

REPORT OF THE
HAWAII STATE LEGISLATURE'S
CITIZENS ADVISORY COMMITTEE
ON HUMAN SERVICES

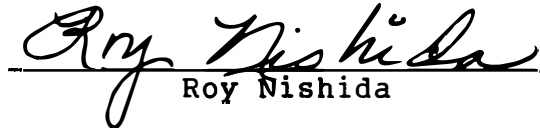
A REPORT TO THE LEGISLATURE OF THE STATE OF HAWAII

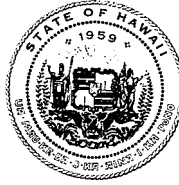
Honolulu, Hawaii
February 1985

Dissent by Roy Nishida

I dissent from that portion of the recommendation dealing with the earmarking of portions of new or increased county revenues for county human service programs. I do so even though I believe that government and private agencies should make every effort to meet the human service needs of our communities. However, I believe that the proper authorities to decide what needs should be met and in what amounts with new county revenues are the county mayors and the county councils.

I also dissent from the recommendation calling for more county level planning and requiring that the counties establish County Human Services Ombudsmen and County Human Services Planning Boards in all counties. Whether there should be additional planning and coordinating of human services in a county should be for the determination of the Mayor and the County Council. These bodies continue to be open to public concerns and ideas on human services.


Roy Nishida



Hawaii State Legislature

CITIZENS ADVISORY COMMITTEE ON HUMAN SERVICES

Office of the Legislative Auditor
465 S. King Street, Room 500
Honolulu, Hawaii 96813

February 8, 1985

The Honorable Richard S. H. Wong
President of the Senate
The Thirteenth Legislature
State of Hawaii
State Capitol, Room 003
Honolulu, Hawaii 96813

Dear Mr. President:

Your Citizens Advisory Committee on Human Services, appointed jointly by you and the Speaker of the House of Representatives in accordance with Act 61, SLH 1984, is pleased to transmit to you this report of the committee's recommendations.

The report contains the committee's recommendations on the two issues it was asked to consider: (1) whether the counties should have increased responsibilities in the provision of human services; and (2) what should be the role of and what kinds of human services should be conducted by private agencies.

Since the committee did not become operational until November 1984, it was obvious at the outset that it would not be able to complete its work prior to the 1985 session. However, the committee has endeavored to submit its report as timely as possible to allow appropriate consideration by the Legislature in the 1985 session.

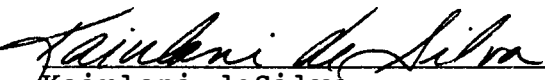
The committee appreciates the initiatives and efforts of the Legislature in support of human services, and considers it an honor for the members of the committee to have been called upon to serve the Legislature. We hope that the result of the


The Honorable Richard S. H. Wong
February 8, 1985
Page 2

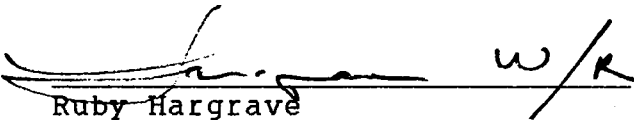
committee's work will be of assistance to the Legislature in its formulation of state policies for human services.


Should you have any questions or require additional information, we would be happy to meet with you at your convenience.

Respectfully submitted,


Kaiulani deSilva
Chairperson


Vincent Bagoyo, Jr.
Vice Chairperson

 w/r
Ruby Hargrave

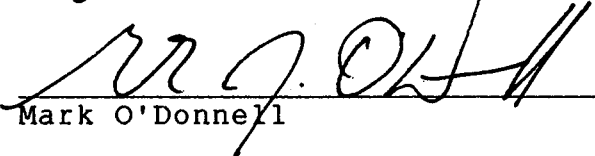

William Takaba

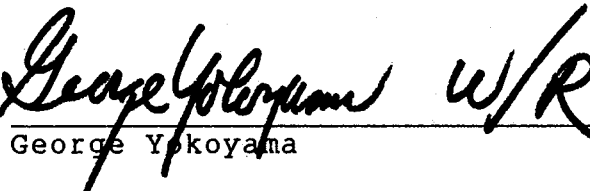

Carol McNamee


Edwin B. L. Tam

 w/r
Roy Nishida


Charles Wothke


Mark O'Donnell

 w/r
George Yokoyama


Sue E. Reid

Dissent by Ruby Hargrave

I dissent from the committee's recommendation that the State initiate and fund a new planning process at the county level for the development of policies affecting health and human services, and I concur with the reasons set forth by George Yokoyama in his dissent from the same recommendation. Additionally, I believe that there already exist sufficient means for private agencies and the public to have input into the planning and development of human services, and that citizen participation does not require the establishment of a human services "ombudsman" in each of the counties.

I also dissent from the committee's recommendation that the Legislature grant the counties new revenue sources. This recommendation was arrived at without any systematic analysis of the finances of the individual counties, and in any event, it is not within the purview of the committee to make such a recommendation. I note also that the Tax Review Commission, which presumably did conduct an analysis of county finances, came to a completely opposite conclusion.



Ruby Hargrave

the Department of Planning and Economic Development, a department not heretofore involved at all in purchases of human services--all this, before a proposal even gets to be reviewed by the Department of Budget and Finance. There is no acknowledgement that the departments involved in human services, such as the Department of Social Services and Housing, the Department of Health, and the Department of Labor and Industrial Relations, have responsibilities for their respective human service programs, including the activities of private providers linked to their programs. Setting up a separate budgeting channel for private providers would be a setback from the recent legislative initiative of appropriating funds for human services as an integral part of the programs conducted by the various departments.

5. It is one thing to say that the input of private human service providers and the public would be desirable in the development of human service policies or needs. I support such input. But it could just as easily be obtained by setting up policy advisory boards on human services in each county to advise the county councils, county administrations, the Legislature, and the state departments engaged in human services. However, it is quite another thing to secure such input by having the Legislature fund a continuing planning bureaucracy in each of the counties.

We need more funds for human services, but we should not waste one dollar of it on the kind of planning the report proposes.


George Yokoyama



Hawaii State Legislature

CITIZENS ADVISORY COMMITTEE ON HUMAN SERVICES

Office of the Legislative Auditor
465 S. King Street, Room 500
Honolulu, Hawaii 96813

February 8, 1985

The Honorable Henry Haalilio Peters
Speaker of the House of Representatives
The Thirteenth Legislature
State of Hawaii
State Capitol, Room 335
Honolulu, Hawaii 96813

Dear Mr. Speaker:

Your Citizens Advisory Committee on Human Services, appointed jointly by you and the President of the Senate in accordance with Act 61, SLH 1984, is pleased to transmit to you this report of the committee's recommendations.

The report contains the committee's recommendations on the two issues it was asked to consider: (1) whether the counties should have increased responsibilities in the provision of human services; and (2) what should be the role of and what kinds of human services should be conducted by private agencies.

Since the committee did not become operational until November 1984, it was obvious at the outset that it would not be able to complete its work prior to the 1985 session. However, the committee has endeavored to submit its report as timely as possible to allow appropriate consideration by the Legislature in the 1985 session.

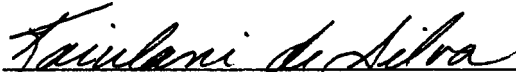
The committee appreciates the initiatives and efforts of the Legislature in support of human services, and considers it an honor for the members of the committee to have been called upon to serve the Legislature. We hope that the result of the

The Honorable Henry Haalilio Peters
February 8, 1985
Page 2


committee's work will be of assistance to the Legislature in its formulation of state policies for human services.

Should you have any questions or require additional information, we would be happy to meet with you at your convenience.

Respectfully submitted,


Kaiulani deSilva
Chairperson



Vincent Bagoyo, Jr.
Vice Chairperson

 w/r
Ruby Hargrave


William Takaba

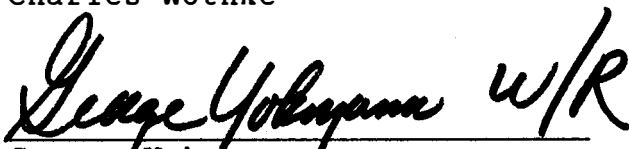

Carol McNamee


Edwin B. L. Tam

 w/r
Roy Nishida


Charles Wothke


Mark O'Donnell

 w/r
George Yokoyama


Sue E. Reid

Dissent by George Yokoyama

With all due respect to the framers of the section of the report entitled, "Cooperative Arrangements," the recommendation therein calling for a new planning process for the development of health and human service policies, and the planning process suggested in Appendix A, I am persuaded to dissent for the following reasons:

1. The needs for human services are so evident, and the resources for them so limited, that if the Legislature should make available additional funds, they should be applied to direct services rather than to fund another planning or coordinating mechanism.
2. There is no evidence that still another layer of planning needs to be established. The proposal ignores the ongoing planning efforts of the various departments of State government and such bodies as the Policy Advisory Board of the Executive Office of the Aging. In all of these departments and bodies, planning efforts feed directly into the budgeting process, thereby making planning tangible and productive. On the other hand, the planning layer recommended in the report would be just that--a planning layer--with no relationship to budgeting for human services programs. For this reason, the planning layer would be doomed to perpetual ineffectiveness.
3. The suggested planning mechanism flies against the reality of the conventional workings of government. It assumes that the Legislature would be willing to appropriate funds for planning positions in the counties which would be appointed by the respective mayors and confirmed by the respective county councils, and therefore accountable to those bodies. This would be quite a departure from the Legislature's sensible standard of requiring direct accountability for the use of the resources it appropriates. It would also be bad government.
4. The proposal would create an even more laborious and complicated process for those providers seeking funds under the Chapter 42 process for purchases of service. An organization would have to go through the labyrinth of a county human services board, the county human services "ombudsman" (and one cannot ignore the reality of also the county mayors and county councils), and then to the clearing house of

I. INTRODUCTION

The Citizens Advisory Committee on Human Services was established by Act 61, SLH 1984. In accordance with the act, the members of the committee were appointed by the President of the Senate and the Speaker of the House of Representatives. The committee was formally organized and began its work in November 1984.

The committee was specifically charged by Act 61 with the responsibility to "advise the legislature on whether the counties should have increased responsibilities in the provision of human services and what should be the role of and what kinds of programs in the field of human services should be conducted by private agencies." It was directed to submit a report of its findings and recommendations to the Legislature prior to the convening of the regular session of 1985.

The Committee's Approach

The committee established the following tasks to achieve its mission:

1. Review the policies and scope of responsibilities of the state and county governments in the field of human services.
2. Review the role of private agencies in the provision of human services and government policies and practices which affect that role.
3. Secure the views of the State, counties, human service providers and the public whether: (a) there should be changes in state or county responsibilities over human service programs; and (b) there should be changes in government policies concerning the role of private agencies in human services or in the kinds of programs the agencies conduct.
4. Determine whether the Legislature should consider new policies concerning the role of the counties and private agencies in the field of human services, and if so, formulate suggested policies.
5. Prepare a report to the Legislature on the committee's findings and recommendations.

The committee reviewed pertinent laws and literature, consulted with experts, and conducted public hearings in all four counties to solicit information and the views of state and county officials, representatives of private agencies, and the general public.

II. BACKGROUND

Historical, Traditional, and Current Roles of the State, Counties, and Private Agencies

State and county powers. Hawaii's system of government permits the State to determine what powers the counties may exercise. The Organic Act of 1900, which established the government for the Territory of Hawaii, gave the Legislature discretionary powers to create counties and other political subdivisions. Local county governments were established in 1905, with powers limited to those specifically granted by the Legislature.

By the time of statehood, the counties were authorized to formulate their own charters, but the charters were still subject to legislative control.¹ A 1968 constitutional amendment freed county charter provisions (relating to the executive, legislative, and administrative structure and organization) from legislative control and accorded the counties a considerable measure of local self-governing authority.²

Legislative control was further diminished by a 1978 constitutional amendment limiting legislative powers to transfer functions to the counties. The amendment required that the State share in the cost of any new program or increase in the level of service of an existing program that it mandated to the counties.³ This intent was to ensure that the State provide for the full cost in the first year of any function

1. Hawaii, Constitutional Convention, 1968, Proceedings, Vol. I, p. 229.

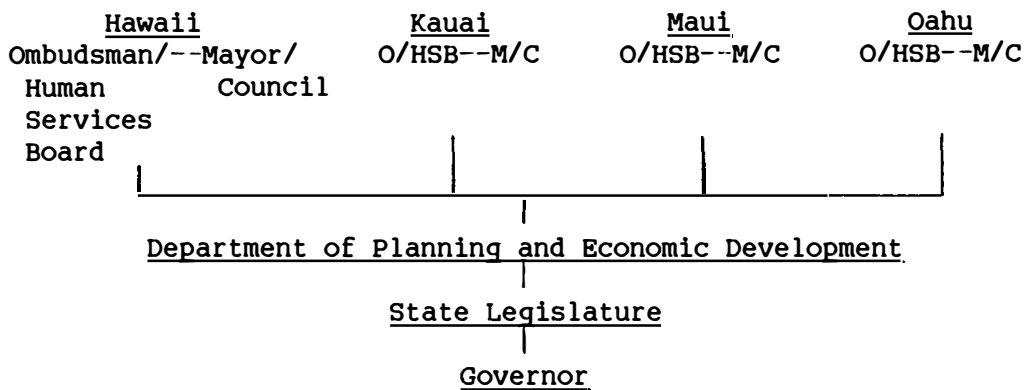
2. Legislative Reference Bureau, Hawaii Constitutional Convention Studies 1978, Article VII: Local Government, May 1968.

3. Hawaii Constitution, Article VIII, Section 5.

APPENDIX A

The following is a planning model to be considered, discussed, reacted to and possibly acted upon:

- o A three tier planning/coordinating system is proposed which would involve the State (and its varying human service departments), the County, and private human service agencies.
- o The State through legislation would require the Mayors of each County to appoint a County Human Services Ombudsman who would then be confirmed by the County Council. The position, funded by the State, would be responsible for the coordination of all human services planning in the County.
- o Additionally, the State would require that Human Services Planning Boards at the County level be established to assess the needs biennially, and to consider the planning, priority funding, service delivery, and implementation of all human services in that County. The Board might include legislators from the County, private non-profit agency representation, DSSH and DOH representatives from the County level, appropriate County representation, United Way representation, and others. The Ombudsman in each County would staff and otherwise work closely with the Board.
- o Board decisions/priorities (for both funding and programs) would be brought to the State level where appropriate by all the County Ombudsmen who would then meet to discuss and negotiate each County's priorities into a comprehensive whole. Such negotiations/discussions would take place under the staffing auspices of the Department of Planning and Economic Development's Community Clearinghouse. At this level all programs requiring Chapter 42 funding would be prioritized and put into final form. All Chapter 42 submittals would be made through the DPED Clearinghouse for consideration by the Executive branch/B&F. The Chapter 42 process would be followed from this point as is provided for by law.



mandated to the counties and a reasonable share of the costs in future years.⁴

Constitutional changes have strengthened the counties authority to determine the types of powers and functions they may exercise. The counties now have the discretion to undertake many tasks, except those relating to the areas of taxation and finance which are reserved to the State, and unless prohibited by the Legislature or the Courts.

State and county human service functions. The State Constitution gives the State the basic responsibility for providing for the general public health and welfare of the citizens of this State.⁵ The State maintains a strong, central government administering many functions traditionally performed by local governments of other states such as administration of circuit and district courts, public education, employment, public health, hospitals, social services, and public welfare. State human service functions are performed by the Departments of Social Services and Housing, Health, Labor and Industrial Relations, and numerous smaller state agencies.

The counties of Hawaii perform services that are generally assigned to cities, towns, and villages elsewhere in the United States, e.g., refuse collection, recreation, and police and fire protection.⁶

The counties' legal responsibilities for human services (employment and training, health and social services, or entitlement programs) are limited. Only the County of Maui has a charter provision for human services. In 1977, a Department of Human Concerns was established and charged with giving "greater attention to the human needs of the residents of Maui."⁷

4. Hawaii, Constitutional Convention, 1978, Proceedings, Vol. I, p. 660.

5. Legislative Reference Bureau, Hawaii Constitutional Convention Studies 1978, Article VIII: Public Health and Welfare, May 1968, pp. 4-5.

6. Legislative Reference Bureau, Local Government, p. 11.

7. Testimony submitted by the Honorable Hannibal Tavares, Mayor, County of Maui, to the Citizens Advisory Committee on Human Services, December 14, 1984.

Despite the lack of a charter base, the other counties have assumed some responsibilities for human services. The City and County of Honolulu has an Office of Human Resources, established in 1970 by the Mayor, with the objective "to identify social needs, research sources of funding, formulate programs for social improvement, apply for appropriate grant funds, and administer and monitor specific programs."⁸ It also has a Department of Housing and Community Development.

The County of Kauai has an Office of Elderly Affairs and a Housing Agency, both created by ordinance in the mid '70s. The County of Hawaii has a Department of Housing and Community Development established by ordinance, and an Office of Aging created by a Mayor's directive in the 1970s.

Private agency functions. The private, "voluntary" sector is unique both in Hawaiian and American social history. Traditionally, "caring" for both cultures was carried out within the family unit and later spread to a broader community responsibility when family resources were unable to meet the need. Locally, the roots of volunteerism can be traced to Hawaiian values and practices as well as to the Christian notion of charity transmitted by the missionaries.

From the simple joining together of individuals concerned with a common problem, voluntary organizations have evolved into a sector with sophisticated techniques and strategies for involving diverse elements of society in the solution of common problems. Most voluntary organizations also have attempted to work cooperatively with institutions from other sectors in the solution of the problems that they seek to address.

Recently, the private, non-voluntary, (for profit) section has become eligible to receive funds under public contract as well.

Private human service agencies have common characteristics which include:

1. the use of volunteers to govern, fundraise, and deliver services;
2. their relatively small size (as compared to the governmental sector);

8. Testimony submitted by the Honorable Patsy T. Mink, Council Chair, City and County of Honolulu, to the Citizens Advisory Committee on Human Services, November 27, 1984.

(3) a capacity to respond to changing needs and resources;
and

(4) a rational basis for allocating resources.

The need to be able to anticipate human service requirements is a new and essential element in public policy. In a less complex environment, it was not critical. This most assuredly is not the case now. This can best be achieved through the cooperative efforts of the State, counties, and private agencies.

The committee recommends that the Legislature adopt a state policy that would initiate a comprehensive planning process that will include state, counties, and private sector interests for the development of policies that affect the delivery of health and human services.

Furthermore, it is your committee's recommendation that such a planning effort be focused at the county level.

The return of planning and decision making to the local level can do much to overcome the abstract quality and large gaps of understanding that come from a planning process too highly centralized. Only at the local level can the ordinary citizen really sense that he or she is a vital part of the process and has the power to effect change that can meaningfully improve the quality of life.

For discussion purposes, a planning model has been attached as Appendix A.

CONCLUSION

These recommendations proposed broad areas of increased responsibilities for the State, counties, and private agencies working cooperatively. They are offered for consideration by the Legislature in its formulation of State policies on human services.

Reduced resources have justifiably increased demands for the accountability and evaluation of effectiveness on the part of human services. Burgeoning welfare case loads, rising unemployment, the increasing complexity in the bureaucritization of health care, shifting technologies in mental health and other factors have placed tremendous burdens upon human service providers and funders to demonstrate capabilities more focused on the substance of social problems.

In the past, developing a base of understanding of the wide range of human needs was never considered a major practical concern, especially where the family and the church were the institutions that individuals looked to in times of stress. Traditional family units are breaking down. Religious bodies are searching for relevant roles in a secular world. And the "helping" services have become increasingly specialized and professional. These forces have placed the human services providers and funders in a position of affecting almost all income, ethnic, and religious groups. Thus, the roles of local government and private agencies are rapidly multiplying to fill the gaps left by other institutions.

This new climate in social welfare brings local government and private agencies face to face with many issues of immediate and future impact. The most prominent and immediate difficulties include: equity and justice in the delivery of human services; increasing problems of coordinating services and funding; the delineation of roles and functions for all sectors concerning with human services planning; and the involvement of all sectors in planning and coordinating human services.

Given the needs outlined above and given our State's commitment to a rational model of planning for the future, it is in the best interest of the State, counties, and private agencies to have a framework for the coordination and planning of the scope of services to be provided by the various sectors.

It is more important than ever to recognize the need for cooperative arrangements to be established between all appropriate sectors in the field of human services in order to develop:

- (1) a system of human service planning which would include the participation of those most knowledgeable and concerned;
- (2) a capacity to identify changing needs and resources;

3. their proximity to the problems that they are addressing
4. their ability to respond quickly to emerging community needs.

These organizations have traditionally been independent and therefore able to advocate for needed social change where government or business were unable to.

Since the beginning of charitable organizations, social services have developed organizationally around specific clients (e.g., retarded children, juvenile offenders, the elderly, unwed mothers, the blind, the handicapped, drug abusers, alcoholics). Since the 1960s, organizations have developed which include among their specific client groups minorities, immigrants and other uniquely disadvantaged groups. Many such organizations perform a full array of functions; others serve only in a limited fashion.

Human services in Hawaii run a gamut from very simple technologies to the most complex. Agencies as diverse as Child and Family Services, Easter Seals, Community Action Agencies, Waianae Rap Center, Boys Club, YMCA and Alu Like provide services in childcare, infant stimulation, mental health, alternative education, family planning, job training, counseling, primary, health care, sports training and many other areas.

In recent years, the role of the private human service agencies have become somewhat less clear than was true in the past as they are neither totally private, nor totally public. They fulfill public sector functions in terms of delivering public services, while at the same time operating in a private sector fashion. Their financial support has come from both public and private funders. They are neither purely charitable organizations supported by private philanthropic moneys, nor public agencies supported by governmental moneys (though they may provide services of a public nature that might ordinarily have been provided by a governmental entity).

This ambiguity in definition has sometimes been disadvantageous to voluntary human service organizations. The public sector at times benefits from this relationship because it can procure public services at more competitive rates (by public sector standards), thus fostering a dependency relationship to government. This relationship also necessitates private agencies being competitive with each other in order to gain contracts with the State.

effect has been the reduction or elimination of many social programs.¹⁴

Many private nonprofit agencies which provide public services were also affected by the decline in federal funding of human services.

The Economic Opportunity Act of 1964, the Community Mental Health Centers Act of 1963, and various amendments to the Social Security Act, had all encouraged the use of government contracts with private agencies for the provision of a broad range of services.

The dependence of these private, nonprofit agencies on government support has meant that their abilities to meet the increased demands for services stemming from the cutbacks in government services are impaired.¹⁵

III. RECOMMENDATIONS

In the view of the committee, the State, counties, and private human service agencies should all assume greater responsibilities for meeting the human needs of the people of Hawaii, because of: (1) the increased need for services; (2) the reduction of federal support for human service programs; and (3) the greater flexibility now provided to the State. The committee hereby offers its recommendations for delineating the respective roles of the State, counties, and private human service agencies in the provision of government human service programs.

A. State Role--Guarantee a Minimum Standard of Financial Assistance, Medical Assistance, and Social Services. The federal government has reduced its responsibility for meeting the human service needs of the people of this nation. The flow of federal funds for human services is rapidly diminishing. But the problems and needs of the poor, the elderly, children, the disabled, unemployed, mentally ill, and others persist.

14. Ibid., p. 12 and p. 316.

15. Ibid., p. 13.

- (2) Where a county is able to provide a direct service relating to human services that would increase or enhance the effectiveness of state human service programs, the county is urged to assume responsibility for that portion of service.
- (3) Where a county has initiated or supported a human service program and finds it effective, the county is urged to continue its support, financially and otherwise.
- (4) Where a county has federal funds or is eligible for direct federal financial support for human service programs (including but not limited to CDBG and general revenue sharing), the county is urged to use those funds for appropriate human service programs.
- (5) Where a county has local cash or noncash resources such as land, facilities, or staff assistance that may be used to stimulate, initiate, or support human service programs, the county is urged to apply them to human service programs.
- (6) Where state and county cooperative efforts could produce new or more effective human services, the county is urged to actively participate in such joint efforts.

C. Private Agencies Role--Provide Government Human Service Programs. State and county officials as well as representatives of private agencies have testified before the committee in support of regular and increased government use of private agencies for the provision of public human services.

Across the nation, state and local governments seeking ways to reduce the expense or size of government are using the private sector for delivery of an array of services, such as management of county hospitals, fire department services, public defender work, child care services, community correctional work release centers, data processing, traffic signal and park maintenance, refuse pickup, recreation, and a variety of human services, such as legal counseling and probation services, and purchase-of-service contracts for Title XX programs.¹⁹

19. Harry P. Hatry, A Review of Private Approaches for Delivery of Public Services, The Urban Institute Press, Washington, D.C., pp. 18-21.

The counties may exercise greater responsibilities for human services by expanding on some of their current activities: by wholly or partially funding human service programs; by actively seeking new resources for human service programs; by making available county facilities, equipment or staff support for private human service programs; by making every effort to give preference to private human service agencies in contracting for county services; by relaxing zoning or other county regulations for worthy human service programs.

The counties are urged to re-examine their funding priorities and provide for and allocate the resources necessary to meet the human service needs they consider the most critical.

The federal General Revenue Sharing and portions of the Community Development Block Grant funds should be applied to human service program operations. Federal regulations permit the use of all General Revenue Sharing funds and up to 15 percent of the CDBG funds for human services. Other jurisdictions use these funds for human services and the counties should use more of these funds to help offset the loss of other federal funding for human services. The federal CDBG program was in fact established to replace a number of categorical programs including the model cities portion of the Demonstration Cities and Metropolitan Development Act that once funded many human service programs.¹⁷ Also, the General Revenue Sharing Funds were granted to the state and local governments with the express legislative intent that portions be used for social programs as opposed to capital improvement or other programs.¹⁸

The counties are urged to apply these funds to human service programs and to actively seek other federal and private funds for human services.

Particular conditions under which the counties should assume responsibilities for human services are as follows:

- (1) Where a county has human service needs that are unique to that county or especially critical in that county, the county is urged to assume responsibility for addressing these needs.

17. 24 Code of Federal Regulations 570.1, Housing and Urban Development.

18. Legislative Reference Bureau, The Feasibility, pp. 39-41.

Testimonies presented to the committee expressed concern that certain basic human needs of the people of Hawaii are not being met. For example, families are living on the beaches of Oahu because they are unable to afford housing, the women and youth of Molokai are without adequate professional physical and mental health care, the disadvantaged of the Big Island are without transportation to obtain social services, and there is a lack of child protective services. Basic social services such as child care and chore services for clients of the DSSH are decreasing and nowhere near meeting the known needs for services. Existing services continue to be threatened by possible funding cuts.

It is the view of this committee that every individual is of value. And until our society allows all its citizens to live in decency and dignity, our State must maintain a firm commitment to the most vulnerable of its citizens, regardless, and precisely because of, the significant reduction in national commitment.

This committee recommends that the state government fully exercise its mandated function of safeguarding the economic health and social well-being of its people by providing social welfare services to assure a minimum subsistence level, basic health services and supportive human services administered on a statewide basis and funded by state appropriations and federal grants.

The exercise of these functions does not preclude appropriate state agencies from augmenting or extending such services through purchase of service contract agreements or grants-in-aid to county governments or private human service agents.

Adoption of this policy would establish a legal responsibility for the State to ensure the people of Hawaii that the generally recognized basic essentials of decent living--adequate food, shelter, clothing, social and health care--shall be provided by the State to those in need. The State would establish and finance a baseline of financial aid, health and social services that would be available to all individuals and families it is intended to protect, that would be adequate to meet their needs, and that are consistent with the standards of our community.

Designing and financing a plan and structure to implement this policy within the framework of related government and voluntary measures should be the responsibility of the State. The State should continue to have primary responsibility for meeting the basic human service needs of its people and

performing the major human service functions such as public welfare assistance and public health services, and it should be strongly encouraged to contract with county governments or private agencies for administration of parts of its program.

B. County Role--Supplement the State's Provision of Human Services. Testimonies submitted to the committee indicate varying degrees of commitment and involvement in human services on the part of the four counties. Brief descriptions of county activities follow.

Maui County has a charter mandate for providing human services to its citizens, and takes a more active role in this field than the other counties.

Its Department of Human Concerns administers programs relating to immigrant services, housing, manpower and safety, multi-purpose centers, the elderly and youth of the county. It has the general responsibility for developing "a comprehensive approach to the effective administration and coordination of programs and plans of action designed to meet human needs in the county."¹⁶

Maui County uses a substantial part of its Community Development Block Grant funds for construction of human service facilities. A recent capital project was the construction of a laundry and car wash training and employment facility for the Molokai Rehabilitation Center. The county has chosen not to fund human service program operations with these funds.

The county also provides grants and service contracts for the programs of private human service agencies. It has developed and obtained funding for a shelter for runaway youths that has recently been transferred to a private nonprofit corporation and contracts with a rehabilitation agency for provision of park maintenance services by the agency's clients.

The City and County of Honolulu lacks a charter based commitment to human services, but it is engaged in human service activities. It contributes funds to the Handi-Van transportation service for the disabled which is run by a private contractor, the Sex Abuse Treatment Center, improvements in public housing to include child care facilities, housing relocation services, studies of housing for

16. Maui County Charter, Chapter 10, Department of Human Concerns.

the homeless and child care needs of city workers. It has an Office of Human Resources that administers elderly and employment training programs, and oversees county human service activities.

The City no longer operates the multitude of programs it did when greater amounts of federal funding were available, and previous administrations have not used General Revenue Sharing or Community Development Block Grant funds for human service program operations.

The current administration has not made a commitment to change this policy, and takes the position that assumption of additional county responsibilities for human services is impossible without additional revenues.

The counties of Hawaii and Kauai have more limited involvement in human services, but they do provide cash grants to private human service agencies. But Hawaii County is currently considering reducing its financial support for human services. It is in the process of reassessing county plans relating to human service and other needs. It has offered facilities to private human service agencies.

The counties have expressed their willingness to assume greater responsibilities for human services if the State provides funding or grants the counties broader taxing powers. They strongly acknowledge being closer to the people and aware of the special human service needs of their people.

It is the view of this committee that the State has primary, but non-exclusive, responsibility and authority for providing and funding human services. The counties also have a responsibility to augment and supplement these services.

The committee recommends that the State adopt a policy of encouraging, and not constraining (financially or otherwise) the assumption of expanded human services by the counties.

The committee also recommends that the Legislature grant the counties new revenue sources or increased revenues from existing sources, with some portion of the additional revenues earmarked for expanded human services.

As to revenue sources for the counties, the Legislature might consider such measures as allowing the counties to levy an excise tax, and providing the counties a share of traffic and animal enforcement fines and revenues from a state lottery or a hotel room tax.