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TESTIMONY ON SENATE CONCURRENT RESOLUTION 117
ENCOURAGING THE CONTINUATION AND EXPANSION OF THE
COMMUNITY-BASED WORK FURLOUGH PROGRAMS TO ASSIST FEMALE
INMATES TRANSITION BACK INTO SOCIETY.

by

Nolan P. Espinda, Director
Department of Public Safety

Senate Committee on Judiciary and Labor
Senator Gilbert S.C. Keith-Agaran, Chair
Senator Karl Rhoads, Vice Chair

Senate Committee on Ways and Means
Senator Jill N. Tokuda, Chair
Senator Donovan M. Dela Cruz, Vice Chair

Tuesday, April 4, 2017; 1:30 p.m.
State Capitol, Conference Room 211

Chairs Keith-Agaran and Tokuda, Vice Chairs Rhoads and Dela Cruz, and Members of the Committee:

The Department of Public Safety (PSD) **supports** Senate Concurrent Resolution (SCR) 117, which encourages the continuation and expansion of community-based work furlough programs to aid in the transition of female inmates back to the community. PSD has long recognized the importance of furlough programs for women and continues to apply its available resources towards the continuation and expansion of these programs.

Thank you for the opportunity to present this testimony.



SCR117
**ENCOURAGING THE CONTINUATION AND EXPANSION OF COMMUNITY-BASED
WORK FURLOUGH PROGRAMS TO ASSIST FEMALE INMATES TRANSITION BACK
INTO SOCIETY.**

Senate Committee on Judiciary and Labor
Senate Committee on Ways and Means

April 4, 2017

1:30 p.m.

Room 211

The Office of Hawaiian Affairs (OHA) **SUPPORTS** SCR117, which would urge the Department of Public Safety (PSD) to continue and grow its highly successful work furlough program for pa‘ahao women.

In 2010, OHA produced a comprehensive report detailing the overrepresentation and disparate treatment of Native Hawaiians in the criminal justice system. This report found that between 1977 and 2008, the number of people incarcerated in Hawai‘i has increased by more than 900%,¹ and by 1,400% between 1977 and the present. The Native Hawaiian community has been particularly impacted by this increase, making up 40% of our prison population today; moreover Native Hawaiian women are penalized even more disproportionately, comprising 44% of our female inmate population.²

The 2012 Native Hawaiian Justice Task Force Report subsequently identified several factors exacerbating the disproportionate impact of the criminal justice system on Native Hawaiians. These included barriers to employment, housing, and reintegration into the community, which may lead to greater levels of recidivism by formerly incarcerated pa‘ahao.³ Community-based work furlough programs, such as Ka Hale Ho‘āla Hou No Nā Wāhine, may be critical to addressing these barriers. Such programs provide pa‘ahao with valuable opportunities to develop marketable skills, prosocial behaviors, and a positive work ethic, thereby increasing their ability to secure employment and find

¹ See THE OFFICE OF HAWAIIAN AFFAIRS, THE DISPARATE TREATMENT OF NATIVE HAWAIIANS IN THE CRIMINAL JUSTICE SYSTEM 17 (2010), available at http://www.oha.org/sites/default/files/ir_final_web_rev.pdf.

² In contrast, Native Hawaiians only represent 24% of the general public in Hawai‘i. *Id.* at 36. OHA’s 2010 study found that the disproportionate impact of the criminal justice system on Native Hawaiians accumulates at every stage noting that Native Hawaiians made up “24 percent of the general population, but 27 percent of all arrests, 33 percent of people in pretrial detention, 29 percent of people sentenced to probation, 36 percent admitted to prison in 2009, [and] 39 percent of the incarcerated population.” *Id.* at 10. Moreover, controlling for many common factors including type of charge, the study revealed that Native Hawaiians were more likely to be found guilty, receive a prison sentence, and receive a longer prison sentence or probation term than most other ethnic groups. *Id.* at 28-38.

³ See THE OFFICE OF HAWAIIAN AFFAIRS, NATIVE HAWAIIAN JUSTICE TASK FORCE REPORT 8, 20 (2012), available at http://lrhawaii.info/reports/legprpts/oha/2013/act170_slh11.pdf.

housing. Community-based reentry programs may also offer communal living arrangements for a transitional period, enabling pa‘ahao to find stability and support each other as they prepare to reintegrate with their communities. By addressing such common barriers to reentry, PSD’s community-based work furlough programs may significantly reduce recidivism rates, and should be supported for the betterment of our pa‘ahao and communities.

Therefore, OHA respectfully urges the Committees to **PASS** SCR117. Mahalo for the opportunity to testify on this measure.

COMMUNITY ALLIANCE ON PRISONS

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COMMITTEE ON JUDICIARY AND LABOR

Sen. Gil Keith-Agaran, Chair

Sen. Karl Rhoads, Vice Chair

COMMITTEE ON WAYS AND MEANS

Sen. Jill Tokuda, Chair

Sen. Donovan Dela Cruz, Vice Chair

Tuesday, April 4, 2017

1:30 pm

Room 211

STRONG SUPPORT - SCR 117 **COMMUNITY-BASED WORK FURLOUGH PROGRAMS FROM WOMEN**

Aloha Chairs Keith-Agaran and Tokuda, and Members of the Committees!

My name is Kat Brady and I am the Coordinator of Community Alliance on Prisons, a community initiative promoting smart justice policies in Hawai'i for two decades. This testimony is respectfully offered on behalf of the almost 6,000 Hawai'i individuals living behind bars or under the "care and custody" of the Department of Public Safety. We are always mindful that more than 1,600 of Hawai'i's imprisoned people are serving their sentences abroad thousands of miles away from their loved ones, their homes and, for the disproportionate number of incarcerated Native Hawaiians, far from their ancestral lands.

SCR 117 encourages the continuation and expansion of community-based work furlough programs to assist female inmates transition back into society.

Community Alliance on Prisons is in strong support of this resolution. The highlights from a report¹ from Vera Institute of Justice read,

Women often become involved with the justice system as a result of efforts to cope with life challenges such as poverty, unemployment, and significant physical or behavioral health struggles. Most are jailed for low-level, nonviolent offenses.

¹ Overlooked: Women and Jails in an Era of Reform, Vera Institute of Justice, August 2016.
<https://www.vera.org/publications/overlooked-women-and-jails-report>

Once incarcerated, women must grapple with systems designed primarily for men. As a result, many leave jail with diminished prospects for physical and behavioral health recovery, as well as greater parental stress and financial instability.

Michelle Alexander, author of *The New Jim Crow: Mass Incarceration in the Age of Colorblindness*, moderated a panel discussion titled *“Invisible Woman: The Experience of Women and Girls in the Era of Mass Incarceration”* at Union Theological Seminary, where she is now a visiting professor and encouraged the community to help bring women to the forefront of the justice movement by recognizing their unique and often invisible struggles. For example, one problem facing women is how incarcerated mothers experience stigma differently than fathers. Incarcerated mothers are thought to be careless and negligent, and this affects society’s perception of their families. Earlier this year, Attorney General Loretta E. Lynch said, *“We know that when we incarcerate a woman we often are truly incarcerating a family, in terms of the far reaching effect on her children, her community and her entire family network.”*²

Community Alliance on Prisons has received many letters from women and their families asking about work furlough as a way to help ease their reentry back to society and to facilitate the reintegration with their families once again.

Intergenerational imprisonment is a huge issue in Hawai`i. And it is an issue that can be addressed when we decide that rehabilitation works better than punishment in building safe, healthy and just communities.

We, therefore, urge the committee to support more work furlough programs for women.

Mahalo for this opportunity to testify.

² Understanding the Needs of Women in the Justice System, Kristi DiLallo Intern, Communications, December 2, 2016. <https://www.vera.org/blog/understanding-the-needs-of-women-in-the-justice-system>

From: mailinglist@capitol.hawaii.gov
To: [JDLTestimony](#)
Cc: annsfreed@gmail.com
Subject: Submitted testimony for SCR117 on Apr 4, 2017 13:30PM
Date: Tuesday, April 4, 2017 12:51:17 AM

SCR117

Submitted on: 4/4/2017

Testimony for JDL/WAM on Apr 4, 2017 13:30PM in Conference Room 211

Submitted By	Organization	Testifier Position	Present at Hearing
Ann S Freed	Hawaii Women's Coalition	Support	No

Comments: Aloha Chair Keith-Agaran, Vice Chair Rhoads and members, The Coalition is in strong support of this measure. Please help these women who have made mistakes but want a path to a productive, normal life. Pass this measure. Ann S. Freed, Co-Chair Hawaii Women's Coalition

Please note that testimony submitted less than 24 hours prior to the hearing, improperly identified, or directed to the incorrect office, may not be posted online or distributed to the committee prior to the convening of the public hearing.

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COMMITTEE ON JUDICIARY AND LABOR

Senator Gilbert S.C. Keith-Agaran, Chair

Senator Karl Rhoads, Vice Chair

COMMITTEE ON WAYS AND MEANS

Senator Jill N. Tokuda, Chair

Senator Donovan M. Dela Cruz, Vice Chair

DATE: Tuesday, April 4, 2017

TIME: 1:30 p.m.

PLACE: Conference Room 211

Subject: Strong support for SCR 117

Good afternoon Chairs Keith-Agaran and Tokuda, Vice Chairs Rhoads and DelaCruz and members of the Committees. My name is Lorraine Robinson. I am a consultant for the YWCA of Oahu work furlough program for women exiting prison. For over 20 years, I served as Executive Director of TJ Mahoney & Associates (previous contractor for the women's work furlough contract). Having worked with women exiting prison for over two decades, I am certain SCR 117 will enhance the odds for successful community reentry and promote safer communities. Therefore, I strongly urge you to support **SCR 117**.

Successful transition from prison to the community is difficult at best. Programs such as the YWCA work furlough program help to provide a structured and supportive environment in which participants learn and practice pro-social life skills, obtain and sustain employment, learn budgeting, money management, and most importantly, learn and practice how to minimize and manage overwhelm, so as not to revert to previous behaviors which caused their criminal justice system involvement.

Women in the criminal justice system disproportionately come from backgrounds where there is a history of low educational achievement, trauma (including physical, emotional, sexual abuse), neglect, violence, addiction, incarceration, poverty, and many other recognized risk factors with few protective factors. This background creates a pathway to crime that includes trauma, substance abuse to self-medicate, addiction, crime and incarceration. Criminal justice involvement is intergenerational and unless addressed will continue to be perpetuated, creating huge social costs that impact our families and communities in devastating ways.

Programs such as the YWCA work furlough program reverse this vicious cycle and promote healthy, life sustaining trajectories for participants, enabling them to become contributing members of our communities. Research substantiates that successful community reentry for offenders means safer communities for all.

Please support HCR 158. Thank you for the opportunity to testify.

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SCR117

Submitted on: 4/3/2017

Testimony for JDL/WAM on Apr 4, 2017 13:30PM in Conference Room 211

Submitted By	Organization	Testifier Position	Present at Hearing
Cu Ri	Individual	Support	No

Comments:

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SCR117

Submitted on: 4/3/2017

Testimony for JDL/WAM on Apr 4, 2017 13:30PM in Conference Room 211

Submitted By	Organization	Testifier Position	Present at Hearing
ELIZABETH ANNIE VALENTIN	Individual	Support	No

Comments:

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SCR117

Submitted on: 4/4/2017

Testimony for JDL/WAM on Apr 4, 2017 13:30PM in Conference Room 211

Submitted By	Organization	Testifier Position	Present at Hearing
Jeannine Souki	Individual	Support	No

Comments: As a board member of the YWCA of Oahu, I am writing in strong support of this concurrent resolution. In Hawaii, the majority of female offenders are incarcerated for committing non-violent crimes. Many of them are mothers and are disproportionately Native Hawaiian. Successful transition into society is crucial to reduce the cycle of crime among women offenders. Community-based work furlough programs are effective in reducing problems associated with reentry. HCR 158 recommends the Department of Public Safety to continue and expand programs like the YWCA of Oahu's Ka Hale Ho ala Hou No Na Wahine program at its Fernhurst facility, which is integrated in a metropolitan community in Honolulu with multiple bus routes so women can easily commute to work and get access to services. This program serves women throughout the state and currently, is the only community-based work furlough program in Hawaii. The only other work-furlough program available to women is housed in the Women's Community Correctional Center in Kailua. Re-entry programs like Ka Hale Ho ala Hou No Na Wahine offer a nurturing and supportive setting for women to reintegrate into society and better prepare them for life outside of prison. Please support this resolution with your vote. Mahalo!

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SCR117

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Testimony for JDL/WAM on Apr 4, 2017 13:30PM in Conference Room 211

Submitted By	Organization	Testifier Position	Present at Hearing
Kathleen	Individual	Support	No

Comments:

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SCR117

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Submitted By	Organization	Testifier Position	Present at Hearing
Kaulana Dameg	Individual	Support	No

Comments:

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Maxine Anderson
1703 S. Beretania
Honolulu HI 96826

Re: Testimony in SUPPORT of HCR 158

Aloha House Judiciary Committee,

I am writing today in **support** of HCR 158. I am a recent MSW graduate from UH Manoa, and completed my concentration year practicum with the Offender Services Administration at Women's Community Correctional Center from Fall 2015-Spring 2016. During my time at WCCC, I saw that these furlough programs, while important and necessary, do not go far enough with their services. Further, they don't have the capacity to serve all the transitioning women who need their support.

While I ultimately support the intent of this bill, frankly, it does not go far enough. The text of the bill itself recognizes the importance of community based alternatives to incarceration, yet the resolution only deals with women who are already incarcerated. Ka Hale Ho ala Hou No Na Wahine is an excellent program which provides a great model for services; the Bridge program should investigate whether its service model and delivery aligns with that program's. Further, both of these programs should be expanded and made accessible to every incarcerated woman. In addition, all programs relating to incarcerated women should include some component regarding trauma recovery. Most of the women currently incarcerated at WCCC have some form of trauma history which impact recidivism and incarceration rates. Specific trauma treatment and recovery are necessary steps in any transition back to the community. The text of the resolution alludes to these facts by encouraging "Trauma-informed" services, yet doesn't go far enough in mandating treatment for that trauma.

Mahalo for the opportunity to provide testimony,

Maxine Anderson