

DEPARTMENT OF PUBLIC SAFETY

Comprehensive Offender Reentry Plan

PREFACE

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

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

The Reentry Plan is based upon the following guiding principles:

- The reentry process begins upon admission to jail or prison. The offender shall be assessed within a reasonable amount of time to determine his/her risk, needs, and responsivity, and a discharge plan is formulated. The discharge plan indicates the high-risk needs, specifies the goals to address the needs, and the objectives and tasks to meet the goals.
- PSD's classification system shall determine how the offender is processed through the correctional system. The offender's movement is primarily performance-driven rather than time-driven, based on the belief that an individual'

behavior and attitude is the best indicator of change, not how much time he/she has to serve.

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

Mission

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

Vision

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

Goal

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

Challenges

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

STRATEGY

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

- **Collaboration and Partnerships**

Collaboration is a critical component of the Comprehensive Reentry Plan. In the past, the goals and interests of correctional programs and community-based programs were perceived to be mutually exclusive. Changes in the public's

perception of crime have gradually shifted. Polls show that the majority of citizens, realizing that their own quality of life is improved when ex-offenders live responsibly, now favor the continuation of services after offenders are released. The extent to which services to offenders can be provided in the community is largely contingent upon the development of a network of criminal justice, non-criminal justice government agencies, and community-based agencies. These agencies must agree to work collaboratively both at a policy making and line level to improve offender outcomes. Collaboration is an effective and efficient way to leverage limited resources, especially in light of the recent economic downturn and budget restrictions. It is imperative that the PSD take an active role in forming and nurturing these types of partnerships throughout the State.

- **Workforce Development**

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

- **Individualized Transitional Plan and Release Packet**

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

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

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

REENTRY PLAN, OBJECTIVES, AND OUTCOMES

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

PHASE I: RISK/NEED ASSESSMENT

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

Objective: Provide appropriate and timely assessments.

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

PHASE II: MANAGE AND MONITOR

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

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

Outcome: Develop changes in attitude and behavior.

PHASE III: PREPARE FOR REENTRY – TRANSITION

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

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

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

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

PHASE IV: RETURN TO COMMUNITY - REINTEGRATION

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

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

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

Core Reentry Case Management Programs

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

(See Attachment A)

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

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

(See Attachment B)

REENTRY FLOW CHART

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

(See Attachment C)

CONCLUSION

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