

REPORT TO THE STATE LEGISLATURE  
PURSUANT TO ACT 253, SLH 2001

STATE OF HAWAII  
DEPARTMENT OF HUMAN SERVICES  
OFFICE OF YOUTH SERVICES  
DECEMBER 2001

STATE OF HAWAII  
DEPARTMENT OF HUMAN SERVICES  
OFFICE OF YOUTH SERVICES

DECEMBER 2001

SUBMITTED TO THE HAWAII STATE LEGISLATURE  
PURSUANT TO ACT 253, SLH 2001

## INTRODUCTION

As directed by House Bill 1233, House Draft 1, Senate Draft 1, Conference Draft 1 (later articulated as Act 253, Session Laws of Hawai`i 2001) the Office of Youth Services (OYS), which is administratively attached to the Department of Human Services, submits this report on Youth Service Centers (YSC). The report includes: (1) A descriptive summary of the operation of YSC, including the services they provide; (2) the number of recipients of services at each center; (3) the allocation of funds to each center; (4) staffing information at each center; (5) recommendations regarding the continuation of YSC and future plans for expansion; (6) recommendations regarding the process by which YSC are allocated resources; (7) a projected budget for the expenditures required to continue or expand YSC; (8) proposals for legislation that are necessary to facilitate the continuation and expansion of YSC; and (9) a working plan of action for the strategic plan as designed in Act 375, Session Laws of Hawai`i 1989.

## YOUTH SERVICE CENTERS-SUMMARY

The OYS was created in 1989 to provide a continuum of services for at-risk youth in Hawai`i. Act 375, Session Laws of Hawai`i, Section 352D-7 specified that YSC be created with the primary objective of delinquency prevention. In February 1994, the OYS created the "Youth Service Center Project Development Report." This report detailed the YSC mission, goals, organizational structure, service delivery model, program activities, and method for determining facility location and design.

The mission of the YSC is to provide a safe environment and a central focus where all youth, particularly those over-represented in the juvenile justice system, can develop competencies that foster resiliency and enable them to achieve a successful transition to adulthood. The YSC offer a variety of formal and informal activities that can serve as a central focal point for community life. While the focus of the YSC is to provide services and activities for at-risk youth, YSC are intended to work with all youth. The core of YSC services and activities demonstrates a balance between the interests and the needs of the target population, as well as the general youth population. The core YSC services

and activities include community-based outreach, a case management system, positive alternative activities, educational development activities, and mentoring.

All YSC also provide programs that involve aspects of effective youth programs including:

1. A collaborative approach. Establishing an effective continuum of services for any community can only occur within the context of a coordinated program of interagency cooperation. Therefore, YSC have formal agreements, sub-contractual arrangements, memorandum of agreements and/or letter of agreements with other agencies and/or community groups to demonstrate a collaborative and integrated approach with other community resources serving youth in the community.
2. Linkages with other providers. The YSC program shall work cooperatively with other agencies to plan and implement programs for youth in their respective communities.
3. Community involvement. Community members should actively participate in prioritizing needs and developing types of services to be offered by the YSC to ensure that the needs of all youth within that community are being met.
4. Sensitivity to culture and identity. Activities provided through the YSC should promote the understanding and appreciation of the ethnic and cultural diversity of the community. Youth should have the opportunity to develop an understanding of self and one's culture as well as a sense of identity and belonging.
5. Youth involvement. Youth are considered as resources of the YSC and the community. Young people are valued, given useful roles, and involved in productive activities in the organization and the community.
6. Developmentally appropriate programming. The YSC programs and activities should be sensitive to the unique needs of each youth.
7. Gender appropriate programming. The YSC programs and activities should be responsive to the strengths and unique needs of both boys and girls.
8. Family involvement. Families are considered partners and thereby share in the responsibility for raising healthy and productive youth. Parental competencies and positive relationships with family members are promoted through the YSC.
9. A caring adult relationship. The YSC ensures youth are involved in meaningful interactions and quality relationships that are consistent and provide approval for pro-social behaviors and negative sanctions for antisocial behaviors.

In some manner the YSC also addresses directly or through collaborative efforts with existing resources the following services or functions:

1. Community Based Outreach is a key resource in assessing community needs and desires, initiating contacts, and developing rapport with at-risk youth and their families, connecting youth and families to existing resources and services, encouraging participation in the YSC, and mediating crisis. The YSC staff activities also include interfacing and collaborating with private sector agencies, community institutions, and other public sector organizations such as Department of Education, Family Court, Department of Human Services, and Department of Health. Outreach services include follow up on youth that have been referred to intervention and treatment services within or outside of the YSC.
2. Case Management System is a process that involves general intake and assessment, referral services, counseling, crisis intervention, and monitoring/oversight activities. YSC shall monitor and supervise youth referred to the programs and be primarily responsible for ensuring that efforts are made to divert participants away from the juvenile justice system. An effective case management system should also include tracking and documenting, reviewing and coordination of individualized service plans, and other needed advocacy services.
3. Positive Alternative Activities that include:
  - ? Vocational activities that provide youth with job seeking skills, career explorations, apprenticeships, internships, and entrepreneurial experiences.
  - ? Sports, Fitness and Health activities that improve physical health and well being, athletic and scholastic competence, and physical appearance; encourage working as a team; provide nutrition exploration; develop resistance skills; and discuss contraceptive practices/abstinence.
  - ? Arts and Humanities activities that enliven the learning environment through drama, storytelling, poetry writing, music, and visual arts.
  - ? Community Service activities that create opportunities for youth to take responsibility for self and others in the community through experiential and service learning activities such as volunteer services, youth service corps, and intergenerational programming.
  - ? Youth Leadership activities that allow youth to experience leadership, group dynamics, and problem solving via participation in youth advisory boards, youth council, and community collaboration efforts.
4. Educational Development Activities such as tutoring, alternative education, and/or peer tutoring.

5. Mentoring programs or similar programs where adults serve as resources for youth and focus on developing positive adult/youth relationships that provide youth an opportunity to receive assistance with homework, be exposed to positive new experiences and/or visit the work environment of the mentor to witness job skills useful to obtaining employment. Effective mentoring programs include a process of recruitment, screening and selection, matching, training, orientation, evaluation, and relationship closure for mentor and youth. On going support, monitoring, and training activities are also included for the mentor and youth.

In efforts to foster resiliency in youth, the YSC programs provide participants with caring and supportive relationships, positive high expectations and opportunities for meaningful participation. The YSC programs should assist youth develop competencies in the following areas: physical health; personal and social well being; knowledge, reasoning and creativity; vocational preparation; and citizenship.

#### YOUTH SERVICE CENTERS-FUNDED BY THE OFFICE OF YOUTH SERVICES

In November of 1998 the OYS developed and distributed a Request for Proposal (RFP) regarding four general service categories. The service categories included YSC, Ho'okala (Adolescent Diversion Project), Intensive Community-Based Services for Youth and In-Facility Youth Services.

The YSC RFP (see Attachment A) indicated the requirements and specifications for YSC programs that the OYS was requesting agencies and organization to develop and implement across the State. A total of twenty-two agencies responded to the YSC RFP and requested \$6,998,765.00 in funding. After the review and scoring of the proposals a total of 12 agencies were awarded \$3,035,157.00 to provide YSC programs across the State. The YSC contracts were designed to enable the OYS to extend contracts an additional two years if programs performed adequately and State/Federal funds were available. The following table details the agencies, funding amounts, number of staff members (both full-time or part-time employees) and the number of youth served, that the OYS funded in Fiscal Year 2001:

AGENCY	No. of Program Sites	Funding Amount FY 2001	*No. Staff Funded by OYS (FT & PT)	No. of Youth Served
Boys and Girls Club of Hawai`i	6	\$1,009,328.00	33	3149
Family Support Services of West Hawai`i	3	\$ 205,000.00	10	326
Hui Malama Learning Center	1	\$ 50,000.00	11	412
Hui Malama Ohana Youth Service Center	9	\$ 755,000.00	70	2201
Kihei Youth Center	1	\$ 105,339.00	5	226
Molokai Community Services Center	1	\$ 85,000.00	5	89
Maui Youth & Family Services (Lanai)	1	\$ 75,567.00	15	37
Maui Youth & Family Services (Upcountry)	2	\$ 114,353.00	20	67
Paia Youth & Cultural Center	1	\$ 135,570.00	8	227
Spectrum Health Services	1	\$ 100,000.00	4	108

YMCA – Kaimuki	3	\$ 60,000.00	2	363
YMCA – Kalihi	10	\$ 225,000.00	12	982
YMCA – Leeward	5	\$ 115,000.00	5	241
<b>TOTAL</b>	<b>44</b>	<b>\$3,035,157.00</b>	<b>200</b>	<b>8818</b>
*Data presented may appear high due to direct cost allocation methods used by agencies				

The existing YSC were established to support the community prevention efforts for at-risk youth by procuring core services in a more comprehensive manner via YSC. The OYS has attempted to provide a variety of technical assistance and support to assist with the full implementation of the YSC concepts and practices. However, it has become apparent that short-term training initiatives alone have been unable to effectively impact the quality of program design, development and implementation to significantly impact youth in a positive manner. It has been determined additional resources are needed for more long-term and comprehensive technical assistance and support to enable the YSC to:

1. Assess, enhance, and evaluate current functioning of centers in relationship to the prescribed core services of the centers and the needs and desires of the youth and families in the communities served.
2. Implement and institutionalize innovative programs and services that effectively address the core service areas within the centers.
3. Review, assist and evaluate the progress of replication and institutionalization of effective center programs and services across the State.
4. Identify, develop and/or design effective research-based curriculum and models of service that could be replicated at centers throughout Hawai`i.

#### CURRENT EVALUATION AND ENHANCEMENT EFFORTS

During the 2001 Legislative Session H.B. 1233, H.D.1, S.D. 2, C.D.1 was passed and provided additional resources to the OYS to support and enhance the YSC programs across the State (see Attachment B). H.B. 1233, later Act 253, Sessions Laws of Hawai`i 2001 includes an amendment to the Chapter 352D, HRS, Section 352 D-7, YSC, subsection (b) to reiterate the intended responsibilities of the YSC. The amendment states that each center shall 1) be responsible for coordinating services, justice system or non justice system, both public and private to the youth referred to it; and 2) be responsive to the needs of its immediate community and offer an array of services that are tailored to the needs of its constituents. In addition to strengthening the coordination of services, the primary purpose of the Act is to *enhance* existing centers.

The main objective of these additional funds is to enhance centers by strengthening and supporting efforts to prototype a variety of the core services that are vital components of the YSC. The intent of these funds was neither to expand the number of programs nor to start new centers. Resources were to be used to develop and identify effective research-

based curriculum or models of services that could be appropriately replicated across the State. Once effective programs and services have been developed, refined, implemented and/or evaluated, efforts will then focus on the replication and institutionalization of these programs within individual agencies and other YSC statewide.

As the current enhancement efforts have not been fully implemented and evaluated, the OYS is currently unable to make specific recommendations as to the continuation of YSC and the plan for future expansion; recommendations as to the allocation of funds for programs; projected budgets to expand YSC programs; and any proposed legislation necessary to facilitate the continuation and expansion of YSC programs, as requested in Act 253. Efforts and strategies to continue and expand the YSC programs funded by the OYS will be determined and guided by the results of the enhancement efforts currently being initiated by various youth service agencies across the State. The OYS will also commission an evaluation study by an external and independent evaluator of the YSC programs that the OYS is currently implementing.

In August 2001 an RFP for “Enhancement of Youth Service Centers” was developed and distributed (see Attachment C). A total of 15 agencies submitted 26 proposals for these funds. The following eight agencies were awarded funds to pilot enhancement efforts across the State for a two-year period:

Agency	Enhancement Effort	Funding Amounts
Alu Like, Inc.	Case Management	\$ 180,000.00
Family Support Services of West Hawai`i	Mentoring	\$ 239,500.00
Hui Malama Ohana Youth Service Center	Case Management	\$ 134,270.00
Hui Malama Ohana Youth Service Center	Mentoring	\$ 230,000.00
Hui Malama Ohana Youth Service Center	Outreach	\$ 154,756.00
Hui Malama Ohana Learning Center	Mentoring	\$ 200,000.00
Maui Youth and Family Services	Outreach	\$ 200,000.00
Palama Settlement	Outreach	\$ 212,320.00
Salvation Army Family Intervention Services	Outreach	\$ 200,000.00
Spectrum Health Systems	Mentoring	\$ 159,000.00
<b>TOTAL</b>		<b>\$1,909,845.00</b>

#### WORKING PLAN OF ACTION

In January 2000 a report to the Hawai`i State Legislature entitled “Addendum to the Report, Dated January 2000, Submitted to The Hawai`i State Legislature Pursuant to House Concurrent Resolution Number 63, House Draft 1” (see Attachment D) was submitted. That report provided an up-date of the *Office of Youth Services Strategic Plan* that was developed in 1991.

As stated in the January 2000 report, the OYS is continuing to work toward implementation of the Strategic Plan, and has focused efforts in the following areas:

1. Advocate for and effectuate prevention through the establishment and strengthening of the YSC programs throughout the State as described in the *Youth Service Center Project Development Report*.
  - ? Increased resources dedicated to establish statewide YSC programs by consolidating current resources used to fund various prevention initiatives, from \$242,435.00 in Fiscal Years 1995 and 1996 to \$3,035,157.00 in Fiscal Years 1999, 2000, 2001 and 2002.
  - ? Obtained additional resources to evaluate, improve and enhance YSC programs in Fiscal Year 2001 and 2002 for \$1,000,000.00 per year.
2. Develop programs that serve as alternatives to the Hawai'i Youth Correctional Facility (HYCF) for youth that do not need the level of security and custody that the institution provides.
  - ? Established one Alternative Day Service (ADS) program during Fiscal Year 1999 to determine if this program model would provide an appropriate alternative to more restrictive level of care for adjudicated youth. Additional resources may be reallocated to fund more ADS programs in the upcoming procurement period for services starting in Fiscal Year 2003.
  - ? Continued to provide resources for intensive outreach and tracking services and community-based residential programs for adjudicated youth as a viable alternative to incarceration.
3. Educate communities on the merits of establishing community-based services for the at-risk youth population. Communities are often resistant to establishing needed programs and services in their neighborhoods due to unsubstantiated fears and concerns.
4. Focus on delinquency prevention priorities, such as after school programs in middle school environments or mentoring programs, and coordinate the efforts to support these initiatives with other resources within the community.
  - ? Continued to provide a more comprehensive configuration of prevention services during after school hours via the YSC programs. The OYS consolidated prevention program resources in order to establish more comprehensive centers as stated in the agencies strategic plan. For services starting in Fiscal Year 1999 a total of \$3,035,157.00 was awarded to support YCS across the State.
  - ? Established mentoring activities as a required component of all YSC programs procured in Fiscal Year 1999. The OYS provided a series of seven seminars



offering technical assistance and training opportunities in mentoring in Fiscal Years 2000 and 2001.

- ? Continued to provide comprehensive prevention services to middle school youth (ages 11–15) via the YSC programs. A large percentage (approximately 49%) of youth served by the YSC are between the ages of 11 and 15 years of age.
5. Provide technical assistance and training to all service providers as well as within the OYS organization to improve the quality of service in the State, in conjunction with the *Training Needs and Curricula for the Hawai`i Office of Youth Services*, developed in 1992.
- ? Continued to provide a wide-range of training initiatives on topics relevant to effective service delivery ranging from Grief, Trauma and Suicide Prevention seminars to Risk Assessment training for adjudicate youth.
  - ? Provided a total of 38 training seminars during Fiscal Year 2000 and 52 training seminars during Fiscal Year 2001 statewide.
6. Implement and support an outcome-based management model to ensure that effective programs and services are being provided and procured.
- ? Continued support and funding of outcome based training and technical assistance for provider agencies as well as for the OYS staff during Fiscal Years 2000 and 2001.
  - ? Provided a total of 13 seminars in Fiscal Year 2000 and four additional seminars in Fiscal Year 2001 to assist youth service agencies in shifting to an outcomes-based framework.

## COMPREHENSIVE STRATEGY

In addition to addressing these specific areas, the OYS has been engaged in a strategic planning process developed by the U.S. Department of Justice, Office of the Juvenile Justice and Delinquency Prevention (OJJDP). This process entitled “Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders” (Comprehensive Strategy) has provided a framework that is supportive of and consistent with the overall philosophy and approach as stated in the OYS Strategic Plan. The Comprehensive Strategy is based on the following five general principles: (1) We must strengthen the family in its primary responsibility to instill moral values and provide guidance and support to children. (2) We must support core social institutions in their roles of developing capable, mature, and responsible youth. (3) We must promote delinquency prevention as the most cost-effective approach to reducing juvenile delinquency. (4) We must intervene immediately and effectively when delinquent behavior occurs to successfully prevent delinquent offenders from becoming chronic offenders or committing progressively more serious and violent crimes. (5) We must identify and control the small group of serious, violent

and chronic juvenile offenders who have committed felony offenses or have failed to respond to intervention and non-secure community-based treatment and rehabilitation services offered by the juvenile justice system.

## 1. County Initiatives

**Hawai`i County** was the 52<sup>nd</sup> community in the nation to receive federal technical assistance provided by the OJJDP to develop a Comprehensive Strategy plan in addressing the needs of at-risk youth within their community. In May 2000, the Office of the Prosecuting Attorney recognized the need to facilitate a collaborative effort among a variety of both public and private sector agencies to develop a comprehensive plan to address juvenile justice issues. The OYS directly assisted in the facilitation of this initiative and continues to provide needed resources to support this effort via the Juvenile Accountability Block Grant (JAIBG) funds. The Hawai`i County initiative established the following seven workgroups:

- ? Data Collection and Analysis
- ? Resource Assessment
- ? Outreach, Communication and Media
- ? Legislative, Policy and Systems Issues
- ? Objective Decision-Making
- ? Planning, Monitoring and Evaluation
- ? Youth Involvement

These working groups have met consistently since May 2000 and actively participated in developing the various parts of the plan. The final written plan is expected to be completed in January 2002.

**Kauai, Maui, and Oahu Counties** have indicated an interest in actively participating in the Comprehensive Strategy process. The OYS via JAIBG program has made additional funds available to the counties to actively participate in the Comprehensive Strategy planning process. The National Council on Crime and Delinquency (NCCD) continues to provide technical assistance and support, thru OJJDP funds, to all counties interested in this strategic planning process.

## 2. Statewide Initiative

The OYS via its Juvenile Justice State Advisory Council (JJSAC) has taken an active leadership role in initiating the Comprehensive Strategy planning process at the State level. The JJSAC is a Governor appointed advisory group concerned about youth involved, or at-risk of being involved, in the juvenile justice system. With the support of the NCCD, the JJSAC is actively involved in establishing and organizing the JJSAC members into several workgroups to assist in developing a comprehensive plan for at-risk youth across the State. JJSAC has committed council funds and resources to help support this initiative and will be working toward developing a plan that takes a

statewide perspective as well as supplements and supports the various initiatives occurring on the county level.

## CONCLUSION

The OYS has articulated, via its strategic plan, working plan of action, and fiscal policies the importance of establishing and maintaining comprehensive YSC programs across the State. The consolidation of prevention resources to support the establishment of YSC programs across the State is clearly evident in the Request for Proposals that the OYS released for the fiscal year beginning July 1999 with over three million dollars allocated to support YSC programs.

Additionally, Act 253 has enabled the OYS to encourage YSC provider agencies to better assess and enhance their current programs and services and to identify a program model that is effective in addressing the needs of our at-risk youth within the context of the fiscal realities of the State. The two million dollars allocated by the State Legislature for Fiscal Years 2001 and 2002 was needed not only to strengthen and support current program initiatives but also to provide an opportunity to review, up-date, and revise the *Youth Service Center Project Development Report* that was developed in 1994. The report developed in 1994 describes the overall requirements for organizing, staffing, locating and building a proposed system of YSC and needs to be up-dated to reflect the current developments in youth programming and services, as well as the fiscal and operational limitations of the OYS.

The OYS continues to review and revise its overall goals and objectives in line with current programmatic developments, State and federal resources, and defined community needs. The Comprehensive Strategy initiatives have empowered the OYS to engage in a comprehensive strategic planning process that is consistent with the agency strategic plan but yet encompasses a broader initiative that involves a wider range of private and public sector agencies involved in working with at-risk youth. The OYS will continue to support and leverage available federal resources to initiate and maintain a comprehensive planning process across the State to better enable communities to clearly articulate the complex issues of their community in addressing the needs of their at-risk youth.