
A BILL FOR AN ACT

RELATING TO CAREGIVING.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF HAWAII:

PART I. JOINT LEGISLATIVE COMMITTEE

ON FAMILY CAREGIVING

SECTION 1. (a) The legislature finds that during the 2007 interim, the joint legislative committee on family caregiving continued its work on creating a comprehensive and sustainable, community-based family caregiver support system that includes:

- (1) A coordinated referral and case management service;
- (2) Centralization of available services;
- (3) Volunteers;
- (4) Education and training; and
- (5) Financial assistance.

During the 2007 interim, the joint legislative committee examined localized studies and surveys, some of which contained preliminary results, which provided concrete evidence of the needs of family caregivers. The joint legislative committee also studied what other states have done and are doing in response to the growing concern regarding eldercare issues.



- 1 (b) The purpose of this part is to:
- 2 (1) Extend the work of the joint legislative committee on
- 3 family caregiving for one year and require the
- 4 committee to submit a report of its findings and
- 5 recommendations to the legislature prior to the
- 6 convening of the 2009 regular session;
- 7 (2) Change the name of the joint legislative committee on
- 8 family caregiving to the "joint legislative committee
- 9 on aging in place"; and
- 10 (3) Require the aging and disability resource center to
- 11 provide the joint legislative committee with an update
- 12 on the physical site for the center in Hawaii county
- 13 and the "virtual" site in the city and county of
- 14 Honolulu.

15 SECTION 2. Act 285, Session Laws of Hawaii 2006, as

16 amended by Act 204, Session Laws of Hawaii 2007, is amended by

17 amending section 2 to read as follows:

18 "SECTION 2. (a) There is established a joint legislative

19 committee on [~~family caregiving.~~] aging in place. The committee

20 shall be composed of eight members as follows:

- 21 (1) Four members of the house of representatives,
- 22 consisting of three members from the majority party



1 and one member from the minority party, who shall be
2 appointed by the speaker of the house of
3 representatives; and

4 (2) Four members of the senate, consisting of three
5 members from the majority party and one member from
6 the minority party, who shall be appointed by the
7 president of the senate.

8 The committee shall select a chairperson from its
9 membership.

10 (b) The joint legislative committee shall develop
11 comprehensive public policy to strengthen support for family
12 caregivers. For purposes of this Act, "family caregiver" means:

13 (1) A person, including a non-relative such as a friend or
14 neighbor, who provides unpaid, informal assistance to
15 a person age sixty and older with physical or
16 cognitive disabilities; and

17 (2) A grandparent who is a caregiver for a grandchild who
18 is age eighteen years or younger, or who is nineteen
19 years of age or older with physical or cognitive
20 limitations.

21 (c) The joint legislative committee shall:

22 (1) Consider providing support in categories including:



- 1 (A) Coordinated services and policies;
2 (B) Training and education;
3 (C) Respite services;
4 (D) Financial incentives; and
5 (E) Balancing work and caregiving; [~~and~~]
6 and

7 (2) Explore establishing a paid family leave program under
8 the state temporary disability insurance law, similar
9 to the California Paid Family Leave Program, to
10 provide wage replacement benefits to employees who
11 take time off from work to care for a seriously ill
12 family member.

13 (d) The joint legislative committee may explore issues of
14 "aging in place" as they relate to family caregiving.

15 (e) The Hawaii aging and disability resource center shall
16 provide an update to the joint legislative committee of its
17 development and implementation of the physical site for the
18 center in the county of Hawaii, and the "virtual" site planned
19 for the city and county of Honolulu.

20 [~~d~~] (f) The joint legislative committee shall seek input
21 from the department of health, the department of human services,
22 the department of taxation, the University of Hawaii, the



1 executive office on aging, and the elderly, disability,
2 business, and faith-based communities.

3 ~~[(e)]~~ (g) The joint legislative committee shall submit its
4 findings and recommendations to the legislature no later than
5 twenty days prior to the convening of the regular sessions of
6 2007 ~~[and]~~, ~~2008~~ ~~[-]~~, and 2010.

7 ~~[(f)]~~ (h) The joint legislative committee shall cease to
8 exist on June 30, ~~[2008-]~~ 2010."

9 **PART II. FINANCIAL ASSISTANCE FOR CAREGIVING**

10 SECTION 3. The cash and counseling program is a national
11 initiative sponsored by the Robert Wood Johnson Foundation; the
12 United States Department of Health and Human Services, Office of
13 the Assistant Secretary for Planning and Evaluation; and the
14 Administration on Aging. Under the program, recipients of
15 medicaid personal care services or home- and community-based
16 services receive a flexible monthly allowance and can decide
17 whom to hire and what services to receive. The program's
18 innovative approach enables participants to direct and manage
19 their personal assistance services according to their own
20 specific needs. Participants can choose a family member or
21 friend, in lieu of an agency worker, to provide the services.
22 They receive counseling and fiscal assistance to help them



1 manage their allowance and responsibilities. The program was
2 first implemented in Arkansas, New Jersey, and Florida, and has
3 since expanded to include other states.

4 During the 2007 interim, the joint legislative committee on
5 family caregiving received information and data related to the
6 family caregiver needs assessment conducted by the executive
7 office on aging, and cash and counseling research conducted by
8 the executive office on aging and the University of Hawaii
9 school of social work. The family caregiver needs assessment
10 indicated that caregivers need more affordable services and
11 financial assistance. The cash and counseling research
12 demonstrated that those states that have cash and counseling
13 programs reported high satisfaction by both caregivers and care
14 recipients and allowed informal caregivers to receive financial
15 recognition for their services.

16 In Hawaii, there are out-of-pocket costs for families to
17 pay for home- and community-based programs that are available
18 for elders and persons with disabilities. The government pays
19 for services for those who have lower incomes and qualify for
20 medicaid. However, a majority of Hawaii's families are
21 ineligible for public assistance and have to carry the financial
22 burdens of caregiving. This leaves a gap in services for those



1 elders of modest means. As a result, this group of individuals
2 has the least coverage in terms of home- and community-based
3 services.

4 The work on cash and counseling being conducted by the
5 executive office on aging and the University of Hawaii school of
6 social work will continue until the end of the 2007-2008 fiscal
7 year. The research conducted to date shows that a cash and
8 counseling project is worth pursuing, and it is essential to
9 continue the work in developing phase two of a cash and
10 counseling project, which can be completed by the end of 2008.

11 SECTION 4. The executive office on aging shall design a
12 cash and counseling project for non-medicaid participants to
13 direct and manage their personal assistance services according
14 to their own specific needs, while enabling family caregivers to
15 receive a level of financial recognition and support. In
16 designing a cash and counseling project, the executive office on
17 aging may consider including a respite care component, a case
18 management component, a separate fiscal agent, a personal care
19 component, and allowing the consumer to be the employer of any
20 service provider, whether an agency or family member.

21 The executive office on aging may contract with a qualified
22 consultant to assist in designing a cash and counseling project.



1 Kupuna care was designed to assist, not totally support,
2 Hawaii's older adults to live independently, safely, and
3 healthily for as long as possible. The care may cover United
4 States citizens or legal aliens sixty years or older who are not
5 receiving other comparable government assistance, who need help
6 with activities of daily living (eating, dressing, bathing,
7 toileting, transferring, and mobility), or because they have
8 reduced mental capacity, and who are not residing in an
9 institution.

10 Voluntary contributions to the service provider are welcome
11 for any service provided and are used to support the cost of
12 care of additional clients. In addition to the services
13 provided to the elderly, kupuna care also offers services for
14 the family caregivers of their elderly clients. As Hawaii's
15 population ages, many more families will be providing higher
16 levels of long-term care to frail and disabled older adults at
17 home. For many family caregivers, their role as family
18 caregiver arises as suddenly as the care recipient's health
19 declines, leaving the family caregivers with an immediate need
20 for services, but little preparation or education regarding who
21 to contact for assistance or what services are available to
22 them. In addition, family caregivers may not know who is



1 capable or qualified to provide them with the services that they
2 or the care recipients need. Family caregivers themselves need
3 support services, including training, education, and counseling
4 in areas such as caregiving and dealing with end-of-life issues.

5 In addition, there are emotional, physical, and financial
6 costs of being a family caregiver. Younger family caregivers
7 are often in critical need of finding ways to reduce the stress
8 caused by caregiving. Respite has been shown to reduce stress
9 and other negative consequences of caregiving. The *State of*
10 *Hawaii Caregivers Need Assessment (2007)* indicates that respite
11 is something that family caregivers need. Besides the everyday
12 stress that respite can relieve, there are times when a family
13 caregiver may unexpectedly be unable to provide the needed
14 caregiving services due to the family caregiver's own illness,
15 accident, or other reasons. At these times, emergency respite
16 care becomes critical.

17 The needs assessment also indicates that family caregivers
18 need financial support as they carry the heavy financial burdens
19 of caring for a loved one. In addition, both family caregivers
20 and care recipients need financial assistance to make necessary
21 home modifications that enable the care recipient to age in
22 place.



1 The legislature finds that the kupuna care program can
2 expand its services and incorporate progressive ways of meeting
3 the growing needs of Hawaii's older adults and allow these
4 individuals to age in place.

5 (b) In addition to current kupuna care operation and
6 services, the purpose of this part is to:

7 (1) Allow the kupuna care program to:

8 (A) Offer emergency, overnight, and weekend respite
9 services;

10 (B) Provide grants for home modifications that
11 facilitate aging in place pursuant to a care plan
12 as part of a cash and counseling approach; and

13 (C) Provide grants to family caregivers pursuant to a
14 care plan as part of a cash and counseling
15 approach;

16 and

17 (2) Increase program funding for kupuna care to ensure
18 that kupuna care continues to maintain the quality of
19 life of Hawaii's older adults and their family
20 caregivers.



1 SECTION 6. The kupuna care program, as administered by the
2 executive office on aging, may, in addition to its current
3 operation and services:

- 4 (1) Offer emergency, overnight, and weekend respite
5 services;
- 6 (2) Provide grants for home modifications that facilitate
7 aging in place pursuant to a care plan as part of a
8 cash and counseling approach; and
- 9 (3) Provide grants to family caregivers pursuant to a care
10 plan as part of a cash and counseling approach.

11 SECTION 7. There is appropriated out of the general
12 revenues of the State of Hawaii the sum of \$500,000 or so much
13 thereof as may be necessary for fiscal year 2008-2009 to address
14 the kupuna care program waitlist and for the expansion of the
15 kupuna care program, in general.

16 The sum appropriated shall be expended by the executive
17 office on aging for the purposes of this part.

18 **PART IV. GRANDPARENTS RAISING GRANDCHILDREN TASK FORCE**

19 SECTION 8. (a) Act 204, Session Laws of Hawaii 2007 (Act
20 204), expanded the mandate of the joint legislative committee on
21 family caregiving by including grandparents of children aged
22 eighteen years and younger, or nineteen years of age or older



1 with physical or cognitive limitations, in Act 204's definition
2 of family caregiver. The revised definition is now more
3 consistent with the scope of the National Family Caregiver
4 Support Program. Act 204 also required the joint legislative
5 committee to examine the issues facing this population of
6 grandparents raising grandchildren.

7 Since then, numerous government agencies have testified
8 before the joint legislative committee regarding how the
9 agencies identify and address the needs of grandparents raising
10 grandchildren. In addition, the executive office on aging
11 presented the 2007 *Needs Assessment of Grandparents Raising*
12 *Grandchildren in the State of Hawaii*, prepared by the University
13 of Hawaii's department of family and consumer science.

14 The needs assessment indicates that, in Hawaii, more than
15 14,000 grandparents are the primary caregivers for more than
16 33,000 grandchildren, and that these numbers are expected to
17 grow. While there is a wide range of service needs within this
18 population, the most often-cited are those that relate to
19 children's programs, financial assistance, respite, and
20 grandparents' rights. Many of these services are available, but
21 barriers are preventing grandparents from accessing them.
22 Barriers may include:



1 (1) A lack of information regarding the availability of
2 services;

3 (2) A lack of services in a particular county; or

4 (3) Legal or financial impediments.

5 For instance, in focus groups, some grandparents expressed a
6 fear of losing their grandchildren. Others identified a need
7 for an advocate or case worker to help guide them to the
8 services and through the various systems.

9 (b) The legislature finds that the needs assessment
10 provides critical demographic information and feedback regarding
11 what programs and services grandparents require to care for
12 their grandchildren. The findings indicate that the population
13 of grandparents raising grandchildren faces particular
14 challenges, different in some ways from the general caregiver
15 population, and should have a focused task force to specifically
16 address those concerns. The legislature further finds that a
17 comprehensive, coordinated effort is needed to identify:

18 (1) The services that exist to meet the identified needs;

19 (2) Any service deficiencies;

20 (3) Barriers that prevent grandparents from accessing
21 services; and



1 (4) What can be done to facilitate the provision of
2 services to grandparents raising grandchildren.

3 (c) The purpose of this part is to establish a task force
4 to focus specifically on the needs and issues of grandparents
5 raising grandchildren.

6 SECTION 9. (a) There is established a grandparents
7 raising grandchildren task force to focus on the needs and
8 issues of grandparents raising grandchildren. The task force
9 shall consist of a representative of:

- 10 (1) The University of Hawaii's college of tropical
11 agriculture and human resources to serve as co-chair;
- 12 (2) Queen Lili'uokalani Children's Center to serve as
13 co-chair;
- 14 (3) The University of Hawaii's center on aging research
15 and education;
- 16 (4) The department of education;
- 17 (5) The department of human services;
- 18 (6) The department of health's executive office on aging;
- 19 (7) The department of public safety;
- 20 (8) The judiciary;
- 21 (9) The department of the attorney general's child support
22 enforcement agency;



- 1 (10) Each area office on aging;
 - 2 (11) The policy advisory board for elder affairs;
 - 3 (12) Na Tutu Coalition;
 - 4 (13) Legal Aid Society of Hawaii;
 - 5 (14) Volunteer Legal Services Hawaii;
 - 6 (15) Partners in Development; and
 - 7 (16) An individual who is a grandparent.
- 8 (b) In assessing the needs and issues of grandparents
- 9 raising grandchildren, the task force shall, among other things:
- 10 (1) Review the 2007 *Needs Assessment of Grandparents*
 - 11 *Raising Grandchildren in the State of Hawaii*, prepared
 - 12 by the University of Hawaii's department of family and
 - 13 consumer science;
 - 14 (2) Review the most recent *Four Year State Plan on Aging*
 - 15 submitted to the United States Administration on Aging
 - 16 by the executive office on aging and the area agencies
 - 17 on aging;
 - 18 (3) Review the testimony of the various agencies submitted
 - 19 to the joint legislative committee on family
 - 20 caregiving at its hearing on August 16, 2007,
 - 21 regarding issues facing grandparents raising
 - 22 grandchildren;



- 1 (4) Review laws relating to issues of grandparents raising
2 grandchildren, including:
 - 3 (A) Section 302A-482, Hawaii Revised Statutes,
4 regarding the affidavit for caregiver consent,
5 which permits a caregiver, under certain
6 circumstances, to enroll a minor in school and
7 consent to participation in curricular and
8 co-curricular activities;
 - 9 (B) Chapter 571, Hawaii Revised Statutes, regarding
10 child custody and support; and
 - 11 (C) Chapter 587, Hawaii Revised Statutes, regarding
12 child protective services;
- 13 (5) Review the memorandum prepared by the department of
14 education to guide school personnel when enrolling
15 students who reside with caregivers;
- 16 (6) Review the support and services offered to caregivers
17 by the department of education through its
18 comprehensive student support system;
- 19 (7) Investigate whether a need arises when a minor
20 residing, formally or informally, with a grandparent
21 requires consent for medical service, including when a
22 student needs consent for programs and services under



1 the federal Individuals with Disabilities Act or
2 Section 504 of the Rehabilitation Act of 1973;
3 (8) Investigate the issues that arise when a minor
4 residing formally or informally with a grandparent is
5 returned to the custody of a parent;
6 (9) Investigate any housing issues that may arise when a
7 grandparent is raising a grandchild, particularly when
8 the grandparent resides in senior housing, and
9 identify any state or federal laws or rules that would
10 render a grandparent cohabiting with a grandchild
11 ineligible for housing under a particular scheme;
12 (10) Review how each area office on aging allocates the
13 federal funds it receives under the national family
14 caregiver support program for grandparent programs;
15 (11) Identify the agencies that collect data relating to
16 grandparents raising grandchildren and determine
17 whether the data can be more comprehensive, uniform,
18 and readily available or exchanged; and
19 (12) Identify legal needs and whether these needs are being
20 adequately addressed.
21 (c) The task force shall submit an interim report to the
22 legislature and the joint legislative committee on aging in



1 place no later than twenty days prior to the convening of the
2 2009 regular session and a final report to the legislature and
3 the joint legislative committee on aging in place no later than
4 twenty days prior to June 30, 2009. The final report shall
5 include, to the greatest extent possible:

- 6 (1) A list of the services that exist in each county to
7 meet grandparents' identified needs;
 - 8 (2) A discussion of service deficiencies in each county;
 - 9 (3) A discussion of identifiable barriers that prevent
10 grandparents from accessing services;
 - 11 (4) A summary of the task force's work and any findings
12 regarding the task force's responsibilities as
13 detailed in subsection (b); and
 - 14 (5) Recommendations, including any proposed legislation.
- 15 (d) The task force shall cease to exist on June 30, 2009.

16 **PART V. RESPITE CARE**

17 SECTION 10. The joint legislative committee on aging in
18 place has been diligent in its role to strengthen support to
19 family caregivers through respite care. The legislative
20 reference bureau conducted a study pursuant to House Concurrent
21 Resolution No. 187 (2007), regarding how other states address
22 the issue of respite care. The report indicates that respite is



1 beneficial in ameliorating stress and other negative
2 consequences of caregiving. Additionally, a comprehensive
3 family caregiver needs assessment conducted pursuant to Act 204,
4 Session Laws of Hawaii 2007, indicated that respite care is one
5 of the top choices of assistance that caregivers feel would be
6 helpful.

7 Respite care can relieve the everyday stress of providing
8 round-the-clock care. However, there are times when emergency
9 respite care becomes critical in instances where a family
10 caregiver is unexpectedly unable to provide care because of
11 illness, an accident, or other reasons.

12 The legislature finds that more needs to be done to
13 determine the full inventory of respite care providers and the
14 specific types of respite care provided in the State. The types
15 of respite care can include planned respite care, short-term
16 respite, or emergency respite care. Additionally, although
17 respite services may be available, caregivers are not always
18 aware that these services are offered or may not know where to
19 go to seek assistance.

20 The purpose of this part is to request the executive office
21 on aging to continue its respite inventory project pursuant to



1 House Concurrent Resolution No. 187 (2007), in collaboration
2 with the University of Hawaii school of social work.

3 SECTION 11. The executive office on aging, in
4 collaboration with the University of Hawaii school of social
5 work, shall:

6 (1) Continue to conduct an inventory of respite services
7 in Hawaii;

8 (2) Propose a definition of "respite care";

9 (3) Establish more detailed descriptions of each of the
10 various types of respite services provided in the
11 State; and

12 (4) Review the legislative reference bureau's 2007 report
13 on respite policies in other states to identify the
14 most promising approaches for Hawaii to support
15 expanding respite services, including how much support
16 is financed, what types of respite are provided and to
17 whom, and who performs the respite services.

18 PART VI. CARE HOME PAYMENTS

19 SECTION 12. Section 346-53, Hawaii Revised Statutes, is
20 amended by amending subsection (c) to read as follows:

21 "(c) The director, pursuant to chapter 91, shall determine
22 the rate of payment for domiciliary care, including care



1 provided in licensed developmental disabilities domiciliary
2 homes, community care foster family homes, and certified adult
3 foster homes, to be provided to recipients who are eligible for
4 Federal Supplementary Security Income or public assistance, or
5 both. The director shall provide for level of care payment as
6 follows:

7 (1) ~~[For]~~ Beginning on July 1, 2008, for adult residential
8 care homes classified as facility type I, licensed
9 developmental disabilities domiciliary homes as
10 defined under section 321-15.9, community care foster
11 family homes as defined under section 346-331, and
12 certified adult foster homes as defined under section
13 321-11.2, the state supplemental payment shall not
14 exceed ~~[\$641.90]~~ \$651.90; and

15 (2) ~~[For]~~ Beginning on July 1, 2008, for adult residential
16 care homes classified as facility type II, the state
17 supplemental payment shall not exceed ~~[\$749.90]~~
18 \$759.90. ~~[and~~

19 ~~(3) For skilled nursing facilities and intermediate~~
20 ~~facilities, the state supplemental payment shall not~~
21 ~~exceed \$20.]~~



1 If the operator does not provide the quality of care
2 consistent with the needs of the individual to the satisfaction
3 of the department, the department may remove the recipient to
4 another facility.

5 The department shall handle abusive practices under this
6 section in accordance with chapter 91.

7 Nothing in this subsection shall allow the director to
8 remove a recipient from an adult residential care home or other
9 similar institution if the recipient does not desire to be
10 removed and the operator is agreeable to the recipient
11 remaining, except where the recipient requires a higher level of
12 care than provided or where the recipient no longer requires any
13 domiciliary care."

14 SECTION 13. There is appropriated out of the general
15 revenues of the State of Hawaii the sum of \$289,000 or so much
16 thereof as may be necessary for fiscal year 2008-2009 for
17 increases in level of care payments as provided for in this
18 part.

19 The sum appropriated shall be expended by the department of
20 human services for the purposes of this part.

21



1 SECTION 14. Statutory material to be repealed is bracketed
2 and stricken. New statutory material is underscored.

3 SECTION 15. This Act shall take effect on July 1, 2008.



Report Title:

Joint Legislative Committee on Family Caregiving; Appropriations

Description:

Extends the existence of the joint legislative committee on family caregiving; changes the committee's name to the joint legislative committee on aging in place (JLCAP); expands the committee's authorization to include aging in place issues related to family caregiving; requires the Aging and Disability Resource Center to report to JLCAP; requires the Executive Office of Aging to develop a cash and counseling project; allows kupuna care to include overnight, weekend, and emergency respite, as well as provide grants to caregivers and for home modification; appropriates funds to the kupuna care program; establishes a task force to focus on the needs and issues of grandparents raising grandchildren; requests the executive office on aging to continue its respite inventory project in collaboration with the University of Hawaii; increases payments for level of care for ARCH types I and II, licensed developmental disabilities domiciliary homes, community care foster family homes, and certified adult foster homes. (CD1)

