

STATE OF HAWAII
OFFICE OF YOUTH SERVICES
DEPARTMENT OF HUMAN SERVICES

Annual Reports to the Governor and the Hawaii State Legislature
pursuant to section 352D-6, Hawaii Revised Statutes,
Act 151, Session Laws of Hawaii 1991,
Act 281, Session Laws of Hawaii 2006¹, and
Section 367D-8, Hawaii Revised Statutes

A. OFFICE OF YOUTH SERVICES (OYS)

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 youth-at-risk, to prevent delinquency and reduce the incidence of recidivism. OYS is an attached agency, for administrative purposes, to the Department of Human Services. Although a core responsibility of the OYS is to manage and operate the state's only Hawaii Youth Correctional Facility (HYCF), the agency provided and supported "front end" prevention, diversion, and intervention services.

Programs & Service Areas

The OYS focuses on programs and service areas that address youth needs ranging from prevention to incarceration and after-care. The foundation and working philosophy undergirding 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 belongs and that deep connections, restoration, forgiveness, and healing emerges as the Aloha Spirit statute is considered and embraced. The following is a brief description of the programs and services the OYS provides statewide.

1) Life Skills Development

The Life Skills Development programs target youth that are 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 their communities through a variety of services that promote positive youth development and resiliency. Approximately 2,114 youth statewide were served through 20 community-based programs.

¹ Regarding the report required by Act 281 (SLH 2006): funding for non-school hour programs have not been appropriated since 2008, thus there is no report for SFY2016.

2) Project-Based Cultural Programs

Project-based cultural programs provide learning environments that immerse youth in their values, heritage, cultures, landscapes, 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 contributes to the growth and harmony of the community. Connection to one's culture is considered a protective factor that helps to promote positive health and an increased sense of self and identity. Approximately 594 youth participated in 9 project-based cultural programs statewide.

3) Truancy Prevention and In-School Suspension

In collaboration with the Department of Education, the OYS offered services to enhance school engagement and performance to ensure educational success for at-risk youth and their families. Targeted youth were ages 10 to 18 and at risk for truancy and chronic absences. The 8 funded agencies provided services and activities for approximately 442 youth that promoted attendance, attachment, and achievement to ensure educational success.

4) Community-Based Outreach and Advocacy

The OYS provided intervention case advocacy services to youth whose unhealthy, risky behaviors placed them at-risk for initial or further penetration into the juvenile justice system. Four funded providers identified and engaged youth and family to provide attendant care services, intake and assessment, assist in creating a youth/family-driven service plan, to support youth/family in accessing services, and to provide follow-up to ensure services were properly provided. In state fiscal year (SFY) 2016, approximately 338 youth were served by the four OYS-funded providers statewide.

5) Intensive Mentoring Program

Intensive Mentoring Program services is targeted for youth who have been adjudicated by the Family Court, and have been placed on probation or other status, with the goal to provide intensive supervision for youth, hold them accountable for their behavior and assist youth to be in compliance with the terms and conditions of 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. Approximately 519 youth were served statewide in the four judicial circuits.

6) Parent Partnerships

Parent Partnerships services provide varied activities to support families involved in the Juvenile Justice system of care to improve outcomes for youth and families. Parent Partners provided individual supports to parents, family support groups, and assisted parents and families to navigate the system of care to meet the identified needs of the youth and families, especially supporting the "voice and choice" of the family during the wrap around process. A critical factor in supporting families to access the activities and services of the system of care is the relationship that develops between the family and

the Parent Partners that is based on trust, safety, and commitment. Approximately 22 family members and youth were served.

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, as well as 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, and together devise a plan of care that helps coordinate the various services and supports that have been identified. The process helps both youth currently on probation, and also when youth are in the transition process at discharge from HYCF and return to community living.

8) Community-Based Residential Services

Youth who cannot or will not remain at home were served by community-based residential programs that helped them prepare for return to community living.

Programs focused on improving youths' decision-making, social, and independent living skills, and enhancing their commitment to learning and education. Under the umbrella of 19 contracts, seven different providers offered a range of residential programs on all major islands. Approximately 226 youth were served in SFY 2016 through the following residential programs statewide as described:

- Emergency Shelters for youth ages 10 to 18: Recently arrested status offenders, non-violent law violators, intoxicated, troubled, abused, or neglected youth requiring short-term shelter and related services that addressed a present crisis.
- Intensive Residential Services for youth ages 12 through 19: Youth involved with the juvenile justice system have priority for services, assessed as high risk in one or more areas of need and are unable to function in a pro-social manner without constant supervision and support, and can benefit from highly structured residential services.
- Independent Living Programs for youth ages 17 to 22: Troubled, abused, neglected, or adjudicated youth, who may 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 penetrating further into the juvenile justice system. A diversion from the institutional setting of the 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 reintegrate back into their respective communities.

10) Hawaii Youth Correctional Facility (HYCF)

The HYCF is a 56-bed facility whose primary purpose is to provide care and custody of at-risk youth committed to the custody of the State by the Family Courts. A safe and secure setting, the HYCF provides a variety of counseling, treatment, and educational services within the facility to aid in the redirection and rehabilitation of each youth ward. The programs conducted within the facility are intended to provide guidance and opportunities for positive behavioral changes.

11) Federal Grant Programs

In addition to the service areas, the OYS also oversees and manages a variety of federal grant programs that enable the State to improve the juvenile justice and education systems and/or implement youth programs and services to narrow the path to detention and/or incarceration. These federal grant programs are from the **U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention (OJJDP)**.

In 1974, Congress enacted the federal Juvenile Justice and Delinquency Prevention (JJDP) Act to protect and promote safe conditions for youth as well as address their physical and emotional needs in the juvenile justice system. Statutorily, the administration of the provisions of the JJDP Act rests with the Office of Youth Services [see HRS §571-32(k) and HRS §352F-5(b)]. The State of Hawaii's compliance with the JJDP Act results in funding for juvenile justice programs from OJJDP. More importantly, compliance with the JJDP Act protects the State from civil suits related to conditions of confinement litigation as the courts have found that jailing juveniles violates the 8th Amendment (Cruel and Unusual Punishment) and the 14th Amendment (Due Process). The following is a summary of the federal grant programs that supported services provided to youth and families statewide:

- **JJDP Act, Title II, Formula Grants Program** enables states to meet and maintain compliance with the four core requirements of the JJDP Act, support delinquency prevention efforts, and improve the juvenile justice system. The core requirements mandate the deinstitutionalization of status offenders, removal of law violators from jails and lockups, elimination of sight and sound contact between juveniles and adult offenders, and reduction of the disproportionate numbers ethnic minority youth who come into contact with the law. In addition, the federal Prison Rape Elimination Act (PREA) mandates compliance with the standards to prevent, detect, and respond to sexual abuse while in confinement.
- **Juvenile Accountability Incentive Block Grant (JAIBG)** provided funds to states and units of local government to promote greater accountability in the juvenile justice system. Through this program juvenile offenders are held accountable for their wrongdoing by individualizing their consequences, and by being made aware of and answerable for the loss, damage, or injury perpetuated upon victims.

U.S. Department of Health and Human Services--Title XX Block Grant

The OYS receives funds from the Title XX Block Grant Program to provide services to at-risk youth and youth in need of foster care. A 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.

B. OYS Achievements in FY 2016 System Improvement

OYS continued to help spearhead the state's efforts to reform the juvenile justice system. Based on the comprehensive recommendations of the Hawaii Juvenile Justice Working Group, the Legislature passed Act 201 (SLH 2014) and the Governor signed the Act into law on July 2, 2014. The law aims to reduce secure confinement, strengthen community supervision, and focus resources on practices proven to reduce recidivism. The legislature provided 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 (SLH 2014) advanced 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 greatest 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. 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 are necessary to continue improving and maximizing public safety returns. By increasing avenues for collaboration across agencies, Act 201 (SLH 2014) allows for efficient system management and case planning, enhancing decision-making and resource allocation. A Juvenile Justice Oversight Advisory Council was established to oversee the implementation of the legislation.

The appropriation of \$1.2 million (actual \$1.14 million due to 5% restriction) was expended and encumbered in SFY 16 for the following programs, service areas, and reform activities:

- Selection and implementation of the YASI Risk Assessment and Case Management tool. Initial training of Family Court and HYCF staff was completed and ongoing coaching and booster sessions will continue throughout the next fiscal year. The ongoing quality assurance is critical to validating the tool over a period of 5 years, which will require refinement and development of policies and procedures for implementation of the tool with fidelity. Technical assistance from both the selected provider and the Crime and Justice Institute are assisting in developing the quality assurance plan - \$347,835.
- Project Kealahou, Child and Adolescent Mental Health Division (CAMHD), Department of Health. Gender-specific, trauma-informed mental health services for adolescent females at-risk to penetrate the Juvenile Justice System on Oahu; and trauma-informed, gender, and sexual orientation training for juvenile justice system staff partners statewide - \$50,000.
- Intensive Monitoring Services for juveniles on probation status. Through purchase of service contracts with community-based agencies, probation youth on Maui, and Hawaii islands continued to be served to assure community supervision services to assist youth to maintain compliance with terms and conditions of probation - \$117,314.
- Truancy Prevention/Intervention Supports and Services. Through a purchase of service contract with community-based agencies on Maui, services focus on engaging students displaying truancy behaviors to improve educational outcomes. Programs are provided to Middle Schools and High Schools in the Maui Complex - \$70,000.
- Teen Court Program for youth offenders on Kauai. The diversionary program aims to provide an alternative process to hold youth accountable through a peer driven diversionary approach rather than the juvenile justice system - \$25,000.
- Journey program for youth offenders and youth at-risk for involvement with the juvenile justice system. Through a purchase of service contract, the statewide service is designed to promote resiliency, personal growth and development to strengthen cultural identity, academic knowledge and skills, pono (balanced, right) decision-making, and the ability to contribute to one's self, family, and community - \$75,000.

- Wraparound services for youth offenders on probation or placed at HYCF. The Wraparound program process utilizes a family-centered, strength-based, needs-driven planning process in which the youth and families' service needs are identified by the Wraparound team; youth and parents are viewed as full partners throughout the entire process - \$125,000.
- Ancillary Services and Behavioral Intervention and Support System. Development and implementation of a graduated response system to address behaviors of probation youth, and a process for awarding earned discharge credits for compliance and positive progress - \$40,000.
- Aggression Replacement Training (ART) for staff from Judiciary, HYCF, CAMHD, and other juvenile justice partners. ART provides intensive, hands-on training for 12 cohorts that serve youth offenders in a variety of settings, including programs, residential and secure confinement - \$47,000.
- Balanced And Restorative Justice (BARJ) program development and training. Through mindfulness and forgiveness training modules with the University of Hawaii and Dr. Fred Luskin, Stanford Forgiveness Project, the BARJ approach is being integrated within programs and services serving juvenile offenders and families statewide - \$73,975.
- Ongoing professional development training to develop core competency for probation and other juvenile justice system staff statewide, including motivational interviewing, family engagement, sex offender, wraparound, and cultural competency - \$161,305.
- Core Correctional Practices and Principles of Effective Intervention Working Group. Coordination and oversight to implement reforms and recommendations from Act 201 (SLH 2014). Monthly meetings of the working group and sub-committees address risk and needs assessment; standardization of probation terms and practices; graduated response system; professional development; interdepartmental cluster; data and performance reports; and appropriation - \$9,842.

C. Community Collaborations

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

Hawaii Island

OYS continues to partner with the Hawai'i County Office of the Prosecuting Attorney to implement a juvenile justice intake and assessment center in East Hawai'i. The assessment center provides an array of services for at-risk youth who have been arrested for minor or status offenses, identifies their needs, and links them and their families with appropriate services.

Oahu

OYS continued its implementation phase to establish a new juvenile justice diversion system designed to steer youth away from the juvenile justice system to a pathway of supportive programs to help them address issues that may be leading to risky or harmful behavior. The goal is to offer youth the avenues to overcome challenges at the root of their actions and to realize their own kuleana as valuable and gifted members of our communities. Youth who would have previously been arrested for status offenses and first-time misdemeanor offenses will be given a civil citation with the opportunity to connect directly to an elder and counselor at an assessment center. These individuals will help youth find an appropriate pathway of actions or programs so they can better address the challenges they are facing. This initiative follows a nationwide shift in juvenile justice policy based on successful models and the latest research on adolescent development. This family-centered, youth-driven model emphasizes a more collaborative, restorative approach to address the "root" cause of the issues youths are dealing with, such as hardships at home, substance abuse, past trauma, depression, or difficulties in school. Preliminary data indicates that many of the youth participating in the project are improving their well-being with increased access to counselling, therapeutic, educational, and recreational activities.

Maui

OYS continues to collaborate with the Maui Police Department's Positive Outreach Intervention (POI) project, which addresses lag times with outreach services to youth between arrests and initial court hearings. This year, the project expanded to serve youth on Molokai with positive results.

Kauai

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

Judiciary

OYS continues to collaborate with the Judiciary, the Family Court, and the Juvenile Justice State Advisory Council to continue implementation of the Juvenile Detention Alternative Initiative (JDAI) under the guidance of the Annie E. Casey Foundation. Implementation of JDAI core strategies help to 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 continues to work 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. OYS continued funding for the Girl's Court in the 5th Circuit, to provide a range of gender-specific and strength-based programming with female juvenile offenders. The Girl's Court is composed of an all-female staff (Presiding Judge, Probation Officers, Program Coordinator, Therapist, etc.) that seeks to recognize the fundamental differences between male and female juvenile offenders, as well as the different pathways to delinquency, to more effectively address the participants' needs, reduce recidivism, and promote healing.

Training

OYS provides training opportunities to strengthen skills and collaboration for providers and partners who work in the juvenile justice system.

- As part of the implementation of Wraparound services, OYS sponsored Pat Miles, a nationally recognized expert in the Wraparound service model, to provide training in Wraparound and family engagement statewide.
- OYS continued sponsoring training sessions with Dr. Thao Le, professor at the University of Hawai'i, in skill-building for mindfulness as a promising intervention in working with at-risk youth.
- In May 2016, OYS, in collaboration with the Coalition for a Drug-Free Hawai'i and various government and community partners, presented a conference, "Ho'oulu Lahui", focusing on utilizing the Aloha response to better serve youth and families across various systems of care.
- Lastly, OYS, through its program monitor (John Paekukui) overseeing compliance with core requirements of the Juvenile Justice Delinquency Prevention Act (reauthorized by the 2002 U.S. Congress), provided training for 324 police officers.

Office of the Lieutenant Governor

OYS implemented a \$750,000 appropriation by the 2015 Legislature to 19 schools for services, activities, and programs in safe and structured learning environments. The distribution was completed in collaboration with the Resources for Enrichment, Athletics, Culture and Health Program (REACH) and the Lieutenant Governor's initiative to provide quality afterschool programming for middle schools.

Department of Health

OYS continues to collaborate closely with the Child and Adolescent Mental Health Division (CAMHD) to improve delivery of mental health services for youth in the juvenile justice system. Training opportunities through Project Kealahou provided gender-specific, trauma-informed, and sexual identity topic areas for service providers.

D. Hawaii Youth Correctional Facility (HYCF)

Admissions to the HYCF continued on a downward trend in SFY 2016; total admissions decreased by 18% compared to SFY 15.

Program development continues to be a focus with alternatives to traditional incarceration. These programs and services expand the rehabilitative opportunities available to youth. Activities such as slam poetry, yoga, creative writing, arts, and mindfulness training have been implemented to help with personal and social skill building for the youth. HCYF is actively planning for implementation of the Roots of Success (ROS) program in SFY 17. ROS program is an empowering educational program that prepares youth who come from communities heavily impacted by poverty, unemployment, and environmental injustice for environmental careers and to improve conditions in their communities.

The HYCF continues to evaluate operations against national standards, remedy deficiencies, and upgrade the quality of correctional programs and services. The recognized benefits from such a process include improved management, a defense against lawsuits through documentation and the demonstration of a “good faith” effort to improve conditions of confinement, increased accountability, enhanced public credibility for administrative and line staff, a safer and more humane environment for personnel and offenders, and the establishment of measurable criteria for upgrading programs, and personnel, on a continuing basis.

HYCF, through the support of the Office of Youth Services, continues to work closely with the courts to ensure that any commitment to the facility is a “last resort” after all community-based services have been exhausted, and is further based on ensuring public safety. The identification of community based programs as alternatives to incarceration is ongoing. Furthermore, the expanded use of parole enhances a youth's transition back to their home community, and has a positive impact on maintaining the facility’s average daily population near its maximum capacity.

Major initiatives that HYCF administration continue to support and encourage include:

- Continue development of facility Policies, Procedures and Practices that are appropriate for juvenile justice facilities and programs.
- Provide ongoing Staff Training for HYCF direct care staff, social workers, and other staff on Juvenile Justice/Juvenile Corrections Best Practices. To better

equip staff with skills and knowledge needed to provide a safe, secure and nurturing environment for the youth in the state's care and custody.

- Continue to strengthen communication between the Judiciary and State Agencies: Department of Health (DOH), Department of Education (DOE), Department of Human Services (DHS) and OYS/HYCF to ensure the delivery of appropriate services for youth in a seamless and collaborative manner.
- Continue planning for possible expansion of a service continuum at HYCF to include multiple pathways and programs for youth with substance abuse, mental health and/or other identified needs that may require additional resources and funding streams.
- Continue to enhance and expand in-facility programs and services to better prepare youth for reintegration into the community. For quality assurance, HYCF continues to monitor facility progress through a performance-based standards program to assess and evaluate facility progress and the conditions of confinement.

HYCF also continues to build partnerships with public agencies like DHS, DOE, DOH, Family Court, county agencies, including law enforcement agencies, and private non-profit agencies. These partnerships better coordinate the state's efforts in providing services to youth.

A feasibility study to assess the potential of expanding the programmatic and facilities to address a broader target group beyond incarcerated youth was completed in December 2015. The study outlined a future direction for HYCF to become a place of healing and sanctuary, a Pu'uhonua in Native Hawaiian cultural tradition, which would involve programs and services for youth and families addressing substance abuse, impacts of trauma and other problem areas.

In line with the outcomes of the study, joint planning efforts with the DHS Child Welfare Services Branch (CWS) resulted in a proposal to the federal government for a pilot project for short-term residential assessment services for youth involved in commercially sexually exploitation in a non-secure setting on the grounds of HYCF. If the proposal is funded, the project is tentatively proposed for implementation in SFY 17.

E. OYS Focus in SFY 2017

- Enhance services and programs to best meet the needs of adjudicated youth on probation; to prevent further penetration into the juvenile justice system; to reduce recidivism; and to maximize opportunities for youth to become productive, 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 the decision making points in the juvenile justice system.
- Continue implementing the provisions of Act 201 (SLH 2014) 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 pilot Assessment Centers (with a civil citation component) to provide an array of services for juveniles who have been arrested or are at-risk for involvement with the juvenile justice system, including performing in-depth assessments, facilitating access to services, and developing connections with other community resources in a culturally appropriate manner.
- Increase community based, family-focused treatment interventions, with emphasis on culturally appropriate service delivery.
- Actively participate with DHS, DOE, DOH and the Judiciary to implement “Wrap Hawaii” – a collaborative pilot program to more effectively address the complex needs of at-risk youth 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, DHS-CWS and OYS through quarterly meetings hosted in each circuit.
- Collect outcome data to improve program performance and youth success.
- Prioritize youth needs and enhance fiscal responsibility to ensure that moneys are being directed to meet the most serious needs of youth.
- Continue to improve services and programs at the HYCF.

F. Provider Focus in FY 2017

Provide leadership, coordination, technical assistance and training opportunities for providers, partners, and the community.

- Maintain continuity in programs and services for youth and their families.
- Explore partnerships with public and private funding resources to maintain and enhance service capacity for the community.