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March 7, 2025

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

The Honorable Nadine K. Nakamura
Speaker and Members of the
House of Representatives
Thirty-Third State Legislature
State Capitol, Room 431
Honolulu, Hawaii 96813

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

Consistent with the Commission's mandate to monitor and review the reentry system and comprehensive offender reentry program [§353L-3(3)(4)], the Commission has published its inaugural reentry report, *Hoe Amau: The current state of reentry in Hawaii*. *Hoe Amau* (pull for the shore) represents the desperate effort to reach a safe and stable place, symbolizing the hope for salvation and opportunity for a new beginning.

This report highlights both the barriers and the opportunities for meaningful reform. Addressing systemic issues such as inadequate reentry planning, limited program availability, and inconsistent implementation of statutory mandates will be critical in improving outcomes for individuals in custody and enhancing community safety. This report may be reviewed electronically at <https://hcsoc.hawaii.gov/systemic-reports/>.

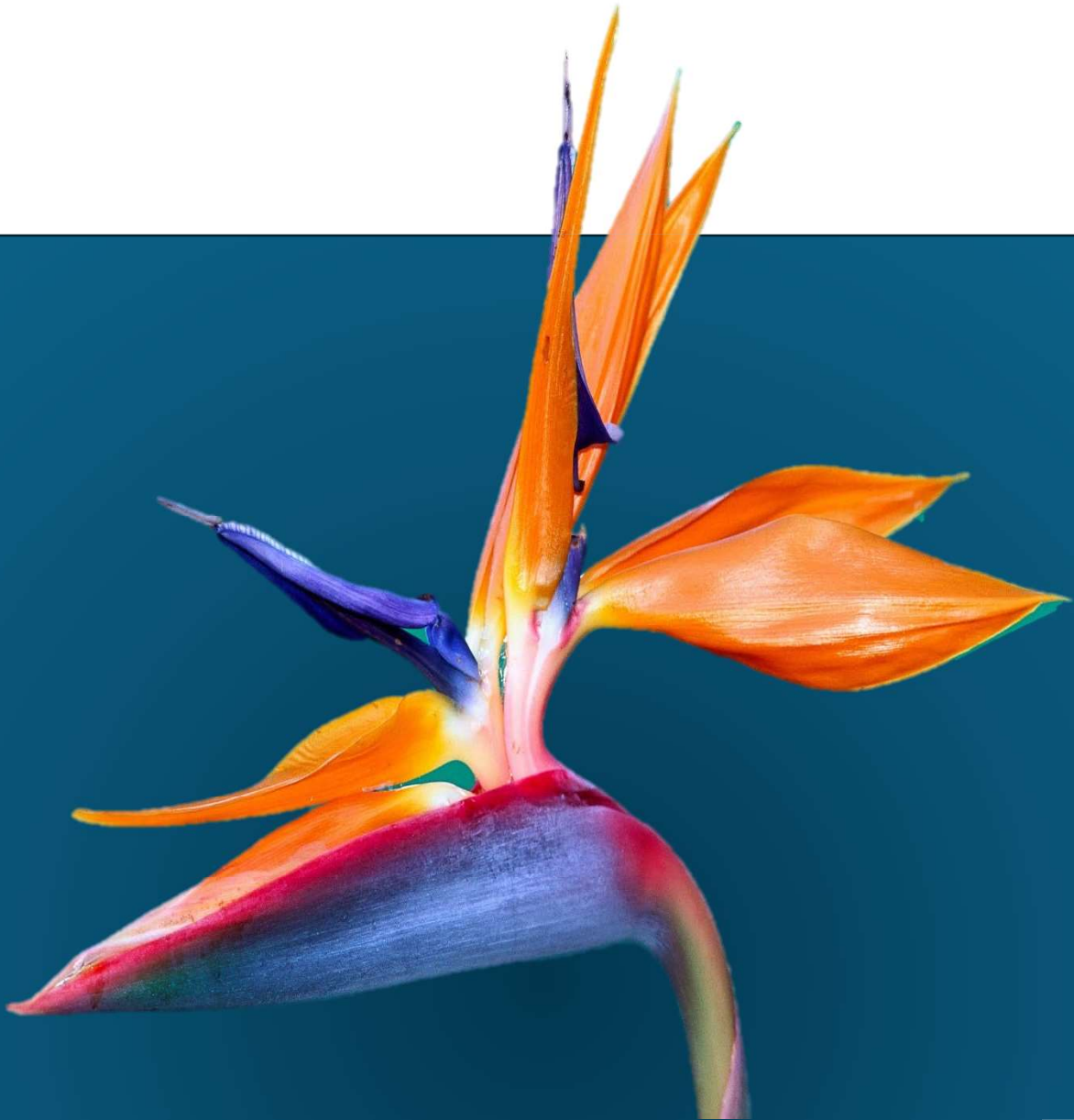
If you have any questions or concerns, please feel free to call me at 808-900-2200.

Respectfully,

Christin Johnson
Oversight Coordinator

c: Governor's Office
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Enclosure



Hoe Amau

The current state of reentry in Hawaii.

Hoe amau (pull for the shore) represents the desperate effort to reach a safe and stable place, symbolizing the hope for salvation and opportunity for a new beginning.

March 7, 2025

Hawaii Correctional System Oversight Commission

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Acknowledgements

The Hawaii Correctional System Oversight Commission (HCSOC, the Commission) wishes to extend its heartfelt gratitude to the many partners who contributed to this report, including Cara Compani, former Reentry and Diversion Oversight Specialist, who authored and spent countless hours perfecting this report.

Special thanks are extended to the Department of Corrections and Rehabilitation, specifically the Deputy Director for Rehabilitation Services and Programs, the Acting Corrections Program Services Development Officer of the Reentry Coordination Office, and the previous Corrections Program Services Development Officer for their time, collaboration, and support in advancing transparency and commitment to reentry initiatives. The Commission also appreciates the assistance of the DCR Research Statistician, whose contributions were instrumental in providing data critical to this report.

The Commission recognizes the facility wardens and leadership who facilitated numerous facility tours and provided insights into the daily operations and challenges of Hawaii's correctional facilities. Their cooperation was helpful in developing a comprehensive understanding of the reentry system. The Commission recognizes the contributions of current and former DCR staff, who provided valuable insights and engaged in meaningful discussions despite operating in an under-resourced and often challenging environment. The dedication and commitment of these staff members are deeply appreciated.

The Commission thanks the Hawaii Paroling Authority Chair and Administrator for their support, transparency, and the provision of essential data that informed this report.

The Commission extends gratitude to all the people in custody who truthfully shared their experiences, challenges, and hopes for the future. Their input is critical to understanding the state and impacts of the current system and creating a path forward.

Finally, the Commission recognized the many community advocates and members who provided valuable input. Their work remains a cornerstone of ongoing efforts to create a system that prioritizes rehabilitation, reintegration, and human dignity.

It is the author's profound hope that this report serves as a catalyst for furthering meaningful transformation and a guiding framework for building a new system. The author holds deep faith in and appreciation for that state of Hawaii and its people. Achieving this vision will require continued collaboration and partnership with all stakeholders dedicated to creating a more rehabilitative and effective correctional system, which is entirely possible through shared commitment and effort. Thank you for the opportunity to contribute to this important work.

Executive Summary

Introduction

The Hawaii Correctional System Oversight Commission (HCSOC, the Commission) prepared this inaugural report to provide a comprehensive evaluation of Hawaii's reentry system. While significant challenges are highlighted, the report also underscores the immense potential for meaningful systemic transformation. Transforming any system requires understanding its current state, defining a clear vision for the future, and taking deliberate actions aligned with that vision. This report offers that framework by presenting Hawaii's existing foundational vision for a new correctional system, assessing the current state of its reentry framework, and offering actionable recommendations to bridge the gap between the present and the envisioned future.

A. Foundational Documents: Hawaii's Vision for Corrections and Rehabilitation

Hawaii's vision for corrections is guided by key documents including various Hawaii Revised Statutes, Acts, Executives Orders, House and Senate Resolutions, and task force reports. The key documents – detailed in the below report – emphasizes rehabilitation, cultural integration, human dignity, and trauma-informed practices. The Commission measured the compliance of the Department of Corrections and Rehabilitation (DCR) with each guiding document and submitted applicable recommendations to encourage further compliance with the guiding documents. By aligning with these principles, Hawaii has an immense opportunity to transition to a correctional model that prioritizes its vision for corrections and rehabilitation: healing, accountability, and community safety.

B. Current State of the Reentry System

To evaluate the current state of Hawaii's reentry system, the Commission reviewed DCR's compliance with Chapter 353H of Hawaii Revised Statutes (HRS), progress and outcomes stemming from House and Senate resolutions, current community services, housing, programs, and treatment options, as well as additional data from the DCR and the Hawaii Paroling Authority (HPA). The report's information was gathered through data requests to the DCR and HPA, facility tours, and engagement with additional stakeholders.

Compliance with Chapter 353H of Hawaii Revised Statutes

One of the largest challenges is inadequate staffing levels and limited resources, as current reentry office staffing levels and the absence of dedicated reentry staff at facilities make effective implementation impossible. These issues result in unaddressed statutory requirements, insufficient reentry service contracts, and gaps in identification (ID) assistance, all of which impact compliance and overall effectiveness. Statutory requirements—such as comprehensive reentry planning, the creation of model programs, and performance reporting—underscore ongoing challenges that hinder the system's ability to evaluate and meet the needs of individuals in custody and support successful reintegration.

The table below summarizes key findings and implementation determinations for relevant sections of Chapter 353H of Hawaii Revised Statutes:

Statute	Requirement/Focus	HCSOC Finding
§353H-2.5 Offender Reentry Office	Reentry planning, risk assessments, program placement	Dire staffing and resources shortages
§353H-3 Reentry System Plan	Comprehensive plan with tailored and gender-responsive programs	Delays in program access, limited implementation
§353H-4 Model Programs	Reduce recidivism through skilled staff and individualized care	Programs do not meet standards for model program
§353H-5 Children of Incarcerated Parents	Preserve parent-child relationships, research impacts	No policies or research conducted
§353H-6 Employment of Ex-Offenders	Promote training and tax incentives for employers	No collaboration or progress on statutorily required
§353H-7 Return of Out-of-State Inmates	Ensure timely return one year before parole eligibility	Over half not returned within the required timeframe
§353H-8 Performance Indicator Reporting	Measure reentry outcomes such as recidivism	Missing key reporting, limiting effectiveness
§353H-9 Annual Reporting Requirements	Detailed reporting on programs and Performance Indicators	Critical omissions hinder evaluation
§353H-31 Reentry Programs and Services	Implement 27 initiatives including housing and family support	Only 5 initiatives implemented, significant gaps remain
§353H-32 Offender Identification Documents	Provide ID assistance prior to release	Limited implementation, language and access barriers

Assessment of House and Senate Concurrent Resolutions

This assessment evaluates the progress made on key legislative resolutions addressing reentry. The resolutions emphasize culturally responsive programming, ID provision, and investment in reentry support but minimal progress has been made, and unmet needs and barriers hinder effective implementation.

The table below summarizes findings and implementation determinations for these resolutions:

Resolution	Requirement/Focus	HCSOC Finding
Senate Resolution 82, Senate Draft 1 (2023)	Report on assisting people in custody obtaining ID cards	Only 150 IDs issued out of 10,580 releases
Senate Concurrent Resolution 25 (2021)	Establish faith pods based on Kapu Aloha	No action taken
House Concurrent Resolution 171 (2021)	Promote culture-based rehabilitation	Limited offerings, not scaled to meet population needs
Senate Concurrent Resolution 108 (2021)	Increase investment in reentry training programs	Limited collaboration and statewide expansion
Senate Resolution 84 (2021)	Dismantle barriers to ID provision	Minimal progress, ongoing barriers

Summary of Community Services, Housing, Programs, and Treatment

The HCSOC analyzed community services, housing, and programming for people in custody, highlighting concerns about excessive idle time and limited in-cell programming, which impact parole eligibility and reentry success. While service provider contracts exist, gaps remain, especially in housing and culturally based programs. Neighbor islands face resource shortages, and existing housing contracts are underutilized, emphasizing the need for systemic improvements.

The table below summarizes key findings and implementation determinations:

Category	Key Information	HCSOC Analysis
Community Service Provider Contracts	Includes contracts with community service providers for domestic violence treatment, cognitive behavior therapy (CBT), and substance abuse treatment.	Contracts provide valuable services but are limited in scope. Expansion and better utilization are needed.
Housing Provider Contracts	Includes clean and sober housing on Oahu but extremely limited for neighbor islands.	Contracts are underutilized, with significant gaps on neighbor islands. Expanding housing support is critical.
GED and High School Equivalency Programs	30 general education diploma (GED) completions in 2023; 338 college enrollments, with 134 earning credits and several degrees awarded.	GED completion rates are alarmingly low, with significant room for improvement to meet population needs.
Native Hawaiian Cultural Programs	No contracts in place for Hawaiian cultural programming; trauma treatment primarily provided by Pua Foundation at WCCC.	Native Hawaiian cultural programming is critically lacking, given their overrepresentation in the correctional system.

Analysis of DCR and HPA Data and Numbers

The Commission collected data from the DCR and HPA to evaluate reentry outcomes and the Commission's mandate under §353L-3(b)4 to ensure the timely release of people in custody when minimum terms have been served. The data highlights systemic challenges in achieving timely parole releases, including high rates of individuals maxing out without parole supervision and significant delays in transitioning to furlough or parole. Key findings reveal that 47% of individuals released from DCR custody maxed out their sentences, with a higher percentage, 67%, of individuals in high-security settings such as Halawa Correctional Facility (HCF) maxing out. The max-out population faces the highest risk of recidivism.

The table below summarizes key findings and determinations from the parole data:

Category	Key Information	HCSOC Analysis
Release to the Community	506 released (203 paroled; 303 maxed out). Max-outs face higher recidivism due to lack of reintegration support.	47% max-out rate highlights systemic barriers. Parole releases are too low, especially in secure facilities like HCF.
FY 2023 Parole Denials	1,058 parole denials due to incomplete programs, misconduct, or lack of parole plan.	Lack of data tracking hinders ability to assess whether denials result from systemic gaps in programs or services.

FY 2024 Data on Parole	821 individuals in custody beyond minimum release dates. Annual cost exceeds \$77 million.	Financial and social costs of delays are substantial. System improvements could decrease reliance on AZSC.
Parole Hearing Trends	Parole hearing acceptance rates dropped from 37% (FY 20-21) to 26.5% (FY 22-23); denial rates increased to 62.8%.	Declining acceptance rates and barriers to parole release undermine reentry goals and increase recidivism risks.

Positive System Highlights

Despite challenges, Hawaii’s correctional system is making progress toward a rehabilitative model. Dedicated correctional staff and community organizations play key roles in advancing rehabilitation, housing, and reentry support. The HCSOC acknowledges these efforts to highlight progress and encourage further transformation.

C. Recommendations: Bridging the Gap Between the Current State and Envisioned Future

Based on the current state of the reentry system and the vision for a therapeutic and rehabilitative correctional model, the following recommendations are presented in four key focus areas to promote clarity and alignment with the HCSOC mandate:

Part I—Statutory Compliance Chapter 353H of Hawaii Revised Statutes: Ensure the proper functioning of the Comprehensive Offender Reentry System under Chapter 353H.

Part II—Statewide Reentry: Programs, Education, Treatment, and Transitional Services; §353L-3(b)(3): Collaborate with DCR to monitor and review reentry in addition to the oversight of facility educational and treatment programs, rehabilitative services, work furloughs, and the HPA.

Part III—Facilitating a Correctional System Transition to a Rehabilitative and Therapeutic Model, §353L-3(b)(1): Transition Hawaii’s correctional system to a rehabilitative and therapeutic model.

Part IV—Preventing Overcrowding and Ensuring Timely Release on Parole; §353L-3(b)(2) & §353L-3(b)(4): Prevent the correctional population from exceeding the capacity of each facility as mandated by §353L-3(b)(2) and ensure the timely release of individuals on parole upon serving minimum terms, in accordance with §353L-3(b)(4).

Part I: Statutory Compliance with Chapter 353H of Hawaii Revised Statutes

HRS Section	Recommendations
§353H-2.5	<ul style="list-style-type: none"> 1.1 Expand Reentry Staffing at Facilities and Department-wide as the Reentry Coordination Office (RCO) is critically understaffed. 1.2 Increase Case Management Staffing as current case managers have unmanageable caseloads of up to 100 people in custody per case manager. 1.3 Enhance the Reentry Checklist to provide more support as the current three-page form lacks the necessary detail to support comprehensive reintegration. 1.4 Expand partnerships with organizations providing reentry services and establish contracts

HRS Section	Recommendations
	<p>for new services to meet growing needs.</p> <p>1.5 Enhance training in evidence-based reentry practices to provide regular training for the Department.</p> <p>1.6 Address, standardize, expand, and strengthen jail reentry planning.</p>
§353H-3	<p>1.7 Revise the Comprehensive Offender Reentry Plan (CORP) to align with DCR's transition to a rehabilitative model.</p> <p>1.8 Develop and implement a standardized operational philosophy across all facilities to ensure reentry begins on the first day of incarceration.</p> <p>1.9 Establish and enforce a comprehensive strategy to ensure reentry programs are gender-responsive.</p> <p>1.10 Identify and implement model reentry programs aligned with statutory requirements.</p>
§353H-4	<p>1.11 Implement model programs, as outlined in the statute, to reduce recidivism through skilled case management, life skills, family support, and community engagement.</p>
§353H-5	<p>1.12 Develop policies and procedures to address family needs, including placement considerations that support family connections and research on the impact of incarceration.</p>
§353H-6	<p>1.13 Strengthen partnerships with DLIR and Taxation Departments to ensure people in custody and those released from DCR custody are included in state and private reentry resources.</p> <p>1.14 Collaborate with the Departments of Taxation and Labor and Industrial Relations to develop tax incentives for employers hiring formerly incarcerated people.</p>
§353H-7	<p>1.15 Return people in custody from out-of-state facilities at least one year prior to parole or release date per statutory requirements.</p> <p>1.16 Conduct an independent investigation to identify barriers to returning people in custody within this timeline.</p> <p>1.17 Update DCR's Transfer of Adult Inmates policy to align with §353H-7 requirements.</p>
§353H-8	<p>1.18 Define and track performance indicators to set clear, quantifiable metrics to evaluate program efficiency, effectiveness, and impact.</p>
§353H-9	<p>1.19 Revise the reporting process to fully comply with statutory requirements by ensuring reporting includes the required program information.</p>
§353H-31	<p>1.20 Expand and fully utilize service contracts to increase the scope of contracts beyond housing and job placement to encompass all 27 authorized reentry support areas.</p>
§353H-32	<p>1.21 Provide identification upon release, addressing insufficient ID issuance rates. Specifically:</p> <ul style="list-style-type: none"> a) Designate staff for ID assistance. b) Utilize funding to cover ID costs. c) Initiate ID applications at admission. <p>1.22 Ensure all people in custody are informed about assistance in obtaining identification documents.</p> <p>1.23 Develop a system to initiate ID assistance 90 days prior to release.</p> <p>1.24 Translate forms or partner with agencies to ensure availability in person in custody's primary language.</p> <p>1.25 Improve data collection and reporting to comply with Chapter 353H.</p>

**Part II: Statewide Reentry: Programs, Education, Treatment, and Transitional Services;
§353L-3(b)(3)**

Category	Recommendations
Educational and Programs	<p>2.1 Prioritize GED completion by making GED programs a core focus across facilities.</p> <p>2.2 Expand education staff capacity by filling current vacancies and creating new positions.</p> <p>2.3 Empower staff to advance programs with decision-making authority and support.</p> <p>2.4 Fix technology issues to prevent disruptions during lockdowns and staff shortages.</p> <p>2.5 Partner with local technical colleges and provide facility space for their use.</p> <p>2.6 Develop a statewide College Education Network to expand college programs statewide, including AZSC, leveraging Pell Grant eligibility.</p>
Treatment	<p>2.7 Establish ongoing, independent, publicly available reviews of parole-recommended programs to determine their effectiveness.</p> <p>2.8 Conduct a data-driven assessment to determine projected demand for parole-recommended programs and identify providers and staffing needs.</p> <p>2.9 Pay providers offering RAD, parole, and committee-recommended programs to ensure sustainable service delivery.</p> <p>2.10 Broaden program offerings beyond RAD-recommended options to provide meaningful opportunities while waiting for required programs.</p> <p>2.11 Establish and strengthen partnerships with community organizations for programming.</p> <p>2.12 Gather input from people in custody to inform program development and support.</p> <p>2.13 Implement a Lifers and Longtimers Pod at AZSC to address the needs of this population.</p> <p>2.14 Equip all people in custody with tablets to increase access to programming, education, and communication tools.</p> <p>2.15 Expand programming access for people in protective custody by providing individual tablets or laptops.</p>
Rehabilitative and Transitional Services	<p>2.16 Expand housing support by:</p> <ul style="list-style-type: none"> a) Compiling a list of housing providers throughout Hawaii. b) Fully utilizing existing housing contracts at 100% capacity. c) Expanding transitional housing options on neighbor islands. d) Collecting data on housing needs to address gaps. <p>2.17 Partner with Unite Us to create real-time connections between people in custody and community services.</p> <p>2.18 Strengthen, fund, and formalize partnerships with community organizations providing reentry services. Specifically:</p> <ul style="list-style-type: none"> a) Fund and formalize key contracts with local organizations. b) Expand partnerships with reentry service providers. c) Fund chaplain positions to ensure longevity for critical roles.

Part III: Facilitating a Correctional System Transition to a Rehabilitative and Therapeutic Model; §353L-3(b)(1)

Category	Recommendations
Rehabilitative Model	<p>3.1 Create an action plan with defined steps, timelines, strategies, goals, and milestones for actualizing the new model of corrections.</p> <p>3.2 Develop new DCR policies and procedures aligned with a rehabilitative model outlined in foundational documents such as HCR 85 and the Native Hawaiian Justice Task Force Reports.</p> <p>3.3 Provide training for staff to align with the therapeutic and rehabilitative correctional philosophy and updated policies.</p> <p>3.4 Establish consistent in-person contact visitation policies across all facilities to maintain family and community ties essential for successful reentry.</p> <p>3.5 Shift to a public health approach, starting with a comprehensive needs assessment.</p> <p>3.6 Create a vision and strategic plan for returning all people in custody to Hawaii and ending out-of-state housing contracts.</p>
Trauma-Informed Care	<p>3.7 Implement statewide trauma-informed care training for all staff by collaborating with specialists.</p> <p>3.8 Offer trauma treatment programs in every facility through contracts with mental health professionals.</p> <p>3.9 Collaborate with the Veterans Administration (VA) to provide specialized PTSD support for justice-involved veterans.</p> <p>3.10 Collect data and allocate resources to address the needs of specific populations, including Native Hawaiians, kupuna, women, and individuals with mental health needs.</p> <p>3.11 Partner with Amend and their Prison Culture Change initiative to transform facility culture through health-centered, trauma-informed practices.</p>
Cultural Practices: Transform Facilities into Pu‘uhonua	<p>3.12 Create a comprehensive inventory of Native Hawaiian cultural programs and service providers to align with recommendations from the Native Hawaiian Justice Task Force.</p> <p>3.13 Establish system-wide Native Hawaiian cultural programs and faith pods in each facility by partnering with ‘Ohana Ho‘opakele and other Native Hawaiian practitioners.</p>

Part IV: Preventing Overcrowding and Ensuring Timely Release on Parole; §353L-3(b)(2) & §353L-3(b)(4)

Category	Recommendations
Hawaii Paroling Authority	<p>4.10 Enhance HPA data collection to systematically track parole denials and improve analysis.</p> <p>4.11 Conduct an independent analysis to investigate barriers to parole release and explore opportunities for meaningful sentence reduction, including:</p> <ul style="list-style-type: none"> a) Analyzing parole denials. b) Exploring opportunities for sentence reductions.

Introduction

The Hawaii Correctional System Oversight Commission (HCSOC, Commission) was created by Act 179, Session Laws of Hawaii 2019, to "ensure transparency, support safe conditions for employees, inmates, and detainees, and provide positive reform towards a rehabilitative and therapeutic correctional system." Now, embedded in Chapter 353L of Hawaii Revised Statutes, the Commission has four core functions:

- §353L-3(a)(b)(1) Oversee the State's correctional system and have jurisdiction over investigating complaints at correctional facilities and facilitating a correctional system transition to a rehabilitative and therapeutic model;
- §353L-3(a)(b)(2) Establish maximum inmate population limits for each correctional facility and formulate policies and procedures to prevent the inmate population from exceeding the capacity of each correctional facility;
- §353L-3(a)(b)(3) Work with the department of corrections and rehabilitation in monitoring and reviewing the comprehensive offender reentry program, including facility educational and treatment programs, rehabilitative services, work furloughs, and the Hawaii paroling authority's oversight of parolees. The commission may make recommendations to the department of corrections and rehabilitation, the Hawaii paroling authority, and the legislature regarding reentry and parole services; and
- §353L-3(a)(b)(4) Ensure that the comprehensive offender reentry system under chapter 353H is working properly to provide programs and services that result in the timely release of inmates on parole when the minimum terms have been served instead of delaying the release for lack of programs and services.

This report serves as the Commission's inaugural oversight report on Hawaii's Comprehensive Offender Reentry Program under Chapter 353H and is intended to fill the statutory obligations above of §353L-3(a)(b)(1), (2), (3), & (4). As such, this report:

- Defines components necessary for successful reentry,
- Provides a thorough examination of reentry in the State of Hawaii and key data points,
- Specifically evaluates whether reentry is working properly as outlined in Chapter 353H,
- Provides an overview of existing programs and highlights best and promising practices,
- Identifies areas for improvement, and
- Offers actionable and targeted recommendations to stakeholders.

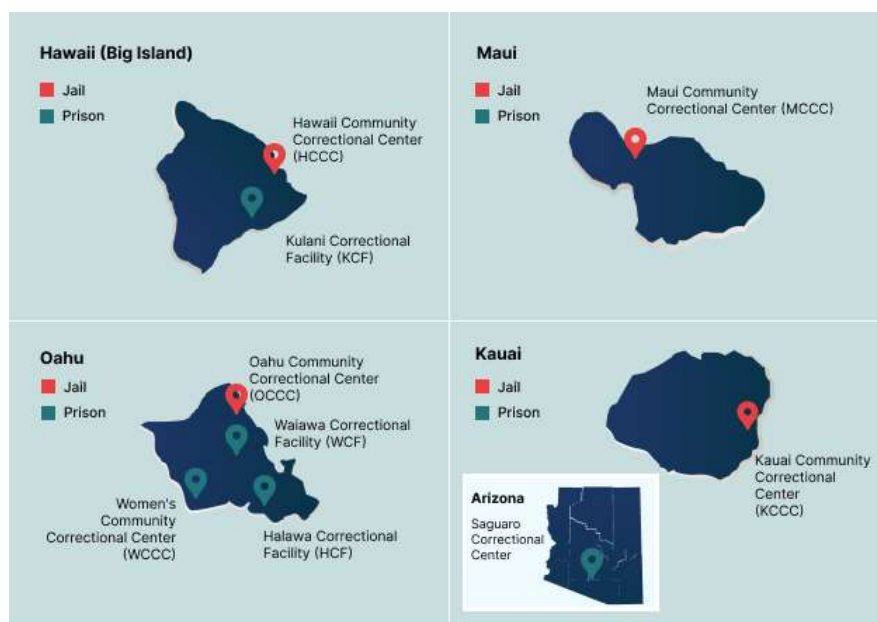
Background

Reentry is defined not merely as a specific point in time, such as a number of years or days before release, but as a comprehensive lifestyle and systemic approach that begins on day one of incarceration. This perspective emphasizes that successful reentry involves continuous support and resources throughout an individual's time in custody and beyond, fostering a seamless transition back into the community. Reentry is crucial for individuals in custody, their families, and the

broader community in Hawaii. Successful reentry offers opportunities for healing and growth, reducing recidivism, promoting public safety, and fostering stronger and safer communities.

Below are important contextual points about Hawaii's correctional system:

- ❖ Hawaii operates four jails— 1) Hawaii Community Correctional Center (HCCC), 2) Maui Community Correctional Center (MCCC), 3) Oahu Community Correctional Center (OCCC), and 4) Kauai Community Correctional Center (KCCC)—and four prisons—1) Women's Community Correctional Center (WCCC), 2) Halawa Correctional Facility (HCF), 3) Waiawa Correctional Facility (WCF), and 4) Kulani Correctional Facility (KCF). Additionally, Hawaii contracts with Saguaro Correctional Center (AZSC), a private prison in Eloy, Arizona operated by CoreCivic.



- ❖ Work furlough is a transitional program for individuals nearing the end of a felony sentence that allows people in custody to leave the facility temporarily for employment and transition-related activities. For men, work furlough sites are in Hawaii's jails including OCCC, MCCC, HCCC, and KCCC. For women, furlough is onsite at WCCC and at Fernhurst operated by the YWCA, though occasionally a small number of women may participate in work furlough at neighbor island MCCC, HCCC, and KCCC.
- ❖ As of January 1, 2024, Hawaii's Department of Public Safety (PSD) transitioned to the Department of Corrections and Rehabilitation (DCR). This restructuring marks a significant shift, acknowledging the distinct roles of public safety and rehabilitative corrections. DCR's focus post-transition now centers on reentry, rehabilitation, and community reintegration, embodying a new correctional model. In this report, both PSD and DCR are referenced to reflect the Department's name and work before and after 2024.

Foundational Documents: Hawaii's Vision for Corrections and Rehabilitation

Hawaii has various foundational documents that highlight a comprehensive and forward-thinking vision for corrections rooted in rehabilitation, human dignity, safety, and trauma-informed practices. Rather than creating a *new* framework or additional legislation, the path forward should be implementing, integrating, and harmonizing the principles already established.

The state's framework and commitment are anchored in key statutes, such as Chapter 353H of Hawaii Revised Statutes, which sets forth a reentry framework for the state, and Chapter 353L, which established the Hawaii Correctional System Oversight Commission tasked with, among other mandated activities, facilitating the transition to a rehabilitative and therapeutic model of corrections. This transition is reinforced by Act 278 (2022), which separates the Department of Corrections and Rehabilitation from public safety functions. Governor Josh Green, MD, issued Executive Order No. 24-01 (2024), formalizing trauma-informed principles across Hawaii and various House and Senate resolutions highlight the importance of reentry support and cultural practices.

Hawaii does not need a new vision; the path forward is already defined within State documents.

Each state document contributes a unique aspect to Hawaii's comprehensive framework for a correctional system grounded in a rehabilitative and therapeutic model. The Commission focused on the below guiding documents to determine the DCR's compliance to a dedicated shift to rehabilitative and therapeutic practices:

1. Chapter 353H of Hawaii Revised Statutes

Chapter 353H of Hawaii Revised Statutes establishes a comprehensive reentry system designed to support individuals transitioning from correctional facilities back into the community. This structured approach seeks to reduce recidivism by equipping individuals for successful reintegration and promoting long-term success beyond incarceration. The statute emphasizes collaboration with government agencies, nonprofits, the community, and private organizations to deliver essential resources and services. Through continuous program evaluation and the use of model and evidence-based practices, Chapter 353H of the Hawaii Revised Statutes works to ensure reentry programs remain effective and responsive to individuals' needs.

❖ Chapter 353H is attached to Appendix A-1 of this report.

2. Chapter 353L of Hawaii Revised Statutes

Chapter 353L of Hawaii Revised Statutes established the Hawaii Correctional System Oversight Commission. The Commission is tasked with overseeing the state's correctional system, facilitating the transition to a therapeutic and rehabilitative corrections model, investigating complaints, setting population limits, and ensuring that the correctional system and reentry processes are functioning effectively to support timely parole and comprehensive rehabilitation.

❖ Chapter 353H is attached to Appendix A-2 of this report.

3. **Shift to Corrections and Rehabilitation (Act 278 of 2022)**

This Act transitions the Department of Public Safety to the Department of Corrections and Rehabilitation, effective January 2024. By separating law enforcement from corrections, the state aims to align correctional operations with a dedicated rehabilitative model. The reorganization allows the Department to dedicate resources to a mission focused on the transformation of Hawaii's unified correctional system, which has historically been based on a punitive model, into a rehabilitative, restorative, and reentry focused system.

❖ Act 278 (2022) is attached to Appendix A-3 of this report.

4. **Senate and House Resolutions**

Various legislative resolutions underscore Hawaii's commitment to a new corrections model by calling for enhanced access to identification, essential services, and reentry support, along with culturally based programming. Together, these resolutions reinforce Hawaii's goal of establishing a correctional system focused on rehabilitation and reintegration, supporting individuals as they transition from custody to community.

These include improving the process for providing identification to people in custody Senate Resolution 82, Senate Draft 1 (2023) and Senate Resolution 84 (2021), creating faith pods Senate Concurrent Resolution 25, Senate Draft 1 (2021), expanding culture-based programming House Concurrent Resolution 171 (2021), and increasing investment in reentry support Senate Concurrent Resolution 108 (2021).

Central to these efforts is the emphasis on cultural and community-based healing as foundational to transformation. Senate Concurrent Resolution 25, Senate Draft 1 (2021) specifically calls for the establishment of faith pods and *Pu'u honua*—places of refuge and healing deeply rooted in Hawaiian cultural practices. These decentralized wellness centers are designed to heal individuals and reintegrate them into the community, aligning closely with the broader cultural programming recommendations put forth by the Native Hawaiian Justice Task Force (detailed below).

❖ Senate and House Resolutions are attached to Appendix A-4 of this report.

5. ***Creating Better Outcomes, Safer Communities* – House Concurrent Resolution (HCR) 85 Task Force Report**

The HCR 85 Task Force Report calls for a transformative shift from punitive to rehabilitative corrections, advocating for a model that aligns correctional practices with humane, community-based principles inspired by the Norwegian approach. The report indicates “Our justice system should focus on the root causes of crime, not just the symptoms.” This principle lays the groundwork for a transformative approach centered on addressing the underlying factors contributing to criminal behavior. The most critical guiding document shaping Hawaii's future correctional system is the House Concurrent Resolution 85 Task Force Report, which presents a comprehensive vision for the future of corrections here in Hawaii. This report should serve as binding guidance for DCR and Hawaii Paroling Authority (HPA) policy and practice, with leadership and staff thoroughly trained to embody and execute its principles in daily operations. Key recommendations

include establishing a new Corrections Academy model focused on equipping staff with the tools and training necessary to address the root causes of crime to ensure standardized and principle-driven staff training, as well as implementing a comprehensive reentry model that supports individuals from intake through reintegration. The report emphasizes the need for reentry planning, humane conditions, and cultural programming and responsiveness.

Initiatives championed by Hawaii's leaders, including Senator Brian Schatz's efforts to reinstate Pell Grant eligibility for incarcerated individuals and expand compassionate release programs, support this model. The vision statement and three guiding principles offered by the task force are included below.

GUIDING PRINCIPLE 1——Our justice system should focus on the root causes of crime, not just the symptoms. Among the many causes of crime in our community are poverty, unemployment, underemployment, racism, lack of affordable housing, substandard housing, lack of education, mental illness, broken families, childhood trauma, abuse and neglect that lead to drug and alcohol abuse.

GUIDING PRINCIPLE 2——Our justice system must reaffirm each inmate's inherent humanity and continuity of citizenship despite his or her loss of freedom.

GUIDING PRINCIPLE 3——Hawaii's justice system should focus on accountability and rehabilitation instead of retribution.

The remainder of the report further details the essential components for Hawaii's new correctional system. Were it not for report length constraints, the full task force report would be incorporated into this report and included here in its entirety. The HCR 85 Task Force Report offers a vital roadmap for shifting to evidence-based, rehabilitative practices rooted in humane treatment and rigorous root cause analysis.

❖ Creating Better Outcomes, Safer Communities – HCR 85 Task Force Report is attached to Appendix A-5 of this report.

6. Native Hawaiian Cultural and Healing Practices and Native Hawaiian Justice Task Force Report

Native Hawaiian overrepresentation in Hawaii's criminal justice system calls for culturally specific reforms. Recommendations include enhancing in-prison cultural programs, supporting culturally based reentry services, and addressing the impact of out-of-state incarceration. The task force also advocates for a dedicated body to monitor progress on these issues and integrate community voices into decision-making.

The Native Hawaiian Justice Task Force Report underscores the trauma experienced by Native Hawaiians, stating: “Native Hawaiians have suffered from severe intergenerational, historical, and political trauma. Any effort to reduce the number of Native Hawaiians who come in contact with the criminal justice system must include a multi-pronged approach to addressing this trauma.” It further warns that failure to provide culturally based opportunities for healing undermines the rehabilitative process: “If the correctional system fails to provide opportunities for healing—including culturally based opportunities—it neglects the core of what is essential for true rehabilitation, recovery, and the prevention of future crimes, creating a critical and fatal gap that undermines the entire rehabilitative process.”

- ❖ The Native Hawaiian Justice Task Force Report is attached to Appendix A-6 of this report.

7. Executive Order No. 24-01 Trauma-Informed State

In 2024, Governor’s Executive Order No. 24-01 designates Hawaii as a trauma-informed state, requiring all executive departments to integrate trauma-informed practices. The Order highlights, “the concept of Aloha is to have compassion and empathy” and recognizes the critical role of addressing trauma—an issue research consistently shows affects individuals in custody at significantly higher rates than the general population. Unresolved trauma creates substantial barriers to healing, rehabilitation, and successful reintegration into the community. By addressing adverse childhood experiences (ACEs), this initiative promotes resilience.

- ❖ Governor’s Executive Order No. 24-01(2024) is attached to Appendix A-7 of this report.

Consolidating Hawaii’s Corrections Vision

Hawaii has outlined a transformative vision for its correctional system, emphasizing humane treatment, public safety, and cultural inclusivity. This vision, inspired by the Aloha Spirit, focuses on implementing the existing structures above to create a correctional system that prioritizes healing, growth, accountability, and reintegration into society. Rather than crafting something new, Hawaii’s leadership and stakeholders now have the opportunity to bring this established vision to life by implementing and harmonizing existing structures.

To meaningfully transform Hawaii’s correctional and reentry system, it is essential to highlight the above vision, in addition to understanding the current state of the system, detailed in this report, and the necessary steps to bridge the gap between present conditions and the envisioned future.

Procedure for This Report

The information included in this report was compiled from a variety of sources to provide a comprehensive understanding of Hawaii's Comprehensive Offender Reentry Program. The data collection process involved:

1. Data Request Submitted to Hawaii Department of Corrections and Rehabilitation:

A request was made to DCR to gather information pertinent to reentry in Hawaii. This request included:

Chapter 353H of Hawaii Revised Statutes—Information was collected on the specific components outlined in Chapter 353H of Hawaii Revised Statutes, focusing on the elements that govern reentry within the Hawaii Department of Corrections and Rehabilitation.

Update on House and Senate Resolutions—An update was requested regarding the status of specific Senate and House resolutions related to reentry programs, including those addressing identification cards for people in custody and cultural practices.

Education, Programs, and Treatment—A request was made for details on educational programs available to individuals in custody, including GED and high school equivalency completions, college class enrollments, and specific treatment programs offered at each facility.

Community Services and Connections—Information was gathered about contracts with community service providers and transitional housing providers, detailing the services offered and the number of beds available.

Release to the Community—Data was requested on the number of individuals released from custody straight to the community or maxed out during the specified time frame.

❖ A copy of this DCR data request is attached to Appendix B-1 of this report.

2. Data Request Submitted to Hawaii Paroling Authority:

A request was made to the HPA to gather data and information regarding parole release decisions and outcomes. This request focused on understanding the number of individuals denied parole due to incomplete program requirements, those who maxed out of custody

without HPA supervision, and individuals currently in custody beyond their minimum sentences. Additionally, it sought data on the outcomes of initial parole consideration hearings and individuals who remain incarcerated after being granted parole on a chair to set basis.

❖ A copy of this HPA data request is attached to Appendix B-2 of this report.

3. Facility Tours:

Over the past 18 months, facility tours were conducted at all Hawaii prisons and jails, including the following jails: OCCC, MCCC, HCCC, and KCCC. The prisons included HCF, WCF, KCF, and WCCC, as well as AZSC. These tours provided insight into the conditions and the reentry framework within the DCR.

4. Engagement with Stakeholders:

Commission staff conducted talk stories with individuals currently and formerly incarcerated in DCR facilities, corrections staff, community service providers, and community members. Additionally, relevant letters received from people in custody were reviewed.

5. DCR Reentry Report Review:

HCSOC provided DCR with a confidential draft of this report to ensure accuracy and to provide an opportunity for feedback and updates. As part of their review, DCR submitted a written response, which the HCSOC appreciates and has attached at Appendix G-1. In their response, DCR indicated specific updates that the HCSOC is eager to follow, including:

- The outcome and implementation of the classification study conducted by Dr. Janet Davidson, with a focus on less restrictive placements;
- A pilot project to return people in custody within five years of their tentative parole date; and
- Updates to align with statutory reporting requirements under §353H-8 and 353H-9, addressing areas for improvement noted throughout this report.

The HCSOC remains committed to working with DCR to monitor and review the reentry system, transition to a therapeutic model of corrections, and better serve all the people of Hawaii. The HCSOC appreciates DCR's review and looks forward to continuing this collaborative partnership.

Current State of the Reentry System: Compliance with Chapter 353H Comprehensive Offender Reentry System

This section provides a comprehensive review of the current state of Hawaii's reentry system, focusing on key elements outlined in Chapter 353H of Hawaii Revised Statutes and the broader DCR reentry framework. Each component of the reentry statute is analyzed in conjunction with DCR's responses, highlighting existing practices and procedures. Where additional context or clarification is beneficial, HCSOC's analysis provides a deeper perspective on the reentry system's implementation and effectiveness. The Commission determined that the DCR was in compliance with 21 sections, mostly in compliance with 11 sections, mostly not in compliance with 18 sections and not in compliance with 51 sections of Chapter 353H. The statute is further broken down below.

§353H-2.5 of Hawaii Revised Statutes: Offender Reentry Office

There shall be established within the department of corrections and rehabilitation an offender reentry office to oversee the development and implementation of the comprehensive offender reentry system. The offender reentry office shall:

Statutory Section	Summary of DCR Response	Commission Determination
§353H-2.5(1): Ensure that the present and future reentry needs of persons committed to correctional facilities are being evaluated and met in an effective and appropriate manner.	Reentry plans are created at admission and updated as needed to reflect changes in an individual's incarceration status. These plans are maintained in institutional records and reviewed regularly. Jails assist with obtaining identification documents and provide community resource information. The Department of Corrections is revising the Reentry Plan to offer a more comprehensive approach, including housing, job training, substance abuse treatment, mental health services, education, family support, legal aid, and transportation assistance.	Mostly <u>not</u> in compliance— The reentry plan is largely non-compliant, as it is too brief and limited to effectively address individuals' present and future needs. The three-page document lacks comprehensiveness, and its effectiveness is hindered by inconsistent use, understaffing, and resource constraints.
§353H-2.5(2): Develop and implement risk/needs assessment tools to properly place offenders in programs and services.	DCR case management staff, in collaboration with the Interagency Council on Intermediate Sanctions (ICIS), are certified to use the (LSI-R). ¹ and (ASUS) ² tools for assessing and placing individuals in appropriate programs and treatment. Regular refresher courses ensure	Fully in compliance

¹ The Level of Service Inventory-Revised (LSI-R) is a quantitative survey assessing offender attributes and situations relevant to supervision and treatment decisions

² The Adult Substance Abuse Survey (ASUS) is a 64-item self-report survey designed to evaluate an individual's perceived alcohol and other drug usage.

	staff maintain proficiency and stay updated on new developments.	
§353H-2.5(3): Match offenders to programs and services that address risks and needs identified.	DCR case management staff (Certified in the use of the LSI-R/ASUS) are instructed to use these instruments to guide their recommendations for appropriate programs and services for their clients. These recommendations help ensure that individuals in custody address their identified risk areas and needs.	Mostly <u>not</u> in compliance— The matching of individuals in custody to appropriate programs and services is hindered by the limited availability of programs across facilities. Current practices primarily focusing on substance abuse treatment leaving other criminogenic needs, such as cognitive skills or emotional issues, insufficiently addressed, limiting the effectiveness of reentry efforts.
§353H-2.5(4): Monitor and record progress made by offenders while participating in prescribed programs and services;	Case management documents client progress in prescriptive program plans, which track institutional adjustment. These reports are filed, shared with offenders to keep them informed, and updated for significant events or parole hearings. They outline custody status, recommended programs, risks/needs, and completed programs.	Fully in compliance— It is standard practice for case managers to record program progress in the Prescriptive Program Updates, and they monitor progress to the extent that their workload and resources allow.
§353H-2.5(5): Identify and make recommendations to address needs not addressed by programs and services;	Case management staff guide clients in using the DCR Resource Guide to connect with community services and help obtain identification documents. They also assist with transportation by issuing bus passes and coordinate with DHS/Med-QUEST for medical coverage before release. Housing remains the biggest reentry challenge.	Not in compliance— DCR's response does not address the statutory requirement to identify and recommend solutions for unmet needs in programs and services, focusing instead solely on documenting progress in existing ones.
§353H-2.5(6): Provide training opportunities for department staff and service providers in assessments and evidence-based practices;	DCR, in collaboration with ICIS, provides LSI-R/ASUS training for case management and service providers. New Case Managers must complete training in LSI-R/ASUS, Motivational Interviewing, and Cognitive Skills. The RCO and ICIS track certifications and work with Unit Managers to monitor progress. DCR indicated additional training will be provided when new evidence-based programs are introduced.	Mostly in compliance— Although staff are trained in offering assessments, other training in evidence-based practices is not offered.
§353H-2.5(7): Work closely and collaborate	The RCO collaborates with community providers and	Mostly <u>not</u> in compliance—

with community service and work furlough programs located in the community correctional centers and facilities;	government agencies to expand services for individuals exiting custody. They coordinate resource fairs and tailor support to each furlough facility's unique needs. Current provisions include clear backpacks, crossbody messenger bags, watches, and bus passes to assist with transportation and identification needs.	Although the RCO's coordination of resource fairs is important, additional collaboration is necessary especially to support work furlough on neighbor islands.
§353H-2.5(8): Work closely and collaborate with the Hawai'i Paroling Authority;	The Reentry Office and HPA are working together to improve reentry support. HPA now participates in resource fairs and reentry classes, providing information on parole expectations, rules, and consequences while addressing attendees' questions.	Mostly in compliance— The HCSOC recognizes the collaboration that exists between the RCO and HPA, and also acknowledges additional opportunities remain.
§353H-2.5(9): Work closely and collaborate with community partners such as organizations, businesses, and concerned citizens.	RCO actively works with various agencies and community providers: Waikiki Health Center, United Self-Help, Workforce Development, DHS-Med QUEST, American Job Centers, the Pua Foundation, a national Reentry Leaders group, Hawai'i Correctional Industries, First L.A.P., Parents and Children Together (P.A.C.T.), Going Home Hawai'i, Honolulu Community Action Program (HCAP), Goodwill, and various church volunteers, to assist exiting offenders. RCO assists with accessing victim services, restitution collection, and referrals. RCO also stays informed on national best practices through conference participation to enhance local reentry efforts.	Fully in compliance

Summary of HCSOC Analysis of 353H-2.5:

The Reentry Office is critically understaffed, with only one of four authorized positions currently filled. This leaves a single employee managing statewide reentry efforts—a task that is impossible for one individual and insurmountable even for a fully staffed office of four to execute effectively given the outlined reentry requirements in Hawaii. This severe understaffing significantly hampers operational effectiveness and the ability to address reentry needs comprehensively. Additionally, case management positions remain unfilled, and existing case managers have caseloads up to 100 people in custody per case manager. This workload makes it exceedingly difficult to effectively focus on reentry, as it is only one of many responsibilities assigned to case managers. Also, case managers do not report to, nor are they under the direction of, the Reentry Coordination Office,

limiting the RCO's ability to issue directives, provide guidance, and exercise oversight for reentry-related tasks at the facility level. Without sufficient staffing and resources both centrally and at each facility, reentry efforts cannot be effectively implemented, jeopardizing their success.

The reentry plan, also known as the reentry checklist, is a three-page document that includes sections for personal information, housing, employment, identification documents, special needs or assistance, and transportation plans. This form is completed by most or all newly sentenced individuals as part of the RAD process, with updates required if a transfer packet is prepared and the form is more than six months old. However, the HCSOC has received concerns that, due to a lack of resources, staffing, and training, in some cases the primary focus appears to be on ensuring the form is completed rather than on the quality of its content or its alignment with the individual's needs. The case managers' ability to regularly review or evaluate these forms varies greatly based on facility staffing levels and resource availability.

Due to insufficient staffing and resources, many case managers face overwhelming caseloads and limited opportunities for face-to-face engagement with people in custody, which are critical for effective reentry planning. Without direct interaction, opportunities to address gaps and develop realistic strategies for reintegration are missed. This challenge is exacerbated by insufficient training for staff after the January 1, 2024 departmental transition to a corrections and rehabilitation model.

While DCR is using and training staff on risk assessment tools to guide program placements and working with HPA, more work needs to be done to increase the number of people on parole. Although the LSI-R and ASUS are widely used tools for risk assessments, they do not capture the full spectrum of needs for people in custody. Critical factors such as trauma history, homelessness, and other significant life experiences should also be collected at intake and corresponding programs offered.

Reentry support in jails remains minimal beyond the initial assessment, with limited planning, programming, and services available to facilitate successful reintegration for individuals departing jails. This is particularly concerning given the high number of jail releases each year. For example, in fiscal year 2023, 6,930 individuals were released from DCR custody, the majority of whom were from jails.

Although the Community Resource Guide provides a comprehensive list of support services, given time, resources, and access constraints, people in custody and staff are unable to efficiently contact each resource on the list, resulting in a lack of real-time support and limiting the guide's practical utility. The resource guide has become more symbolic than practical. Although the guides are available to people in custody on tablets, there are also limitations on distribution—such as restricting copies to libraries due to copying costs—further reducing its accessibility and usefulness, especially as the guide is now 218 pages at the time of this report.

Determination: Partially Implemented – Additional Actions Required.

❖ A copy of DCR Reentry Checklist is attached to Appendix C-1.

§353H-3 of Hawaii Revised Statutes: Offender Reentry System Plan; Creation

Statutory Section	Summary of DCR Response	Commission Determination
§353H-3(a): The Department of Corrections and Rehabilitation shall develop a comprehensive and effective offender reentry system plan for adult offenders exiting the prison system.	The Comprehensive Offender Reentry Plan (CORP), developed in 2019 and managed by the RCO, outlines the reentry process from entry into the correctional system to community reintegration. It is based on 14 guiding principles focused on planning, risk assessment, rehabilitation, and preparation for release. The plan includes strategies, action steps, and success indicators like recidivism rates, restitution collection, and program participation.	Fully in compliance

§353H-3(b): The department of corrections and rehabilitation shall develop comprehensive reentry plans and curricula for individuals exiting correctional facilities in order to reduce recidivism and increase a person's successful reentry into the community. The reentry plans shall include, but not be limited to:

Statutory Section	Summary of DCR Response	Commission Determination
§353H-3(b)(1): Adopting an operational philosophy that considers that offender reentry begins on the day an offender enters the correctional system. Each offender entering the system shall be assessed to determine the offender's needs in order to assist the individual offender with developing the skills necessary to be successful in the community;	Offenders begin their treatment at the RAD Unit, where their needs are assessed using the LSI-R/ASUS, leading to a personalized treatment plan (IPP) that may include substance abuse treatment, workline, GED, parenting, cognitive skills, anger management, and vocational training. As release approaches, case managers review the plans to address any gaps through referrals or follow-ups. The RCO assists with bus passes and Med QUEST enrollment to meet transportation and healthcare needs. DCR reports having an effective assessment process.	Mostly <u>not</u> in compliance— Although individuals on the felony side are assessed for programs using the LSI-R/ASUS tool, delays in access to programs, lack of independent evaluations, and insufficient opportunities in jails highlight gaps in implementing this section's mandate for reentry to begin on day one.
§353H-3(b)(2): Providing appropriate programs, including, but not limited to, education, substance abuse treatment, cognitive skills development, vocational and employment training, and other programs that help to	Substance Abuse Treatment is available and can vary with Residential, Intensive Outpatient, and Outpatient Treatment. The Learning Centers offer an array of subjects like, GED, College courses, Cognitive Skills, Lifestyles/Cognitive Skills, Group Counseling, Yoga, Prison	Fully in compliance

meet the assessed needs of each individual;	<p>Education Project (Intro to Social Problems, Brain Sciences), Toastmasters. The Correctional Industries employs landscaping and canteen positions within the facilities. WorkHawaii offers job readiness services to those who are maxing out or paroling and services continue in the community. Goodwill also offers job readiness services for those on parole and furlough. The Child Support Enforcement Agency holds meetings with offenders to discuss their individual cases with a solution for their monthly payments and back child support. Transforming Lives Reentry Class is available for those who are maxing out or paroling to learn about resources that are available in the community and how to access services. Housing is also explored for those who want to live a pro-social life, but do not have support. The Waikiki Health Center conducts Intake Services for offenders who are maxing out and paroling. They assist them in filling out their MedQuest applications and submits the paperwork on their behalf when the offender is released and reports to them. They also assist in filling out the SNAP and financial assistance applications and instructs the offender where to go to submit for processing. The Veterans Administration Outreach worker has held informational sessions and meets with veterans one on one to determine eligibility for VA benefits or housing. Community member volunteers provide backpacks with hygiene items, clothing, and bedding to offenders who are released.</p>	
§353H-3(b)(3): Developing a comprehensive network of transitional programs to address the needs of	See response to §353H-3(b)(2) directly above.	Fully in compliance

individuals exiting the correctional system;		
§353H-3(b)(4): Ensuring that all reentry programs are gender-responsive;	<p>All programs and services are offered for both the male and female offenders. When a new partnership or contractual prospect is explored, there is an emphasis on offering to both male and female offenders.</p> <p>Gender-responsive programs for women are available, including Pre-Transition Program and Total Life Recovery at WCCC, that address issues such as trauma, family relationships, and domestic violence. The complete list of these programs and descriptions are found on DCRs website, along with a copy of the annual Report to the Legislature in Response to §367D-008 Gender Responsive Community-Based Programs for Women.</p>	Mostly <u>not</u> in compliance— Although the Commission appreciates the program offerings, most—although not all—are general programs available to both women and men. This is gender-inclusive. This statute, however, mandates gender-responsiveness, which involves tailored programming, staff training, and reentry policies designed to address the unique needs, trauma histories, and reentry challenges of women, men, and gender-diverse individuals. Gender-responsiveness emphasizes equity and extends beyond merely offering programs, ensuring that all individuals receive the appropriate and effective support they need.
§353H-3(b)(5): Issuing requests for proposals from community-based nonprofit programs with experience with offenders in the area of reentry; and	Contracts and proposals have been offered by the RCO with providers who are experienced in working with offenders. The contracts include housing, therapeutic living communities, domestic violence programming, job readiness, and repairing family relationships.	Fully in compliance
§353H-3(b)(6): Instituting model reentry programs for adult offenders.	Together with healthcare, education, substance abuse treatment, correctional industries, and reentry there continues to be collaborative effort to work towards this.	Not in Compliance—no current model programs included.

Summary of HCSOC Analysis of §353H-3

Although the Department published the Comprehensive Offender Reentry Plan (CORP) in 2019, it has not been substantively updated since the transition from the Department of Public Safety to the Department of Corrections and Rehabilitation on January 1, 2024. The mission, goals, guiding principles, reentry process, strategies for success, actions, and performance measures should be different for a department focused on a rehabilitative model of corrections such as DCR than those under the previous Department of Public Safety.

It should be noted that the CORP established strong guiding principles, goals, action steps, and performance measures for effective reentry under the Department of Public Safety, however, the plan has not been translated into action or outcomes at the facility or individual levels, resulting in significant gaps in practice.

For example, the CORP outlines seven action steps for implementing the CORP, six of the seven remain unfulfilled in practices:

Action Step #1 Identify Existing Programs:

Identify all current reentry programs, services, treatments, and practices from intake to discharge.

Fulfilled

Action Step #2 Evaluate Program Effectiveness:

Evaluate existing programs to determine which are effective for successful reentry and which are ineffective.

Unfulfilled

Action Step #3 Improve and Eliminate Programs:

Based on evaluation data, decide which programs to eliminate, replace, improve, or maintain throughout all facilities, addressing any gaps in services with evidence-based practices (EBPs).

Unfulfilled

Action Step #4 Provide Staff Training:

Coordinate and implement training in EBPs for staff statewide to ensure continuous quality improvement, with a focus on mental health, trauma, and shifting the culture toward rehabilitation.

Unfulfilled

Action Step #5 Collaborative Working Group for Special Populations:

Form and co-chair a working group to address the special needs of infirmed and aging individuals being paroled or released, partnering with various organizations such as the Hawaii Paroling Authority, Department of Health, and community providers.

Unfulfilled

Action Step #6 Reentry Coalition:

Form a Reentry Coalition to raise community awareness and support, advocate for volunteerism, increase housing and job opportunities, and ensure medical and mental health services are available for individuals with special needs.

Unfulfilled

Action Step #7 Quality Improvement Plan:

Establish a continuous quality improvement plan, driven by data, to address gaps and ensure long-term sustainability of the reentry process programs and improving or replacing ineffective ones.

Unfulfilled

§353H-3(b) mandates that reentry begins on the first day of incarceration, with assessments conducted to determine individual needs and link individuals with programs to support reintegration. However, the operational philosophy that reentry begins on day one has not been consistently implemented across facilities. While individuals on the felony side are assessed upon entry and connected to skills and programs based on their identified needs, many—particularly those with long sentences—experience delays for years before accessing the required programs identified during their assessments.

Additionally, independent evaluations of these programs have not been conducted or provided, making it unclear whether they are effective or meet the needs of the population. In jails, the HCSOC has observed and reported on significant concerns, including excessive idle time, insufficient out-of-cell opportunities, and limited access to programs, recreation, and reentry resources. These gaps indicate that the reentry practices required by statute are not being effectively implemented.

§353H-3(b)(4) requires that all reentry programs be gender-responsive, addressing the unique needs and experiences of individuals based on their gender. Gender-responsiveness requires that programs address the specific needs, challenges, and pathways to incarceration for different genders, including tailored programming or policies that account for gender-specific factors such as trauma histories and the distinct reentry challenges faced by women, men, or gender-diverse individuals. Additionally, it necessitates staff training, program evaluations, and policies to ensure programs are inclusive and equitable, particularly for transgender or non-binary individuals, along with strategies to ensure programs are truly gender-responsive by addressing safety, dignity, and access to gender-appropriate services and resources.

Determination: Partially Implemented – Significant Gaps Remain.

- ❖ A copy of DCR’s *Comprehensive Offender Reentry Plan* (CORP) is attached to Appendix C-2 and the Reentry Checklist is attached at Appendix C-1 of this report.

§353H-4 of Hawaii Revised Statutes: Model Programs; Department of Corrections and Rehabilitation

Model programs; Subject to funding by the legislature, the Department of Corrections and Rehabilitation shall enhance the State's comprehensive offender reentry system by developing model programs designed to reduce recidivism and promote successful reentry into the community. Components of the model programs shall include but are not limited to:

Statutory Section	Summary of DCR Response	Commission Determination
§353H-4(1): Highly skilled staff who are experienced in working with offender reentry programs;	DCR did not include skill level or experience in response.	Not in Compliance
§353H-4(2): Individualized case management and a full continuum of care to ensure successful reentry;	DCR offers several programs, including the Case Manager Quick Guide, which provides resources for housing, substance abuse treatment, and job services. The Waikiki Health Center provides intake services at various facilities, helping with MedQuest, SNAP, and financial aid applications, as well as medical services and post-release support through Hawaii Cares. DCR employs and	Mostly not in compliance— While the Waikiki Health Center Intake Services provides essential reentry support, it fails to meet the legislative components for model programs, including individualized case management and a full continuum of care to ensure successful reentry. Standard reentry programs and services, although important, should not be mistaken for the

	contracts with licensed and certified staff to administer these programs.	model programs outlined in the statute. Additionally, throughout this report, the HCSOC has identified concerns with the Case Manager Quick Guide, as such, it does not meet the model program standards set forth in the legislation.
§353H-4(3): Life skills development workshops, including budgeting, money management, nutrition, and exercise; development of self-determination through education; employment training; special education for the learning disabled; social, cognitive, communication, and life skills training; and appropriate treatment programs, including substance abuse and mental health treatment;	DCR a complete list of programs can be found on their website, and programs include multiple education opportunities; employment training such as Culinary Arts, Forklift Certification, Carpentry Apprenticeship, and services through the American Job Center Program; Yoga, Cognitive Skills; Aztec Life Skills; Toastmasters; substance abuse treatment (Kashbox, Ke Alaula, Intensive Outpatient, Outpatient Treatment), and substance abuse supportive networks such as Alcoholics Anonymous and Narcotics Anonymous). Total Life Recovery includes courses in finances, time management, and Essential Education Web-based Software includes a course on money, computers, and work skills. DCR also continues to seek additional programs.	Mostly <u>not</u> in compliance— While the programs DCR provided are important for reentry efforts, most fail to meet the legislative components for <u>model programs</u> , which require skilled staff, individualized case management, life skills development, parenting and relationship building, and robust community support. Standard reentry programs and services, although important, should not be confused with the model programs outlined here. For example, tablet access is limited in housing units due to shared use. Therefore, this does not meet the model program standard set here. The HCSOC has highlighted and acknowledges the Community Resource Fairs listed in this section as a best practice throughout the report and continues to recommend their expansion and enhancement to support reentry efforts.
§353H-4(4): Parenting and relationship building classes. The department shall institute policies that support family cohesion and family participation in offenders' transition to the community, and, where possible, provide geographical proximity of offenders to their children and families; and	DCR indicated available programs include Parenting After Violence, Family Education and Therapy, Kamalama Parenting, and Read-To-Me International. DCR also collaborates with nonprofit organizations to host events like Kids Day.	Mostly in compliance— The HCSOC acknowledges Kids Day as a promising practice and recognizes the listed programs and collaborations supporting family relationships. However, the Commission also received reports that access to some of these programs is limited, and participation data remains unclear.

§353H-4(5): Ongoing attention to building support for offenders from communities, community agencies, and organizations.	<i>Community Resource Fairs:</i> Fairs with over 50 service providers offering support in housing, job readiness, and substance abuse treatment. <i>Miscellaneous Initiatives:</i> Includes meetings with community service agencies and housing providers to establish support for individuals maxing out their sentences.	Mostly in compliance— The HCSOC has highlighted the Community Resource Fairs listed in this section as a Departmental highlight throughout this report and continues to recommend their expansion and enhancement to support reentry efforts. Additionally, the other initiatives listed require further context and structure to be model programs.
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Summary of HCSOC Analysis of §353H-4:

The model programs referenced in this section of the legislation are designed to reduce recidivism by providing highly skilled staff, individualized case management, life skills and treatment programs, family support initiatives, and community engagement to facilitate successful reintegration.

While the programs DCR provided are important for reentry efforts, the programs listed do not align with the model program the components outlined in this section. This underscores the need for comprehensive and robust model programs as ongoing essential or basic programs should not be confused with the intended depth and structure of these *model* programs. Although it is important for DCR to have deep partnerships, the intention from the legislature through this statutory section is for DCR to develop and implement model programs with the components listed ensuring they meet the outlined standards for effectiveness and best practices.

Determination: Not Implemented - Actions Required

§353H-5 of Hawaii Revised Statutes: Children of Incarcerated Parents; Families

The director of corrections and rehabilitation shall:

Statutory Section	Summary of DCR Response	Commission Determination
§353H-5(1): Establish policies or rules that parent inmates be placed in correctional facilities, consistent with public safety and inmate security, in the best interest of the family, rather than on economic or administrative factors;	DCR confirmed there are no specific policies or rules addressing the interests of family or children, and placement of parents is based on classification. People in custody are not required to disclose if they have children.	Not in compliance— No policies or rules that parents be placed in facilities in the best interest of their children.
§353H-5(2): Consider as a factor an offender's capacity to maintain parent-	DCR confirmed placement of parents is based on classification.	Not in compliance— No consideration given to parent-child

child contact when making prison placements of offenders;		relationship in placement.
§353H-5(3): Conduct, coordinate, or promote research that examines the impact of a parent’s incarceration on the well-being of the offender’s child that shall include both direct contact with an offender’s child, as well as reports of caregivers; and	DCR is not conducting or promoting research on the impact of parental incarceration due to lack of funding for such research.	Not in compliance— No research on the impact of parental incarceration.
§353H-5(4): Conduct, coordinate, or promote research that focuses on the relationship of incarcerated fathers with their children and the long-term impact of incarceration on fathers and their children.	DCR is not conducting or promoting research on the impact of parental incarceration due to lack of funding for such research.	Not in compliance— No research on long-term impact of incarceration on fathers and their children.

Summary of HCSOC Analysis:

§353H-5 underscores the critical importance of preserving relationships between incarcerated parents and their children, acknowledging the profound impact incarceration has on families. Research demonstrates that maintaining family connections leads to better outcomes for both parents and children. Parental incarceration significantly harms children by disrupting their emotional well-being, educational progress, and social stability, often leaving them vulnerable to intergenerational cycles of involvement with the justice system. Meaningful contact with a parent can mitigate these negative effects and foster resilience.³ For incarcerated individuals, strong family ties are associated with reduced recidivism rates and improved reintegration outcomes.⁴

The Department and Director of DCR have emphasized the importance of addressing generational incarceration in Hawaii. However, this section above raises concerns about whether sufficient efforts and resources are being dedicated to effectively fulfilling this commitment. Children must be given access to their incarcerated parents beyond limited family days at designated facilities.

Furthermore, in-person contact visitation has been shown to significantly lower recidivism rates and encourage positive behavior within correctional facilities.⁵ While video visits can help maintain connections, research indicates they should complement, not replace, in-person visitation, as physical visits provide deeper emotional benefits and foster stronger bonds than virtual alternatives.⁶ By prioritizing parent-child contact and conducting research on the effects of incarceration on families—particularly the dynamics of fathers and children—Hawaii can create policies and programs that address intergenerational impacts, promote family stability, and enhance public safety by reducing the collateral consequences of incarceration on future generations.

³ Vera Inst. of Just., *Children Suffer When Parents Are Imprisoned*, <https://www.vera.org/news/children-suffer-when-parents-are-imprisoned> (last visited Nov. 25, 2024).

⁴ Minn. Dep’t of Corr., *The Effects of Prison Visitation on Offender Recidivism* (2011), https://mn.gov/doc/assets/11-11MNPisonVisitationStudy_tcm1089-272781.pdf.

⁵ Prison Pol’y Initiative, *DOJ Study: Video Visitation in Prison Has Its Place but Shouldn’t Replace In-Person Visits*, <https://www.prisonpolicy.org/blog/2015/01/28/doj-study-video-visitation/> (last visited Nov. 25, 2024).

⁶ *Id.*

This provision of the legislation remains unfulfilled.

Determination: *Not Implemented - Actions Required*

§353H-6 of Hawaii Revised Statutes: Employment of Ex-Offenders

Statutory Section	DCR Response	Commission Determination
§353H-6(a): The director of labor and industrial relations shall take the necessary steps to ensure offenders and ex-offenders are included and involved in utilizing state and private resources for employment and training opportunities as well as life skills and educational opportunities.	DCR and DLIR are not currently collaborating on developing tax incentives.	Not in compliance— DCR and DLIR are not currently collaborating to ensure access to state and private resources for employment, training, life skills, and education opportunities for current and former people in custody, as required.
§353H-6(b): The department of corrections and rehabilitation, with the assistance of the department of taxation and the department of labor and industrial relations, shall develop and propose for legislative consideration, tax incentives for employers who hire individuals who were formerly incarcerated.	DCR has not collaborated with the Departments of Taxation or DLIR to propose tax incentives for employers who hire individuals who were formerly incarcerated.	Not in compliance— DCR, Department of Taxation, and DLIR are not currently developing tax incentives for employers to hire formerly incarcerated individuals as required.

Summary of HCSOC Analysis:

§353H-6 underscores the critical role of employment in successful reentry and reducing recidivism by addressing the economic and social challenges faced by formerly incarcerated individuals. Employment provides financial stability, fosters a sense of purpose, and reduces the likelihood of recidivism, thereby contributing to public safety. By ensuring that people in custody and people reintegrating after a period of incarceration have access to state resources for training, education, and life skills development, this statute promotes workforce readiness and supports long-term reintegration.

Additionally, the provision to develop tax incentives for employers who hire formerly incarcerated individuals recognizes the importance of reducing stigma and creating pathways to employment. These measures also offer significant benefit to the broader community by addressing critical workforce shortages in Hawaii. With many vacancies government and private sector work, creating opportunities for formerly incarcerated individuals to fill these roles can provide a prepared workforce, bolster economic growth, promote financial stability, and the opportunity to create a different future. Research indicates that gainful employment not only lowers recidivism

rates but also strengthens community stability and public safety.⁷ It should be noted that the criteria to hire created by other agencies is not DCR's responsibility, however, tax incentives and working collaboratively can still make a difference for employer's to consider hiring those who have been previously incarcerated.

This provision of the legislation (§353H-6) remains unfulfilled.

Determination: *Not Implemented - Actions Required*

§353H-7 of Hawaii Revised Statutes: Return of Out-of-State Inmates

Statutory Section	DCR Response	Commission Determination
<p>§353H-7(a): The director of corrections and rehabilitation shall return Hawaii inmates held in out-of-state prisons at least one year prior to the inmate's parole or release date in order for these inmates to participate in programs preparing them for reentry on the island where they have the most support; provided that inmates participating in reentry programs at the mainland facility in which they are incarcerated consent to the return.</p> <p>(b) The provisions of subsection (a) shall not prevent the return of other Hawaii inmates held in out-of-state prisons with less than one year left of their sentence from being returned in preparation for reentry to the island where they have the most support.</p>	<p>From November 2022 to October 2023, 294 individuals (47%) were returned to Hawaii for parole, sex offender treatment, or work furlough participation within the required timeframe. While 331 individuals (53%) who are within one year of their parole hearing date were not returned in that same timeframe.</p> <p>DCR noted that transfers are based on classification, individual needs, resources, and public safety and are outlined in DCR's <i>Transfer of Adult Inmates</i> policy. The policy does not specify that individuals be returned to Hawaii one year prior to release.</p>	<p>Mostly not in compliance— More than 50% of individuals within one year of their parole hearing date were <u>not</u> returned to Hawaii to engage in reentry programs on the island where they have the most support.</p> <p>Further, DCR's own policy on transfers does not specify that individuals be returned to Hawaii one year prior to release.</p>
<p>(c) The department of corrections and rehabilitation shall provide a report to the legislature at the end of each calendar year on any inmates not returned pursuant to this section with an explanation of the reasoning and circumstances for noncompliance.</p>	<p>See chart below detailing reasons for the 331 individuals not returned to Hawaii one year prior to their parole or release date, as required in subsection (a) of this statute.</p>	<p>Fully in compliance</p>

⁷ Urban Inst., *From Prison to Work: The Employment Dimensions of Prisoner Reentry* (2008), <https://www.urban.org/sites/default/files/publication/58126/411097-From-Prison-to-Work.PDF>; Nat'l Inst. of Just., *A New Look at the Employment and Recidivism Relationship Through the Lens of a Criminal Background Check* (2016), <https://nij.ojp.gov/library/publications/new-look-employment-and-recidivism-relationship-through-lens-criminal>.

Summary of HCSOC Analysis: Partially Implemented

§353H-7 requires the Department of Corrections and Rehabilitation to bring people in custody back from out-of-state facilities (AZSC) at least one year before their parole or release date to facilitate reentry preparation in Hawaii. From November 2022 to October 2023, 294 *qualified*⁸ people in custody were returned to Hawaii within one year of their parole or release date, while 331 of this same group—those within one year of their parole or release hearing date—were not returned. Resulting in a **47% return rate** and a **53% non-return rate**.

Reason Individual in Custody has not been Returned to Hawaii	Number
Non-compliance in programs (i.e. Refuse programs, termination of programs) resulting in Medium Custody	97
High/Greatest category misconducts within last 18 months resulting in Medium Custody	135
Escape history within past 7 years from community/minimum custody facility, resulting in higher custody level	19
Detainers (i.e. Immigration, Federal, State) that precludes minimum custody housing	24
Refuse to work furlough programs & parole; wants to max out resulting in Medium Custody	51
Pending parole release to another state other than Hawaii (Interstate)	5
Pending available bed space at furlough program	0
TOTAL	331

The primary reasons cited for not returning the 331 people in custody include program non-compliance, severe misconduct within the past 18 months, detainers that restrict minimum custody housing, and refusal to participate in work furlough programs or parole, with some individuals opting to max out their sentences. However, the HCSOC notes, even individuals in medium custody could be returned to HCF in Hawaii, bringing them closer to family and reentry resources.

This elevated non-return rate underscores the statute's intent to ensure the return of people in custody to Hawaii in alignment with statutory reentry preparation requirements. Additionally, the HCSOC frequently observes a culture that assumes people in custody are inherently unmotivated or resistant to programs. To facilitate a transition toward a corrections and rehabilitation model, a corresponding cultural shift is essential—one that acknowledges the potential for growth, healing, and successful reintegration.

DCR is fulfilling the report requirements outlined in **§353H-7(c)**.

Determination: *Partially Implemented – Significant Gaps Remain*

⁸ "Qualified" status was determined by DCR based on completion of all recommended programs, absence of misconduct, and assignment to minimum custody levels.

- ❖ DCR *Annual Report on the Return of Out-of-State Inmates*, in response to Act 8, Session Laws of Hawaii 2007, Special Session, Part 1, Section 7(c) is attached at Appendix C-3(i) and DCR Policy Statement, *Transfer of Adult Inmates*, Policy No. Cor.18.08, dated June 14, 2021 is attached at Appendix C-3(ii) of this report

§353H-8 of Hawaii Revised Statutes: Performance Indicator Reporting

(a) The department of corrections and rehabilitation shall develop performance measures that accurately reflect progress toward specific goals, including:

Statutory Section	Summary of DCR Response ⁹	Commission Determination
§353H-8(a)(1): Improving recidivism rates;	The 2019 Hawaii Recidivism Update reported a 53.8% recidivism rate for the 2016 cohort. The DCR did not specify whether recidivism has improved or provide performance measures. Although, DCR did indicate that ICIS has a current recidivism study and the results are expected to be posted in 2025.	Not in compliance— It is not clear if recidivism has improved. Additionally, in DCR's full response, the listed programs are not performance measures.
§353H-8(a)(2): Decreasing prisoner assaults on correctional staff;	From November 1, 2022, through October 31, 2023, statewide correctional facilities reported an increase in assaults on staff, with 39 assaults on staff by people in custody reported during this period. The HCSOC reviewed the Department's 2023 Annual Report which indicates, from November 1, 2021, through October 31, 2022, statewide correctional facilities reported 12 assaults on staff by people in custody.	Not in compliance— Based on the Fiscal Year 2023 annual reporting requirements, it is not clear if assaults on correctional staff have decreased. However, the HCSOC reviewed the Fiscal Year 2022 annual report, which indicated that assaults on correctional staff increased more than three-fold from Fiscal Year 2022 to Fiscal Year 2023.
§353H-8(a)(3): Reducing correctional staff turnover;	DCR is dealing with high turnover rates and has implemented expedited hiring and recruitment strategies.	Not in compliance— It is not clear if the DCR has reduced correctional staff turnover. The response

⁹ The HCSOC was directed to the Hawaii Department of Public Safety Fiscal Year 2023 Annual Report as a response to this question. The Hawaii Department of Public Safety Fiscal Year 2023 Annual Report is attached at Appendix D-1 in this report

		does not include performance measures/metrics.
§353H-8(a)(4): Improving departmental efficiencies in staffing, budgeting, and data management and analysis.	DCR noted that they have relied on emergency hiring and excessive overtime to manage staff shortages.	Not in compliance— It is unclear if DCR has improved deficiencies in staffing, budgeting, and data management and analysis. This response doesn't include performance measures/metrics.

§353H-8(b) *The department shall develop key performance indicators, which shall include:*

Statutory Section	Summary of DCR Response¹⁰	Commission Determination
§353H-8(b)(1): The number of individuals enrolled in and who have completed a general education diploma or competency-based diploma;	During Fiscal Year 2023, there were 35 High School Equivalency diploma recipients: 33 GED graduates and 2 High School Equivalency Test graduates.	Fully in compliance
§353H-8(b)(2): The number of individuals for whom a reentry plan is filed and the number of individuals who exit jail or prison with a reentry plan;	During Fiscal Year 2023, 3,101 individuals had reentry plans filed—1,608 in jails and 1,493 in prisons—and 608 individuals were released with a reentry plan—134 from jails and 474 from prisons.	Fully in compliance
§353H-8(b)(3): Drug test failure rates of inmates while incarcerated and while on parole;	During Fiscal Year 2023, 10.4% of people in custody failed/tested positive for targeted substances, 393 urine specimens tested positive out of a total of 7,737 collected. Between November 1, 2022, and October 31, 2023, 6% (458 out of 7,522) of urine specimens collected by PSD state-wide tested positive for targeted substances. For individuals on parole during this same timeframe, 2.4% positive tests, 436 positive urinalysis tests based on an average monthly parole population of 1,086.	Fully in compliance
§353H-8(b)(4): The number of inmates currently enrolled in and	During Fiscal Year 2023, PSD enrolled approximately 627 individuals in custody (363 in	Fully in compliance

¹⁰ All of these responses are for fiscal year 2023, this information was pulled directly from DCRs reporting requirements to the legislature.

who have completed drug treatment programs provided by the department of corrections and rehabilitation;	Hawaii and 264 in Saguaro) into substance abuse treatment programs, with about 347, or 55%, completing the program requirements.	
§353H-8(b)(5): The number of inmates currently enrolled in and who have completed restorative circles;	During Fiscal Year 2023, Six women at WCCC who completed the Restorative Justice Huikahi Circle.	Mostly in compliance— Although the number of women who completed restorative justice circles is included, the number <u>enrolled</u> is not.
§353H-8(b)(6): The number of parolees who have applied for a reduction of their minimum sentence, the number of applications approved and denied, and, when applicable, the reasons for the denial of a parolee's application;	During Fiscal Year 2023, in terms of reduction of minimums, 142 individuals in custody applied for a reduction of their minimum sentence; 19 were approved, and 123 were denied, resulting in a 13% approval rate. The primary reason for denial was that the minimum sentences were deemed appropriate.	Mostly in compliance— All reasons for denial, not just the primary reason, must be tracked and reported.
§353H-8(b)(7): The number of parole revocation hearings and the results of parole revocation hearings that, when applicable, explain why the parolees' revocation was denied;	During Fiscal Year 2023, Out of 348 parole revocation hearings, 203 were approved—resulting in parole being revoked—while 44 were denied. The primary reason for denial was that the parolee was deemed appropriate to return to the community on parole.	Mostly in compliance— All reasons for denial, not just the primary reason, must be tracked and reported.
§353H-8(b)(8): The cost of incarceration per inmate, per day, per facility;	During Fiscal Year 2023, The average daily cost per person in custody is \$253.00.	Mostly <u>not</u> in compliance— The legislation requests a breakdown per facility, not just system-wide.
§353H-8(b)(9): Offender demographics, including gender, race, age, and type of offense;	For calendar year 2023, the response for this subsection is included in the Hawaii Department of Public Safety Fiscal Year 2023 Annual Report, Attachment A, p. 163 –164, which is attached at Appendix D-2 of this report. The HCSOC created two charts to fulfill the annual reporting requirement: one showing the total population and the other breaking down the population by ethnicity. These charts are located in Appendix F-1 Population Data and Appendix F-2 Ethnicity Breakdown.	Fully in compliance
§353H-8(b)(10): The number of individuals	During Fiscal Year 2023, a total of 727 Career and Technical Education	Mostly <u>not</u> in compliance—

who received vocational training or rehabilitation services and type of vocational training or rehabilitation services received;	(CTE) program participants, with 419 participants (57%) completing the programs. These programs included Sustainable Crop Production - Agricultural Technician, Construction Trades - Carpentry, Forklift Operator Training, Forklift Simulation Training, ServSafe, Culinary Arts Program, Digital Literacy, Keyboarding, Blender 3-D Animation, Altino Coding, TEAM WorkHawaii, and Goodwill Job Readiness Services.	The information provided requires further breakdown. It must specify who received what, along with the number of individuals who passed. The current format combines distinct data points that need to be separated for clarity and accuracy.
§353H-8(b)(11): The total number of inmate intakes, by month, including the number of intakes each month within the past year and past five years;	<p>For Fiscal Year 2023, the total number of intakes was 6,760 people, including 5,426 male releases and 1,334 female releases. The response for this subsection is included in the Hawaii Department of Public Safety Fiscal Year Annual Report, Attachment B, p. 165, which is attached at Appendix D-3 of this report.</p> <p>The HCSOC compiled a chart illustrating the data included in the annual reporting requirement, this chart can be found at Appendix F-3.</p>	Fully in compliance
§353H-8(b)(12): The total number of inmates released, by month;	<p>For Fiscal Year 2023, the total number of releases was 7,530 people, including 5,608 males released, and 1,922 female releases. The response for this subsection is included in the Hawaii Department of Public Safety Fiscal Year 2023 Annual Report, Attachment C, p. 165, which is attached at Appendix D-4 of this report.</p> <p>The HCSOC compiled a chart illustrating the data included in the annual reporting requirement, this chart can be found at Appendix F-4.</p>	Fully in compliance
§353H-8(b)(13): The number of inmates with substance abuse problems, including the type of dependence or addiction, and the number of inmates	Between November 1, 2022, and October 31, 2023, approximately 627 individuals—363 in Hawaii and 264 at Saguaro Correctional Facility—participated in substance abuse treatment programs, with 347	Not in compliance— The statute requires the number of people in custody with substance use problems, not for treatment and programming numbers.

with no reported substance abuse problems;	participants (55%) completing the program requirements.	
§353H-8(b)(14): The median length of incarceration, excluding inmates who have received life sentences or been paroled;	For Fiscal Year 2023, the response for this subsection is included in the Hawaii Department of Public Safety Fiscal Year 2023 Annual Report, Attachment D, p. 166 – 169, which is attached at Appendix D-5 of this report.	Mostly in compliance— While the required information is included, the large amount of information is not clearly presented, and the acronyms used are undefined, making it difficult for readers to understand.
§353H-8(b)(15): The prison population forecast for the next decade;	For Fiscal Year 2023, the Hawaii Department of Public Safety 2023 annual report did not include a population projection due to COVID-19-related population reductions. Previous years' projections indicate that the DCR population is expected to consistently decrease, with a projected population of 4,477 by 2030.	Not in compliance— No current population projection included.
§353H-8(b)(16): The total number of pretrial detainees and the number of pretrial detainees admitted each month by type of crime, bail amount, risk assessed, gender, race, and age;	<p>For Fiscal Year 2023, the response for this subsection is included in the Hawaii Department of Public Safety Fiscal Year 2023 Annual Report, Attachment E, p. 171 – 176, which is attached at Appendix D-6 of this report.</p> <p>The HCSOC compiled a chart illustrating the data included in the annual reporting requirement—<i>Pretrial Detainees by Race and Ethnicity</i>—this chart can be found at Appendix F-5.</p>	<p>Mostly <u>not</u> in compliance— Attachment E includes the total number of monthly intakes broken down by ethnicity and custody status—pretrial felon, pretrial misdemeanor, pretrial petty misdemeanor, and missing.</p> <p>Attachment E does not include the total number of pretrial detainees or the number of pretrial detainees admitted each month by bail amount, risk assessed, gender, or age.</p> <p>Also a further breakdown of crimes, beyond pretrial felon, pretrial misdemeanor, and pretrial petty misdemeanor is missing.</p>
§353H-8(b)(17): The number of pretrial detainees released or discharged each month and the reason for the release or discharge by type of crime, bail amount, risk assessed, gender, race, and age;	For Fiscal Year 2023, the response for this subsection is included in the Hawaii Department of Public Safety Fiscal Year 2023 Annual Report, Attachment F, p. 177 – 182, which is attached at Appendix D-7 of this report.	Mostly <u>not</u> in compliance— Attachment F includes ORAS, a commonly used risk assessment, scores broken down by month and ethnic group numbers—assumedly, pretrial detainees. This does not include the number of pretrial detainees released or discharged each month and the reason for the release or discharge

		by type of crime, bail amount, gender, race, and age. Also, looking specifically at the July 2022 numbers, of the total 518 risk assessments provided, 174 (33.6%) fall under "0," indicating no assessed risk level due to incomplete assessments. This high proportion of unassessed risk highlights a critical gap.
§353H-8(b)(18): The average length of stay for pretrial detainees by reason for release or discharge, type of crime, bail amount, risk assessed, gender, race, and age;	For Fiscal Year 2023, the response for this subsection is included in the Hawaii Department of Public Safety Fiscal Year 2023 Annual Report, Attachment G, p. 183 –200, which is attached at Appendix D-8 of this report.	Mostly not in compliance —The section requests data on the average length of stay for pretrial detainees across specified categories. While Attachment G includes crime severity, bail amount, and age categorized by ethnicity, the average length of stay is not included or clearly identified. Additionally, required categories such as reasons for release or discharge, risk assessed, and gender are fully absent.
§353H-8(b)(19): The number of pretrial detainees held on cash bail by type of crime, bail amount, risk assessed, gender, race, and age;	For Fiscal Year 2023, the response for this subsection is included in the Hawaii Department of Public Safety Fiscal Year 2023 Annual Report, p. 29 – 30, which is attached at Appendix D-9 of this report.	Fully in compliance
§353H-8(b)(20): The average amount of time for completing and verifying pretrial risk assessment by type of crime, bail amount, risk assessed, gender, race, and age; and	For Fiscal Year 2023, the response for this subsection is included in the Hawaii Department of Public Safety Fiscal Year 2023 Annual Report, Appendix C-7, p. 31 – 32, which is attached at Appendix D-10 of this report.	Mostly in compliance —The average time for completing and verifying pretrial risk assessments is included and broken down by type of crime, bail amount, gender, and race. The risk assessed category is missing, and the age categories are incorrect and unclear. For example, the age groups are listed as 0, 1 to 99, 100 to 499, 500 to 999, 1,000 to 4,999, 5,000 to 9,999, etc.
§353H-8(b)(21): The number of pretrial detainees readmitted by reason for release, reason for readmission, type of crime, bail amount, risk assessed, gender, race, and age	For Fiscal Year 2023, the Hawaii Department of Public Safety's Annual Report noted that the Department/DCR did not receive data from the Hawaii Criminal Justice Data Center (HCJDC) by the report's release date.	Not in compliance —the requested data was not reported on.

Summary of HCSOC Analysis:

For (a) *performance measures that accurately reflect progress toward specific goals*, while DCR's response includes valuable strategies, programs, and partnerships, these differ from *performance measures* as included by the legislature in this section. Listing programs or initiatives alone does not constitute a performance measure, as it does not evaluate or measure the effectiveness, efficiency, or outcomes of those programs. To qualify as a performance measure, the information must include associated metrics or outcomes that provide measurable insight. For example, performance measures could include the number of participants enrolled in each program, the completion rates, the percentage of participants securing employment after completing vocational training, or the reduction in recidivism rates among program participants. By incorporating these metrics, the data moves beyond a simple list to provide meaningful evaluations of program success. Defining performance measures involve establishing specific, quantifiable indicators to assess a program's effectiveness, efficiency, and impact. This distinction is crucial, as performance measures allow for a structured evaluation of success and highlight areas for improvement over time.

Reporting requirements under §353H-8(b) reveals areas where program completion rates and access to reentry opportunities could be strengthened.

- Subsections (4) and (10) highlight that drug treatment and Career and Technical Education (CTE) programs report completion rates of 55% and 57%, respectively, indicating opportunity to investigate barriers to and how to increase completion rates.
- Subsection (5) indicates only six people, all women at WCCC, participated in the Restorative Justice Huikahi Circle, offering the opportunity to expand restorative justice practices at WCCC and other facilitates.
- For sentence reduction applications under subsection (6), 142 individuals in custody applied for a reduction in their minimum sentence, with only 19 approvals, reflecting a 13% approval rate. This low rate, largely due to determinations that existing minimums are appropriate, is particularly concerning because Hawaii doesn't offer good time credit for programs, making this sentence reduction application process the sole avenue for parolees to seek early release based on their participation in rehabilitative progress.

Overall, these indicators emphasize the need for targeted improvements in program accessibility and completion, as well as more pathways for sentence reduction, to foster stronger reentry outcomes.

Determination: *Partially Implemented – Additional Actions Required*

§353H-9 of Hawaii Revised Statutes: Annual Reporting Requirements

(a) For each program established pursuant to this chapter, the department shall submit a report to the legislature no later than the first day of December each year, beginning with the period ending on November 30, 2018. Each report shall reference key performance indicators that track rehabilitation and reentry efforts for individuals being prepared to exit the correctional system. The report shall also include:

Statutory Section	Summary of DCR Response ¹¹	Commission Determination
§353H-9(a)(1): A complete list of programs offered;	For Fiscal Year 2023, the response for this subsection is included in the Hawaii Department of Public Safety Fiscal Year 2023 Annual Report, p. 27 and Attachment H, p. 201, which provides a link to In-Facility Programs & Services Inventory, which are attached at Appendix D-11 of this report.	Fully in compliance
§353H-9(a)(2): The length of each program;	For Fiscal Year 2023, the number of hours or length of time for programs is included in the In Facility-Programs and Services Inventory.	Mostly in compliance— The lengths of most programs are provided; however, the durations for several programs, including all those at the Federal Detention Center are marked as "TBD."
§353H-9(a)(3): Each program's success rate, including the percentage of participant completion in the previous two years;	There was a total of seven hundred twenty-seven (727) Career and Technical Education training (CTE) program participants, four hundred nineteen (419) of them, or 57% completed the programs. These account for participants in programs such as: Sustainable Crop Production- Ag. Technician, Construction Trades- Carpentry, Fork-lift Operator Training, Forklift Simulation Training, ServSafe (Safety and Sanitation), Culinary Arts Program, Digital Literacy, Keyboarding, Blender 3-D Animation, Altino Coding, TEAM WorkHawaii, and Goodwill Job Readiness Services.	Mostly <u>not</u> in compliance— Although an overall completion rate is included for all CTE programs, this section requests a success rate for each program.
§353H-9(a)(4): A description of participant criteria assessed by the program for admittance;	The HCSOC was directed to the Hawaii Department of Public Safety Fiscal Year 2023 Annual Report and the Hawaii Department of Corrections and	Not in compliance— There is no description of participant criteria included.

¹¹ The HCSOC was directed to the Hawaii Department of Public Safety Fiscal Year 2023 Annual Report as a response to this question.

	Rehabilitation In-Facility Programs & Services Inventory.	
§353H-9(a)(5): The number of available positions with each program;	The HCSOC was directed to the Hawaii Department of Public Safety Fiscal Year 2023 Annual Report and the Hawaii Department of Corrections and Rehabilitation In-Facility Programs & Services Inventory.	Not in compliance— The number of available positions within each program was not included.
§353H-9(a)(6): The number of potential participants on waiting lists;	The HCSOC was directed to the Hawaii Department of Public Safety Fiscal Year 2023 Annual Report and the Hawaii Department of Corrections and Rehabilitation In-Facility Programs & Services Inventory.	Not in compliance— The number of potential participants on waiting lists; was not included.
§353H-9(a)(7): The number of participants who do not complete the program;	There was a total of 727 Career and Technical Education training program participants, 419 of them, or 57% completed the programs.	Mostly not in compliance— The specific number of individuals who do not complete <u>each</u> program was requested, but only a general number for all CTE programs was provided.
§353H-9(a)(8): A summary of reasons why participants do not complete a program;	The HCSOC was directed to the Hawaii Department of Public Safety Fiscal Year 2023 Annual Report and the Hawaii Department of Corrections and Rehabilitation In-Facility Programs & Services Inventory.	Not in compliance— A summary of reasons why participants do not complete each program is not included.
§353H-9(a)(9): A complete list of programs that are no longer offered and explanations for termination of the programs.	The HCSOC was directed to the Hawaii Department of Public Safety Fiscal Year 2023 Annual Report and the Hawaii Department of Corrections and Rehabilitation In-Facility Programs & Services Inventory.	Not in compliance— Programs no longer offered and accompanying explanations are not included in the reporting.
§353H-9(b): The department shall also submit a report, including all of the key performance indicators provided under this chapter, to the legislature no later than the first day of December each year, beginning with the period ending on November 30, 2018.	For Fiscal Year 2023, the response for this subsection is included in the Hawaii Department of Public Safety Fiscal Year 2023 Annual Report, Attachment H, p. 201, which is attached at Appendix D-12 of this report.	Not in compliance— A report to the Legislature including all key performance indicators couldn't be located in the annual report.
§353H-9(c): The department shall also post the reports electronically on the department's website in a timely manner.	The Department posts its annual report with these reporting requirements on the department's website.	Mostly in compliance— Although DCR posts the annual report on its website, some reporting requirements are not included.

Summary of HCSOC Analysis:

The Commission was directed to the Fiscal Year 2023 Annual Report, including page 27 and Attachment G. DCR also provided the In-Facility Programs & Services Inventory.

The In-Facility Programs & Services Inventory for fiscal year 2023 includes a complete list of programs offered and most program lengths. However, the report does not comply with the other reporting requirements put forward by the Legislature—program success rates, participant completion percentages, participant criteria for admittance, available positions, the number and reason for participants non-completions, and discontinued programs.

The section specifically requests the annual reporting measures for each program established pursuant to **Chapter 353H**, the Comprehensive Offender Reentry System, along with a report to the legislature. This requirement is designed to reference key performance indicators that track reentry efforts for individuals being prepared to exit the correctional system. However, these omissions prevent a thorough evaluation of program performance and departmental success, as such data is critical for assessing outcomes, identifying areas for improvement, and ensuring alignment with the Department's reentry and rehabilitation goals.

Determination: *Partially Implemented – Additional Actions Required*

§353H-31 of Hawaii Revised Statutes: Adult Offender Reentry Programs and Services

Statutory Section	Summary of DCR Response	Commission Determination
§353H-31(a): The director of corrections and rehabilitation may authorize purchase of service contracts, in accordance with chapter 103F, subject to legislative or other appropriate funding, for adult offender reentry programs and services that establish or improve the offender reentry system and in which each adult offender in state correctional custody is provided an individualized reentry plan.	See chart in the section <i>Contracts with Community Service Providers</i> on page 58 of this document.	Fully in compliance

§353H-31(b) *Subject to funding by the legislature or other appropriate sources, the department of corrections and rehabilitation shall authorize the purchase of service contracts for activities that:*

Statutory Section	Summary of DCR Response	Commission Determination
§353H-31(b)(1): Coordinate the supervision and services provided to adult offenders in state custody with the supervision and services provided to offenders who have reentered the community;	No contracts.	Not in compliance— No contracts in this category.

§353H-31(b)(2): Coordinate efforts of various public and private entities to provide supervision and services to ex-offenders after reentry into the community with the offenders' family members;	No contracts.	Not in compliance— No contracts in this category.
§353H-31(b)(3): Provide offenders awaiting reentry into the community with documents, such as identification papers, referrals to services, medical prescriptions, job training certificates, apprenticeship papers, information on obtaining public assistance, and other documents useful in achieving a successful transition from prison;	No contracts.	Not in compliance— No contracts in this category.
§353H-31(b)(4): Involve county agencies whose programs and initiatives strengthen offender reentry services for individuals who have been returned to the county of their jurisdiction;	No contracts.	Not in compliance— No contracts in this category.
§353H-31(b)(5): Allow ex-offenders who have reentered the community to continue to contact mentors who remain incarcerated through the use of technology, such as videoconferencing, or encourage mentors in prison to support the ex-offenders' reentry process;	No contracts.	Not in compliance— No contracts in this category.
§353H-31(b)(6): Provide structured programs, post-release housing, and transitional housing, including group homes for recovering substance abusers, through which offenders are provided supervision and services immediately following reentry into the community;	Makana O Ke Akua (Moka), Clean & sober housing for males (Oahu), Women In Need (Win), Clean & sober housing for females (Oahu), The Salvation Army - Intensive Outpatient & Continuing Care Substance Abuse Treatment Program for Moderate Risk people in custody (Oahu), Therapeutic Living Program- Hina Mauka: Transitional housing for female furloughees and females paroling from furlough. Contract from 8/1/24 to 7/31/27, Therapeutic Living Program- BISAC: Transitional housing for	Fully in compliance

	<p>female furloughees and females paroling from furlough. Contract from 8/1/24 to 7/31/27 (Big Island), Therapeutic Living Program- Aloha House: Transitional housing for female furloughees and females paroling from furlough. Contract from 8/1/24 to 7/31/27 (Maui), The Salvation Army - Outpatient & Continuing Care Substance Abuse Treatment for Male & Female people in custody (Statewide).</p> <p>See chart on page 58 of this report for additional information.</p>	
§353H-31(b)(7): Assist offenders in securing permanent housing upon release or following a stay in transitional housing;	No contracts.	Not in compliance— No contracts in this category.
§353H-31(b)(8): Continue to link offenders with health resources for health services that were provided to them when they were in state custody, including mental health, substance abuse treatment, aftercare, and treatment services for contagious diseases;	No contracts.	Not in compliance— No contracts in this category.
§353H-31(b)(9): Provide education, job training, English as a second language programs, work experience programs, self-respect and life-skills training, and other skills needed to achieve self-sufficiency for a successful transition from prison;	<p>Goodwill - Job placement, support services assistance (Statewide).</p> <p>See the chart on page 58 for additional information.</p>	Fully in compliance
§353H-31(b)(10): Facilitate collaboration among corrections administrators, technical schools, community colleges, and the workforce development and employment service sectors so that there are efforts to: (A) Promote, where appropriate, the employment of persons	No contracts.	Not in compliance— No contracts in this category.

<p>released from prison, through efforts such as educating employers about existing financial incentives, and facilitate the creation of job opportunities, including transitional jobs, for such persons that will also benefit communities;</p> <p>(B) Connect offenders to employment, including supportive employment and employment services, before their release to the community; and</p> <p>(C) Address barriers to employment, including obtaining a driver's license;</p>		
<p>§353H-31(b)(11): Assess the literacy and educational needs of offenders in custody and provide appropriate services to meet those needs, including follow-up assessments and long-term services;</p>	No contracts.	Not in compliance— No contracts in this category.
<p>§353H-31(b)(12): Address systems under which family members of offenders are involved with facilitating the successful reentry of those offenders into the community, including removing obstacles to the maintenance of family relationships while the offender is in custody, strengthening the family's capacity to establish and maintain a stable living situation during the reentry process where appropriate, and involving family members in the planning and implementation of the reentry process;</p>	The Salvation Army - Family Therapy and Counseling Services for Bridge Furlough Program on Oahu; for people in custody that completed residential or outpatient treatment (OCCC & WCCC).	Mostly <u>not</u> in compliance— the contract provided by DCR supports strengthening family capacity during the reentry process, but does not address removing obstacles to maintaining family relationships or involving family members in reentry planning and implementation. Its scope is further limited to two facilities and primarily focused on women. Although this program is thoughtful and designed to fulfill a critical need, it does not meet all the requirements of this statute.
<p>§353H-31(b)(13): Include victims, on a voluntary basis, in the offender's reentry process;</p>	No contracts.	Not in compliance— No contracts in this category.
<p>§353H-31(b)(14): Facilitate visitation and maintenance of family relationships with respect to offenders in custody by addressing obstacles such as travel, telephone costs, mail restrictions, and restrictive visitation policies;</p>	No contracts.	Not in compliance— No contracts in this category.

§353H-31(b)(15): Identify and address barriers to collaborating with child welfare agencies in the provision of services jointly to offenders in custody and to the children of those offenders;	No contracts.	Not in compliance— No contracts in this category.
§353H-31(b)(16): Collect information, to the best of the department's ability, regarding dependent children of incarcerated persons as part of intake procedures, including the number of children, age, and location or jurisdiction for the exclusive purpose of connecting identified children of incarcerated parents with appropriate services and compiling statistical information;	No contracts.	Not in compliance— No contracts exist in this category, and the Department is not currently collecting information on children as required.
§353H-31(b)(17): Address barriers to the visitation of children with an incarcerated parent, and maintenance of the parent-child relationship, such as the location of facilities in remote areas, telephone costs, mail restrictions, and visitation policies;	No contracts.	Not in compliance— No contracts in this category.
§353H-31(b)(18): Create, develop, or enhance prisoner and family assessments curricula, policies, procedures, or programs, including mentoring programs, to help prisoners with a history or identified risk of domestic violence, dating violence, sexual assault, or stalking reconnect with their families and communities, as appropriate, and become mutually respectful;	Keiki O Ka Aina (KOKA) - Domestic Violence Intervention, Domestic Violence Anger Management, Parenting After Violence, and Victim Support Services for Adult Women (Oahu), Ka Wehena o Ke 'Ao-University of Hawaii: Holistic approach with an emphasis on incarcerated individuals to take responsibility for their choices and provide the means to assist in the reparation or establishment of relationships with their families or other close relationships. Contract from 4/1/24 to 3/31/25 (Oahu), Big Island Substance Abuse Council (BISAC) - Domestic Violence Intervention, Domestic Violence Anger	Fully in compliance

	Management, Parenting After Violence, and Victim Support Services for Adult Women (Big Island).	
§353H-31(b)(19) Develop programs and activities that support parent-child relationships, such as: (A) Using telephone conferencing to permit incarcerated parents to participate in parent-teacher conferences; (B) Using videoconferencing to allow virtual visitation when incarcerated persons are more than one hundred miles from their families; (C) Developing books on tape programs, through which incarcerated parents read a book into a tape to be sent to their children; (D) The establishment of family days, which provide for longer visitation hours or family activities; or (E) The creation of children's areas in visitation rooms with parent-child activities;	No contracts.	Not in compliance— No contracts in this category. It should be noted that DCR does utilize videoconferencing for virtual visitations, offer opportunities for parents to record books on tape for their children at AZSC, and host family days at some facilities, although there are no contracts in place for these services.
§353H-31(b)(20): Expand family-based treatment centers that offer family-based comprehensive treatment services for parents and their children as a complete family unit;	No contracts.	Not in compliance— No contracts in this category.
§353H-31(b)(21): Conduct studies to determine who is returning to prison and which of those returning prisoners represent the greatest risk to community safety;	No contracts.	Not in compliance— No contracts in this category.
§353H-31(b)(22): Develop or adopt procedures to ensure that dangerous felons are not released from prison prematurely;	No contracts.	Not in compliance— No contracts in this category.
§353H-31(b)(23): Develop and implement procedures to assist relevant authorities in determining when release is appropriate and in the use of data to inform the release decision;	No contracts.	Not in compliance— No contracts in this category.

§353H-31(b)(24): Utilize validated assessment tools to assess the risk factors of returning offenders to the community and prioritizing services based on risk;	No contracts.	Not in compliance— No contracts in this category.
§353H-31(b)(25): Facilitate and encourage timely and complete payment of restitution and fines by ex-offenders to victims and the community;	No contracts.	Not in compliance— No contracts in this category.
§353H-31(b)(26): Consider establishing the use of reentry courts to: (A) Monitor offenders returning to the community;	No contracts.	Not in compliance— No contracts in this category.
(B) Provide returning offenders with: (i) Drug and alcohol testing and treatment; and (ii) Mental and medical health assessment services;	No contracts.	Not in compliance— No contracts in this category.
(C) Facilitate restorative justice practices and convene family or community impact panels, family impact educational classes, victim impact panels, or victim impact educational classes;	No contracts.	Not in compliance— No contracts in this category.
(D) Provide and coordinate the delivery of other community services to offenders, including: (i) Housing assistance; (ii) Education; (iii) Employment training; (iv) Children and family support; (v) Conflict resolution skills training; (vi) Family violence intervention programs; and (vii) Other appropriate social services; and	No contracts.	Not in compliance— No contracts in this category.
(E) Establish and implement graduated sanctions and incentives; and	No contracts.	Not in compliance— No contracts in this category.
§353H-31(b)(27): Provide technology and other tools necessary to advance post-release supervision	No contracts.	Not in compliance— No contracts in this category.

Additional contract information included in the DCR Response:

Program	Service Provided	Location	Average Number of beds utilized	Contracted Beds	Comments
Makana O Ke Akua (MOKA)	Clean & sober housing for males	Oahu	70-80% furloughees & parolees	24	Only provides housing; are referred out for services.
Women In Need (WIN)	Clean & sober housing for females	Oahu	6/per month at each site	24	2 sites: Aiea (max: 12 beds) & Halawa (max: 12 beds).
Goodwill	Job placement, support services assistance	Statewide	#6-30 (dependent on county)		Clothing, work-related expenses, career planning, etc.; DLIR representative on site to assist with state-funded financial assistance.
Young Women's Christian Association of Oahu YWCA	Housing for Female Correctional Furloughees at WCCC	Oahu	On average 6 to 7 beds	14	As of December 2024, DCR does not pay for empty beds.

- DCR has no clean and sober beds for men, via contract, on any of the outer islands.
- People in custody in housing, who are in need of community/State financial services, are referred to GOODWILL.

Summary of HCSOC Analysis:

This section of the legislation is partially fulfilled. Under **§353H-31**, DCR shall authorize the 27 opportunities outlined in this section; however, contracts currently exist only for five of those 27 categories. Contracts supporting families in reintegration efforts are only available to women on Oahu, and domestic violence programs are only available to women on Oahu and Big Island. Leaving additional gaps for men and also the neighbor islands in contracts that do exist.

DCR did indicate upcoming contracts for peer mentors and navigators on Oahu. An Request for Information has been posted to support men in custody, with planning underway for female furlough participants and an Request for Information to be released soon. This is encouraging and the Commission will follow the progress of these and additional contracts and requests.

It should be noted that some of the categories listed could be undertaken internally prior to contract formalization. To conclude, DCR lacks contracts for, or has not requested funding for, the majority of the categories listed. These categories were thoughtfully and intentionally included by the Legislature to support reentry, reintegration, families, and healing, yet the absence of contracts or internal departmental focus undermines their intended impact and leads to missed opportunities for meaningful progress.

Determination: Partially Implemented – Additional Actions Required

§353H-32 Hawaii Revised Statutes: Offender Reentry; Identification Documents.

Statutory Section	Summary of DCR Response	Commission Determination
§353H-32(a): The department, in collaboration with the department of transportation and the examiner of drivers of each county, shall inform inmates that departmental assistance is available to obtain civil identification cards, in accordance with part XVI of chapter 286, and upon request shall assist inmates who have one year or less prior to the inmate's parole or release date remaining on their prison sentence in obtaining a civil identification card.	HCF remains the only facility with the ID machine to date. The RCO is working with the DMV-IT and DCR-IT to get WCCC's networks ready to have the capabilities so they can alternate with HCF. Originally, the staff at HCF had been instructed to assist those who were maxing out, but recently they have been asked to assist those when they first arrive in the RAD Unit at HCF if they have less than 8 years left on their maximum sentence.	Mostly not in compliance— Although the HCSOC acknowledges DCR's ongoing collaboration with the DMV and efforts to expand ID processing capabilities at HCF and WCCC, it appears that the DCR is not consistently informing people in custody about the availability of assistance to obtain identification or prioritizing assistance for those with one year or less remaining before parole or release.
§353H-32(b): The department, in collaboration with appropriate federal, state, and county agencies, shall also inform inmates of the availability of departmental assistance to obtain the inmate's birth certificate, social security card, and any other relevant identification documents necessary for the inmate to transition into the workforce, access social services, secure or verify applicable Medicaid eligibility, and secure housing, and upon request shall assist the inmates who have one year or less prior to the inmate's parole or release date.	The DCR facilities have been making a greater effort in obtaining birth certificates for their offenders. The DCR recently received an MOU from the Social Security Administration, but only those who have a confirmed release date within 120 days qualify for it under the MOU. Because the SSA requires 6 weeks to process, those who have a confirmed parole release date would not qualify because their release date is usually set for 2 weeks out.	Mostly not in compliance— HCSOC acknowledges progress through DCR's MOU with the SSA, but further collaboration with federal, state, and county agencies is needed to facilitate access to birth certificates and other identification and expand support to cover the statutory one-year period prior to parole or release, as current efforts exclude those with less than six weeks and parolees who typically have only two weeks' notice due to SSA processing timelines. Also, it appears that the DCR is not consistently informing people in custody of available assistance.
§353H-32(c): For an inmate released to work furlough, extended furlough, or community placement programs, the department of corrections and rehabilitation shall initiate the process of assisting the inmate pursuant to subsections (a) and (b) at least	Work Furlough is the ideal place for offenders to obtain their State ID's and Social Security Cards because they can apply in person and are guided by their Case Managers as to which location and make the necessary appointments to obtain these documents.	Mostly not in compliance— Although the HCSOC is aware that some people in custody on furlough or in community placement are receiving IDs with the assistance of DCR, the response does not confirm that the required forms are provided at least 90 days prior to release

<p>ninety days prior to the inmate being released by providing the forms necessary for the inmate to obtain civil identification cards to the inmate.</p>	<p>for those in work furlough, extended furlough, or community placement programs.</p>
<p>§353H-32(d): Any form the department provides pursuant to this section shall be in the inmate's primary language.</p>	<p>The forms are primarily in English, but the Social Security Administration offers interpreter services for languages beyond English and Spanish based on need. The DMV Application Forms are also in English, but they have the Hawaii Driver's Manual in English, Spanish, Korean, Japanese, Hawaiian, Chinese, Chuukese, Ilocano, Marshallese, Samoan, Tagalog, and Vietnamese. Another option is the facility will utilize interpreter services over the phone or hire an interpreter for in-person assistance.</p> <p>DCR will continue to work with partner agencies to meet legislative mandates. Other agency forms (Federal, State, County) are not within DCR's control. We are not authorized to alter their forms, and we do so, they could be rejected.</p>

Not in compliance—
The statute requires forms to be available in the people in custody's primary language. Forms primarily in English with reliance on interpreter services does not meet the statutory requirement.

While DCR indicated they may not have authorization to alter external agency forms, proactive steps should be taken, such as establishing formal agreements or collaborative processes with partner agencies, to ensure that required forms are accessible and available in the primary language of the people in custody.

The intent of this statute is essential for identification document.

Summary of HCSOC Analysis:

First and foremost, the HCSOC acknowledges DCRs ongoing collaboration with the DMV and the efforts to expand ID processing capabilities at HCF and WCCC. The Commission recognizes that DCR staff members have dedicated a significant amount of time to this initiative.

While DCR has made progress in collaborating with agencies and facilitating access to identification documents, the Department has not fully met the statutory requirements under **§353H-32**. Significant gaps remain in informing people in custody about available assistance, prioritizing support for those within one year of release, adhering to prescribed timelines, and providing forms in the people in custody's primary language.

In addressing **§353H-32(b)**, DCR has made progress through an MOU with the Social Security Administration (SSA) to assist people in custody in obtaining Social Security cards. Despite this progress, further collaboration with federal, state, and county agencies is needed to streamline access to birth certificates and other relevant identification documents. The MOU limits eligibility to those with confirmed release dates within 120 days, excluding individuals with less than six weeks remaining and parolees who typically receive only two weeks' notice. This approach does

not align with the statutory requirement to assist people in custody *within the one-year period prior to parole or release*. Again, the HCSOC does not recommend discontinuing the use of the SSA MOU, but rather finding additional ways for expansion. Additionally, DCR does not consistently inform people in custody about the availability of this assistance, leaving a statutory obligation unmet.

Determination: Partially Implemented – Significant Gaps Remain

House and Senate Concurrent Resolutions

Below are House and Senate Concurrent Resolutions that align with the transition to a rehabilitative and therapeutic corrections system. Given the Legislature’s intent in passing the resolutions below, the Commission reviewed the status of the Department’s progress toward achieving the outlined outcomes. The Commission determined that the DCR was in compliance with one resolution, mostly in compliance with one resolution, mostly not in compliance with two resolutions and not in compliance with one resolution.

Senate Resolution 82, Senate Draft 1 (2023) and Senate Resolution 84 (2021)

Resolution Language	Summary of DCR Response	Commission Determination
<p><u>Senate Resolution 82, Senate Draft 1 (2023)</u> Requesting the Department of Public Safety to submit a report to the legislature detailing the department's process in assisting people in custody in obtaining identification cards.</p>	<p>In June 2022, the PSD began processing applications for ID cards at the Halawa Correctional Facility (HCF). At present, the specialized equipment/software that can connect to the City and County of Honolulu’s Department of Motor Vehicle Licensing and Permits (DMVLP) Division’s system is only available at the HCF.</p> <p>Summary of ID Card Assistance Program by PSD:</p>	<p>Fully in compliance</p>
<p><u>Senate Resolution 84 (2021)</u> Requesting the Department of Public Safety to correct issues and dismantle barriers relating to the provision of civil identification documents to and successful community reentry of inmates exiting incarceration.</p>	<ul style="list-style-type: none"> • Total people in custody released since 2022, includes pre-trial, bail, parole, probation, end-of-sentence releases, males, and females statewide: 10,580 • Number of people in custody released with ID cards obtained with PSD Assistance: 150 • Number of people in custody who received a free ID card: 32 • Number of people in custody charged for an ID card who were not indigent: 118 <p>The charges for non-indigent individuals: \$40 for new cards, \$6 for duplicates. All fees paid directly to the City & County of Honolulu.</p> <p>Eligibility Criteria: Individuals with a valid birth certificate can apply for a civil ID card.</p>	<p>Mostly not in compliance— The low number of individuals released with ID cards obtained through DCR assistance, 150 and 32 at no cost, indicates that issues and barriers remain prevalent</p>

<p>Funding used by PSD to provide assistance in obtaining ID cards was \$61,855, which included the following:</p> <ul style="list-style-type: none"> • \$15,575 for specialized equipment/software compatible with DMVLP Division's system • \$10,000 for equipment to validate duplicate birth certificates • \$1,280 for free ID cards (for 32 individuals) • \$25,000 for satellite units • \$10,000 for wiring, installation, and connectivity 	
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Summary of HCSOC Analysis:

Although the DCR is meeting the reporting requirements outlined in Senate Resolution 82 Senate Draft 1 (2022), the outcomes noted in the reporting are concerning and the tenants of Senate Resolution 84 (2021) remain unfulfilled.

Senate Resolution 82 Senate Draft 1 (2022) emphasizes the importance of providing individuals exiting incarceration with a valid identification card to support successful reentry. The Resolution indicated, in 2016, the Legislature allocated \$25,000 to the Department to provide identification cards for people in custody, followed by a 2022 appropriation of \$100,000 for equipment at each facility to implement this program. DCR reported that, of the 10,580 individuals released since 2022, 150 received ID cards with DCR assistance, and only 32 of these were provided at no cost.

In total, about \$61,800 was spent as part of this identification effort, with \$1,280 directly funding ID card issuance and approximately \$60,000 allocated to infrastructure. This relatively small number of ID cards issued, especially at no cost, suggests the need for a new more effective and efficient strategy, as providing identification is essential to a successful reentry process.

Determination: Partially Implemented – Significant Gaps Remain

- ❖ Senate Resolution 82, House Draft 1 (2023) is attached to Appendix A-4(i), Senate Resolution 84 (2021) is attached at Appendix A-4(ii), and the Department of Public Safety Senate Resolution 82, House Draft 1 Report is attached at Appendix A-4(vi) to this report.

Senate Concurrent Resolution 25, Senate Draft 1 (2021)

Resolution Language	Summary of DCR Response	Commission Determination
<p><u>Senate Concurrent Resolution 25, Senate Draft 1 (2021)</u> Requesting the Department of Public Safety allow faith pods based on</p>	<p>There is no plan to act currently. DCR continues to consider initiatives to address the needs of our inmate population, when appropriate.</p>	<p>Not in compliance—</p>

Kapu Aloha to be established within each correctional center.

There has been no action on this Resolution

Summary of HCSOC Analysis:

This resolution was intentionally created in response to the significant overrepresentation of Native Hawaiians and remains unfulfilled in accordance with DCR's response.

Determination: Not Implemented

- ❖ Senate Concurrent Resolution 25, Senate Draft 1 (2021) is attached at Appendix A-4(iii).

House Concurrent Resolution 171 (2021)

Resolution Language	Summary of DCR Response	Commission Determination
<u>House Concurrent Resolution 171 (2021)</u> Urging the Department of Public Safety to recognize the value of culture-based rehabilitation activities in the state's correctional system.	<p>WCCC offers Hula (Beginning & Advanced), Cultural Healing and Well-Being Classes (through the Pu'a Foundation), ukulele, and Tongan dance (which will expand to include other Polynesian/Asian-Pacific Islander cultures). WCCC also offers the Culture Club, a 45-minute class with a maximum of 10 women from mixed housing units, focusing on Polynesian Island cultural arts. Lessons include activities like Lei Making, Weaving, Straw Hat Weaving, Kapa, Poi Ball, and Fan Making, with each class focusing on one Polynesian Island and beginning with a brief history.</p> <p>MCCC offers Kamalama Parenting, a program that introduces Hawaiian values to support positive parenting principles and emphasizes the role of a parent as the child's "first teacher."</p> <p>Saguaro Correctional Center recently celebrated Makahiki.</p>	Mostly <u>not</u> in compliance— Offerings need to occur at all facilities.

Summary of HCSOC Analysis:

The HCSOC recognizes the cultural-based programs and activities available at WCCC and MCCC, yet none are available at other facilities. Additional opportunities are needed at WCCC and MCCC to support participation for more women. The HCSOC urges expanding and adding additional offerings at all facilities, including WCCC and MCCC, as was urged by the Legislature.

Determination: *Partially Implemented – Significant Gaps Remain*

- ❖ House Concurrent Resolution 171 (2021) is attached to the Appendix A-4(iv).

Senate Concurrent Resolution 108 (2021)

Resolution Language	Summary of DCR Response	Commission Determination
<u>Senate Concurrent Resolution 108 (2021)</u> Urging the Department of Public Safety to increase its investment in comprehensive offender reentry training programs for individuals exiting correctional facilities.	DCR collaborates with the City and County WorkHawaii Team to offer life skills, job readiness training, and one-on-one case management at various facilities. They also provide ongoing support after release. Additionally, DCR has a contract with Goodwill Industries of Hawaii, which helps individuals identify career training opportunities and offers reentry support services, particularly for those in work furlough or on parole.	Mostly in compliance— Although there remains opportunity to expand these efforts as outlined throughout this report.

Summary of HCSOC Analysis:

The HCSOC recognizes current efforts and urges the DCR to increase its investment in comprehensive offender reentry training programs for individuals exiting correctional facilities. Specific ideas are included in the recommendations section beginning on page 71 of this report.

Determination: *Partially Implemented – Additional Actions Required*

- ❖ Senate Concurrent Resolution 108 (2021) is attached at the Appendix A-4(v) of this report of this report [SCR108_.pdf \(hawaii.gov\)](#)

Community Services, Housing, Programs, and Treatment

The HCSOC requested information from the DCR in this category due to concerns about excessive idle and in-cell time observed during facility tours, along with a lack of programming, including education and services, as documented in HCSOC annual and facility-specific reports. Programs are essential not only for meeting parole requirements but also for ensuring productive use of time and facilitating successful reentry and long-term reintegration into the community. Community service providers, contractors, and people in custody also raised concerns about the need to increase housing opportunities, expand contracts with community service providers, and better utilize existing contracts. Therefore, the Commission submitted specific questions to DCR related to education, programming, community services, and connections. The responses are broken down by topic below.

Community Service Provider Contracts

HCSOC Request —For the period November 1, 2022, to October 31, 2023, provide a brief description and actual copy of all contracts with community service providers for services and programs, including the facility the service or program is provided at if applicable.

DCR Response —

Vendor	RFP No	Contract No	Description	CPS Branch	Facility
Keiki O Ka Aina (KOKA)	23-CPS-31	71581	Domestic Violence Intervention, Domestic Violence Anger Management, Parenting After Violence, and Victim Support Services for Adult Women Offenders on Oahu	Education	WCCC
Big Island Substance Abuse Council (BISAC)	23-CPS-31	71582	Domestic Violence Intervention, Domestic Violence Anger Management, Parenting After Violence, and Victim Support Services for Adult Women Offenders on Big Island	Education	HCCC
The Salvation Army	19-CPS/E-01	68234	Cognitive Behavioral Therapy for General Population Moderate to High-Risk people in custody on the island of Oahu	Education	HCF, WCF, WCCC
Yoga School of Kailua; Hawaii Yoga Prison Project	20-CPS/E-16	69174	Yoga Training for Male people in custody on the island of Oahu	Education	OCCC, HCF, WCF
Yoga School of Kailua; Natalie Gooding LLC	20-CPS/E-16	69173	Yoga Training for Female people in custody on the island of Oahu	Education	WCCC
Amelia de Los Rios		69633	Spanish Language Interpreter Services for Sex Offender Treatment Program	Sex Offender Treatment Program Services	OCCC, HCF, WCCC

Community Assistance Center - CAC	21-CPS/SO-24	69424	Sex Offender Treatment Services for Incarcerated, Furloughed, or Paroled Sex Offenders	Sex Offender Treatment Program Services	KCF, HCCC, MCCC
Ericka Ehrhorn, Psy.D., LLC	23-CPS/SO-17	71408	Treatment Assessments of Sex Offender Statewide; Pre-release & Post-release	Sex Offender Treatment Program Services	Statewide facilities
Isle Interpret, LLC	23-CPS/SO-30	71381	American Sign Language Interpreting Services for Sex Offender Treatment Program	Sex Offender Treatment Program Services	OCCC, HCF, WCCC
Language Services Hawaii, LLC	22-CPS/SO-43	70433	American Sign Language Interpreting Services for Sex Offender Treatment Program	Sex Offender Treatment Program Services	OCCC, HCF, WCCC
Marvin W. Acklin, Ph.D.	23-CPS/SO-17	71407	Treatment Assessments of Sex Offender Statewide; Pre-release & Post-release	Sex Offender Treatment Program Services	Statewide facilities
Meliss, Villalon, Psy.D.	23-CPS/SO-17	71409	Treatment Assessments of Sex Offender Statewide; Pre-release & Post-release	Sex Offender Treatment Program Services	Statewide facilities
The Journey to Pono, LLC	21-CPS/SO-24	69425	Sex Offender Treatment for Incarcerated, Furloughed, or Parole Sex Offenders	Sex Offender Treatment Program Services	OCCC, HCF, WCCC
Alcohol Rehabilitation Services of Hawaii, Inc. dba Hina Mauka	21-CPS/SA-09	69211	Residential Substance Abuse Treatment for Female people in custody on the Island of Oahu	Substance Abuse Services	WCCC
The Salvation Army	20-CPS/SA-05	68735	Outpatient & Continuing Care Substance Abuse Treatment for Male & Female people in custody Statewide	Substance Abuse Services	Statewide facilities
The Salvation Army	22-CPS/SA-25	70404	Family Therapy and Counseling Services for Bridge Furlough Program on Oahu; for people in custody that completed residential or outpatient treatment	Substance Abuse Services	OCCC, WCCC
The Salvation Army	23-CPS/SA-14	70831	Intensive Outpatient & Continuing Care Substance Abuse Treatment Program for Moderate Risk people in custody on the Island of Oahu	Substance Abuse Services	HCF, WCCC
Young Women's Christian Association of Oahu YWCA	21-CPS/SA-06	69326	Housing for Female Correctional Furlougees at WCCC	Substance Abuse Services	WCCC

Summary of HCSOC Analysis:

Although the HCSOC recognizes these contractors and providers are important, significant opportunities to expand remain, and are discussed throughout this report.

Housing Provider Contracts

HCSOC Request——Provide a list, brief description, and actual copy of all contracts with transitional housing providers, including the number of beds in the contract and the average number of beds utilized, from November 1, 2022 to October 31, 2023.

DCR Response——

Program	Service Provided	Location	Average Number of beds utilized	Contracted Beds	Comments
Makana O Ke Akua (Moka)	Clean & sober housing for males	Oahu	70-80% furloughees & parolees	24	Only provides housing; are referred out for services.
Women In Need (Win)	Clean & sober housing for females	Oahu	6/per month at each site	24	2 sites: Aiea (max: 12 beds) & Halawa (max: 12 beds)
Goodwill	Job placement, support services assistance	Statewide	#6-30 (dependent on county)		Clothing, work-related expenses, career planning, etc.; DLIR representative on site to assist with state-funded financial assistance.

Summary of HCSOC Analysis:

Current housing contracts are limited to Oahu, revealing substantial gaps in the scope of services. **Clean and sober housing contracts on the outer islands are non-existent.** Additionally, current housing contracts on Oahu are underutilized, with occupancy rates at **50% or less** for women and 70-80% for men. Achieving full (100%) housing support on Oahu and expanding these services to the neighboring islands is crucial, as housing consistently ranks as the highest need for reentry success.

Additional Education, Programs, and Treatment Offered

HCSOC Request——Detailed in the below chart.

DCR Response——

HCSOC Request	Summary of DCR Response	Commission Determination
From January 1, 2023, to January 31, 2023, please provide the	In Calendar Year 2023, a total of 30 individuals achieved their GED or High School Equivalency Test (HiSET), with 26 passing the GED and four passing the	Improvement Needed—— GED completion rates are alarmingly low, with significant potential to

<p>following for each facility:</p> <ul style="list-style-type: none"> • GED and High School Equivalency completions, • Number of college class enrollments, • Number of completed college classes, • Number of earned college degrees, and • Number of earned college certificates. 	<p>HiSET. For college enrollments, 338 people participated in courses offered at Kapi‘olani Community College (KCC), Windward Community College (WCC), and Chaminade University, this number does not include any independently pursued correspondence courses. Of those enrolled, 134 earned credits. Seven individuals attained an Associate of Arts degree in Business Administration from Chaminade University, along with several other associate degrees and one bachelor’s degree obtained in Arizona. Additionally, 19 individuals earned various college certificates.</p> <p>See chart below</p>	<p>increase educational attainment, including college completions and degrees—all key predictors of post-incarceration success.</p>
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Education Category	Completion Numbers
High School Equivalency	30
GED Completion	26
HiSET Completions	4
College Enrollments	338
College Courses Completed (with credit)	134
College Degrees Earned	
AA in Business Admin from CUH	7
Additional AA and Bachelor’s Degrees (in AZ)	Several AAs, 1 Bachelor's
College Certificates Earned	19

Summary of HCSOC Analysis:

Subsection (1) highlights that, while 35 individuals earned a High School Equivalency diploma in Fiscal Year 2023, this completion rate falls significantly short of the population’s needs. The Commission reviewed the program recommendations for the 691 people in custody at AZSC, 466—approximately 67%—had GED listed as a recommended program, and only 44—**about 9%**— of those individuals completed it.

422 individuals needing GED completion at AZSC indicates that the number of GED completions must increase significantly to support efficient reentry outcomes and parole eligibility. These numbers only include people in custody at AZSC and no other facilities, therefore, system-wide there will be additional individuals with a GED as a recommended program. Also, GED completion is a valuable reentry tool, equipping individuals with essential skills and qualifications that enhance their chances of successful reintegration.

Program and Treatment

HCSOC Request——Detailed in chart below.

DCR Response——

HCSOC Request	Summary of DCR Response	Commission Determination
<p>From January 1, 2023 to December 31, 2023, for Native Hawaiian cultural programs and any trauma treatment or programs offered at each facility, please provide a complete list of:</p> <ul style="list-style-type: none">• these programs or treatments offered at each facility,• frequency at which the program or treatment is offered (e.g., twice per calendar year),• number of participants each time the program or treatment is offered, and• waitlist if applicable.	<p>The Corrections Program Services Division does not have contracts in place for Hawaiian cultural programs or trauma treatment. The Pua Foundation may provide trauma-informed care independently at WCCC through its own grants and funding, not through DCR.</p>	<p>Improvement Needed— Native Hawaiians are overrepresented in Hawaii’s prisons and jails, making culturally based programming essential for providing opportunities for growth, purpose, and connection.</p>

Summary of HCSOC Analysis:

Native Hawaiians are disproportionately represented in Hawaii’s prisons, jails, and the broader justice system, underscoring the urgent need for culturally based programming.

In the recommendations section of this report, the HCSOC strongly emphasizes the need to implement comprehensive Native Hawaiian cultural programming across all correctional facilities statewide, discussed further in Recommendation Three: Transform Facilities into Pu‘uhonua -- Centers for Healing and Cultural Based Programming on page 84 of this report. This recommendation aligns with House Concurrent Resolution 171 (2021), as well as the findings of the HCR 85 Task Force and the Native Hawaiian Justice Task Force, which have consistently emphasized the importance of culturally grounded approaches to address these systemic disparities.

Department of Corrections and Rehabilitation and Hawaii Paroling Authority Data and Numbers

This data was requested to assist the HCSOC in determining whether the comprehensive offender reentry system under **Chapter 353H** is working properly and providing programs and services to people in custody that result in timely release on parole after minimum terms are served, as is required in the HCSOC mandate **§353L-3(b)(4)**. The HCSOC has also noted challenges with people in custody transitioning to furlough and parole and maxing out of DCR custody, emphasizing the need to identify and address gaps to increase parole rates and support successful reintegration.

Release to the Community

HCSOC Request	Summary of DCR Response	Commission Determination
<p>From November 1, 2022 to October 31, 2023, please provide the number of people in PSD custody released straight to the community or maxed out from each of the following:</p> <ul style="list-style-type: none"> • HCF • AZSC • WCCC • WCF • KCF • Furlough or community placement 	<p>From November 1, 2022, to October 31, 2023, a total of 506 individuals were released from the following DCR prisons—HCF, WCCC, WCF, KCF—or the DCR contract facility in Arizona—AZSC—either on parole or after serving their maximum sentence (time served). Of those released, 203 were released on parole, while 303 individuals maxed out their sentences and were released directly to the community. The breakdown by facility is as follows:</p> <ul style="list-style-type: none"> • HCF: 125 paroled, 251 time served • AZSC: 0 paroled, 2 time served • WCCC: 48 paroled, 38 time served • WCF: 21 paroled, 9 time served • KCF: 9 paroled, 3 time served • Furlough: 164 paroled, 21 time served <ul style="list-style-type: none"> ○ <i>HCCC:</i> 20 paroled, 4 time served ○ <i>KCCC:</i> 9 paroled, 2 time served ○ <i>MCCC:</i> 29 paroled, 2 time served ○ <i>OCCC-Laumaka:</i> 55 paroled, 1 time served ○ <i>OCCC-Module 20:</i> 34 paroled, 10 time served ○ <i>WCCC:</i> 17 paroled, 2 time served <p>Total: 367 paroled, 324 Time Served</p>	<p>Improvement Needed— 47% of individuals released from DCR custody on felony charges maxed out, while 53% were paroled. However, in more secure settings like HCF, the disparity is even more pronounced, with only 33% paroled and 67% maxing out. The max-out population faces the highest recidivism rates and the lowest likelihood of success, primarily due to the lack of reintegration opportunities and support.</p>

Summary of HCSOC Analysis:

Between November 2022 and October 2023, a total of 691 individuals were released from DCR custody on felony charges, including those released from prisons, furlough, and parole. This total includes 367 individuals released to parole and 324 individuals who served their time and maxed out, meaning they were released directly from DCR custody into the community without furlough or parole. Additionally, individuals who max out do not have funding for transitional housing support through DCR or HPA, as they are no longer under the custody of these agencies. Maxing out also limits opportunities for individuals to participate in structured step-down processes before reentry into the community. Maxing out from medium-security facilities without any transitional support, like parole or furlough, undermines the rehabilitative goals of the correctional system and significantly reduces the likelihood of successful reentry, often leading to higher recidivism.

Overall, approximately 53% of individuals were released to parole, while 47% maxed out.

This trend is more pronounced in more secure prison settings. **At HCF, 251 out of 376 individuals in custody—67%—maxed out**, while 125 out of 376—33%—were released on parole. At AZSC, two individuals maxed out with no parole releases. **At WCCC, 38 out of 86 women—44%—maxed out of DCR custody** during the 12-month period, while 48 out of 86—56%— were released on parole. This pattern is concerning, as it highlights individuals being released directly from medium-security, cell-based environments into the community without step-down processes, such as minimum-security facilities, furlough, or parole.

Research indicates that individuals who max out have higher recidivism rates and lower post-release success.

This issue is particularly troubling given that furlough beds, especially for women at Fernhurst, are significantly underutilized, with less than half of their capacity regularly being used. It also leaves individuals without funded transitional housing support, as they are no longer under DCR or HPA custody.

Parole, Beyond Minimum, and Max Out Data

The HCSOC similarly submitted a data request regarding parole to HPA and the DCR to address concerns about delays in parole release due to incomplete programs and to fulfill the HCSOC's mandate to monitor reentry system effectiveness. Additionally, communication with people in custody and observations during parole hearings revealed denials due to incomplete programs; however, the rate or prevalence of these denials is not known, and this data was intended to gain more insight into timely release at minimums—directly related to the HCSOC mandate. The responses broken down by topic are provided below.

HCSOC Request (FY 2023)	DCR and HPA Response	Commission Determination
How many people were denied parole in FY23, fully or in part, due to incomplete programs?	In FY 2023, 1,058 people were denied parole due to incomplete programs, program refusal, pending misconduct, lack of a viable parole plan, and unwillingness to parole. HPA does not further break down this number to identify how many were denied solely or in part due to incomplete programs.	No Action Taken, No Data Collection— This information is not tracked, which limits the ability to evaluate efficiency and effectiveness and hinders the HCSOC's capacity to assess the functionality of the reentry system.
How many people in DCR (PSD) custody maxed out without HPA supervision in FY23?	In FY 2023, 362 people sentenced to felonies or parole violators maxed out their sentences in FY23.	Improvement Needed, to Decrease this Number— The max out population faces the highest recidivism rates and lowest likelihood of success due to lack of reintegration opportunities.

Fiscal Year 2024 Request

HCSOC Request (FY 2024)	DCR and HPA Response	Commission Determination
How many people are currently, as of October 2024, in DCR custody beyond their minimum sentence?	As of October 2024, 821 individuals were currently held in DCR custody beyond their minimum parole date. With 2,308 individuals having a parole minimum date set, meaning 36% of felony-sentenced individuals are beyond their minimum release date.	Improvement Needed— Holding 36% of felony-sentenced people past their minimum parole date imposes an immense financial burden and limits opportunities for timely rehabilitation, reintegration, and the opportunity to begin a new life.
The total number of people in custody who had an initial parole consideration hearing at the expiration of their minimum term (or as the expiration was approaching) in the past 12 months.	As of October 2024, 1,685 individuals had their first parole consideration hearing as their minimum term expired or approached in the past 12 months.	Meeting Data Collection Expectation
Of that number [1,685], how many people were granted parole at their first release hearing?	This data is not currently collected or available from HPA or DCR.	No Action Taken, No Data Collection— Without this information, reentry system functionality cannot be determined
Of that number [1,685], how many people were	This data is not currently collected or available from HPA or DCR.	No Action Taken, No Data Collection— Without this

denied parole at their first release hearing?		information, reentry system functionality cannot be determined
As of the current date, could you please provide a list, broken down by facility, of all people in custody who have been granted parole on a chair to set basis and remain incarcerated, along with the date they were granted parole? And include a notation for anyone who is a foreign national that falls within this category.	<p>As of November 2024, HPA had about 65 people in custody who were granted parole on a chair to set basis and remained incarcerated.</p> <p>From the data provided it is not clear how many were foreign nationals.</p>	Improvement Needed — The HCSOC appreciates this information from HPA, and recognizes the need for a case management and centralized data tracking system for effective data analysis and review to identify systemic delays and areas for improvement and more

Summary and Calculation of data included in the HPA Fiscal Year 2023 Annual Report¹²:

Fiscal Year	20-21	21-22	22-23
Number of Parole Consideration Hearings	2,431	1,861	1,685
Number of Persons Considered for Parole	1,656	1,462	1,277
a. Number of Paroles Granted	900	528	447
b. Number of Paroles Denied	1,100	1,128	1,058
c. Number of Paroles Deferred/Continued	428	205	180
d. Number of Escapes	3	0	0
e. Number of Inmates Released	704	462	345
Parole Hearing Acceptance Rate (%)¹³	37.0%	28.4%	26.5%
Parole Hearing Denial Rate (%)¹⁴	45.2%	60.6%	62.8%
Parole Hearing Deferral Rate (%)¹⁵	17.6%	11.0%	10.7%

¹² These rates were calculated based on the number of paroles granted and denied in relation to the total number of persons considered for parole in each fiscal year. This is based on information contained in the 2023 Annual Statistical Report by the Hawaii Paroling Authority, available at <https://dcr.hawaii.gov/hpa/wp-content/uploads/sites/3/2024/02/HPA-FY-2023-Annual-Report.pdf>.

¹³ This acceptance rate was calculated by the number of paroles granted divided by the number of parole consideration hearings. *Id.*

¹⁴ This denial rate was calculated by the number of paroles denied divided by the number parole consideration hearings. *Id.*

¹⁵ This deferral rate was calculated by the number of paroles deferred divided by the number of parole consideration hearings. *Id.*

Summary of HCSOC Analysis:

The lack of data collection and tracking by the Hawaii Paroling Authority (HPA) presents a critical concern for the HCSOC and the people in their custody.

The Commission is mandated to: *Ensure that the Comprehensive Offender Reentry System, as outlined in Chapter 353H, is functioning effectively to provide programs and services that result in the timely release of individuals on parole when minimum terms have been served, instead of delaying release due to a lack of programs and services (§353L-3(b)(4))*

The absence of specific data on parole denial reasons hinders the HCSOC's ability to identify whether denials result from lack of programs and services. The HPA data indicates that in Fiscal Year 2023, 1,058 people were denied parole due to: incomplete programs, program refusal, pending misconduct, lack of a viable parole plan, and unwillingness to parole. HPA, however, does not further break down this number to identify how many individuals were denied parole solely or in part due to incomplete programs. Additionally, there is no tracking of how many people in custody are granted parole at their first consideration hearing, limiting insights into the system's efficiency and effectiveness. Without this information, the HCSOC cannot accurately assess and report on reentry system functionality, a critical element for ensuring the system's performance.

The data review indicates that as of October 2024, 821 individuals sentenced on felony charges currently remain in DCR custody beyond their minimum release dates. Of the total 2,308 individuals sentenced to felonies in DCR custody, 821, **representing 36% are past their minimum release dates.**

While it cannot be assumed—although it would be a good goal—that all individuals will be released at their minimum date, this figure highlights significant room for improvement in preparing individuals for parole eligibility. The financial implications are substantial. At a cost of \$259 per person per day, the annual cost to hold one individual in DCR custody amounts to \$94,535. For the 821 individuals remaining in custody beyond their minimum, this equates to a staggering **\$77.6 million per year**. These calculations underscore the immense financial burden of maintaining custody for those who might otherwise be eligible for parole.

Beyond the financial costs, the reasons for parole denials—including incomplete programs, program refusals, pending misconduct, lack of a viable parole plan, and unwillingness to parole—point to critical opportunities for improvement. Addressing these barriers is essential to enhancing system efficiency, reducing costs, and supporting successful reintegration. Additionally, if system-wide stakeholders can reduce the number of individuals remaining beyond their minimum—currently 821—Hawaii could potentially decrease or eliminate reliance on the Arizona state contracted facility AZSC. This reduction could be achieved by filling furlough and minimum-security beds within Hawaii and increasing parole release rates at minimum terms. Currently, there are approximately 800 individuals from Hawaii held at AZSC.

The data highlights a troubling pattern: many individuals granted parole remained in custody. The HPA annual report indicates that although 900 individuals were granted parole in FY 20-21, only

704 were released, meaning **196 remained in custody—representing 21.8% of those granted parole**. Similarly, in FY 21-22, 528 individuals were granted parole, but only 462 were released, leaving 66 individuals still in custody—or 12.5%. In FY 22-23, 447 individuals were granted parole, yet only 345 were released, with 102 remaining in custody, accounting for 22.8%. While it could be argued that there is a lag between parole being granted and release, these figures span a full year, which would include individuals with lagged release dates from the previous year. These numbers underscore delays or barriers preventing timely transitions to the community.

Furthermore, the parole hearing acceptance rate has steadily declined over the past three years, dropping from 37.0% in FY 20-21 to 28.4% in FY 21-22 and further to 26.5% in FY 22-23. Conversely, the denial rate has increased, rising from 45.2% in FY 20-21 to 60.6% in FY 21-22 and reaching 62.8% in FY 22-23.

Positive Reentry System Highlights

This section highlights the progress that has moved Hawaii's correctional system in a rehabilitative direction, focusing on initiatives, programs, and partnerships that demonstrate meaningful change. These efforts represent important steps toward a system that prioritizes human dignity, community safety, and successful reintegration. While significant challenges remain, these highlights underscore the potential for continued innovation and collaboration to drive positive outcomes.

Staff Contributions to Rehabilitative Progress

The HCSOC recognizes the dedication of staff who are committed to the ongoing shift toward a rehabilitative model of corrections across Hawaii's correctional facilities. From the chaplain at OCCC—who is unpaid—to the Acting Education Supervisor at HCF, the Offender Services team at WCCC, the Farm Manager at KCF, the Acting Corrections Program Services Development Officer of the DCR Reentry Coordination Office, specific ACOs, case and unit managers, and medical and mental health providers the Commission has met, and many more, these individuals exemplify commitment, compassion, and innovation. Despite operating with limited resources, these staff members work tirelessly to provide care, deliver programming, and connect people in custody with the services needed for successful transition back into the community. This list is not exhaustive but highlights the significant contributions of those who, even under challenging circumstances, are striving to make meaningful change.

Fostering Connections Through Resource Fairs

Resource fairs are designed to connect people in custody with a diverse array of community service providers, offering direct access to critical resources needed for successful reintegration. These fairs bring together organizations that provide support in areas such as job readiness, housing, substance abuse treatment, behavioral health care, and education. By creating an environment where individuals can engage with service providers face-to-face prior to release, resource fairs serve as a bridge to the outside community, equipping participants with tools and connections to prepare for life after release.

The HCSOC attended resource fairs at HCF and WCCC in 2024, with other fairs occurring at prisons in Oahu. This past year marked the first-ever resource fair at HCF, made possible by the collaborative efforts of Transforming Lives Prison, HCF's Education Supervisor, HCF Warden, and Hawaii community service providers. These fairs not only assist individuals in custody with establishing relationships with potential employers and community organizations but also foster hope and a sense of support. They exemplify the importance of prioritizing reentry preparation, highlighting the collaborative efforts of facility and reentry leadership, community organizations, and service providers. The success of these events reflects the transformative power of partnerships and innovation in building a pathway to successful reintegration.

Rehabilitative Practices at Waiawa and Kulani Correctional Facilities

The HCSOC has recognized WCF and KCF as the most rehabilitative facilities in Hawaii for their commitment to rehabilitation, emphasizing work opportunities, programming, and reentry preparation. Both facilities offer structured environments where individuals can engage in meaningful activities that promote personal growth and skill-building. Kulani's farm, for example, provides hands-on experience that allows participants to cultivate practical skills and transform their lives. These efforts reflect a strong commitment to fostering the conditions necessary for

successful reintegration into society and serve as models of how rehabilitative programming can create lasting change.

Advancing Rehabilitation at the Women's Community Correctional Center

WCCC has made significant strides in transitioning to a rehabilitative model, implementing innovative practices and programs that prioritize human dignity. Initiatives such as the mural project and the incorporation of select Native Hawaiian cultural programming highlight the facility's commitment to fostering connection and growth. WCCC is also one of the few facilities in Hawaii offering in-person visitation, a vital component of maintaining family bonds. The Commission recognizes the efforts of Warden Guillonta, the Women's Prison Project, the WCCC Offender Services Administrator and team, and several correctional staff members who are in the early stages of transforming the facility into a rehabilitative model of corrections. Their commitment to humanizing practices, programs, and mindsets reflects a foundational shift within the facility.

Community Partnerships Driving Rehabilitation and Support

Hawaii's extensive network of community organizations and advocates demonstrates the state's capacity to support meaningful rehabilitation. Groups such as Going Home Hawaii, Pu'a Foundation, Women in Need (WIN), First Life After Prison (First LAP), Worknet, Maui Economic Opportunity, Goodwill, Hawai'i Friends of Restorative Justice, E Kolu Mea Nui, and so many more play a vital role in providing essential resources, including housing support, trauma-informed care, and other services aimed at supporting justice-involved individuals. The YWCA's Fernhurst Residence offers a unique and successful furlough transition for women, while organizations like the Community Alliance on Prisons and Correctional Reform Working Group focus on educating the public about best practices and effective strategies for improving the justice system, as well as fostering greater community involvement in these issues. And 'Ohana Ho'opakele works to address the disproportionate incarceration of Native Hawaiians in prisons and jails, advocating for culturally rooted solutions.

The range of service providers the HCSOC met during Community Resource Day further highlights the commitment within the community to assist people in custody. These providers and advocates demonstrate a shared dedication to offering support, care, and pathways to rehabilitation. This collective effort underscores the potential for positive outcomes when resources and expertise are effectively mobilized to meet the needs of people in custody and those reentering.

Recommendations: Moving Toward a Rehabilitative and Therapeutic Correctional System

This final section outlines actionable steps to bring Hawaii's vision for corrections to life, with objectives and recommendations distilled from the analysis of both the current state of the system and vision for the future. While this is a monumental task given today's starting point, progress will be tracked to ensure alignment with the new therapeutic and rehabilitative model. Moving forward with determination and direction will allow meaningful strides toward this vision.

The following recommendations are organized into four key focus areas to promote clarity and alignment with the HCSOC mandate:

Part I: Statutory Compliance with Chapter 353H of Hawaii Revised Statutes

The first focus area ensures the proper functioning of the Comprehensive Offender Reentry System under Chapter 353H.

Part II: Statewide Reentry: Programs, Education, Treatment, and Transitional Services; §353L-3(b)(3)

The second focus area prioritizes collaborating with the DCR to monitor and review reentry in addition to the oversight of facility educational and treatment programs, rehabilitative services, work furloughs, and the HPA.

Part III: Facilitating a Correctional System Transition to a Rehabilitative and Therapeutic Model; §353L-3(b)(1)

The third focus area emphasizes transitioning Hawaii's correctional system to a rehabilitative and therapeutic model.

Part IV: Preventing Overcrowding and Ensuring Timely Release on Parole; §353L-3(b)(2) & §353L-3(b)(4)

The fourth focus area is aimed at preventing the correctional population from exceeding the capacity of each facility as mandated by §353L-3(b)(2). Additionally, it ensures the timely release of individuals on parole upon serving minimum terms, in accordance with §353L-3(b)(4), by addressing systemic delays caused by program and service availability.

Although the list of recommendations is not exhaustive, each focuses on critical areas requiring immediate attention. The areas of focus in this section set clear objectives to bridge the gap between the current system and a rehabilitative and therapeutic-centered future.

Part I: Statutory Compliance with Chapter 353H of Hawaii Revised Statutes

The Commission is mandated to ensure the Proper Functioning of the Comprehensive Offender Reentry System under Chapter 353H.

Recommendations for Statutory Compliance with Chapter 353H of Hawaii Revised Statutes:

Chapter 353H-2.5

1.1 Expand Reentry Staffing at Facilities and Department-wide as the Reentry Coordination Office (RCO) is critically understaffed and many essential reentry functions and positions are unpaid. DCR should work with DHRD to ensure that current and future RCO vacancies should be filled with dedicated staff focused on reentry functions, prioritizing individuals with the passion and skills necessary for the work rather than solely concentrating on background or educational requirements. Additional RCO positions should also be created and funded both Downtown and at facilities to increase capacity for statewide reentry coordination. There must be dedicated reentry staff at every facility who report to and work under the direction of RCO leadership and the Rehabilitation side of DCR. This structure will ensure a direct link between centralized reentry coordination and facilities, enabling effective reentry planning while meeting statutory and statewide mandates and allowing for the recommendations in this report to move forward.

1.2 Increase Case Management Staffing as current case managers have unmanageable caseloads of up to 100 people in custody per case manager.

1.3 Enhance Reentry Checklist as the current three-page form lacks the necessary detail and depth to support comprehensive reintegration. The form should be redesigned to facilitate in-depth assessments of individual needs, goals, and barriers, guiding reentry planning and supporting continuous improvement throughout the individual's journey from incarceration to reintegration. Overall, the plan should set clear goals for the future and create actionable steps to meet them, utilizing services, programs, and connections, with defined timelines for accountability. These goals can encompass, but are not limited to, the following categories:

- a. Career and Employment Goals:** Identify career aspirations and outline educational programs, vocational training, and work opportunities needed to achieve them. Include a roadmap with actionable steps, connections, and mentorship to ensure long-term success.
- b. Well-Being, Mental Health, and Sobriety:** Address well-being, mental health, and sobriety through tailored treatment programs and clear goals. Incorporate pathways to access services and include ongoing evaluations to adapt plans as needs evolve.
- c. Community Support:** Build and strengthen community support networks by connecting individuals to mentors, service providers, peer support groups, and family members. Plans should facilitate in-reach during incarceration and emphasize family unification as a motivator for reintegration success.

- d. **Basic Needs and Housing:** Plan for essential needs like food, clothing, transportation, and healthcare upon release. Expand housing plans to include discussions on the best living placement and conduct regular updates to align with individual progress.

This redesigned plan must reframe reentry as a holistic process that begins at incarceration and continues through full reintegration, rather than focusing on the moment of release. As a living document, it should evolve with the individual's needs through regular in-person updates with case managers, fostering accountability and a smooth transition into the community.

1.4 Identify and Address Unmet Needs by conducting needs assessments to identify gaps in reentry programs and develop targeted recommendations to address unmet needs in alignment with statutory requirements.

1.5 Expand partnerships with organizations providing reentry services and establish contracts for new services to meet growing needs. These partnerships should be formalized to prioritize alignment with **Chapter 353H of Hawaii Revised Statutes**, essential reentry support, ensuring individuals in custody have access to consistent, high-quality programming designed to reduce recidivism and support successful reintegration.

1.6 Enhance training in evidence-based reentry practices to provide regular training for the department on evidence-based practices for successful reentry. This should include updated training programs as part of the shift to a rehabilitative correctional model.

1.7 Address standardize and strengthen jail reentry planning. The depth of reentry planning at jails is unclear and seems to vary by facility. Adequate staffing and resources must be prioritized to support reentry efforts at the jail level. The current overreliance on the resource guide, which has become more symbolic than practical due to its length and distribution limitations, further underscores the need for a new, functional tool, such as the Unite Us platform, to connect individuals with reentry services effectively. The recommendation relating to Unite Us is further outlined in *Part II: Monitor and Review the Comprehensive Offender Reentry Program, §353L-3(b)(3), Section Four: Enhance Preparation for Successful Release and Transition to the Community, Recommendation 3: Partner with Unite Us*.

Chapter 353H-3

1.8 Revise the Comprehensive Offender Reentry Plan (CORP). Updates should align with the DCR's transition to a rehabilitative model, reflecting its mission, goals, and guiding principles. Revise the reentry process, strategies for success, actions, and performance measures to support the department's focus on rehabilitation and reintegration, ensuring the plan reflects current practices, priorities, and the structural changes since the transition from the Department of Public Safety.

1.9 Develop and implement a standardized operational philosophy across all facilities to ensure reentry begins on the first day of incarceration. This can be achieved by collectively implementing the recommendations outlined in this report.

1.10 Establish and enforce a comprehensive strategy to ensure all reentry programs are gender-responsive as required by §353H-3(b)(4). This includes conducting regular evaluations of programs to ensure they address gender-specific needs and challenges, providing staff training on gender responsiveness, and creating tailored services for different genders, including trauma-informed care for women and equitable opportunities for transgender and non-binary individuals. Policies should also prioritize safety, dignity, and access to gender-appropriate resources and services.

1.11 Identify and implement model reentry programs aligned with the statutory requirements under §353H-3(b)(6). Conduct independent evaluations of these programs to assess their effectiveness in meeting the needs of the population, and use findings to expand access, improve existing programs, and replicate successful models across facilities. People in custody have submitted thoughtful program recommendations for potential model programs; soliciting program proposals directly from people in custody would be a valuable starting point.

Chapter 353H-4

1.12 Implement model programs, as outlined in the statute—including highly skilled staff, individualized case management and a full continuum of care to ensure successful reentry, life skills development workshops, and parenting and relationship building classes, and ongoing attention to building support from communities, community agencies, and organizations—aimed at reducing recidivism through skilled case management, life skills development, family support, and community engagement. These programs should reflect the depth intended by statute rather than only basic service offerings.

Chapter 353H-5

1.13 Develop policies and procedures to address family needs, including placement considerations that support family connections and conduct research on the impact of incarceration on children and familial relationships.

Chapter 353H-6

1.14 Strengthen Partnerships with DLIR and Taxation Departments to ensure people in custody and those released from DCR custody are included in utilizing state and private resources for employment, training, life skills, and educational opportunities. Additionally, align training and educational programs offered to people in custody and those released from DCR custody with Hawaii's employment needs, ensuring relevant job opportunities for release.

1.15 Collaborate with the Departments of Taxation and Labor and Industrial Relations to develop and propose tax incentives for employers who hire individuals formerly incarcerated.

1.16 Return People in Custody from Out-of-State Facilities at Least One Year Prior to Parole or Release Date. Statutory requirements mandate the return of Hawaii individuals in custody held in out-of-state prisons at least one year before parole or release dates. With current return rates below 50%, this area requires urgent attention. The reasons indicated for non-return should serve as starting points for further exploration rather than a conclusion. Data reveals multiple barriers preventing people in custody from being returned from out-of-state facilities within statutory timeframes, including program non-compliance, refusals to participate in work furlough and parole (with some opting to max out), and high-level misconduct.

1.17 Conduct an Independent Investigation to Identify Barrier to Return One Year Prior To Parole or Release Date. The areas reported by DCR for non-return—including non-compliance in programs, high/greatest category misconducts within last 18 months, escape history within past 7 years from community/minimum custody facility, detainers, refuse to work furlough programs & parole, pending parole release to another state—should serve as starting points for further exploration rather than a conclusion.

Key areas for inquiry include how to enhance program compliance, address the high rate of severe misconduct, and evaluate policies around detainers, which are frequently cited as barriers. Additionally, understanding the underlying reasons for refusal to participate in work furlough or parole would offer insights to encourage greater engagement. Discovering why people in custody are not being transferred to HCF, where they can reconnect with their families and be closer to reentry resources, is also imperative. Viewing these factors as a foundation for continued investigation can support efforts to improve reentry outcomes and reduce recidivism.

The inquiry should not focus on whether these areas can be improved—it is clear they can; rather, the question must delve deeper into *how* meaningful changes can be achieved and sustained. These independent analyses should incorporate input from individuals in custody and staff, ensuring that solutions are practical and aligned with Hawaii’s rehabilitative goals. Tailored programs such as peer support, mentorship, and mindset-shift initiatives should be developed to address these challenges and foster successful reintegration.

1.18 Update DCR's *Transfer of Adult Inmates* policy to include the requirements of §353H-7, including the return people in custody from out-of-state facilities at least one year prior to parole or release date

1.19 Define and Track Performance Indicators to set clear, quantifiable performance indicators to evaluate program efficiency, effectiveness, and impact to enable ongoing assessment and improvement. DCR's performance data suggests that program completion rates and reentry access need strengthening. Review HCSOC analysis column in the §353H-8 chart and address reporting deficiencies.

Chapter 353H-9

1.20 Revise the reporting process to fully comply with statutory requirements by ensuring reporting includes the following for each program:

- program length,
- success rate,
- participant criteria,
- number of available positions,
- number of participants on the waiting list,
- number of participants who do not complete the program,
- detailed reasons for non-completion,
- a list of programs no longer offered, and
- compliance with annual reporting requirements to the Legislature outlined in the statute.

Compliance with these elements, along with the inclusion of key performance indicators to track rehabilitation and reentry efforts for individuals preparing to exit the correctional system, will ensure alignment with the Legislature's intended goals for this section.

Chapter 353H-31

1.21 Expand and Fully Utilize Service Contracts to increase the scope of service contracts beyond housing and job placement and encompass all 27 reentry support areas authorized under §353H-31. Emphasize housing contract utilization on neighbor islands, where service gaps are most significant.

Chapter 353H-32

1.22 Provide identification upon release. Current rates of identification issuance are insufficient, leaving many individuals without necessary ID upon release. Even though legislative funds have been allocated for this purpose, DCR reported that, of the 10,580 individuals released since 2022, only 150 received ID cards with DCR assistance, and just 32 of these were provided at no cost. A total of approximately **\$61,800** was spent on this identification effort, with **\$1,280** directly funding ID card issuance and the remaining **\$60,000** allocated to infrastructure. This low number of ID cards issued, especially those provided at no cost, suggests the need for a more effective and efficient strategy, as providing identification is essential for successful reentry. It should be noted that the recommendations came from DCR staff and are based on successful and proven model. Therefore, the Department should consider ensuring:

- Dedicated Staff for ID Assistance:** Assign dedicated personnel to manage the ID issuance process, freeing case managers from additional duties and improving the efficiency of the overall process.
- Funding for State IDs or Driver's Licenses:** Utilize funding to cover the cost of providing IDs for all individuals in custody, not just those who are deemed indigent, removing financial barriers that limit access to this essential document.

- c) **Initiating the ID Process at Admission:** Start the ID application process upon admission to custody, allowing sufficient time to gather required documents and ensure successful ID issuance before release.

1.23 Ensure and document that all people in custody are informed about available assistance in obtaining birth certificates, Social Security cards, civil identification card, and other relevant identification documents. Expand collaboration with federal, state, and county agencies to streamline access to these documents and expand agreements, such as the MOU with SSA, to cover people in custody within the statutory one-year period prior to parole or release, including those with shorter notice.

1.24 Develop a system to initiate identification assistance and related forms at least 90 days prior to release for people in custody in work furlough, extended furlough, or community placement programs. Implement tracking mechanisms to confirm compliance with the statutory timeline.

1.25 Translate all forms provided under §353H-32 into the primary languages of all people in custody to ensure compliance. Supplement this effort with interpreter services as needed to complete forms.

1.26 Improve data collection and reporting to fully comply with the requirements outlined in Chapter 353H. These specific measures were thoughtfully designed to improve the reentry system and provide meaningful performance tracking, without them evaluating progress is not possible. To address gaps in compliance, the HCSOC recommends that the DCR carefully review the compliance charts included in this report, which outline the department's adherence to Chapter 353H reporting requirements, and take corresponding action. This update should address and correct all of the omissions outlined in this report—anything indicated *as mostly in compliance*, *monthly not in compliance*, or *not in compliance at all*—and be submitted to the Legislature, HCSOC, and made publicly available to ensure transparency and accountability.

Part II: Statewide Reentry: Programs, Education, Treatment, and Transitional Services; §353L-3(b)(3)

The Commission is mandated to collaborate with DCR to monitor and review reentry and the oversight of facility educational and treatment programs, rehabilitative services, work furloughs and HPA's oversight of parolees—areas significantly impacted by systemic challenges within Hawaii's correctional facilities. These challenges include excessive idle time, limited out-of-cell time for people in custody, and inadequate access to educational, vocational, and rehabilitative programs. These issues are particularly severe in jails, where programming is nearly nonexistent, and remain problematic in prisons, where long waitlists for RAD-recommended programs hinder access. Limited availability and low completion rates for critical programs negatively impact reentry efforts, including the return of individuals from AZSC, progression to minimum-security facilities and furlough, and parole opportunities. For example, while 67% of people in custody at AZSC had GED listed as a recommended program, only 9% completed it in 2024, and completion

rates for other programs such as drug treatment and Career and Technical Education (CTE) remain around 50%. Additionally, the effectiveness of these programs is unclear due to the lack of regular evaluations and publicly available data, preventing necessary refinements and undermining efforts to support successful rehabilitation and reintegration.

A successful transition from incarceration to the community requires essential elements such as housing, employment, healthcare, peer support, and access to vital services. However, the current system lacks an efficient way to link people in custody with available community resources, as the Community Resource Guide is limited by time and access constraints, leaving many service providers with underutilized beds and services. Transitional housing contracts on Oahu are underutilized—occupancy rates hover at 50% for women and 70-80% for men—while neighboring islands have insufficient or non-existent contracts, creating critical gaps in reentry support despite housing being a top reentry priority. Community organizations play a vital role in providing essential services, yet many operate without contracts or funding, and key roles like the OCCC chaplain, who coordinates much of the state’s reentry efforts, remain uncompensated. This lack of funding, coordination, and efficient linkages undermines the immediate and long-term success of reentry efforts.

Recommendations for Statewide Reentry: Programs, Education, Treatment, and Transitional Services; §353L-3(b)(3):

Educational and Programs

- 2.1 Prioritize GED completion** by making GED programs a core focus across facilities to build foundational educational attainment with pre-college and mentorship programs supporting GED completion.
- 2.2 Expand education staff capacity** by filling current vacancies and then creating new positions to coordinate programs and accelerate implementation.
- 2.3 Empower staff to advance programs** by providing decision-making authority and support to move educational initiatives forward efficiently.
- 2.4 Fix technology issues** to prevent disruptions during lockdowns and staff shortages. Consider partnering with Unlocked Labs¹⁶ to streamline and improve systems, reducing frustrations for students and postsecondary partners.
- 2.5 Partner with local technical colleges** and give them spaces to utilize in the facilities, such as Halawa. Provide initial financial support to establish vocational programs until the local technical colleges qualify for Prison Education Program (PEP) approval and federal funding. The programs must be established, requiring DCR leadership to initiate this recommendation, before being eligible for Pell Grant and federal funding.

¹⁶ Unlocked Labs is a team of justice-impacted technologists designing and building solutions that make corrections evidence-based and data-drive, available at <https://unlockedlabs.org/>

2.6 Develop a statewide College Education Network through partnerships with institutions to provide statewide college programs, including at AZSC, leveraging Pell Grant eligibility. Research shows that educational attainment is one of the strongest indicators of successful reentry and post-release stability.

Treatment

2.7 Establish ongoing, independent publicly available reviews of parole-recommended programs to determine effectiveness, areas for improvement, and alignment with therapeutic and rehabilitative goals. These reviews should be conducted by independent evaluators, and if evaluating Native Hawaiian Cultural Programs, evaluators with expertise in reviewing cultural-based programming should be used. In the past, the Department has partnered with the Research and Evaluation in Public Safety (REPS) Project at the University of Hawaii, Patrick Uchigakiuchi, PhD, and Sophie Gralapp, PhD. The HCSOC continues to be impressed with the quality and impact of their contributions.

2.8 Conduct comprehensive program assessment and capacity planning through a data-driven assessment to determine the current and projected annual demand for parole-recommended programs over the next five years, identifying the number of program slots required for individuals to complete their programs by their minimum parole dates. Based on this assessment, compile a detailed list of service providers and staffing needs to ensure program delivery capacity aligns with demand within the required timeframe, ensuring capacity meets demand.

2.9 Pay providers offering RAD, parole, and committee recommended programs to invest in providers who conduct these imperative services. Having unpaid providers downplays the importance of the recommended programs. Request Funding if additional funding is needed to guarantee timely program availability.

2.10 Broaden program offerings beyond RAD-recommended options to provide meaningful opportunities for individuals while they wait for recommended programs, reducing idle time and offering purposeful activities to engage in, goals to work toward, and opportunities to look forward to. Providing a range of non-RAD programs will ensure that individuals have access to supportive activities, even while awaiting RAD program placements.

2.11 Establish and further community partnerships to uplift programming by partnering with local organizations and contract with community providers to deliver diverse programming options, mentorship, and peer navigator services. These partnerships will enhance reentry preparation, provide additional support networks, and create meaningful engagement opportunities to support individuals throughout their time in custody.

2.12 Gather input from people in custody to inform programs and support by engaging with individuals in custody to understand what programs and resources they feel are essential to their success. Establish a defined system that empowers people in custody to create and submit programming ideas to DCR leadership, ensuring their ideas are considered. These submissions should be reviewed, considered, and implemented or responded to on a quarterly

basis, fostering collaboration and innovation in developing programs that address the population's needs. Incorporating the insights of people in custody is vital because they have firsthand experience and a unique understanding of the challenges and opportunities within the correctional environment. Their perspectives provide valuable guidance for creating effective, impactful, and sustainable solutions. Additional program proposals the Commission has received are attached at Appendix E-1, E-2 and E-3.

2.13 Implement a Lifers and Longtimers Pod at AZSC, as detailed in the proposal submitted by people in custody at AZSC, attached at Appendix E-4, to address the needs of long-term incarcerated individuals and support their unique rehabilitative goals. The Commission is aware that this initiative was previously considered by DCR and strongly recommends that the Pod and related programs be reconsidered. While concerns were raised regarding the availability of sufficient number of people in custody for the program and the issue of separatees, the Commission has confirmed interest from over 110 people in custody from Hawaii at AZSC. It is essential to listen to people in custody and find a way to support this lifer and longtimer population, ensuring their unique rehabilitative needs are met and this population is also safe.

2.14 Equip all people in custody with tablets to increase access to programming, educational opportunities, and communication tools essential for maintaining community ties. Across the United States, correctional systems are leveraging technology to expand access to programming and rehabilitative services for people in custody. Many states, including New York, Michigan, California, and Colorado, provide individual not communal tablets to ensure uninterrupted access to educational content, therapeutic programs, and communication tools. Maine takes a further step by offering laptops with monitored internet access to individuals enrolled in educational programs, enabling participation in remote learning and degree completion. This initiative will particularly benefit those in protective custody who may face additional limitations on program access.

2.15 Expand programming access for people in protective custody by providing individual tablets or laptops to people in protective custody in Hawaii and Saguaro to enable access to parole- or RAD-recommended programming, educational courses, therapeutic programs, communication tools, reentry support, and books. Additionally, explore the feasibility of group programming for individuals on the same tier who are not designated as separatees, ensuring appropriate safeguards are in place.

Rehabilitative and Transitional Services

2.16 Expand housing support to address the ongoing housing challenges for individuals reentering the community. Affordable, safe, and appropriate housing is continually listed as the most significant impediment to successful transition post-incarceration. A comprehensive approach is needed to fully utilize existing resources and expand housing options, ensuring that most, if not all, people have access to stable, supportive housing during their transition, filling critical gaps in reentry. This can be fulfilled by:

- a) **Compile a list of housing providers throughout Hawaii.**

- b) **Fully utilize, 100% capacity, existing housing contracts** and expand transitional housing contracts on Oahu.
- c) **Expand Transitional Housing Options on Neighbor Islands** by establishing necessary housing contracts to support successful reentry.
- d) **Begin Collecting Data on additional housing resources needed** to determine where gaps in housing beds exist both for people in DCR and HPA custody.

2.17 Partner with Unite Us to create an efficient, real-time connection between people in custody and community services across the state to address the social care needs of individuals leaving state custody. Using Unite Us will provide case managers and other staff a more efficient, effective, and accountable way to address the needs of individuals and support better reentry outcomes.

Unite Us offers a flexible, scalable, and proven infrastructure that connects public agencies, community-based organizations, and health providers in real-time. Unite Us has been active in Hawaii since 2021, with over 250 organizations currently in the Unite Hawaii network. With their secure (HIPAA-compliant) closed-loop referral system, Unite Us ensures that justice-impacted individuals leaving incarceration and on Parole Supervision are immediately connected to the right services. Their system also allows case managers to track individual outcomes while leveraging aggregated data to identify gaps, needs, and trends to optimize resource allocation.

This model has proven successful in Sacramento County’s Adult Correctional Health program since 2019, where individuals leaving incarceration have been seamlessly connected to health care, financial assistance, and job support, reducing the likelihood of recidivism. Unite Us is also currently being utilized across the State of Arizona, North Carolina, South Dakota, and Miami-Dade County to support their reentry efforts. Unite Us recently began supporting the Kaua’i Office of the Prosecuting Attorney and Kaua’i County’s E Ho’i I Ka Piko reentry program

2.18 Strengthen, fund, and formalize community partnerships and necessary reentry services. Reentry services and programs, which are vital for success, are limited. Where these services do exist, they often go unpaid, hindering their sustainability, and highlighting the need to formalize and fund services and positions. Ensuring continuity and stability in reentry services through adequate funding will reflect the Department’s transition to the new rehabilitative model and commitment to reintegration. The following recommendations are designed to strengthen reentry services:

- a) **Fund and Formalize Key Contracts** with local organizations such as Going Home Hawaii, Worknet, Pu’a Foundation, and First Life After Prison (First LAP), Maui Economic Opportunity to provide in-reach services, peer mentorship programs, employment preparation, and other transitional support. This investment will ensure individuals in custody can connect with community resources, establish support networks, and prepare for workforce entry and sustainable reintegration.
- b) **Expand Partnerships** with organizations providing reentry services and establish contracts for new services to meet growing needs. These partnerships should be formalized to prioritize alignment with Chapter 353H of Hawaii Revised Statutes,

essential reentry support, ensuring individuals in custody have access to consistent, high-quality programming designed to reduce recidivism and support successful reintegration.

- c) **Fund Chaplain Position** to compensate and establish longevity for the critical role in reentry.

- ❖ Work Furlough & Parole are covered in Part IV: Ensuring Timely Release on Parole; §353L-3(b)(2) & §353L-3(b)(4)

Part III: Facilitating a Correctional System Transition to a Rehabilitative and Therapeutic Model; §353L-3(b)(1)

The Commission is mandated to formulate policies and procedures that prevent the population from exceeding the capacity of each correctional facility **§353L-3(b)(2)** and ensures the timely release of individuals on parole when minimum terms have been served **§353L-3(b)(4)**. These recommendations are directly related to the mandate and improving systemic movement.

Hawaii currently has a comprehensive, forward-thinking foundation for a new correctional model, emphasizing rehabilitation, human dignity, safety, and trauma-informed practices. Rather than crafting new frameworks, the path forward involves implementing, integrating, and harmonizing these existing principles across the correctional system. This established vision is grounded in a blend of statutory guidelines, legislative resolutions, task force recommendations, and executive mandates, including:

- *Creating Better Outcomes, Safer Communities: HCR 85 Task Force Report,*
- Native Hawaiian Justice Task Force Report
- Governor’s Executive Order No. 24-01 designating Hawaii a trauma-informed state,
- Chapter 353H of Hawaii Revised Statutes,
- Hawaii Act 278, Shift to Corrections and Rehabilitation
- Senate and House Concurrent Resolution, the Hawaii House and Senate have reiterated the importance of successful reentry and opportunities for rehabilitation through resolutions. These include improving the process for, and reporting on, providing IDs to people in custody (*Senate Resolution 82, Senate Draft 1 (2023)* and *Senate Resolution 84 (2021)*), creating faith pods (*Senate Concurrent Resolution 25, Senate Draft 1 (2021)*), expanding culture-based programming (*House Concurrent Resolution 171 (2021)*), and increasing investment in reentry support (*Senate Concurrent Resolution 108 (2021)*).

Recommendations for Facilitating a Correctional System Transition to a Rehabilitative and Therapeutic Model:

Rehabilitative Model

3.1 Create an action plan with defined steps, timelines, strategies, goals, and milestones for actualizing the new model of corrections.

3.2 Develop new DCR policies and procedures aligned with a rehabilitative model outlined in key foundational documents, including: HCR 85 Task Force Report, Native Hawaiian Justice

Task Force Report, Governor’s Executive Order No. 24-01, designating Hawaii as a trauma-informed state, Chapter 353H of Hawaii Revised Statutes, Hawaii Act 278, and Applicable Senate and House Concurrent Resolutions. This effort requires the creation of entirely new written processes, rather than superficial updates to existing documents. Particular focus should be placed on revising punitive policies and practices, such as the Special Housing Incentive Program (SHIP), restrictive housing practices, and visitation policies, ensuring they are rehabilitative and not excessively punitive. The goal is to create policies that reflect a trauma-informed, rehabilitative approach, fostering positive outcomes for individuals in custody and supporting a system-wide cultural shift toward corrections and rehabilitation.

3.3 Provide training for new and current staff to align with the new therapeutic and rehabilitative correctional philosophy and updated DCR documents outlined above.

3.4 Establish consistent in-person contact visitation policies and practices across all facilities to maintain family and community ties essential for successful reentry.

3.5 Shift Approach to a Public Health Approach with a Comprehensive Needs Assessment. This requires a thorough assessment of jail and prison populations to identify key demographic trends, mental health and substance abuse needs, educational levels, trauma, homelessness, and other factors crucial for effective reentry planning. The Department must view rehabilitation through a public health lens, looking at the needs of people in custody.

3.6 Create a vision and strategic planning for returning all people in custody to Hawaii and ending out-of-state contracts for housing as housing individuals out of state almost 3,000 miles from their home, community, and ‘aina is neither rehabilitative nor conducive to therapeutic reentry practices.

Trauma-Informed Care

3.7 Implement statewide trauma-informed care in corrections by collaborating with specialists to provide mandatory trauma-informed care training for all staff. This is in accordance with Governor Green’s Executive Order designating Hawaii a trauma informed state and incorporates healing-centered principles as strategies, one of the goals of the State of Hawaii, Governor’s Office of Wellness and Resilience. This approach will enable staff to engage with greater understanding and compassionately toward individuals in custody, promoting a rehabilitative atmosphere and minimizing potential traumatization and re-traumatization for people in custody and staff.

3.8 Offer trauma treatment programs in every facility through contracts with mental health professionals in the community. In addition to culturally based healing programs, establish trauma-specific healing programs led by trained professionals across all correctional facilities in Hawaii. Well-researched therapeutic options for healing include Eye Movement Desensitization and Reprocessing (EMDR) and tapping/Emotional Freedom Techniques (EFT), delivered through contracts with community providers offering both group and individual sessions.

- 3.9 Collaborate with the Veterans Administration (VA) to provide specialized PTSD support for justice-involved veterans.** Offering diverse therapeutic modalities is essential, as individuals respond differently to various approaches. To foster a trauma-informed environment, incorporate resources like a dedicated library on healing and wellness, and promote a community culture centered on resilience and growth. Establishing a comprehensive network of trained professionals and trauma treatments tailored to the specific needs of each person will support a more effective rehabilitation within the correctional system.
- 3.10 Address the needs of specific populations in custody** by collecting data and designating focused resources for specific populations within Hawaii’s correctional system, including Native Hawaiians, kupuna, women, and those with mental health needs. Understanding the unique characteristics and needs of these groups enables the Department to design tailored, humane policies and programs that support effective rehabilitation and reentry. Focused attention on these populations aligns with Hawaii’s rehabilitative model, promoting a correctional system that values individualized care, public safety, and community well-being.
- 3.11 Standardize Human-Centered Language** that reflects dignity, humanity, and the possibility of a different future, including replacing terms like “offender,” “body,” “inmate,” and “felon” with “person in custody” or other wording to foster human-centric language and sentiment. Language can support rehabilitation by focusing on the potential for transformation and growth rather than reinforcing labels tied to past behaviors. Words matter—they shape perceptions, influence self-identity, and can either uplift or limit future possibility.
- 3.12 Partner with Amend and their Prison Culture Change initiative** focusing on transforming facility culture through health-centered, trauma-informed practices. This collaboration would provide targeted training and support for DCR staff to foster a rehabilitative environment that promotes well-being of staff and people in custody and successful reentry.

Cultural Practices: Transform Facilities into Pu‘uhonua

The Native Hawaiian Justice Task Force Report highlighted: *Native Hawaiians have suffered from severe intergenerational, historical, and political trauma from the loss of land, language, and culture. This collective trauma has negative economic, health, cultural, and educational impacts on individuals, and often manifests itself in criminal activity. Any effort to reduce the number of Native Hawaiians who come in contact with the criminal justice system must include a multi-pronged approach to addressing this trauma.*¹⁷

If the correctional system fails to provide opportunities for healing—including culturally based opportunities—it neglects the core of what is essential for true rehabilitation, recovery, and the prevention of future crimes, creating a critical and fatal gap that undermines the entire rehabilitative process.

¹⁷ Native Hawaiian Justice Task Force, *Report of the Native Hawaiian Justice Task Force*, p.18 (2012), available at: https://www.oha.org/wp-content/uploads/2012NHJTF_REPORT_FINAL_0.pdf

3.13 Create a comprehensive inventory of Native Hawaiian cultural programs and service providers to be in alignment with the recommendations from the 2012 Native Hawaiian Justice Task Force. The Department must ensure the directory is consistently, no less than annually, updated to include culturally based programs, indigenous models, and service providers for Native Hawaiians. This directory should support areas such as mental health, substance abuse, workforce development, and housing. Additionally, mandatory training on implicit and unconscious bias for all criminal justice employees is essential to foster a culturally competent and equitable environment.

3.14 Establish system-wide Native Hawaiian cultural programs and faith pods by partnering with ‘Ohana Ho‘opakele and other Native Hawaiian leaders and groups. Each facility should provide both faith pods and Native Hawaiian cultural programming, fostering an environment rooted in rehabilitation and healing. This collaboration will support the gradual transformation of facilities into spaces that reflect Native Hawaiian values and serve as Pu‘uhonua. This recommendation aligns with Senate Concurrent Resolution 25 (2021), which supports the establishment of faith pods in each facility and the creation of *Pu‘uhonua*—a place of refuge, sanctuary, asylum, peace, and safety—based on Hawaiian cultural practices. These decentralized wellness centers would focus on healing and reintegrating individuals into the community, benefiting both the Native Hawaiian community and the broader population. It also aligns with House Concurrent Resolution 171 (2021), which recommends implementing Native Hawaiian cultural programming across all facilities, as well as the recommendations of the House Concurrent Resolution 85 Task Force and the Native Hawaiian Justice Task Force. Despite these directives, significant steps remain unrealized, highlighting the urgent need for a committed effort to implement these initiatives.

Part IV: Preventing Overcrowding and Ensuring Timely Release on Parole; §353L-3(b)(2) & §353L-3(b)(4)

The Commission is mandated to ensure the timely release of individuals on parole when minimum terms have been served **§353L-3(b)(4)**. These recommendations aim to improve parole outcomes and sentence reductions by addressing data gaps and systemic barriers. Enhancing HPA data collection will provide a clearer understanding of why parole is denied, helping to identify areas for improvement in timely releases. Conducting an independent analysis will investigate obstacles to parole, including incomplete programs, unviable parole plans, and low sentence reduction approvals. By analyzing parole denials and exploring opportunities for sentence reduction, these efforts will lead to actionable reforms that promote rehabilitation and successful reintegration.

Recommendations for Ensuring Timely Release on Parole; §353L-3(b)(2) & §353L-3(b)(4):

Hawaii Paroling Authority

4.1 Enhance HPA data collection to implement systematic data collection processes to track parole denials including a case management and tracking system and numerical breakdown of denials due to each of the following incomplete programs, program refusals, pending

misconduct, lack of a viable parole plan, and unwillingness to parole. This will help identify key areas for improvement in timely parole release.

4.2 Conduct an independent analysis to investigate barriers to parole release and opportunities for meaningful sentence reduction. Parole release is frequently denied due to incomplete programs, program refusals, pending misconduct, lack of viable parole plans, or unwillingness to participate in parole. However, existing data from the HPA lacks the detail needed to determine the specific impact of these issues on parole denials. Furthermore, only 19 applications for minimum sentence reductions were granted, with the appropriateness of existing minimums cited as the primary reason. This low approval rate raises concerns, particularly given Hawaii's reliance on minimum sentence reductions in the absence of good time credits. To address these issues, the HCSOC recommends:

- a) **Analyzing Parole Denials** by performing a detailed review of parole denials to determine why programs remain incomplete, why parole plans are often unviable, and why some people in custody refuse to participate in parole. This analysis should address the gaps in HPA data and provide actionable insights to improve parole outcomes.
- b) **Exploring Opportunities for Sentence Reduction** through examining why more individuals are not applying for reductions in minimum sentences and the factors contributing to the low approval rate. Develop recommendations to make the reduction process more accessible and effective as a rehabilitative tool in the absence of good time credits. These inquiries should not focus on whether these areas can be improved—it is clear they can; rather, the question must delve deeper into *how* meaningful changes can be achieved and sustained. These independent analyses should incorporate input from individuals in custody and staff, ensuring that solutions are practical and aligned with Hawaii's rehabilitative goals. Tailored programs such as peer support, mentorship, and mindset-shift initiatives should be developed to address these challenges and foster successful reintegration.

Conclusion

Hawaii's correctional and reentry system stands at a pivotal moment, with a clear path forward toward a rehabilitative and therapeutic model. While significant challenges remain—including staffing shortages, gaps in reentry services, and delays in parole releases—this report highlights both the barriers and the opportunities for meaningful reform. Addressing systemic issues such as inadequate reentry planning, limited program availability, and inconsistent implementation of statutory mandates will be critical in improving outcomes for individuals in custody and enhancing community safety.

By prioritizing data-driven decision-making, expanding community partnerships, and fully implementing evidence-based reentry programs, Hawaii can create a system that fosters rehabilitation, reduces recidivism, and ensures individuals have the necessary support for successful reintegration. The recommendations outlined in this report provide a roadmap for action, emphasizing the need for sustained collaboration between state agencies, service providers, and community organizations.

The vision for a transformed correctional system—one that values human dignity, accountability, and long-term rehabilitation—is within reach. Achieving this vision requires commitment from all stakeholders, as well as continued oversight and accountability to ensure that reforms are implemented effectively. Through collective effort and strategic policy changes, Hawaii can build a correctional system that not only meets statutory requirements but also serves as a model for effective reentry and rehabilitation nationwide.

Appendix

Due to its length (615 pages), the appendix is available as a separate downloadable document on the Commission's website at <https://hcsoc.hawaii.gov/systemic-reports/>. The full report, including the appendix, is also accessible on the website. For any questions or comments, please email hcsoc@hawaii.gov.