



DEPARTMENT OF PUBLIC SAFETY
REPORT TO THE 2009 LEGISLATURE

ACT 213 (2007)

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MASON APPRENTICESHIP PROGRAM

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DEVELOPMENT PROGRAM

December 2008

Act 213, Part 3, Section 101 Mason Apprenticeship Program

The 2007 Legislative Budget Bill (HB 500, H.D.1, S.D.1,C.D.1), Section 101, exclusively allocated funds to the Department of Public Safety (Department) to implement a Mason Apprenticeship Program for inmates at the Waiawa Correctional Facility (WCF). The budget given was \$50,000 in FY2008, (\$27,000, B. Other Current Expenses and \$23,000, C. Equipment) and \$26,000 in FY 2009, (All B. funds). Section 101 required the Department to prepare a report informing the Legislature of the progress being made with the program. This report documents the program activities since the last report given December 2007.

The Mason Apprenticeship Program started classes on October 8, 2007, with ten eligible inmates and one instructor. The instructor, Wayne Naholowaa, is a retired union mason with over thirty years of experience as a mason. The mason's union representative, Ricky Tamashiro, worked with Mr. Naholowaa on the classroom curriculum and what skills would be covered with hands-on projects in the field. This first class ended in December 2007, after completing a slab with columns used for our sewer treatment plant and a large greenhouse slab for use with our farm operations

The next class started January 14, 2008, with nine inmates. Before finishing their program in March 2008, they had poured a 36' x 24' slab (14 cu. yds.) for our new building maintenance shops and they set approximately 900 blocks. Our third class with ten inmates started in April 2008 and concluded in June 2008, after completing approximately the same slab and block work as the second class. The next session started in July 2008 with twelve inmates and ran through September 2008. This class continued the block work on the building maintenance shops. The final class to work on these shops just started on October 6, 2008, with ten more inmates and will continue through to December 2008.

The number of inmates completing the training through September 2008 is forty-one. Of these inmates twenty-eight are still in prison, two have moved on to Oahu Community Correctional Center, two transferred to Maui Community Correctional Center, one is now located in Kauai Community Correctional Center and eight have been released. Prior to legislative funding, WCF operated a pilot program that had twenty inmates complete the training. Seventeen of these inmates have now been released. According to the union tracking report, six of these inmates are now working in the masons union, or twenty-four percent.

Mr. Tamashiro reports that almost all of the inmates that got out did contact the union office. However, as we stated in the first report, the initial union fee is presenting a problem for these inmates. If they are not sent out with a job on the day they report to the union, many ex-inmates have been very reluctant to pay half of the initial union fees (\$425) without the benefit of having a job in hand. For whatever reason, they are having a hard time handling this up-front fee and Mr. Tamashiro is convinced that more ex-inmates would have joined the union if not for this fee.

One inmate who wasn't offered a job on the day he reported to the union later gained employment with the Laborers' Union. Another is currently employed with a concrete pumping company due to his training at WCF but he is not a member of the Mason's Union. Thirty-two percent are, therefore, working in the construction field.

The measures of effectiveness of the program that have been developed are: how many projects are completed, the number of inmates entering the program, the number of inmates completing the program, and comparing the skills and mathematical abilities of the inmates prior to their participation and post participation.

Two projects have been completed and three phases (of four) of a major project have completed masonry work. Including the current class that just started October 6th, fifty-one inmates have entered the program. Another twenty inmates participated in the WCF pilot program developed before obtaining legislative funding for equipment and materials. All forty-one inmates entering the program, whose legislative funded programming has ended, have completed the program. Although every inmate's skill level improved, there is currently no concrete way of measuring this improvement developed to date. Sixty-one inmates have completed programming and twenty-five of these have been released. Six are now mason union apprentices and two others are working in the construction field (one with concrete), or a total of thirty-two percent.

WCF and the Mason's Union consider this program beneficial to both parties. Word of mouth has managed to attract the attention of additional inmates interested in this program. Some were not aware that the masons were hiring parolees and if successful, they could earn a living wage. We hope to be able to continue this worthwhile program to develop law-biding citizens with stable, rewarding careers in the construction industry.

Act 213, Part 3, Section 102 Comprehensive Offender Reentry Plan

Preface

It has been estimated that nationally 95% of all incarcerated individuals are eventually released into the community. Applying this figure to Hawaii's correctional population means that of the approximately 6,000 offenders who are now incarcerated in correctional facilities within the State or in prison facilities on the mainland under contract to the State all but 300 will be released. Because the primary goal of the Department of Public Safety (PSD) is the protection of the community, PSD is charged with providing reentry services to the remaining 5,700 offenders who will eventually be released from its custody. The provision of reentry services to these offenders makes it less likely that they will be involved in criminal activities in the future.

PSD has made efforts in recent years to streamline and improve its reentry programs and services. In order to do so, we are further enhancing our systemic approach to address issues and challenges associated with the reentry process. Therefore, the ***Comprehensive Offender Reentry Plan*** was further developed and published in part as a response to Senate Bill 932 (Act 8) which required the PSD to develop and implement a reentry strategy for incarcerated offenders. The prevalent theme of this initiative is to increase successful outcomes for offenders as they go through the reentry process by providing a continuum of services that addresses offender's critical criminogenic risk and need factors. By re-aligning the manner in which services are delivered, ensuring that existing programs are consistent with evidence-based practices, and by aggressively promoting the involvement of non-correctional government and community based entities in the reentry process, the Reentry Plan proposes to maximize all available resources and re-integrative services and meaningfully impact successful offender reentry.

The Reentry Plan is based upon the following guiding principles:

- The reentry process begins upon admission to jail or prison. The offender shall be assessed within a reasonable amount of time to determine his/her risk, needs, and responsiveness, and a discharge plan is formulated. The discharge plan indicates the high-risk needs, specifies the goals to address the needs, and the objectives and tasks to meet the goals.
- PSD's classification system shall determine how the offender is processed through the correctional system. The offender's movement is primarily performance-driven rather than time-driven, based on the belief that an individual's behavior and attitude is the best indicator of change, not how much time he/she has to serve.
- An offender is assigned a case manager whose role is extremely critical because the case manager is the change agent. The case manager is

responsible to draft the discharge plan specific to the offender's risk/needs and to monitor the offender's progress and compliance. The case manager will determine, based on the offender's re-assessment, if the level of custody should be modified, and work with the offender throughout the process.

- The case manager shall collaborate with private and public agencies that will provide the required services and programs, according to the offender's discharge plan, during incarceration and continuing after the offender is released to ensure a continuum of care.
- All reentry programs will employ evidence-based practices. Training in best practices has been ongoing for approximately the past five years through the work of the Inter-agency Council on Intermediate Sanctions (ICIS), a coalition involving the PSD, the Department of Health, Parole, Office of the Attorney General, and the Judiciary. ICIS was formed with a goal of reducing offender recidivism rate by 30%. The Reentry Plan and the proposed methods are entirely consistent with the ICIS goal.
- Maintaining stable employment is a key factor in supporting successful reentry. PSD's Correctional Industries Division shall strive to provide vocational training to offenders with skills that are applicable to the workforce.
- Reentry programs shall be made available at all correctional facilities taking into consideration an offender's willingness to participate and ensuring their level of custody permits participation without placing the offender, staff, or the public in jeopardy. Services provided will depend upon the offender's risk and needs provided there is funding, physical space, and staff.
- A reentry committee shall be established to promote partnerships that support change and provide the services that are conducive for rehabilitation. PSD will conduct meetings in each county to collaborate and form partnerships with both governmental and private sectors and members of the community. The purpose of the committee is to coordinate all reentry efforts, streamline services, ensure that programs do not obstruct the security of the facility, is consistent with PSD's reentry plan and related to the individual's discharge plan.

Mission

PSD's mission is to enhance public safety by providing environments that empower offenders to make choices that maximize successful reentry without jeopardizing public safety.

Vision

PSD's vision is to work in partnership to invest in change for the success of the offender and the community.

Goal

PSD's goal is to provide offenders in the custody and care of PSD a continuum of care that identifies and addresses their needs as they transition from more restrictive correctional settings back into the community.

Challenges

The Reentry Plan represents a departure from traditional correctional setting operations. While operating safe and secure facilities will continue to be the most important priority, under this plan, much more emphasis will be placed on providing programs and services that are known to facilitate successful offender re-integration into the community than in the past. Inherent with any major change is the need to successfully deal with barriers and gaps that exist and/or are anticipated. Establishing a clear vision and promoting acceptance of the vision, within and outside of PSD, can mitigate many existing barriers. Research has consistently shown that correctional systems with an effective reentry process experience lower offender re-admission rates and make better use of available resources. Most important from the perspective of the correctional staff is that successful reentry programs result in safer and more secure facilities. This increase in safety is the result not only of a more manageable population (due to a decrease in recidivism), but also because changing offenders' behaviors and attitudes through the use of "what works" approaches are heavily emphasized and result in more manageable behaviors.

STRATEGY

The strategy of PSD is to further enhance our reentry plan to ensure we are addressing current gaps and critical issues, taking into consideration initiatives from other existing reentry programs that have demonstrated successful outcomes. The Reentry Plan involves a paradigm shift in the following areas:

- **Collaboration and Partnerships**

Collaboration is a critical component of the Comprehensive Reentry Plan. In the past, the goals and interests of correctional programs and community-based programs were perceived to be mutually exclusive. Changes in the public's perception of crime have gradually shifted. Polls show that the majority of citizens, realizing that their own quality of life is improved when ex-offenders live responsibly, now favor the continuation of services after offenders are released. The extent to which services to

offenders can be provided in the community is largely contingent upon the development of a network of criminal justice, non-criminal justice government agencies, and community-based agencies. These agencies must agree to work collaboratively both at a policy making and line level to improve offender outcomes. Collaboration is an effective and efficient way to leverage limited resources, especially in light of the recent economic downturn and budget restrictions. It is imperative that the PSD take an active role in forming and nurturing these types of partnerships throughout the State.

- **Workforce Development**

A key component of the Reentry Plan focuses on employment and job training. While offenders are still incarcerated, Correctional Industries shall strive to provide relevant vocational and employment readiness training. This would be in addition to other programs offered within PSD for those offenders that do not qualify for placement with Correctional Industries to assist them by providing in-house work opportunities within the prisons themselves. Studies show that offenders who have sustained employment are less likely to re-offend. Therefore, collaboration and partnership with the Workforce Development (WD), a Division of the Department of Labor and Industrial Relations (DLIR), will link offenders with employment and vocational training opportunities. WD maintains various partnerships with private sector businesses to identify emerging employment trends, technological advances, declining industries and seeks to proactively address economic issues/concerns of businesses and the workforce alike.

- Individualized Transitional Plan and Release Packet

An individualized transitional plan will consist of pertinent information to assist the offender as he/she transitions back into the community. In addition to ensuring a continuum of care upon release, it promotes support for the offender after their release into the community. The offender will receive a copy of the Transitional plan that will include contact information for community-based programs, appointment dates and time, and a list of support services.

Offenders being released on parole will have their parole officer to assist them in their transition to the community and referral to appropriate services.

All offenders will receive a release packet that will assist in the transition, including a community resource guide listing contact information for community-based services, a temporary supply of medication (if needed), and identification documents.

REENTRY PLAN, OBJECTIVES, AND OUTCOMES

The goal of PSD's Reentry Plan is to provide offenders either in our custody or under our supervision with a comprehensive continuum of care that identifies and addresses their needs as they transition from a correctional setting back to the community.

PHASE I: RISK/NEED ASSESSMENT

Obtaining quality offender data is crucial to maintaining safe facilities and formulating proper case management decisions. Assessments and screening instruments are the means by which these data are provided, and therefore, a key component of the Reentry Plan. Appropriate assessment and screening instruments will be completed on all offenders in our custody or under our supervision for at least six (6) continuous months. The assessments will take place within sixty days of sentencing. Data obtained from these instruments not only provide information about immediate needs and housing concerns, but also can be used to develop an initial discharge plan that includes service barriers, goals, and desired outcomes. The offender's status (jail or prison), apparent motivational level, and physical and mental capacity are factors that affect the setting of goals and objectives.

Objective: Provide appropriate and timely assessments.

Outcome: Accurately assess risk and needs and foster motivation for change.

PHASE II: MANAGE AND MONITOR

When an offender remains in custody for any significant period of time, changes occur in custody level based on behavior and participation in appropriate programs. Similarly, an offender's risks and needs as well as appropriate level of service are also dynamic in nature, and can be positively affected as a result of correctional interventions. Therefore, reassessments and monitoring and recording the progress of offenders are vital especially in this phase to assist case managers and offenders in making well-informed decisions that affect reentry. Equally important is the need to adjust offender custody levels at appropriate intervals through demonstrated behaviors, not time remaining on a sentence. Keeping offenders in the least restrictive setting commensurate to his/her level of risk provides access to a wider range of services. Moreover, lower custody levels foster self-efficacy by placing more responsibility on offenders to make appropriate decisions.

Objective: Engage offender in evidence-based programs that address offender's risk and needs.

Outcome: Develop changes in attitude and behavior.

PHASE III: PREPARE FOR REENTRY – TRANSITION

During this phase, potential problem areas that often accompany release are addressed and the offender is provided with opportunities to develop coping skills to deal with these challenges. The offender is linked to community-based organizations or other entities to facilitate a smooth transition into the community. Collectively, agencies should begin post-release planning and active coordination of services.

During this phase, the individual will address their expectations of release and will learn coping skills to deal with the realities of re-integration. Individuals will be linked to community-based organizations or entities to facilitate a smooth transition into the community. It is during this period that collectively, agencies begin post-release planning and active coordination of needed community-based services.

Objective: Coordinate needed services to ensure a seamless transition, at a minimum addressing individual's immediate post release needs such as housing, employment, and relationships.

Outcome: Establish relationships between individual and community-based providers.

PHASE IV: RETURN TO COMMUNITY - REINTEGRATION

In this final phase of the reentry process, the goal of discharge planning is to ensure that offenders are stable and not engaging in high-risk behaviors. Because most offenders who recidivate tend to do so within six months of their release, whenever possible, case management will continue after release or until the case is handed over to the offender's parole or probation officer. Equally important during this last reentry phase is the need to monitor the offender's progress and conduct reassessment in order to make necessary revisions to the discharge plan. This can be done through their parole or probation officer or by contacting the offender directly.

Objective: Facilitate a successful transition into the community ensuring that all barriers have been addressed.

Outcome: Sustained participation in treatment and/or after care, stable offender employment and housing, and a reduction in recidivism.

Core Reentry Case Management Programs

Integrated case management is a critical component of the Reentry Plan. According to national research on existing reentry programs, these core programs are vital to the success of a reentry program.

(See Attachment A)

Inventory of Institutional-based and Community-based Services (Matrix)

The matrix is a summary of institutional-based and community-based reentry services and programs available at the time of this publication.

(See Attachment B)

REENTRY FLOW CHART

PSD's Flow Chart indicates the flow as each offender enters the facility. It also breaks down the different paths for offenders who are pre-trial, short-term, or long-term.

(See Attachment C)

CONCLUSION

PSD recognizes that prison overcrowding is a serious issue that is currently being addressed by contracting with private companies on the mainland to house, treat, educate our inmates because we do not have the physical capacity to do so in our State prison facilities. We further believe that by actively addressing the risks and needs of incarcerated offenders from the time of admission, and by providing a continuum of care once they are released, we provide an environment that empowers them to make choices that maximize successful reentry, and thus enhance the public's safety.

**Action 213 (2008), Section 103
Inmate Transitional Work Furlough
Substance Abuse Treatment Services**

Oahu Community Correctional Center, Laumaka Work Furlough Center

Laumaka Bridge Program is a residential substance abuse reentry, work furlough program for inmates who have completed Level II, or III substance abuse treatment while incarcerated. The program provides opportunities to practice social learning, cognitive, and recovery skills learned in treatment while transitioning to the community. Family therapy and job development services are provided as the inmate re-connects with family and community resources.

At the beginning of FY 2008, there were approximately 47 inmates in Laumaka Bridge program. Between July 01, 2007 and June 30, 2008, there were 77 new admissions, 55 successful completions, and 17 terminations due to non-compliance with treatment plan. The daily average inmate participation was 47 inmates at any given time.

Outcome Data:

From 7/1/04 through 6/30/06 there were 81 men who successfully completed the Bridge program. To date, 41 or 51% have not been re-arrested. 28 or 35% were arrested. 12 or 15% were parole violators.

Women's Community Correctional Center

Olomana Bridge Program is a residential substance abuse reentry, work furlough program for inmates who have completed Level II, or III substance abuse treatment while incarcerated. The program provides opportunities to practice social learning, cognitive, and recovery skills learned in treatment while transitioning to the community. Family therapy, psychological, and job development services are provided as the inmate re-connects with family and community resources.

At the beginning of FY 2008, there were approximately 15 inmates in WCCC Bridge program. During the period from July 01, 2007 to June 30, 2008, there were 7 new admissions, 13 successful completions, and 4 terminations due to non-compliance with treatment plan. Due to Bridge counseling and WCCC case manager staff shortages, the daily average inmate participation was 6.

Outcome Data:

From 7/1/04 through 6/30/06, there were 34 women who successfully completed the Bridge program. Two years after completion, 68% were not re-arrested during that period.

**Act 213 (2008), Section 104
Inmate Transition and Job Development Program**

EXPENDITURES

The legislature awarded the Department of Public Safety \$150,000 to expand the inmate transition and job development program at Oahu Community Correctional Center (OCCC), Women's Correctional Community Center (WCCC), Hawaii Community Correctional Center (HCCC), Waiawa Correctional Facility (WCF) and Kulani Correctional Facility (KCF).

PROGRAM OBJECTIVE

To expand the number of inmates from 35 inmates per year to 115 inmates per year and provide pre-employment services, job search, job placement and follow up for a period of one-year post release.

MEASURES OF EFFECTIVENESS

Number of inmates participating in Life Skills classes	636
Number completed Life Skills Classes:	508
Number of inmates in pre-employment classes:	338
Number of inmates receiving job placement assistance:	110
Number of inmates receiving special services: (SS card, drivers license, child support claims, veterans benefits, disability benefits, housing, etc.)	138
Number of inmates placed in training programs	56
Number of inmates in union programs/employment	3
Number of Job Fairs Conducted:	1
Number of inmates attended:	27

It should be noted that of the 41 inmates in the Masonry training program, 17 have been released from custody. To date 6 have been placed in employment. In the WCF pre-employment program 3 individuals have been paroled and all 3 are currently employed.

Of the 13 inmates who completed the culinary training program at WCF, 3 are employed and 3 are waiting for furlough status and have employment waiting for them. The remainders are at WCF.

There were two scheduled job fairs under this funding. HCCC and KCF joined forces to host a job fair with 27 men participating. State parole and probation and Federal Probation offices also had clients participate in this event.

The OCCC job fair for Oahu was cancelled due to the downturn in the local economy. Employers notified the pre-employment instructor that they are postponing hiring decisions until a later time. OCCC hopes to hold a job fair sometime in 2009.