

DAVID Y. IGE  
GOVERNOR



**DEPT. COMM. NO. 219**

CATHY BETTS  
DIRECTOR

JOSEPH CAMPOS II  
DEPUTY DIRECTOR

STATE OF HAWAII  
**DEPARTMENT OF HUMAN SERVICES**  
P. O. Box 339  
Honolulu, Hawaii 96809-0339

DIR 21.030

December 23, 2021

The Honorable Ronald D. Kouchi,  
President and Members of the Senate  
Thirty-First State Legislature  
State Capitol, Room 409  
Honolulu, Hawaii 96813

The Honorable Scott K. Saiki, Speaker  
and Members of the House of  
Representatives  
Thirty-First State Legislature  
State Capitol, Room 431  
Honolulu, Hawaii 96813

Dear President Kouchi, Speaker Saiki, and Members of the Legislature:

Enclosed are reports from the Office of Youth Services to the Legislature in accordance with:

- Section 352D-6, Hawaii Revised Statutes, Annual Report of the Office of Youth Services;
- Act 151, Session Laws of Hawaii 1991, Annual Report of Hawaii Youth Correctional Facility;
- Act 281, Session Laws of Hawaii 2006, Non-School Hour Programs for Children and Youth;<sup>1</sup> and
- Juvenile Justice and Delinquency Prevention Act of 1974, Section 223 (a)(3)(D)(ii), as amended 2002, and re-authorized in 2018.

In accordance with section 93-16, HRS, the report is available to review electronically at the Department's website, at <https://humanservices.hawaii.gov/reports/legislative-reports/>.

Sincerely,

Cathy Betts  
Director

<sup>1</sup>There is no report in response to Act 281 (SLH 2006) as funding for non-school programs ended in 2008; for the 2022 session the administration is proposing to repeal this reporting requirement.

President Kouchi, Speaker Saiki

December 23, 2021

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Enclosure

c:

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**REPORT TO THE THIRTY-FIRST HAWAII STATE LEGISLATURE 2022**

**IN ACCORDANCE WITH THE PROVISIONS OF  
SECTION 352D-6, ANNUAL REPORT OF THE OFFICE OF YOUTH  
SERVICES**

**ACT 151, SESSION LAWS OF HAWAII 1991, ANNUAL REPORT OF  
HAWAII YOUTH CORRECTIONAL FACILITY**

**ACT 281, SESSION LAWS OF HAWAII 2006, NON-SCHOOL HOUR  
PROGRAMS FOR CHILDREN AND YOUTH<sup>1</sup>**

**JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT OF 1974,  
SECTION 223 (A)(3)(D)(II), AS AMENDED 2002, AND REAUTHORIZED  
2018**

**OFFICE OF YOUTH SERVICES  
DEPARTMENT OF HUMAN SERVICES  
December 2021**

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<sup>1</sup> There is no report responsive to Act 281 (SLH 2006) since non-school hour programs have not been funded since 2008. For the 2022 session, the administration is submitting a proposal to repeal this report.

## **Programs & Services, Achievements, and Looking Ahead**

The Legislature established the Office of Youth Services (OYS) in 1989 to provide and coordinate a continuum of services and programs in every county for at-risk youth to prevent delinquency and reduce the incidence of recidivism. While a core responsibility of the OYS is to manage and operate the State's only correctional facility for youth, Hawaii Youth Correctional Facility (HYCF), the agency also provides and supports "front end" prevention, diversion, and intervention services.

OYS focuses on programs and service areas that address youth needs ranging from prevention to incarceration and after-care. The foundation and working philosophy upholding the continuum of youth services supported by OYS is the "Aloha Spirit" statute, section 5-7.5, Hawaii Revised Statutes (HRS), which recognizes and emphasizes the essence of relationships between people as a critical factor in our State. OYS strongly believes that community is where our youth belong and that deep connection, restoration, forgiveness, and healing emerge as OYS considers and embraces the Aloha Spirit statute. The following is a brief description of the programs and services OYS provides statewide.

### **Programs & Service Areas**

#### **1) Positive Youth Development (PYD)**

The PYD programs target youth involved or at high risk for involvement with the juvenile justice system. Programs are designed to increase protective factors and reduce risk factors for youth, families, and communities through various services that promote positive youth development and resiliency. Approximately 1,000 youth statewide were served through 11 community-based programs.

#### **2) Project-Based Cultural Programs**

Native Hawaiian project-based cultural programs provide learning environments that immerse youth in their values and heritage and provide hands-on opportunities and experiences. The premise for culturally competent programs and services is the belief that continued learning and practicing of a native language and culture are fundamental prerequisites for nurturing healthy and responsive citizens and contributing to the growth and harmony of the community. In addition, identifying with one's culture is considered a protective factor that helps to promote positive health and an increased sense of self and identity; protective factors that increase resiliency and decrease risky behaviors. Approximately 1,800 youth participated in 10 project-based cultural programs statewide.

#### **3) Truancy Prevention and In-School Suspension**

In collaboration with the Department of Education (DOE), OYS offered services to enhance school engagement and performance to promote educational success for at-risk youth and their families. These programs focus on youth ages 10 to 18 and at risk for truancy and chronic absences. Six (6) funded agencies provided services and activities for approximately 230 youth that promoted attendance, attachment, and achievement to promote educational success.

#### **4) Community-Based Outreach and Advocacy**

OYS provided intervention case advocacy services to youth whose unhealthy and risky behaviors placed them at risk for initial or further involvement with the juvenile justice system. OYS contracts five (5) providers to identify and engage youth and families. Services include attendant care services, intake and assessment, creating a youth/family-driven service plan, supporting youth/family in assessment services, and providing follow-up to ensure service provision. These programs served approximately 90 youth statewide.

#### **5) Intensive Mentoring Program**

Intensive mentoring program services focus on youth adjudicated by the Family Court and placed on probation or another status. The goals of these four (4) programs are to provide intensive supervision for youth, hold them accountable for their behavior, and assist youth in following the terms and conditions of their probation. The service delivery approach includes involvement with the youth's family in supporting the youth's participation in activities that increase protective factors and decrease risk factors in various domains of the youth's life. These programs served approximately 135 youth statewide in the four judicial circuits.

#### **6) Parent Partnerships**

Parent Partnerships services provide varied activities to support families involved in the Juvenile Justice system to improve outcomes for youth and families. Parent Partners offered individual and group support to parents and families. The Parent Partners assist parents and families with navigating the system of care to meet the identified needs of the youth and families, emphasizing supporting the "voice and choice" of the family during the wraparound process. A critical factor in helping families access the activities and services of the care system is the relationship that develops between the family and the Parent Partners based on trust, safety, and commitment. Parent Partners served approximately 471 families statewide.

#### **7) Wraparound Services**

Wraparound services target youth and their families involved in the juvenile justice system who experience very complicated situations that require intensive interventions and services with multiple state agencies. The wraparound planning process brings together people who are natural supports to the youth and their families and the professionals who provide services to the youth. The wraparound facilitator, navigator, and Parent Partner, with the help of the parents and youth, identify strengths and underlying needs of the youth and family. The

wraparound planning process uses the identified strengths and needs and creates a plan of care to coordinate the various services and supports. The wraparound planning process helps youth currently on probation and during the transition process when being discharged from HYCF and returned to the community. Twenty-eight families received wraparound services in State Fiscal Year (SFY) 21.

## **8) Community-Based Residential Services**

Community-based residential programs serve youth who cannot, or will not, remain at home and prepare youth to return to community living. Programs are focused on improving youths' decision-making, social and independent living skills, and enhancing their commitment to learning and education. Through 14 contracts and a range of residential programs on all major islands, approximately 352 youth were served in SFY 2020 through the following residential programs:

- Emergency Shelters for youth ages 10 to 18: Emergency shelters provide shelters for recently arrested status offenders, non-violent law violators, intoxicated, troubled, abused, or neglected youth requiring short-term shelter and related services that address a present crisis.
- Intensive Residential Services for youth ages 12 through 19: Intensive Residential Services provide priority services for youth involved with the juvenile justice system. These youth are assessed as high risk in one or more areas of need and cannot currently function pro-socially without constant supervision and support. These youth may also benefit from highly structured residential services.
- Independent Living Programs for youth ages 17 through 22: Independent living programs provide services for youth and young adults that are troubled, abused, neglected, or adjudicated and lack the attitudes, skills, and resources for independent living.
- Statewide, Ke Kama Pono ("Children of Promise") Safe Houses are community-based residential alternatives for troubled youth who are at risk of further involvement in the juvenile justice system. A diversion from the institutional setting of HYCF, the Ke Kama Pono program provides guidance and support for troubled youth in a highly structured, closely supervised rehabilitative environment while preparing the youth to return to their respective communities.

## **9) Hawaii State Youth Commission**

The Legislature established the Hawaii State Youth Commission (HiYC) through Act 106, Session Laws of Hawaii 2018, "to advise the governor and legislature on the effects of legislative policies, needs, assessments, priorities, programs, and budgets concerning the youth of the State."

The Governor, the Senate President, and the House Speaker nominate 15 HiYC members (ages 14 – 24) to serve as commissioners; current membership includes representation from Kauai, Oahu, Lanai Molokai, Maui, and Hawaii island.

HiYC Commissioners are provided training and opportunities with the Spirit of Aloha as a foundation for developing communication and leadership skills with knowledge and competence as youth advocates through legislative processes. In addition, youth Commissioners have many opportunities to connect with and collaborate with other programs, boards, community organizations, and stakeholders on youth-related issues.

### **10) Hawaii Youth Correctional Facility (HYCF)**

HYCF is a 30-beds facility that provides custody, care, and rehabilitation of juvenile offenders who have committed serious or violent law violations. Youths who do not require secure confinement at HYCF may be placed in appropriate community-based programs that meet the needs of the youths without jeopardizing the public's safety. HYCF strives to provide programs and services that will aid and prepare the youths for reintegration into the community. HYCF provides various counseling, treatment, and educational services to the youths at HYCF. A DOE structured program follows the DOE school calendar and provides summer school for the youth. Substance abuse services, collaborating with the Alcohol and Drug-Abuse Division (ADAD) of the Department of Health (DOH), provide prevention education to the youth in the facility and community. This substance abuse program uses the Adolescent Community Reinforcement Approach (ACRA) in its curriculum to assist the youth in maintaining a drug-free lifestyle after being discharged from the facility.

The facility also provides vocational training to the youths with positive behavioral reinforcements. The youth may choose between these vocational areas: Auto repair, animal husbandry, aquaculture, building maintenance, carpentry, and foodservice. HYCF also provides several other programs that promote a more positive outlook for these youths.

Since November 2019, HYCF has implemented a Teens Outreach Program that meets weekly. In this program, the youths engage in sensitive topics and in dealing with their trauma; they learn to give back to their community and be caring and responsive youths.

This past July 2021, HYCF conducted a Victim Impact Class to a pilot group of youths that provided training on ten core crime topics that brought in survivors that shared their stories of how these crimes impacted their lives. In addition, the female youth have weekly meetings with the Hoku Group Services. The Hoku Group uses the Prevention Education Empowerment and Resilience curriculum to teach the importance of keeping themselves safe from exploitation and trafficking in an appropriate way for their age and culture.

HYCF also provides a mentoring program called the Starfish Mentoring Program that partners youth with an adult mentor that builds the youths' self-worth. In SFY 2022, HYCF will start a pre-transition program that will provide youth with a six-session curriculum to

create a future vision for themselves. The program will include life goals, values and loyalty, financial freedom, healthy relationships, community resources, and an individualized plan.

Figure 1 below shows youth admissions to HYCF between SFY17 through SFY21. The increase in SFY21 may be due to the lockdowns during the COVID-19 pandemic, which resulted in fewer opportunities for community-based programming and community-based residential placements.

Figure 1.

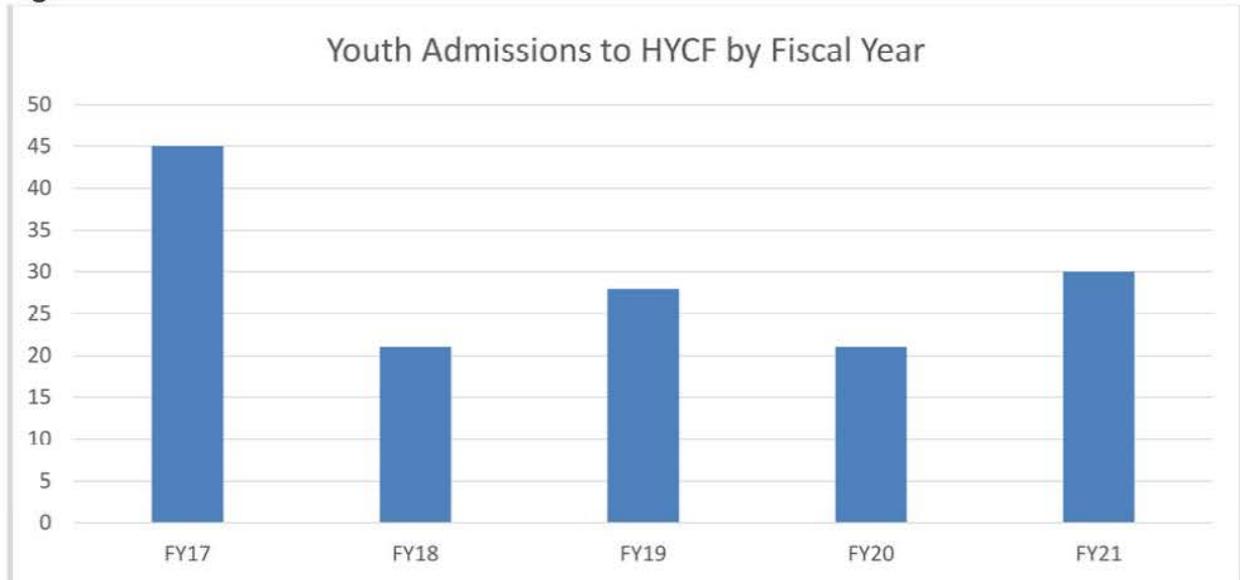


Figure 2 shows the recidivism rates of juveniles re-adjudicated as delinquent 12 months after release from HYCF. The data shows an average recidivism rate of 20.6% 12-months post-discharge. Recidivism rates at the juvenile level decreased from 2016 through 2018 but increased again in 2019. The reason for this is unknown.

Figure 2.

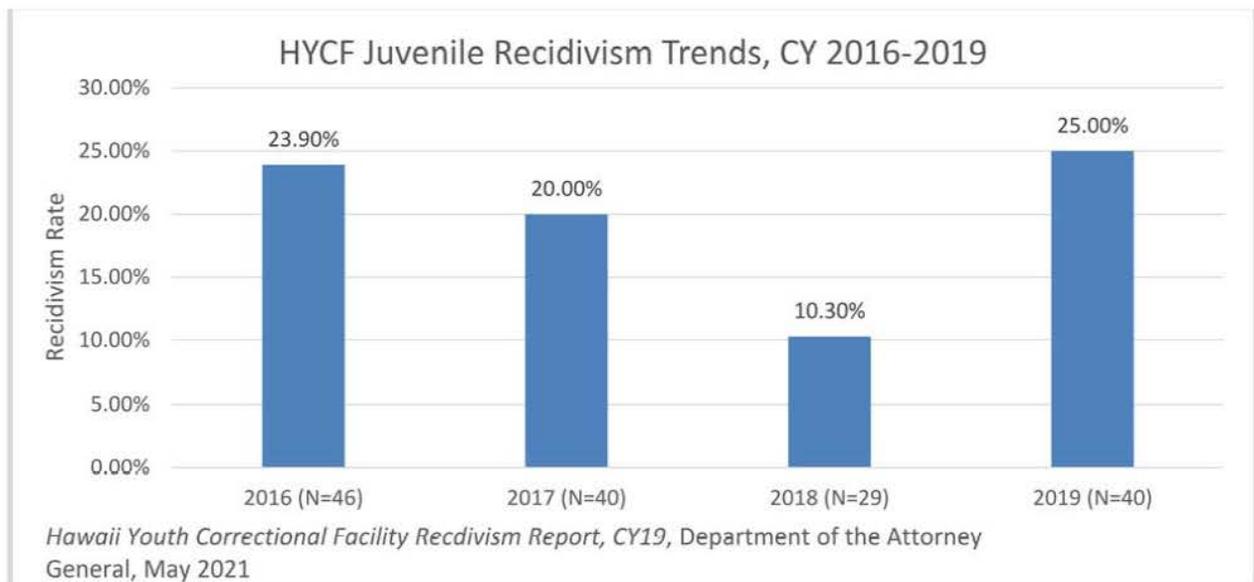
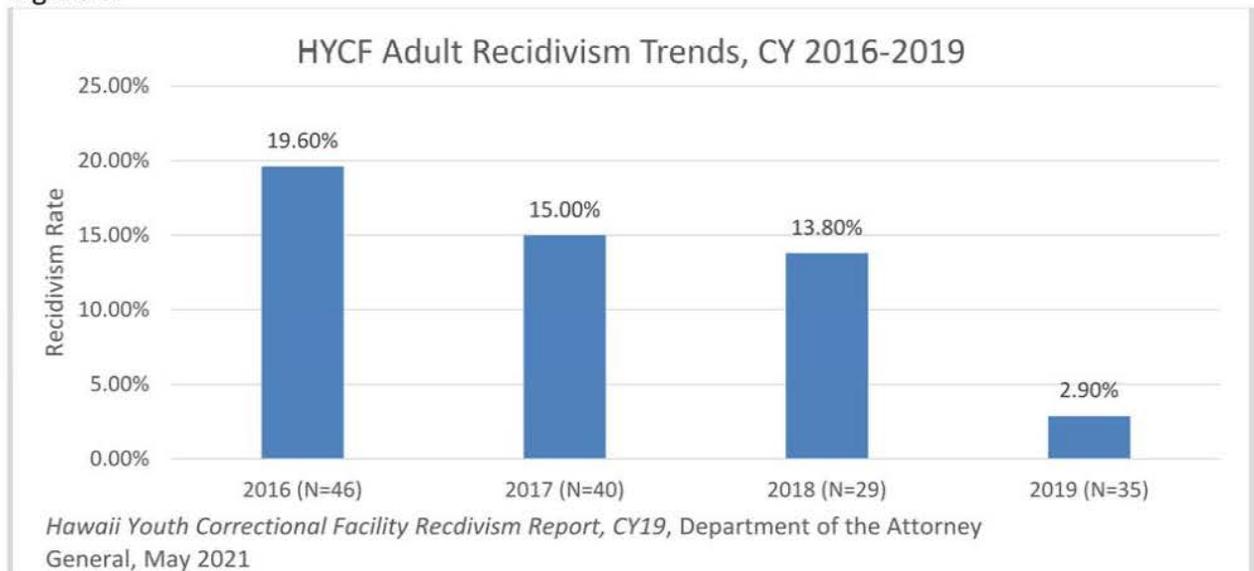


Figure 3 shows the recidivism rates of juveniles who recidivated as adults 12 months after release from HYCF. The data shows an average recidivism rate of 13.3% at the 12-month follow-up. Recidivism rates at the adult level decreased from 9 in 2016 to 1 in 2019, an 88.9% decrease.

Figure 3.



### 11) Kawaiiloa Youth and Family Wellness Center (KYFWC)

In 2018, Act 208 established Kawaiiloa Youth and Family Wellness Center at HYCF as the next step in the State's effort to transform the juvenile justice system away from punitive justice models to a system that heals and leads to improved community safety. Act 201, Session Laws of Hawaii 2014 (Act 201), initiated the juvenile justice system reform. KYFWC created a

collaborative campus at HYCF of both public and private youth-serving organizations with objectives that:

- 1) offer residential programs in delinquency prevention,
- 2) provide restorative therapeutic alternatives to the juvenile justice system, and
- 3) develop an improved intake, assessment, and follow-up system for at-risk youth and at-risk young adults.

KYFWC has successfully convened key organizations that provide on-site services on its 500-acre campus. In the past three years, KYFWC began implementing the paradigm shift by starting a cultural healing-focused program; building staff skills and capacity; increasing staff and youth access to intervention resources, educational and vocational opportunities. Initiatives to assist with the evaluation of programs include establishing and providing data collection to demonstrate the impact, success, and learning of all KYFWC partners and building training hubs to provide opportunities for staff to support the growth and sustainability of programs within the juvenile justice system. Below is a list of the current community partnerships and programs.

Agency	Services Provided at KYFWC
1. Hale Kipa – Hale Lanipōlua Assessment Center	This program provides emergency shelter for commercially sexually exploited youth up to age 19 who need a place to stabilize, develop tools, and set goals before moving to supportive programs, like RYSE (see #4). See <a href="#">Hale Kipa, Inc. - Home   Facebook</a> .
2. Kinai ‘Eha	Vocational and educational training program for disconnected youth ages 16-24 with educational challenges, history of substance abuse, seeking a safe place to learn, establishing positive relationships with self, learning vocational trades for permanent careers, and life skills. See <a href="#">Kinai 'Eha   Building Value-Focused and Purpose-Driven Lives</a>
3. Residential Youth Services and Empowerment (RYSE)	RYSE provides a temporary, transitional shelter for homeless street youth ages 18-24. RYSE includes a daily drop-in center for homeless minors and provides mental health, healthcare, and vocational opportunities. See <a href="#">RYSE empowers Hawaii's street youth to move beyond homelessness</a>
4. Partners in Development Foundation (PIDF) – Kupu `Āina	Kupu `Āina is an on-site five-acre natural farm that uses Aloha `Āina (love of the land) as an intervention to heal youth, families, and communities. Kupu Aina gives the resulting produce to KYFWC partners and the community.

5. Olomana School	Olomana School provides public, alternative education within the Department of Education and serves the daily public education needs of youth incarcerated at HYCF.
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## 12) Federal Grant Programs

OYS oversees and manages various federal grant programs from the U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention (OJJDP). These programs intend to improve the juvenile justice and education systems and narrow the path to detention or incarceration. In 1974, Congress enacted the federal Juvenile Justice and Delinquency Prevention (JJDP) Act to protect and promote safe conditions for youth and address their physical and emotional needs in the juvenile justice system. Sections 571-32(k) and 352F-5(b), HRS, place the administration of the JJDP Act within OYS. The State’s compliance with the core requirements of the JJDP Act results in funding for juvenile justice programs from the OJJDP (see chart below). In addition, compliance with the JJDP Act protects the State from civil suits related to conditions of confinement, as courts have found that jailing juveniles violates the 8<sup>th</sup> Amendment (Cruel and Unusual Punishment) and the 14<sup>th</sup> Amendment (Due Process) of the Constitution.

Funding from the JJDP Act includes Title II, Formula Grants Program, enables the State to meet and maintain compliance with the four core requirements of the JJDP Act, supports delinquency prevention and intervention efforts, and juvenile justice system improvements. The core mandates are deinstitutionalization of status offenders, removing law violators from jails and lockups, eliminating sight and sound contact between juveniles and adult offenders, and reducing the disproportionate numbers of ethnic minority youth who come into contact with the law. In addition, federal law mandates compliance with the standards established by the Prison Rape Elimination Act (PREA).

Core Requirements of the JJDP Act	Compliance Status
<p><b>Deinstitutionalization of Status Offenders (DSO)</b>            Juvenile charges with status offenses, offenses that would not be criminal if committed by an adult, shall not be placed in secure detention or secure correctional facilities. Status offenses include but are not limited to truancy, running away, and minors in possession of alcohol.</p>	<p>The State is in full compliance with the DSO requirement.</p>
<p><b>Jail and Lockup Removal (JLR)</b>            No juvenile shall be securely held in adult jails or lockups. However, under the Reporting Exception, accused law violators may be held for up to six hours for identification, processing, interrogation, transfer to a juvenile facility, or while awaiting release to parents or guardians.</p>	<p>The State is in full compliance with the JLR requirement.</p>

<p><b>Sight and Sound Separation (SSS)</b> During the temporary period when a juvenile may be securely held in an adult jail and lockup, sight and sound contact are prohibited between the juvenile and adult inmates or trustees.</p>	<p>The State is in full compliance with the SSS requirement.</p>
<p><b>Racial and Ethnic Disparities (RED)</b> The state must identify and analyze race and ethnicity at decision points in the juvenile justice system to determine which points create racial and ethnic disparities among youth who encounter the juvenile justice system. In addition, the state must assure that youth in the juvenile justice system are treated equitably based on gender, race, ethnicity, family income, and disability.</p>	<p>Based on the RED plan submitted to the U.S. OJJDP from the OYS, Hawaii is currently in compliance.</p>

Since 1996, OYS has made significant improvements to meet the federal mandates for Deinstitutionalization of Status Offenders (DSO), Jail and Lockup Removal (JLR), and Sight and Sound Separation (SSS), and Hawaii continues to be compliant with the Racial and Ethnic Disparities (RED) requirement. The Office of Youth Services has a designated Compliance Monitor who certifies facilities and coordinates efforts to ensure and sustain compliance with the federal core requirements. In addition, the Compliance Monitor is responsible for statewide facility inspections, monitoring, compliance training, and technical assistance. In Federal Fiscal Year (FFY) 2021, Hawaii continued to comply with the JJDP Act and all four core requirements of the JJDP Act for the past five (5)-year period from 2017 through 2021. The data below compares the number and rate of violations for DSO and JLR for the five (5)-year period, with no violations of SSS:

***Comparison of Number of Violations from 2017 to 2021***

Compliance Violations from 2017 to 2021	2017	2018	2019	2020	2021
Deinstitutionalization of Status Offenders	0	3	0	0	3
Jail and Lockup Removal	0	0	0	0	0

***Comparison of Rate of Violations from 2017 to 2021***

Core Requirements	2017	2018	2019	2020	2021
Deinstitutionalization of Status Offenders	0.00	0.098	0.00	0.00	0.098
Jail and Lockup Removal	0.00	0.00	0.00	0.00	0.00

In addition to OJJDP funding, OYS receives funding from the U.S. Department of Health and Human Services--Title XX Block Grant. The Title XX Block Grant program provides funding for services to at-risk youth and youth in need of foster care. The primary goal of this grant is to increase the level of self-sufficiency for youth and prevent institutionalization within the social welfare or juvenile justice systems.

### Effects of COVID-19 on Juvenile Crime Rates and OYS Services

The COVID-19 pandemic has challenged juvenile justice systems and services. Efforts to mitigate the spread of COVID-19 have affected everyone's day-to-day routines and the ability for programs to continue services, with non-essential out-of-home services suddenly suspended on several occasions. Even then, opening services to youth safely challenged all aspects of the system. While pandemic orders to stay home and social distancing reduced contact with peers and opportunities for crime, it increased monitoring and supervision from parents, caregivers, and the community. Data shows that arrests for delinquency and criminal behaviors have decreased during the pandemic, as shown in Figures 4, 5, and 6 below.

Figure 4.

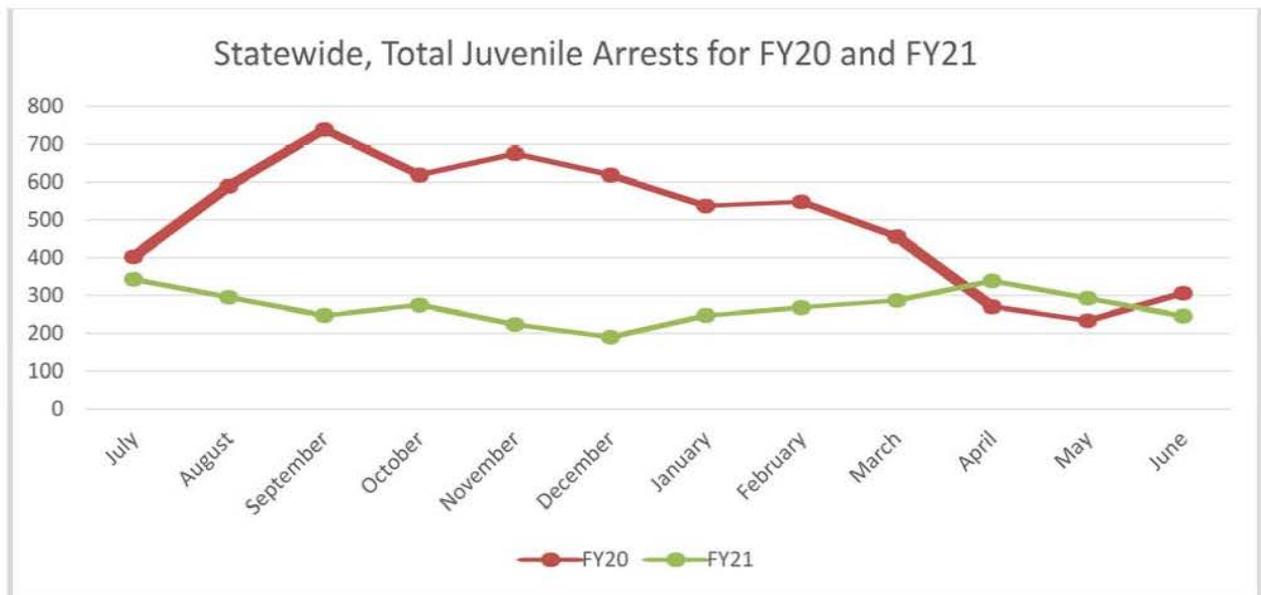


Figure 5.

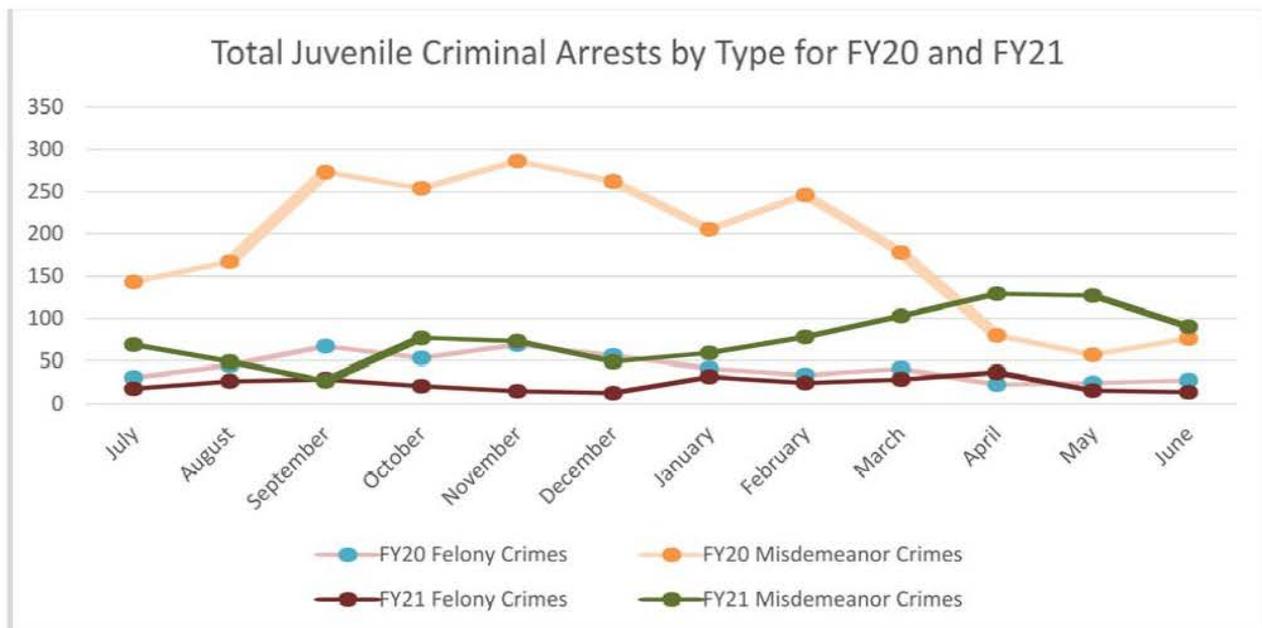
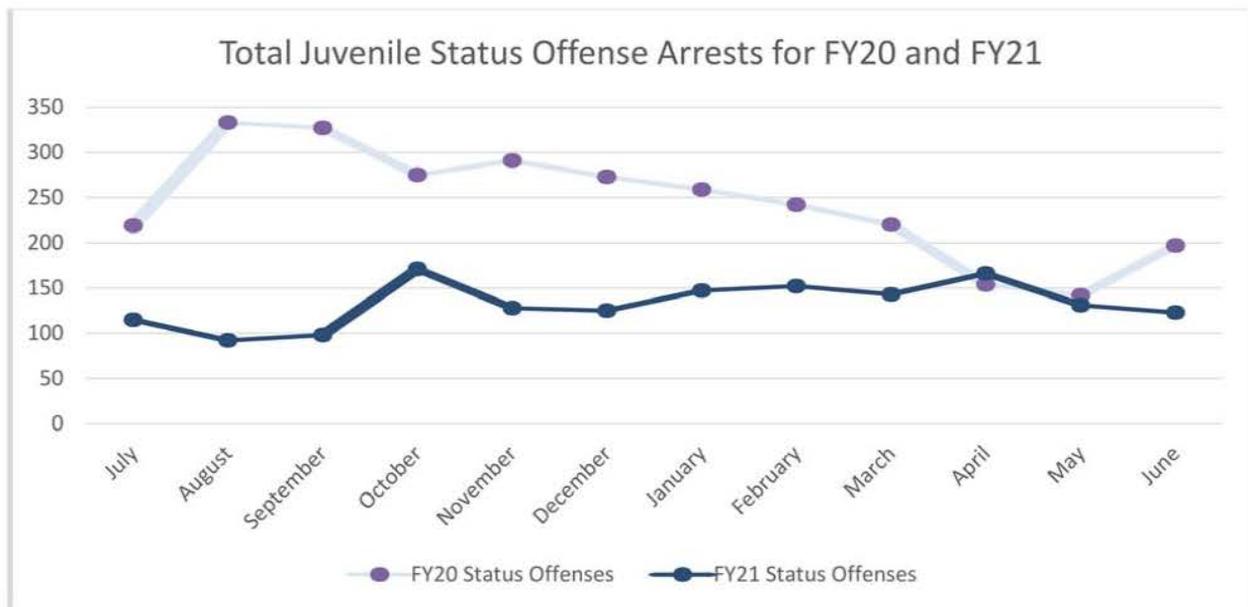


Figure 6.



In addition to pandemic response lockdowns and safety protocols, these lower juvenile arrest rates have resulted in few referrals to OYS services from Family Court. Still, they have not reduced the need for OYS services as youth and families continue to struggle during the pandemic. OYS has responded by maintaining collaborative efforts with providers and working towards creative solutions to provide services to youth and families in need that are safe and in compliance with changing safety protocols unique to county jurisdictions. Most services during

SFY20 moved to virtual platforms as face-to-face participation in programs had dropped considerably. The restrictions have provided unique challenges requiring thoughtful discussion and problem-solving.

### **OYS Achievements:**

OYS continued collaboration with the Judiciary to spearhead the State's effort in juvenile justice reform and improvement, based on the comprehensive recommendations of the Hawaii Juvenile Justice Working Group that resulted in Act 201. The law intended to reduce secure confinement, strengthen community supervision, focus resources on practices proven to reduce recidivism, and provide an upfront investment of \$1.26 million for mental health and substance abuse treatment, delinquency interventions, and implementation of the reforms.

The policies contained in Act 201 advance priorities in three areas:

- *Reduce the use of secure confinement and protect public safety*

Limiting space in expensive secure facilities to the most serious juvenile offenders will help Hawaii produce the most significant public safety benefit from the juvenile justice system. In addition, providing certain youth adjudicated for low-level crimes with the opportunity for early interventions will ensure that they are held accountable and that resources are put to their best use.

- *Strengthen community supervision and probation practices*

Effective community supervision will allow Hawaii to maximize the public safety return on taxpayer investments in juvenile justice. In addition, by grounding probation practices in data and research, the state can better hold lower-risk youth accountable while reducing recidivism.

- *Sustain effective practices and cultivate stakeholder collaboration*

Regular collection and analysis of data and outcomes continued to improve and maximize public safety returns. Act 201's increasing avenues for collaboration across agencies promoted efficient system management and case planning, enhancing decision-making and resource allocation. During SFY21, regular meetings were continued and convened with the Judiciary to sustain practices and continue improvements intended by Act 201.

### **Community Collaboration:**

The work of OYS requires a collaborative approach. Collaboration permeates through the agency's major programs, including partnerships with DOE, DOH, the Judiciary, the University of Hawaii, and county agencies, including the police, prosecutors, and Mayors' offices. Below are several ways OYS collaborates with other government agencies to serve Hawaii's youth and families.

- **Hawaii Island**

OYS continued collaboration with the Hawai'i County Office of the Prosecuting Attorney to implement a juvenile justice intake and assessment center in East Hawai'i. In SFY 18, OYS provided funding to expand services to West Hawai'i. The assessment center provides an array of services for at-risk youth arrested for status and certain misdemeanor offenses, identifies needs, and links youth and their families with appropriate services.

- **Oahu**

OYS continued implementing the Ho'opono Mamo program, designed to steer youth away from the juvenile justice system to a pathway of supportive programs to help them address issues that may lead to risky or harmful behavior.

Based on the Vera Institute's report regarding improving services and systems in response to status offenders, in SFY 2019, HYCF convened a working group to implement the report's recommendations. Tasks include gathering more data and information statewide, a cost-benefit analysis of the current and proposed systems, and developing statutory changes to implement a more effective system.

- **Maui**

OYS collaborates with the Maui Police Department's (MPD) Positive Outreach Intervention (POI) project, which addresses lag times between arrests and initial court hearings with outreach services to youth. OYS also funds the Kalo program with MPD, a culturally based program for at-risk youth and their families. The Kalo curriculum includes building family communication skills and relationships, increasing the youth's connection to the community, and increasing cultural awareness and appreciation. Kalo collaborates with DOE and serves youth of all ages, including youth under the age of 11 who are chronically absent from school or are at risk for expulsions.

- **Kauai**

OYS provides funding support for the Kauai County Office of the Prosecuting Attorney's Teen Court Program. The diversionary program is an alternative process to hold youth accountable through a peer-driven approach rather than the Family Court system. OYS continued to fund intensive monitoring services for youth on probation in collaboration with Family Court. OYS also expanded services to youth on probation in SFY21.

- **Judiciary**

OYS continues to work with the Judiciary, the Family Court, and the Juvenile Justice State Advisory Council to implement the Juvenile Detention Alternative Initiative (JDAI) with the guidance of the Annie E. Casey Foundation. Implementation of JDAI core strategies helped eliminate inappropriate or unnecessary use of secure detention, minimize failures to appear and incidences of delinquent behavior, redirect public finances to successful reform strategies, improve conditions in secure detention facilities, and reduce minority over-representation in the juvenile justice system.

OYS also works closely with the courts in all four judicial circuits to expand community-based treatment and monitoring as alternatives to confinement at the youth correctional facility. For example, OYS continues funding a therapist with the Girl's Court in the 5th Circuit to provide a range of gender-specific and strength-based programming with female juvenile offenders.

- **Department of Health**

OYS continued collaboration with the Child and Adolescent Mental Health Division (CAMHD), DOH, to provide youth exiting HYCF to foster successful reintegration into the community. Many of these youth need intensive mental health services to address their substance abuse and mental health treatment needs. This collaboration also applies to youth referred by the Family Court for consideration before they are committed to the HYCF. Other stakeholders such as Child Welfare Services (CWS), DHS, and private community-based agencies may refer juvenile justice-involved youth for intensive mental health services.

## **Training**

OYS provides training opportunities to strengthen skills and collaboration for providers and partners in juvenile justice and other systems of care. As a result, many training and collaborative efforts moved to a virtual platform and increased attendance overall. During SFY21, OYS supported the following training activities:

- OYS continued collaborating with DHS to provide forgiveness training workshops conducted by Fred Luskin, Ph.D., Director of the Stanford University Forgiveness Project. The workshops focused on teaching forgiveness methods as a life skill that can be learned and applied in professional and personal settings and integrating the forgiveness approach within the workplace. Additionally, OYS conducted training workshops to teach how to facilitate forgiveness training.
- OYS continued training sessions statewide with Thao Le, Ph.D., MPH, professor at the University of Hawai'i, in skill-building for mindfulness as a promising intervention in working with at-risk youth. Staff from both private and public agencies representing various youth and family services attended mindfulness training, including staff from the DOH, DOE, DHS, the Judiciary, county police departments, and other social services providers.

- OYS, through its program monitor, continues to oversee compliance with core requirements of the Juvenile Justice Delinquency Prevention Act, as amended in 2002, and provided 45 hours of training to 66 police officers between October 1, 2019, through September 30, 2020.

OYS and the Coalition for a Drug-Free Hawaii provided training for youth and family-serving community partners. Sessions included:

- Awareness of effective practices, strengthening strategic planning and resource development for the Fetal Alcohol Spectrum Disorder (FASD) community;
- Restorative justice practices and principles for government and social service agencies; latest developments, issues, and best practices
- Working with LGBTQ (lesbian, gay, bisexual, transgender and queer or questioning) youth for juvenile justice and youth-serving system providers;
- Connecting and engaging youth who are challenging to work with, through Aloha based methods, and
- Commercial Sexual Exploitation of Children (CSEC) conference and training on the latest developments, issues, and best practices related to working with CSEC youth.

### **Continuing Philosophy and Projects:**

Investing in OYS community-based prevention programs at the front end yields considerable dividends in the short and long term. The resulting benefits to youth, families, and communities include maintaining positive relationships with family and support systems, receiving mental health and substance abuse treatment, reducing youth homelessness, reducing delinquency behavior and criminal recidivism. Conversely, reducing these programs can have a detrimental impact on positive outcomes, ultimately leading youth further into the juvenile justice system.

Throughout the COVID-19 pandemic and the resulting fiscal shortfalls, OYS continues to focus on enhancing services and programs. Programs must continue to meet the needs of adjudicated youth on probation, prevent further involvement in the juvenile justice system, reduce recidivism, and maximize opportunities for youth to become productive and responsible citizens.

- Ensure adjudicated youth are placed in the least restrictive environment possible – without jeopardizing public safety, consistent with nationwide best practices.
- Ensure fair and equal treatment for all youth, regardless of race/ethnicity, and reduce disproportionate minority contact at decision-making points in the juvenile justice system.
- Continue the transformation envisioned by Act 201 - to increase public safety, hold juvenile offenders accountable for their actions, and reduce costs to Hawaii taxpayers by maximizing the public safety return on Hawaii's juvenile justice investment.

- Continue to implement Assessment Centers to provide an array of services for juveniles who have been arrested or are at-risk for involvement with the juvenile justice system by conducting in-depth assessments, facilitating access to services, and developing connections with community resources in a culturally appropriate manner.
- Continue the DHS 'Ohana Nui multigenerational approach to ensure services are holistic to promote positive outcomes and stabilization for youth and their families.
- Increase community-based, family-focused interventions, with emphasis on culturally appropriate service delivery.
- Continue to lead the effort to improve services and systems in response to status offenders. Through the Status Offense Reform System workgroup, continue data/information statewide; conduct a cost-benefit analysis of the current and proposed system, and develop statutory changes to implement a more effective system.
- Provide support and training to implement and sustain a restorative justice philosophy and activities in the community, including systems of care that provide services for youth and families in education, juvenile justice, child welfare, and mental health.
- Actively participate with DHS, DOE, DOH, and the Judiciary to implement wraparound services to more effectively address the complex needs of at-risk youth and their families through integrated case planning between agencies.
- Participate in the Juvenile Detention Alternatives Initiative (JDAI) program that promotes detention reform efforts and alternatives to incarceration.
- Improve provider accountability to ensure that youth programs meet the needs of children and communities. Improve access to services and working relationships between stakeholders such as Family Court, CAMHD, CWS, and OYS through meetings hosted in each Circuit.
- Collect outcome data to improve program performance and youth success.
- Dedicate and responsibly use funds to prioritize youth needs.
- Continue to improve services and programs at the HYCF.
- Participate in the PbS quality control process and the VERA Institute's initiative to End Girls' Incarceration.
- Provide leadership, coordination, technical assistance, and training opportunities for providers and partners, including the areas of forgiveness, the Aloha Spirit, and Fetal Alcohol Spectrum Disorders.
- Continue to explore partnerships with public and private funding resources to maintain and enhance service capacity for the community. For example, participate with Lili'uokalani Trust's initiative to expand services and resources for Native Hawaiians and other at-risk youth and young adults.

- Continue legislative efforts to allow OYS to create and expand career and vocational programs at KYFWC by establishing a revolving fund that would receive proceeds from sales for products and services generated by young adults participating in KYFWC programs. As a result, the State will save money by lessening dependence on funding from State general funds. If allowed, there will also be a positive impact for the public through training and learning experiences provided to young adults, who can enter the workforce better prepared and qualified.

## **Looking Ahead: OYS Focus in SFY22**

### **Civil Citation System Improvement**

In March 2015, OYS and the Honolulu Police Department implemented a Juvenile Civil Citation Program for juvenile offenders who commit status offenses and qualifying misdemeanor offenses. This program aims to divert juveniles with qualifying offenses away from the court system and provide immediate response to address their behavior and refer them to appropriate services. Upon the juvenile's arrest, a police officer issues a civil citation. The goals of this front-end diversion process include:

- Screening and assessment;
- Referral to services;
- Improving outcomes;
- Reducing recidivism;
- Reducing costs to the juvenile justice system by keeping low-risk juveniles out of the system;
- Freeing up limited resources; and
- Reducing disproportionate minority contact.

In June 2021, OYS formed a policy group to discuss policy changes to this program and processes to facilitate system improvement. This policy group includes representation from the Family Court, Department of the Attorney General, Department of the Prosecuting Attorney, Department of the Public Defender, Honolulu Police Department, and OYS. This policy group will continue to meet in SFY22 to address and address gaps in services, policies, and laws.

### **Kellogg Foundation Racial Equity 2030 Challenge Partnership**

On September 21, 2021, the W.K. Kellogg Foundation announced a Hawaii-based project to replace youth incarceration among ten finalists for the Racial Equity 2030 challenge, an open call for bold solutions to drive an equitable future for children, families, and communities across the globe. As a finalist, Hawaii is a candidate to receive a final award of up to \$20 million over eight years. The effort is led by Partners in Development (PIDF), this project *Kawailoa: A Transformative Indigenous Model to Replace Youth Incarceration*, supports youth to find their

roles as healers and community contributors by replacing youth incarceration with a Native Hawaiian restorative system that empowers communities, trains youth healers, and shifts resources to community-driven and culturally-grounded pu'uhonua, sanctuaries of support, for at-risk youth. In addition, in partnership with PIDF and other community agencies, OYS is participating in a nine (9) month capacity-building application strengthening project.

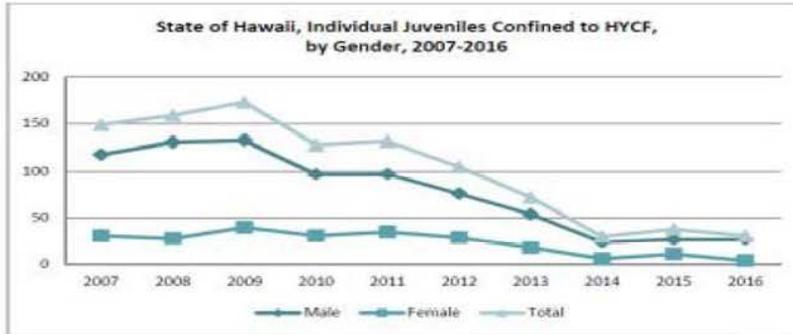
### **Ending Girl's Incarceration Research**

In 2017, Hawaii was one of five jurisdictions chosen by the Vera Institute to receive technical support in the nationwide initiative to End Girl's Incarceration. This project results from alarming numbers of girls being incarcerated for low-level offenses to protect their safety or address their needs that have gone unmet within the community. Ending girls' incarceration will require a continuum of strong and effective gender and culturally responsive community-based services that meet girls' needs established within their community, allowing them to live healthy, safe, and free. The core values of this project are:

- Priority on strategies that promote healing and equality for girls and Lesbian, Gay, and Bi-Sexual (LGB) and Transgender and Gender Non-Conforming (TGNC) youth and youth of color;
- Gender-responsive means culturally responsive;
- Youth and family voices are integral to success;
- All girls have the right to self-determination, to be treated with dignity and respect, and be valued as experts in their own lives; and
- Necessary changes require local leaders to identify and address local solutions.

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## Number of Girls at HYCF has Declined Significantly



- The number of juveniles confined to HYCF decreased from 149 in 2007 to 31 in 2016, a 79.2% decrease.
- The number of males confined to HYCF decreased from 118 in 2007 to 27 in 2016, a 77.1% decrease.
- The number of females confined to HYCF decreased from 31 in 2007 to 4 in 2016, an 87.1% decrease.

Source: JJIS Data Book 2018

## System Points Map for Girls (Statewide- 2016)



The partnership with the Vera Institute included several research studies evaluating data around girls' involvement with the juvenile justice system. This research found that most of the girls and gender-expansive youth entering Hawaii's youth justice system pose no threat to public safety. Instead, youth are confined or placed on probation as a vehicle to connect them to needed services as services are limited or in an attempt to keep them safe from harm. Perversely, existing funding streams often limit or restrict access to services, creating a pathway for girls to enter the justice system to access the most intensive resources. At the same time, Hawaii's most vulnerable girls and gender-expansive youth end up in multiple systems and, as a result, are in contact with multiple adults who are responsible for various aspects of their well-being.

For example, a girl experiencing trafficking may have professionals assigned to her case from each agency: a case manager from a provider working with trafficked youth, a social worker from CWS, a probation officer from the Judiciary, a dedicated behavioral specialist from CAMHD, a social worker at a provider working with transitional housing, among others. As a result, coordination across systems and between providers is challenging, and caseworkers within one system are not always aware of the full slate of resources available within other systems. In addition, individual providers are often responsible for doing outreach and advocacy within systems to access the level of care girls need, while restrictive eligibility requirements - based on the funding source - limit what is accessible. Meanwhile, navigating multiple systems can be overwhelming, confusing, and challenging for young people and their families, who are often concurrently experiencing or healing from trauma.

When siloed services and case managers do not get the complete picture of a young person's trauma history and are not aware of the available resources, girls and gender-expansive youth fail to get the proper support and services they need to exit system involvement and heal. Instead, they spiral deeper and deeper into the justice system.

A proposed solution to the lack of coordination is a gender-responsive service coordination hub or a "system navigator" program that serves as the primary point of contact for girls with identified complex needs upon contact with any government system. Program goals would be to identify the most vulnerable girls at the earliest point and bring systems and resources together to serve young people more effectively.

The system navigator would serve as a coordinator, supporting girls and their families as they navigate multiple systems and supporting case managers to align case plans, identify available gender-responsive services, and efficiently use available resources. Ideally, the system navigator program will have access to a flexible funding pool or appropriate agreements so that necessary services are readily available, including residential services. Additional resources and programs may be required to provide a young person with the necessary financial assistance to support the transition from any residential program. Using a youth-centered, trauma-informed approach, navigators will advocate with and for young people to develop holistic case plans that help them meet their self-identified needs and goals.

The system navigator program would be responsible for tracking and monitoring gender-responsive community-based resources across systems, including cultural-based programming. Having real-time information about available community resources will reduce or eliminate the youth's time in detention while case managers search for a more appropriate setting. In addition, filling available beds and programs spots will improve the use of publicly funded programs and provide necessary data to support additional resources. The program would create the infrastructure, mechanisms and pursue funding to ensure that girls have access to the full range of services they need when they most need them, preventing deeper involvement in the justice system. The navigator would also serve as a centralized hub to track data and outcomes for Hawaii's most vulnerable girls across all state systems, developing a feedback loop to state agencies to improve programs and services. In this way, the system navigator program would be a model for future innovation of sharing information and funding across agencies to allow access to the full range of services across the state, regardless of system involvement.

In SFY22, OYS will work towards finalizing a plan of action to implement the system navigator program and collect more information about this population. In addition, OYS has contracted the University of Hawaii to look deeper into the pathways of girls incarcerated at HYCF to update and better understand the system decision points that can affect positive changes in diverting girls away from the juvenile justice system.