday, February 15, 2018

2:00 a.m.

Hawaii State Capitol, Conference Room 329

RE: Testimony in Support of HB 2147 HD1 RELATING TO HEALTH

To the Honorable Scott Y. Nishimoto, Chair; the Honorable Joy A. San Buenaventura, Vice-Chair and the Members of the Committee on Judiciary:

Good afternoon, my name is Melodie Aduja. I serve as Chair of the Oahu County Committee ("OCC") Legislative Priorities Committee of the Democratic Party of Hawaii. Thank you for the opportunity to provide written testimony on House Bill No. 2147 HD1, relating to mental health, substance abuse, and a diversion Pilot Program.

The OCC Legislative Priorities Committee is in favor of House Bill No.2147 HD1 and supports its passage as it establishes a pre-arrest diversion pilot project for individuals with mental health or substance abuse challenges. This pilot project shall be to refer individuals with mental health or substance abuse challenges who commit nonviolent, non-felony offenses on state property to appropriate community mental health services instead of arresting or citing them.

House Bill No.2147 HD1 is in alignment with the Platform of the Democratic Party of Hawai'i ("DPH"), 2016, as it establishes a pre-arrest diversion pilot project for individuals with mental health or substance abuse challenges who allegedly commit nonviolent, non-felony offenses on state property.

The DPH Platform states that "[w]e support restorative justice that repairs the harm caused by criminal behaviors and reintegrates the offenders as contributing members of society." (Platform of the DPH, P. 5, Lines 273-274 (2016)).

"We also support the establishment of adequate mental health and statewide drug rehabilitation programs 383 set up in conjunction with policing policies aimed at enabling all that seek assistance to obtain whatever 384 support assistance is needed to allow them to remain free of drug dependence." (Platform of the DPH, P. 7, Lines 382-384 (2016)).

Given that House Bill No. 2147 HD1 establishes a pre-arrest diversion pilot project for individuals with mental health or substance abuse challenges who allegedly commit nonviolent, non-felony offenses on state property, it is the position of the OCC Legislative Priorities Committee to support this measure.

Thank you very much for your kind consideration.

Sincerely yours,

/s/ Melodie Aduja

Melodie Aduja, Chair, OCC Legislative Priorities Committee

Email: legislativeprorities@gmail.com, Tel.: (808) 258-8889





HB2147 HD1 RELATING TO HEALTH House Committee on Judiciary

February 15, 2018

2:00 p.m.

Room 325

The Office of Hawaiian Affairs (OHA) Beneficiary Advocacy and Empowerment Committee will recommend that the Board of Trustees offer the following **COMMENTS** on HB2147 HD1, which would establish a pilot program to divert individuals who have mental health or substance abuse issues and are accused of committing certain low-level, non-violent offenses away from the criminal justice system and toward services. **OHA believes that the pilot program proposed by this measure can demonstrate the effectiveness, cost-efficiency, and humanity of Law Enforcement Assisted Diversion programs at the state level.**

The War on Drugs and decades of a traditional criminal justice approach have led to the highest prison population in Hawai'i's history. Between 1977 and 2008, the number of people incarcerated in Hawai'i has increased by more than 900%;¹ our incarcerated population has increased by 1,400% between 1977 and the present. The Native Hawaiian community has been particularly impacted by this increase, making up 40% of our prison population today.²

Native Hawaiians are disproportionately penalized with imprisonment for drugrelated offenses.³ Since Native Hawaiians may be at particular risk of being or becoming homeless,⁴ they are also at a greater risk of being among the nearly half (43%) of those held in HPD cell block who are homeless. Proactive efforts to reduce the number of non-

¹ THE OFFICE OF HAWAIIAN AFFAIRS, THE DISPARATE TREATMENT OF NATIVE HAWAIIANS IN THE CRIMINAL JUSTICE SYSTEM 17 (2010), available at http://www.oha.org/wp-content/uploads/2014/12/ir_final_web_rev.pdf.

² In contrast, Native Hawaiians only represent 24% of the general public in Hawai'i. *Id.* at 36. OHA's 2010 study found that the disproportionate impact of the criminal justice system on Native Hawaiians accumulates at every stage noting that Native Hawaiians made up "24 percent of the general population, but 27 percent of all arrests, 33 percent of people in pretrial detention, 29 percent of people sentenced to probation, 36 percent admitted to prison in 2009, [and] 39 percent of the incarcerated population." *Id.* at 10. Moreover, controlling for many common factors including type of charge, the study revealed that Native Hawaiians were more likely to be found guilty, receive a prison sentence, and receive a longer prison sentence or probation term than most other ethnic groups. *Id.* at 28-38.

³ *Id.* at 45.

⁴28% of those utilizating homeless services in 2016 were Native Hawaiian; 24.8% of Native Hawaiian households, compared to 9.6% of state households include more than two generations or unrelated individuals; 14.1% of Native Hawaiian households, compared to 4.2% of state households have a hidden homeless family member. *See* SMS, HAWAI'I HOUSING PLANNING STUDY, at 70 (2016), *available at* https://dbedt.hawaii.gov/hhfdc/files/2017/03/State_HHPS2016_Report_031317_final.pdf

violent inmates, a disproportionate number of whom are Native Hawaiian,⁵ must continue to be prioritized in order to reduce the impact of the criminal justice system on the Native Hawaiian community, and to address the record-high and growing pa'ahao population in Hawai'i.⁶

OHA has accordingly long-advocated for criminal justice reform that examines and implements evidence-based incarceration alternatives, which could improve public safety, effectively rehabilitate those with substance abuse or health challenges, reduce recidivism, and save taxpayer dollars. OHA is proud to participate in the Law Enforcement Assisted Diversion (LEAD) program hui that has brought this revolutionary and successful program to Hawai'i by way of a pre-arrest diversion pilot program—which is very similar to the one proposed by HB2147 HD1—at the county level, in cooperation with the Honolulu Police Department, Honolulu City & County, the Office of the Governor, and community-based service providers. HB2147 HD1 conceives of a system that rejects incarceration as the only solution to our community's social problems; instead, responding officers would refer low-level, non-violent offenders with substance abuse or mental health challenges to the approriate service-providers best equipped to help them. We believe that these pilot diversion programs will prove to be more effective at improving public safety and reducing recidivism, our incarcerated population, and costs associated with the same than the traditional criminal justice approach.

Mahalo for the opportunity to testify on this measure.

⁵ A 2010 OHA study found that the disproportionate impact of the criminal justice system on Native Hawaiians accumulates at every stage, noting that Native Hawaiians made up "24 percent of the general population, but 27 percent of all arrests, 33 percent of people in pretrial detention, 29 percent of people sentenced to probation, 36 percent admitted to prison in 2009, [and] 39 percent of the incarcerated population." Moreover, controlling for many common factors such as type of charge, the study revealed that Native Hawaiians were more likely to be found guilty, receive a prison sentence, and receive a longer prison sentence or probation term than most other ethnic groups. The Office of Hawaiian Affairs, The Disparate Treatment of Native Hawaiians in the Criminal Justice System 28-38 (2010), http://www.oha.org/wpcontent/uploads/2014/12/ir_final_web_rev.pdf.

⁶ In its 2012 report, the Native Hawaiian Justice Task Force recommended several options to address systemic issues resulting in the disproportionate overrepresentation of Native Hawaiians in the criminal justice system. These included reconsidering several proposals from the 2011 Justice Reinvestment Initiative legislation that were not originally passed or implemented, investing in early intervention programs, increasing public defender funding, expanding implicit bias training, strengthening supervised release programs, executing compassionate release consistently, supporting indigenous models of healing alternatives such as pu'uhonua, and bolstering reintegration programs and services to better prevent recidivism. Office of Hawaiian Affairs, Native Hawaiian Justice Task Force Report (2012), http://www.oha.org/wp-content/uploads/2012NHJTF_REPORT_FINAL_0.pdf.

HB-2147-HD-1

Submitted on: 2/15/2018 1:36:56 PM

Testimony for JUD on 2/15/2018 2:00:00 PM



Submitted By	Organization	Testifier Position	Present at Hearing
Carl Bergquist	Drug Policy Forum of Hawaii	Comments	No

Comments:

The Drug Policy Forum of Hawai'i supports the intent of this measure to create pilot project for a pre-arrest diversion program on state property. However, given that a similar program, LEAD (Law Enforcement Assisted Diversion), is about to begin in Chinatown, Honolulu, we recommend that the Legislature continue to support that program.

Last year, the Legislature approved the Governor's Budget request for LEAD, and this year we ask that the Legislature appropriate further funds to LEAD in order to help ensure its success. A successful LEAD pilot project, which is being evaluated by the University of Hawai'i at Manoa, will enable replication across the state, including onto state property. HB1766 contains such funding as does the Governor's Executive Budget. Thank you for the opportunity to testify.