

STATE OF HAWAII DEPARTMENT OF PUBLIC SAFETY

1177 Alakea Street, 6th Floor Honolulu, Hawaii 96813 MAX N. OTANI DIRECTOR

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No.			

WRITTEN TESTIMONY ONLY

TESTIMONY ON HOUSE BILL 2309, HOUSE DRAFT 2, SENATE DRAFT 1 RELATING TO INCARCERATION.

by Max N. Otani, Director Department of Public Safety

Senate on Ways and Means Senator Donovan M. Dela Cruz, Chair Senator Gilbert S.C. Keith-Agaran, Vice Chair

April 5, 2022; 10:30 a.m. State Capitol, CR 211 & Via Videoconference

Chair Dela Cruz, Vice Chair Keith-Agaran, and Members of the Committee:

The Department of Public Safety (PSD) offers the following comments on House Bill 2309, HD 2, which proposes to appropriate funds, through PSD, the Judiciary, the Hawaii Paroling Authority (HPA), and the Departments of Human Services and Health for the development and maintenance of diversion, reentry, and rehabilitation services and programs provided by nonprofit organizations in the State. The Department welcomes this assistance for enhancing offender diversion programs and strengthening community-based reentry and rehabilitation programs.

PSD notes, however, that the incarcerated population is separate and distinct from the category of diverted offenders, and may, therefore, be treated differently. Further, the Department notes that its jurisdiction ends upon an offender's release on parole or end of sentence, and once PSD's jurisdiction ends, it has no authority to order ex-offenders to participate in community-based programs, nor should the Department be responsible for administering contracts and/or services for this

Testimony on HB 2309, HD 2, SD 1 Senate Committee on Ways and Means April 5, 2022 Page 2

population. In fact, offenders sentenced to one year or less of incarceration are sentenced to jail and remain under the sole jurisdiction of the courts. Offenders sentenced to serve five years or more of incarceration, who are released on parole, fall under the jurisdiction of the Hawaii Paroling Authority. It is the HPA that sets the minimum terms of imprisonment and can also reduce previously set minimum terms, including deciding to grant or deny release on parole.

Thank you for the opportunity to provide comments regarding HB 2309, HD 2, SD 1.



Testimony to the Thirty-First Legislature, Regular Session of 2022

Senate Committee on Ways and Means

Senator Donovan M. Dela Cruz, Chair Senator Gilbert S.C. Keith-Agaran, Vice Chair

Tuesday, April 5, 2022 at 10:30 a.m. Conference Room 211 & Videoconference

by Dwight S. Sakai Deputy Chief Court Administrator First Circuit

WRITTEN TESTIMONY ONLY

Bill No. and Title: House Bill No. 2309, H.D. 2, S.D.1, Relating to Incarceration

Purpose: Appropriates moneys for the development and maintenance of diversion, reentry, and rehabilitation services and programs by non-profit organizations in the State. Requires a report to the Legislature. Effective 7/1/3000. (SD1)

Judiciary's Position:

The Judiciary supports House Bill No. 2309, H.D. 2, S.D. 1, as it will provide much needed resources and funding to non-profit programs that provide direct services to offenders under the jurisdiction of the Judiciary.

Currently, non-profit organizations provide vital services and programs that include substance abuse treatment, mental health treatment, and domestic violence intervention. Providing additional funding to non-profit organizations will allow for an increase in the number of offenders served and provide opportunity for the programs to expand their services to meet the needs of offenders.

Offenders face many challenges in rehabilitating their lives. Non-profit community programs and the Judiciary have a long history in working together to help them. The impact is significant not only for the offenders, but for their families and the community. Providing this needed funding will ensure that their work continues.

For clarification purposes, the Judiciary contracts for services and will follow the 103F procurement process for which these services would fall under.

Thank you for the opportunity to testify on House Bill No. 2309, H.D. 2., S.D. 1.

EMPLOYEES' RETIREMENT SYSTEM
HAWAI'I EMPLOYER-UNION HEALTH BENEFITS TRUST FUND

OFFICE OF THE PUBLIC DEFENDER



STATE OF HAWAI'I
DEPARTMENT OF BUDGET AND FINANCE

P.O. BOX 150 HONOLULU. HAWAI'I 96810-0150 CRAIG K. HIRAI

GLORIA CHANG DEPUTY DIRECTOR

ADMINISTRATIVE AND RESEARCH OFFICE BUDGET, PROGRAM PLANNING AND MANAGEMENT DIVISION FINANCIAL ADMINISTRATION DIVISION OFFICE OF FEDERAL AWARDS MANAGEMENT (OFAM)

WRITTEN ONLY

TESTIMONY BY CRAIG K. HIRAI
DIRECTOR, DEPARTMENT OF BUDGET AND FINANCE
TO THE SENATE COMMITTEE ON WAYS AND MEANS
ON
HOUSE BILL NO. 2309, H.D. 2, S.D. 1

April 5, 2022 10:30 a.m. Room 211 and Videoconference

RELATING TO INCARCERATION

The Department of Budget and Finance (B&F) offers comments on House Bill (H.B.) No. 2309, H.D. 2, S.D. 1.

H.B. No. 2309, H.D. 2, S.D. 1, appropriates unspecified amounts of general funds to the Department of Public Safety, Judiciary, Hawai'i Paroling Authority, Department of Human Services, and Department of Health for FY 23 for the development and maintenance of diversion, reentry, and rehabilitation services and programs by non-profit organizations within the State, provided that these distributions shall not be subject to Chapter 42F, HRS, provided further that these appropriations shall not lapse at the end of the fiscal year for which the appropriations are made, but no later than June 30, 2024. Additionally, this bill requires the above State agencies and non-profit organizations that receive appropriations from this measure to submit a report to the Legislature detailing how the funds have been expended, the list of providers, how many people have been served, a description of services provided, and measurable outcomes. This bill is intended to reduce recidivism rates in the State and increase productivity in affected communities through various reentry programs.

B&F notes that, with respect to the general fund appropriations in this bill, the federal Coronavirus Response and Relief Supplemental Appropriations Act requires that states receiving Elementary and Secondary School Emergency Relief (ESSER) II funds and Governor's Emergency Education Relief II funds must maintain state support for:

- Elementary and secondary education in FY 22 at least at the proportional level of the state's support for elementary and secondary education relative to the state's overall spending, averaged over FYs 17, 18 and 19; and
- Higher education in FY 22 at least at the proportional level of the state's support for higher education relative to the state's overall spending, averaged over FYs 17, 18 and 19.

Further, the federal American Rescue Plan (ARP) Act requires that states receiving ARP ESSER funds must maintain state support for:

- Elementary and secondary education in FY 22 and FY 23 at least at the proportional level of the state's support for elementary and secondary education relative to the state's overall spending, averaged over FYs 17, 18 and 19; and
- Higher education in FY 22 and FY 23 at least at the proportional level of the state's support for higher education relative to the state's overall spending, averaged over FYs 17, 18 and 19.

The U.S. Department of Education has issued rules governing how these maintenance of effort (MOE) requirements are to be administered. B&F will be working with the money committees of the Legislature to ensure that the State of Hawai'i complies with these ESSER MOE requirements.

Thank you for your consideration of our comments.

MICHAEL P. VICTORINO M ayor

ANDREW H. MARTIN
Prosecuting Attorney

MICHAEL S. KAGAMI
First Deputy Prosecuting Attorney





DEPARTMENT OF THE PROSECUTING ATTORNEY

COUNTY OF MAUI 150 SOUTH HIGH STREET WAILUKU, MAUI, HAWAI'I 96793 PHONE (808) 270-7777 • FAX (808) 270-7625

TESTIMONY
ON
H.B. 2309 HD 2 SD 1 RELATING TO
INCARCERATION

April 4, 2022

The Honorable Donovan M. Dela Cruz Chair The Honorable Gilbert S.C. Keith-Agaran Vice Chair and Members of the Committee on Ways and Means

Chair Dela Cruz, Vice Chair Keith-Agaran, and Members of the Committee:

The Department of the Prosecuting Attorney, County of Maui respectfully submits the following comments concerning H.B. 2309 HD2 SD1, Relating to Incarceration. Specifically, we would like to express our <u>support</u> for the appropriation of funds to develop and maintain diversion, reentry and rehabilitation programs within the State.

Although our Department is often seen as responsible for punishing criminal offenders, our core mission is the pursuit of justice. When the pursuit of justice involves the punishment of an offender, our ultimate goal is that the offender's contact with the criminal justice system results in the betterment of our community. Thus, the pursuit of justice also requires that we take steps to ensure that those who have received their fair punishment are able to move on with their lives in a way that betters our community as a whole. For offenders that receive prison sentences, reentry and rehabilitation programs are key to ensuring that this occurs.

One of the realities of living on a neighbor island is that an offender released into our community after completing their sentence has limited access to reentry and rehabilitation resources and services, especially when compared to an offender residing on Oahu. This limited access hinders our communities' ongoing efforts to reduce recidivism, and it can be prevented by ensuring that programs and services are available to give people the tools they need to successfully reintegrate into our community. This bill is an important part of ensuring that our community is made whole, rather than being broken even further, when an offender completes their sentence.

For these reasons, the Department of the Prosecuting Attorney, County of Maui <u>supports</u> the passage of H.B. 2309 HD 2 SD1. Please feel free to contact our office at (808) 270-7777 if you have any questions or inquiries.

Thank you very much for the opportunity to provide testimony on this bill.



HB2309 HD2 SD1 Diversion and Reentry for Offenders

COMMITTEE ON WAYS AND MEANS

Senator Donovan M. Dela Cruz, Chair Senator Gilbert S.C. Keith-Agaran, Vice Chair Tuesday, Apr 5 2022: 10:30 : Videoconference

Hawaii Substance Abuse Coalition Strongly Supports HB2309 HD2 SD1:

ALOHA 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 organization for substance use disorder and co-occurring mental health disorder treatment, prevention agencies and recovery-oriented services.

A comprehensive program that includes diversion to treatment and reentry to community services produces better outcomes and is more cost-effective.

There are various levels of mild to chronic forms of substance use disorders, mental health disorders and even criminality. HSAC understands this very well since we treat all these issues for those who have chronic to severe levels.

Comprehensive services can address the various levels of mild to moderate to chronic for multiple reentry issues that can include specialized treatment for substance abuse and/or mental health disorders, harm reduction for lower use of substances, housing, case management, vocational training and employment, education, family integration, restorative practices and more.

- 1. For offenders with lower substance use and either low or high functioning, it is preferable to start with housing plans, case management, education, vocational training and employment with wrap around harm reduction practices. If substance abuse continues without controlled use and especially if there are other behavioral health issues then counseling, medications, or outpatient treatment can be considered especially as for co-occurring substance misuse along with mental health disorders. Any needed substance use disorder or co-occurring disorder outpatient or counseling treatments would be best to include programming that addresses criminality issues. Medication management would be considered.
- **2.** For offenders with heavy use substance use and either low or high functionality, abstinent-based treatment is essential for what works according to research from the American Society of Addiction Medicine

(ASAM), the definitive body of science for levels of care. The more chronic substance abuse, especially for addiction, would be best to start at residential or if less severe, start at outpatient treatment. Treatments would also address criminality and include medications if needed.

- a. If residential, start first and then move to housing.
 - i. Key to residential is to have complex patient capability.
 - **ii.** Key is to have case management after treatment that focuses on helping offenders "pursue abstinence" knowing that chronic illnesses tend to have relapses.
- b. If outpatient, then start at housing and include outpatient.
 - Education would be beneficial before, during and after treatment.
 - **ii.** Vocational training and employment can occur simultaneously with outpatient.
 - **iii.** Case management and medication management are key as part of and following treatment.

3. Using nationally standardized screening and assessment tools are essential to develop appropriate reentry plans to determine an integrated approach for reentry:

- a. that incorporates residential or outpatient treatment as part of housing or
- b. if substance abuse treatment is not needed, then integrate recoveryoriented services as part of housing, such as case management or medication management.
- c. Vocational is key for long-term rehabilitation.
- d. It is important that parole and probation are involved in every step with service providers.

4. HSAC Treatment Providers that provide treatment and/or prevention for substance use disorders:

Action with Aloha	Aloha House/Maui Youth &	Big Island Substance Abuse	
	Family/Malama Family	Council (BISAC)	
	Recovery Center		
Bobby Benson Center	Coalition for Drug Free Hawaii	Habilitat	
Hawaii Health and Harm	Hina Mauka	Ka Hale Pomaika'i	
Reduction Center (HHHRC)			
Po'ailani	Queens Day 7	Queens Day Treatment	
The Salvation Army ATS	The Salvation	The Salvation Army FTS	

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



05 April 2022

Senate Committee on Ways & Means

Hearing Time: 10:30am

Location: CR211 & Virtual Videoconference

Re: HB 2309, HD2 SD1, Relating to Incarceration

Aloha e Chair Dela Cruz, Vice-Chair Keith-Agaran, and members of the Committee:

We are writing in **strong support** of HB 2309, HD2 SD1, relating to incarceration. This measure will appropriate moneys for the development and maintenance of diversion, reentry, and rehabilitation services and programs by non-profit organizations in the State. It would require a report to the Legislature. Effective 7/1/3000.

This bill would shift spending focuses away from mass incarceration and toward the rehabilitation of individuals. Support programs have proven to reduce recidivism and allow a smoother transition back into the community (ACLU). We believe this measure is a very important step in the efforts to advance important services and opportunities in Hawai'i's criminal system, promoting restorative justice and healing.

The Opportunity Youth Action Hui is a collaboration of organizations and individual committed to reducing the harmful effects of a punitive incarceration system for youth; promoting equity in the justice system; and improving and increasing resources to address adolescent and young adult mental health needs.

We seek to improve the continuity of programs and services for youth and young adults transitioning from minor to adult status; eliminate youth houselessness and housing market discrimination against young adults; and promote and fund more holistic and culturally-informed approaches among public/private agencies serving youth.

Please support HB 2309.

COMMUNITY ALLIANCE ON PRISONS

P.O. Box 37158, Honolulu, HI 96837-0158

Phone/E-Mail: (808) 927-1214/kat.caphi@gmail.com



COMMITTEE ON WAYS AND MEANS

Senator Donovan DelaCruz, Chair Senator Gilbert Keith-Agaran, Vice Chair Tuesday, April 5, 2022 10:30 AM

STRONG SUPPORT FOR HB 2309 SD1 - FUNDING FOR DIVERSION & REENTRY

Aloha Chair DelaCruz, Vice Chair Keith-Agaran and Members of the Committee!

My name is Kat Brady and I am the Coordinator of Community Alliance on Prisons, a community initiative promoting smart justice policies in H awai'i for more than two decades. This testimony is respectfully offered on behalf of the 4,040 Hawai'i individuals living behind bars or under the "care and custody" of the Department of Public Safety or the corporate vendor as of March 28, 2022¹. We are always mindful that 1,082 of Hawai'i's imprisoned people are serving their sentences abroad thousands of miles away from their loved ones, their homes and, for the disproportionate number of incarcerated Kanaka Maoli, far, far from their ancestral lands.

Community Alliance on Prisons appreciates the opportunity to offer testimony in STRONG SUPPORT of this measure as it looks at the front and the back-end of the criminal legal system.

HB 2309 originally appropriated funds to the Judiciary for DIVERSION and to the Hawai'i Paroling Authority for REENTRY.

The HD1 amended the bill by adding appropriations to the Judiciaryand Hawaii Paroling Authority for the development and maintenance of diversion, reentry, and rehabilitation programs and services for offenders falling under their respective jurisdictions and increasing flexibility by including rehabilitation as a type of program or service for which the appropriations under this Act may be used.

The HD2 deleted references to community organizations.

The SD1 amended the bill by providing an appropriation for the Department of Human Services for the development and maintenance of diversion, reentry, and rehabilitation services and programs by non-profit organizations within the State to provide services to formerly incarcerated persons exiting jails and prisons, with a special focus on housing and human services, providing an appropriation for the Department of Health for the development and maintenance of diversion, reentry, and rehabilitation services and programs by non-profit organizations within the State to provide services to formerly incarcerated persons exiting jails and prisons, with a special focus on

https://dps.hawaii.gov/wp-content/uploads/2022/03/Pop-Reports-Weekly-2022-03-28.pdf

¹ Department of Public Safety Weekly Population Report.

health and, requiring state agencies and non-profit organizations that receive appropriations from this measure to submit a report to the Legislature detailing how the funds have been expended, the list of providers, how many people have been served, a description of services provided, and measurable outcomes.

Community Alliance on Prisons sincerely hopes that Hawai`i will embrace DECARCERATION and follow the best practices of New York, New Jersey, and California that have decreased their incarcerated populations while enjoying a similar decrease in crime.

A report from The Sentencing Project² outlines their findings:

Although the pace of criminal justice reform has accelerated at both the federal and state levels in the past decade, current initiatives have had only a modest effect othe size of the prison population. But over this period, three states – New York, New Jersey, and California – have achieved prison population reductions in the range of 25%. They have also seen their crime rates generally decline at a faster pace than the national average.

Key findings:

- New York and New Jersey led the nation by reducing their prison populations by 26% between 1999 and 2012, while the nationwide state prison population increased by 10%.
- California downsized its prison population by 23% between 2006 and 2012. During this period, the nationwide state prison population decreased by just 1%.
- During their periods of decarceration, violent crime rates fell at a greater rate in these three states than they did nationwide. Between 1999-2012, New York and New Jersey's violent crime rate fell by 31% and 30%, respectively, while the national rate decreased by 26%. Between 2006-2012, California's violent crime rate drop of 21% exceeded the national decline of 19%.
- Property crime rates also decreased in New York and New Jersey more than they did nationwide, while California's reduction was slightly lower than the national average. Between 1999-2012, New York's property crime rate fell by 29% and New Jersey's by 31%, compared to the national decline of 24%. Between 2006-2012, California's property crime drop of 13% was slightly lower than the national reduction of 15%.
- These prison population reductions have come about through a mix of changes in policy and practice designed to reduce admissions to prison and lengths of stay. The experiences of these states reinforce that <u>criminal justice policies</u>, and not <u>crime rates</u>, are the <u>prime drivers of changes in prison populations</u>. They also demonstrate that it is possible to substantially reduce prison populations without harming public safety.

The March 28th Population report from the Department of Public Safety showed that there are 1,798 persons serving time as Pretrial Detainees, Parole Violators, and Probation Violators. This is 45% of the total population. At \$219 a day, this computes to \$393,762 a day, \$2,756,334 a week, \$11,025,336 a month, and \$132,304,032 a year.

² Fewer Prisoners, Less Crime: A Tale of Three States, The Sentencing Project, By Marc Mauer and Nazgol Ghandnoosh, Ph.D., July 23, 2014. https://www.sentencingproject.org/publications/fewer-prisoners-less-crime-a-tale-of-three-states/

Isn't it time for Hawai`i to pay attention to the data and best practices by addressing the needs of communities that are most impacted by incarceration and expanding programs and services that the people in those communities value, want, and need?

Imagine the services and programs respectfully lifting up communities that could be contracted with the amount of money we spend on sustaining the criminal legal system.

WAM committee, let's do something different than investing in a failed system. The social experiment of mass incarceration has proven to be an abject failure.

Please support and fund this measure to stem the tide of people flowing into the criminal legal web and help those who have served their time successfully reenter society. Sometimes a leg up is the boost someone needs to move forward with their lives. You can make this happen!

"Our lives begin to end the day we become silent about things that matter."

Dr. Martin Luther King, Jr.

HB-2309-SD-1

Submitted on: 4/3/2022 9:35:52 PM

Testimony for WAM on 4/5/2022 10:30:00 AM

Submitted By	Organization	Testifier Position	Testify
Lisa Seikai Darcy	Testifying for Share Your Mana	Comments	Written Testimony Only

Comments:

Aloha Members of the Senate WAM Committee,

Considering HB 2309 HD2 SD1 has the potential to ripple out into the community in many unrecognized ways. We are ready for healthy connectivity and deep healing which if funded, can reach those spinning in unhealthy, COSTLY cycles. As a current active Non-Profit whose work is unrecognized because it is purely supported by hundreds of volunteers, *WHEN* we receive funding, the burdens on so many other agencies will lift, and the work lightened.

Last years' entire budget for Share Your Mana serving Maui County was around 25k. Only four years old, receiving our IRS determination in November 2017, we are still growing roots and ready to break through the soil. We have received over 25k dollars' worth of in-kind donations and thousands of hours from volunteers. From the beginning of the pandemic, we have served:

Over 50 individuals who are navigating release into homelessness

Probation requirements

Paid bail

Connected and purchased phones

Transported to and from court hearings (with a warm cup of coffee and pancakes after)

Staying clean and sober

Accompanying to all court dates while following up on the massive digital divide in which they Cannot access their information online due to not having electricity, office supplies or internet.

The amount of wasted time, for which there is no compensation or consideration, for these community members is mind-boggling. Those released into homelessness are in deep danger and need immediate assistance which currently is not available. An individual can need 10 hours of assistance or 50 hours depending upon their conditions.

Share Your Mana is in the position to do more with funding which addresses the above needs with flexibility and in real time. Often SYM meets those in immediate crisis and acts in that need; on weekends, holidays; it does not schedule it for next Tuesday. Working in a reactive vs proactive system, funding for staff positions, monthly and daily bus passes, mobile phones with minutes, food, shoes, bail, all need to be address as the needs present themselves. As much as we are trying to coordinate with Public Safety, until this becomes fluid, to protect those in crisis we must act with fluidity.

Testimonials and videos can be provided to supplement the work done by Share Your Mana who is an all-volunteer organization. It is time to recognize the work as legitimate and valuable.

With appreciation for your time and consideration,

Lisa Seikai Darcy

Founder

Share Your Mana

Maui County



Senate Committee on Ways & Means

Tuesday, April 5th 2022, 10:30a.m. Conference Room 211

Hawai'i Alliance for Progressive Action Supports: HB2309 HD2 SD1

Aloha Chair Dela Cruz, Vice Chair Keith-Agaran and Members of the Committee,

On behalf of the Hawai'i Alliance for Progressive Action (HAPA) I am submitting testimony in support of HB2309 HD2 SD1.

HAPA strongly supports HB2309 HD2 SD1, which appropriates moneys for the development and maintenance of diversion, reentry, and rehabilitation services and programs by non-profit organizations in the State.

Prioritizing reentry planning and comprehensive treatment, education and support services should start at day one of incarceration. The reason many people are incarcerated is because of a cycle of poverty and social injustice that should be addressed first, before building more prisons, incarceration and policing. Some community members simply end up incarcerated because of the lack of opportunity for social engagement, housing, healthcare, drug treatment and mental health services.

Instead of paying millions for jail infrastructure and incarceration, let us instead invest in our people and community. Let's stop our reliance on increased policing and jailing to address social and economic issues and look at other more modern and successful ways to solve these complex issues.

We at HAPA strongly agree that the Department of Public Safety should be engaging in a range of pre-release planning to facilitate the procurement of identity documents and provide connections for post-release housing, drug treatment, medical care, and other available government support. Currently our system releases inmates back into society without adequate support, without even the necessary documents to get work, housing, or medical treatment if needed. Releasing people back into the community without these basic things undermines their chance to overcome and break their cycles and patterns that have gotten them incarcerated. Those with money and family support often have a better chance of recovering and this separates our community by those that have support and those that do not. This dramatically increases the likelihood of these inmates ending up on the streets, houseless, moneyless and struggling with addiction issues and illegal activities.

Pre-arrest diversion programs can help with linking persons with available government services and this alone can improve their health and well-being while also limiting the number of persons in local jails while increasing the likelihood of recovery and successful reentry into society.

We at HAPA agree that it is urgent we shift spending priorities away from mass criminalization and incarceration towards rehabilitation, education, housing, health and human services, and restorative justice in the community. This reentry principle and best practice is not only humane – it makes our communities safer and is more economically responsible.

Please PASS HB2309 HD2 SD1.

Mahalo for your consideration,

Anne Frederick Executive Director





Committee: Senate Committee on Ways and Means

Hearing Date/Time: Tuesday, April 4, 2022, 10:30AM

Place: Via videoconference

Re: Testimony of the ACLU of Hawai'i in Support of HB 2309

HD2 SD1 Relating to Incarceration with a Proposed

Amendment

Dear Chair Dela Cruz, Vice Chair Keith-Agaran, and members of the Committee:

The American Civil Liberties Union of Hawai'i ("ACLU of Hawai'i) writes in **support of HB 2309 HD2 SD1** which appropriates funding for the development and maintenance of diversion and reentry services and programs by non-profit organizations in the State. We also propose an amendment to assist with the collection of data to support performance-based policy budgeting and that appropriations for this bill reflect the needs of non-profit organizations to sustain and expand services.

The ACLU advocates for the State to shift spending priorities away from mass criminalization and incarceration towards rehabilitation, education, housing, health and human services, and restorative justice in the community. This systems-change approach makes fiscal sense, and builds safe, healthy, thriving and just communities.

This measure is critically important as it would provide funding to supplement and sustain diversion, rehabilitation and re-entry services and programs operated by non-profit organizations – that are providing unduplicated services to meet the needs of people impacted by the criminal legal system.

Best-practices dictates that we invest funding to divert people from legal supervision and incarceration. However, once a person is incarcerated, prioritizing reentry planning and comprehensive treatment, education and support services should start at day one of incarceration, not at the tail end of a person's incarceration.¹ This reentry principle and best practice is not only humane – it makes our communities safer, and is essential

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¹ Interagency Council on Intermediate Sanctions, *State of Hawaii, FY 2016 Cohort, 2019 Recidivism Update*. Recidivism rates are highest for persons with maximum term releases compared to persons under probation or parole supervision. Recidivism is defined as a new arrest, or the revocation of probation or parole, within three years of the start of supervision. The total recidivism rate in 2015 was 53.8%, 54.6% for Probationers, 50.1% for Parolees and 57.1% for people with Maximum Term releases.

now more than ever during the COVID pandemic. Reentry programs that help people secure jobs, treatment, housing² and education³, have proven effective in facilitating the successful transition of formerly incarcerated people out of jails and prisons, and back to their families and communities. **Moreover, comprehensive support services have been shown to reduce recidivism.**

Given that ninety-five percent of people incarcerated in our state jails and prisons will eventually be released and return home, we should invest in comprehensive reentry programs.⁴

This bill provides an opportunity to invest in community non-profit organizations that have experience providing comprehensive re-entry services, and collaborating with the public and private sector to leverage resources to meet the needs of people returning home to their families and communities.

The ACLU recommends the following amendment to gather data to make informed public policy decisions and to move closer to performance based budgets:

- Require State Agencies and non-profit organizations who receive appropriations under this measure to submit an **Annual Report** to the State Legislature outlining the following:
 - a. a list of providers funded;
 - b. the amount of funding appropriated per provider;
 - c. how many people have been served;
 - d. a description of services provided;
 - e. measurable outcomes and
 - f. any challenges that the service provider experienced in delivering services and recommendations to address these challenges

For these reasons, we urge the Committee to support **HB2309 HD2 SD1** with the proposed amendment. Thank you for the opportunity to submit testimony.

Nathan James, Offender Reentry: Correctional Statistics, Reintegration into the Community and Recidivism, Congressional Research Service (2015). https://sgp.fas.org/crs/misc/RL34287.pdf
 Patrick Oakford, Cara Brumfield, Casey Goldvale, Laura Tatum, Margaret diZerega and Fred Patrick, Investing in Futures: Economic and Fiscal Benefits of Postsecondary Education in Prison. New York: Vera Institute of Justice, 2019, https://www.vera.org/publications/investing-in-futures-education-in-prison

⁴ Timothy Hughes and Doris James Wilson, Reentry Trends in the United States, U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics (last revised Dec. 29, 2020), https://bis.oip.gov/content/pub/pdf/reentry.pdf

Chair Dela Cruz and Members of the WAM Committee April 5, 2022, 10:30 A.M.

Sincerely,

Carrie Ann Shirota
Policy Director
ACLU of Hawai'i
cshirota@acluhawaii.org

The mission of the ACLU of Hawai'i is to protect the fundamental freedoms enshrined in the U.S. and State Constitutions. The ACLU of Hawai'i fulfills this through legislative, litigation, and public education programs statewide. The ACLU of Hawai'i is a non-partisan and private non-profit organization that provides its services at no cost to the public and does not accept government funds. The ACLU of Hawai'i has been serving Hawai'i for over 50 years.

American Civil Liberties Union of Hawai'i P.O. Box 3410 Honolulu, Hawai'i 96801T T: 808.522.5900

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Committee: Senate Committee on Ways and Means Hearing Date/Time: Tuesday, April 5, 2022 at 10:30 AM Place: Via videoconference and Room 211

Re: ACLU Supplemental Testimony regarding HB 2309 HD 2, SD 1 relating to

Incarceration

Dear Chair Dela Cruz, Vice Chair Keith-Agaran and members of the Committee:

The American Civil Liberties Union of Hawai'i ("ACLU of Hawai'i") submits supplemental testimony relating to HB 2309 HD 2, SD 1 offering a list of service providers offering rehabilitation and reentry services in the State of Hawai'i.

Carríe Ann Shírota

Carrie Ann Shirota Policy Director ACLU of Hawai'i cshirota@acluhawaii.org

The mission of the ACLU of Hawai'i is to protect the fundamental freedoms enshrined in the U.S. and State Constitutions. The ACLU of Hawai'i fulfills this through legislative, litigation, and public education programs statewide. The ACLU of Hawai'i is a non-partisan and private non-profit organization that provides its services at no cost to the public and does not accept government funds. The ACLU of Hawai'i has been serving Hawai'i for over 50 years.

ACLU of Hawaii Supplemental Testimony re: HB 2309, HD2, SD1 Hawai'i Re-entry Service Providers

This list is not exhaustive. Rather, it is intended to highlight a few of the service providers in the State of Hawai'i offering rehabilitation and reentry support services. For each non-profit organization, a description of scope of services, outcomes and budget are outlined below. These non-profits organizations provide critically important support services to enhance opportunities for successful reintegration of people transitioning from incarceration into the community. In turn, this reduces recidivism rates and promotes community safety.

Name of Service Provider	Waikiki Health Center's Puʻuhonua Prison Program Francine Dudoit-Tagupa fdudoit@waikikihealth.org
Scope of Services	Pu'uhonua Prison Program meets with incarcerated individuals four weeks prior to their scheduled release. These individuals are guided in creating their personal "Going Home Plan for Success." Staff inform and motivate them to fill out MedQuest and other benefits, secure legal documents and receive assistance in making post-release plans that will improve their lives.
	Staff helps participants apply for TheBus, Disability, Holo Cards, to travel to medical appointments and/or employment interviews post-release. Participants also receive Goodwill vouchers to purchase employment-related clothing and civilian wear. Pu'uhonua participants are set up to receive a smart phone through one of our partners. They are seen individually and/or in group sessions: and receive personalized support from program staff.
	This program assists people in applying for their social services such as: Medquest, medical insurance, offer a medical home, SNAP/Financial-aid, housing (Clean and Sober, Transitional, Faith base, Halfway) and replacement of all legal documents. Pu'uhonua also provides replacement of legal documents such as Birth Certificates, State ID's, Driver's License, Social Security cards, smart phones, Goodwill gift cards, Disability Bus Pass. This makes up 25% of budget for staffing.
	Due to Covid-19, there are no walk-in services and all social services are accessible online. This allows the program to be a one stop shop in removing all barriers and anxieties for inmates applying for their social services.
Number of People Served	In 2021, due to Covid-19 and lockdowns in all the facilities, this program assisted 396 unduplicated incarcerated persons and people on parole, max-out, extended furlough, drug court, and U.S. probation. Prior to the pandemic, the program was seeing approximately 923 people per year which is anticipated for the upcoming year as the State is opening back up.
Outcomes	Pu'uhonua Prison Program has collected data for the entirety of its 7-year operation.
Budget	Budget for 2022 is \$250,000 and currently requesting \$100,000 for the next year

Name of Service Provider	Maui Economic Opportunity Inc.'s BEST Reintegration Program Debbie Cabebe debbie.cabebe@meoinc.org		
Scope of Services	 Maui Economic Opportunity Inc.'s BEST Reintegration Program provides the following services: Creation of and Individual Service Plan (ISP), a working plan for the client and case management Identification restoration including social security cards, birth/marriage certificates, driver's license or permits Pre-employment and other related trainings to obtain employment Job search and placement, including resume writing, preparing for job interviews Substance abuse assessments Housing eligibility and placement Supportive services including bus passes, basic hygiene items, etc. 		
Number of People Served	Maui Economic Opportunity Inc.'s BEST Reintegration Program served 128 citizens in fiscal year 2021.		
Outcomes	Maui Economic Opportunity Inc.'s BEST Reintegration Program has internal data collections that includes outcomes or changes and outputs or services provided. For example, returning citizens will increase self-sufficiency as measured by the self-sufficiency matrix, 30 days after service. Ouputs/services to achieve outcome is set to include Pre-Employment Training, I.D. restoration, bus passes to work, interview preparations, including resume writing, transportation and clothes for interviews, substance abuse assessment, and housing assistance.		
Budget	Budget for 2022 is \$108,150. The program has the capacity to serve an additional 45 clients annually with an additional \$250,000, which covers support employments and training in high demand industries.		

Name of Service Provider	Share Your Mana Lisa Darcy lisa@shareyourmana.org		
Scope of Services	Share Your Mana has provided services for over 50 individuals navigating release into homelessness during the pandemic.		
	Scope of services includes the following:		
	Helping with compliance with probation requirements		
	 Bail assistance to support progress and obtain services in the community Providing working cellphones 		
	Transport to and from court hearings		
	 Clean and sober support Court navigation assistance - accompanying individuals to all court dates including technology access and assistance when they cannot access their information online due to not having electricity, office supplies, or internet access. 		
	Often the program meets those in immediate crisis and acts in that need. Working in a reactive versus a proactive system, funding for monthly and daily bus passes, mobile phones with minutes, food, shoes, bail, all need to be address as the needs present themselves.		
Number of People Served	For 2022, Share Your Mana has served over 50 individuals during the pandemic.		
Outcomes	Share Your Mana has spent 20-100 hours of navigation support to each person trying to assist with day-to-day survival and with court navigation.		
Budget	The program budget serving Maui County for last year was \$25,000. Since its inception in 2017, Share Your Mana has operated strictly on private donations.		
	Share Your Mana is in the position to do more with funding which addresses the above needs with flexibility and in real time.		

Name of Service Provider	Going Home Hawai'l Les Estrella goinghomehawaii@gmail.com
Scope of Services	Going Home Hawaii (GHH) is the only agency in Hawaii County whose target population is 100% justice involved. Currently, the program successfully operates 3 housing programs with 20 beds in Hilo, and 63 beds in Kona for a total capacity of 83 beds and in the last 3 years has served over 250 individuals.
	In addition to the Reentry & Recovery Housing, GHH also has supportive services that includes: 1) a mentoring program component to provide peer mentoring for all participants and; 2) the 9 Months: Window of Hope program that provides case coordination services for justice-involved women that are pregnant and struggling with substance use.
Number of People Served	Going Home Hawaii serves 38 individuals in Reentry and Recovery Housing (20 beds in Hilo and 18 bed in Kona). Additionally, the program serves 19 Public Safety Department contract participants and 24 tenants in affordable units in Kona.
Outcomes	Internal evaluation is collected through their online data system, Social Solutions. External evaluation is done through an independent contractor, Dr. Marilyn Brown.
	Over a 3-year period (October 2018 - October 2021), GHH served 274 individuals with reentry services. The average cost to incarcerate an individual is \$238 per day, compared to our average housing program cost of only \$67.00 per day, a 72% cost savings.
	With solid expertise and a significantly lower recidivism rate of 20%, GHH is dedicated to evidence-based solutions, and are committed to do even better.
	Of the 274 individuals GHH has served, 57.7% are Native Hawaiian. Additionally, 95% of individuals referred to GHH, have substance use disorders and 83% report experiencing homelessness prior to incarceration.
Budget	\$1,065,256.00

Name of Service Provider	Hawai'i Friends of Restorative Justice Lorenn Walker lorenn@hawaiifriends.org	
Scope of Services	Hawai'i Friends of Restorative Justice (HFRJ) provides the following services:	
	 Reentry planning circles, pre-sentencing for federal clients (specialty court), and for state clients (called huikahi), post-conviction while incarcerated mostly receive them, but also for people who've been out of state and/or federal prison for a while. 	
	 Provide cognitive training for people in federal Kapilipono specialty court program (not a true diversion program but similar)— about 4-6 people a year last two years but with new US Attorney it is hoped more individuals awaiting federal sentencing will be allowed to enter the program (see below paper on the program) 	
	 Developed and providing pilot (funding of \$250K) for a continuing and higher education for imprisoned women to transition into school after release from prison (link to report on program below also) Higher and continuing education program at the women's prison which is described here: http://hawaiifriends.org/higher-continuing-education-program-for-imprisoned-women-in-hawaii-three-year-pilot-program/ 	
	 A legal reentry guide on our website available for anyone (provided to each state prison and the private one in Saguaro a copy of it in a binder) 	
	The Huikahi Reentry Circle Program also includes a community facilitator training	
Number of People Served	50 + people annually. This does not include counting their many family member who are assisted with healing needs from losing a loved one to the legal system and often imprisonment (see this paper on how the reentry circles assist loved ones: https://papers.ssrn.com/sol3/papers.cfm?abstract_id=3865145)	
Outcomes	Hawai'i Friends of Restorative Justice is independently evaluated by Dr. Janet Davidson. Along with the papers reporting research showing the reentry circles provide healing for children of incarcerated parents.	
Budget	\$250,000 annually for higher education pilot. With \$200,000 a year, HFRJ could provide about 100 reentry circles for incarcerated people.	

Name of Service Provider	Habilitat Jeff Nash jnash@habilitat.com
Scope of Services	Habilitat is the largest capacity residential program in the state and currently has 120 participants and 20 staff members. The program offers long-term evidence-based substance-abuse treatment, life skills training and high demand workforce development training. Additionally, the program has an on-site high school for those who were not able to finish. Habilitat also provides parenting training, cognitive enhancement training, critical thinking, crucial conversations, transitional planning, résumé writing, mock interviews for employment, leadership training, and much more.
	Designed to challenge participants at every level, the program is not easy. By graduation, residents will have completed a minimum 200 group sessions and hundreds of hours of individual therapy, 4,000 workforce development hours, 1680 hours of lifestyle education and 192 reentry sessions
	State Judiciary partners consistently refer to Habilitat as "the gold standard in addiction treatment and a key organization in reducing incarceration, often succeeding with some of Hawaii's toughest cases."
Number of People Served	The program brings in about 100 to 120 new people a year and participants are in the program for approximately 28 to 32 months living on site.
	Recently, Habilitat bought a house to help graduates find suitable and affordable housing. The transitional house is legally permitted to house seven (7) unrelated persons. Residents must be Habilitat graduates, gainfully employed, no drug use and submit to regular drug testing. The cost is \$400/month plus equal share of utilities (\$50). The point is to provide a safe place to transition while allowing them to save money, provide light services and support for transition.
Outcomes	The program tracks graduates for 5 years after completion of the program, of which 64% very successful postgrad . The criteria for success is no substance use, no rearrest or recidivism, employed, and have stable housing.
Budget	\$2.7 million annual budget. The literal cost is \$2100 per month per person which is all-inclusive of housing, food, treatment, medical attention, exercise, and job-training—totals to about \$70 per day.
	Habilitat is licensed to provide services for 150. They have capacity to serve 30 more people with additional financial support.



STRONG SUPPORT on HB 2309 HD2 SD1, "RELATING TO INCARCERATION."

Senate Committee on Ways and Means Chair Dela Cruz and Vice Chair Keith-Agaran April 5, 2022, at 10:30AM CR211 & Via Video Conference

Aloha Chair Dela Cruz, Vice Chair Keith-Agaran, and Members of the Senate Committee on Ways and Means,

As a coalition of Native Hawaiian and Pacific Islander organizations, the Native Hawaiian & Pacific Islander COVID-19 Hawaii Response, Recovery, and Resilience (NHPI 3R) Team offers **STRONG SUPPORT** on HB 2309 HD2 SD1, which would appropriate moneys for the development and maintenance of diversion, reentry, and rehabilitation services and programs by non-profit organizations in the State.

The NHPI 3R Team holds space for listening to information from and advocating for Native Hawaiian and Pacific Islander communities, whose needs were not well-identified by government agencies during the initial COVID-19 response in 2020. Community-based non-profit organizations are an integral part of decision-making in public health resource allocation, allowing for needs to be identified and addressed through mission-driven programs across all islands. Improving the landscape of reentry and reintegration programs in Hawai'i through non-profit organizations will allow the State to understand holistic needs, ameliorate gaps, and increase access to high quality and culturally relevant services can be considered a sound public health investment.

Many of us represented on the NHPI Hawai'i COVID-19 Team have been decades-long public health advocates, public health professionals, and public health researchers. For two years, team stakeholders have identified priorities around COVID-19 related policies, issues and activities within the State and counties – including the mass incarceration of our people and need for smart justice initiatives to take shape. NHPI have seen the greatest combined numbers of positive cases in the State, therefore we must be equitably represented and engaged in generating solutions to ensure the social determinants of health¹ are an ongoing priority for the State and all counties.

The NHPI Hawai'i COVID-19 Team agrees with criminal justice reform experts. Inequitable policies, funding, and agency practices drive these dramatic disparities. Mass incarceration harms communities and the entire nation. High rates of incarceration disrupt social and family networks, reduce potential economic development, and generate distrust toward law

¹ Hawai'i Revised Statutes § 226-20. State of Hawai'i. Available at https://www.capitol.hawaii.gov/hrscurrent/Vol04 Ch0201-0257/HRS0226/HRS_0226-0020.htm

enforcement. For the nation as a whole, it consumes large portions of government budgets with local, state, and federal government spending almost \$180 billion each year on corrections, policing, and criminal court systems.² The criminal justice system is one among many social structures being subjected to renewed scrutiny during the COVID-19 pandemic.³ This population tends to suffer in greater numbers from worse general health, high rates of adverse life events, more chronic conditions, and increased functional limitations and disability. Their health can also be affected negatively by factors in their environment, such as violence or overcrowding.⁴

Incarceration is a social determinant of health with important intersecting opportunities for the development and maintenance of diversion, reentry, and rehabilitation programs within the State: adequate housing conditions, mental health and substance misuse treatment, education and employment opportunities, and cultural connections which increase resilience and decrease recidivism. Impact success and return on investments can be documented, reported, and demonstrated by community non-profits in Hawai'i for each of these, and more.

The COVID-19 pandemic presented an urgent public health incentive for reconsidering the logic of punishment and reducing reliance on arrest and incarceration. As the number of people incarcerated increases, more and more families have to deal with having someone from the household in jail or prison. For children, having an incarcerated parent has negative health and social consequences. Parental incarceration has been associated with increased drug use during late adolescence in the U.S. Therefore, the investment in community-based programs focused on the maintenance of diversion, reentry, and rehabilitation programs for families means an investment in the future of Hawai'i. To do this, we suggest incorporating cultural program resourcing to prevent the prison pipeline of our Native Hawaiian and Pacific Islander community members. For further information, please reference the Office of Hawaiian Affairs 2010 Report on the disparate treatment of Native Hawaiians.

The pandemic effects on health and the social determinants of health have yet to be fully understood, and HB 2309 HD2 SD1 establishes a means to improve the community-guided response of the State overall. We stand prepared to engage further with state agencies and community partners alike. Mahalo for the opportunity to provide testimony and the continued commitment to Native Hawaiians and Pacific Islanders as we navigate together. The NHPI 3R Team can be contacted via email at nhpicovid@papaolalokahi.org.

Aloha me ka 'oia'i'o,

Dr. Kealoha Fox; Co-Chair, Policy Committee

Native Hawaiian & Pacific Islander COVID-19 Hawai'i Response, Recovery, and Resilience Team

² Mass Incarceration Threatens Health Equity in America. (December 1, 2018). Robert Wood Johnson Foundation. Available at https://www.rwjf.org/en/library/research/2019/01/mass-incarceration-threatens-health-equity-in-america.html

³ Incarceration And Its Disseminations: COVID-19 Pandemic Lessons From Chicago's Cook County Jail (June 4, 2020). Health Affairs. Accessed from https://www.healthaffairs.org/doi/10.1377/hlthaff.2020.00652

⁴ Incarceration and Health: A Family Medicine Perspective (Position Paper). The American Academy of Family Physicians. Accessed in https://www.aafp.org/about/policies/all/incarceration.html

⁵ COVID-19, incarceration and our public health (March 19, 2020). The Hill. Accessed from https://thehill.com/opinion/criminal-justice/488394-covid-19-incarceration-and-our-public-health

⁶ "The Disparate Treatment of Native Hawaiians in the Criminal Justice System" Office of Hawaiian Affairs (2010). https://190f32x2yl33s804xza0gf14-wpengine.netdna-ssl.com/wp-content/uploads/2014/12/ir final web rev.pdf

To: Donovan M Dela Cruz, Chair

Gilbert S.C. Keith-Agaran, Vice Chair

And Members of the Senate Committee on Ways and Means

Subject: HB2309, HD2, SD1

Date: April 5, 2022 Time: 10:30 am

Location: Room 211 & videoconference

Position: IN SUPPORT

I am an individual testifying in **favor** of HB2309, which would appropriate funds for community-based nonprofit programs to provide diversion, reentry, and rehabilitative programs. I believe this measure will not only reduce recidivism rates in Hawaii but also help treat individuals who are struggling with co-occurring disorders.

If we want to lower incarceration rates in the state of Hawaii, we must first understand **why** individuals use drugs and alcohol. Individuals often use as a way to cope with pain or trauma. In these cases, treatment is much more effective than incarceration.¹

- Incarceration keeps people trapped in a cycle of addiction rather than helping them break free
- It is much harder for individuals to find resources such as employment, housing, and education when they have been incarcerated
- Treatment allows individuals to receive support from others who are experiencing the same cycles of addiction

I currently work with individuals who are receiving treatment for substance use. Many are on pretrial or probation, and a few are self-referred. Our previously incarcerated clients often process their jail time in their intensive outpatient groups, and they express how difficult it has been to reintegrate back into the community. They also carry a lot of traumatic experiences from their jail time. These factors and many more are why they relapse and are now seeking treatment with us.

If we want to lower recidivism rates, we **must** look at the root of the issue.

Thank you for your time and consideration

¹ Rehab vs. Jail Time: How drug rehab provides a path to recovery. Peace Valley Recovery. (2021, December 9). Retrieved March 2022, from https://www.peacevalleyrecovery.com/blog/rehab-vs-jail-time/

<u>HB-2309-SD-1</u> Submitted on: 4/2/2022 11:16:30 AM

Testimony for WAM on 4/5/2022 10:30:00 AM

Submitted By	Organization	Testifier Position	Testify
Dara Carlin, M.A.	Individual	Support	Written Testimony Only

Comments:

Stand in Support.

HB-2309-SD-1

Submitted on: 4/3/2022 4:35:51 PM

Testimony for WAM on 4/5/2022 10:30:00 AM

Submitted By	Organization	Testifier Position	Testify
Lee Curran	Individual	Support	Written Testimony Only

Comments:

Aloha Chair Dela Cruz, Vice Chair Keith-Agaran and Members of the Ways and Means Committee,

My name is Lee Curran and I am testifying as an individual who is a co-facilitator of the Transformative Justice Task Force which is part of Faith Action for Community Equity, (FACE) I am testifying in **SUPPORT of HB2309 HD2 SD**1 that appropriates moneys for the development and maintenance of diversion, reentry, and rehabilitation services and programs by non-profit organizations in the State.

We need to provide pathways to health and wholeness to our community members who have been incarcerated and re-entering society. Without these supports, we remain on a hamster wheel of dysfunction doing the same old things over and over without success, with high rates of reincarceration and obscene amounts of money spent on punitive actions rather than supports that have lifelong positive impacts.

Let's reframe how we provide services and support and fund non-profits who have "boots on the ground" and are currently successfully reaching those folks who are striving towards health and wholeness not only for themselves, but also for their families and communities.

I recently attended the Hui Ho'iwai Reentry Summit and heard about non-profits offering pono systems where true healing through Native Hawaiian practices are occurring. These are amazing programs that are working well and with additional funding, can expand their reach and impact to so many more people experiencing the challenges and harsh realities of reenty.

As we work to elevate and amplify the wellness and dignity of people re-entering our communities, it makes so much more sense framing this in an assets-based way versus a punitive way that dangles the risk of re-incarceration at every turn. Let's jump off the hamster wheel of bad outcomes and pass HB2309 HD2 SD1 with appropriations for non-profit organizations to collaboratively provide diversion, reentry and rehabilitation.

Thank you for considering my testimony. I hope my message of asset framing, compassion and doing things differently sits on your hearts and minds as you legislate.

Aloha, Lee Curran, Makaha

HB-2309-SD-1

Submitted on: 4/3/2022 8:54:15 PM

Testimony for WAM on 4/5/2022 10:30:00 AM

Submitted By	Organization	Testifier Position	Testify
Mara Davis	Individual	Support	Written Testimony Only

Comments:

This bill is so important because will actually actively help the community. There's no doubt it if this bill is passed will help so many people.