

Ho‘opono Mamo Civil Citation Initiative

Phase 2 Evaluation Report

August 1, 2017 – July 31, 2019

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I. INTRODUCTION & OVERVIEW

This evaluation was formulated from data reported for youth who became eligible for the Ho‘opono Mamo Civil Citation Initiative (HMCCI) diversion program between August 2017-January 2019. It is critical to acknowledge that these findings are being released in early 2022, against a backdrop of extraordinary upheaval. The COVID-19 pandemic continues with significant human costs in physical suffering and death, not to mention severe and far-reaching social and economic impacts. At the same time, Hawaii has been shaken by killings of several residents by law enforcement officers, including Iremamber Sykap, a Pacific Islander youth, in Spring 2021. Community members have called for greater accountability with respect to racial profiling and discrimination, particularly for individuals and families that have migrated to Hawai‘i from Pacific Island nations under the Compact of Free Association (COFA) with the U.S. (i.e., the Federated States of Micronesia, the Republic of Palau, and the Republic of the Marshall Islands).

Hawai‘i has cultivated and sustained political will and interagency collaboration for juvenile justice system reform in recent years, led by the State Judiciary and the State Office of Youth Services (OYS). Changes of policy and practice have successfully reduced the number of youth who are: (a) formally processed by the court; (b) placed on juvenile probation; and (c) incarcerated at the Hawai‘i Youth Correctional Facility (HYCF).¹ Recent partnerships between the State and the Vera Institute of Justice have organized task forces to explore ending girls’ incarceration at the “deep end” of the system and to divert youth involved with status offenses from arrest and court processing at the “front-end” of the justice system (Rosenthal & Jafarian, 2019; Jafarian & Ananthakrishnan, 2017; Tamis & Sederbaum, 2017). Even with this strong and growing support for system change, state agencies and nonprofit organizations are bracing for substantial budget cuts due to the pandemic’s devastating economic impacts.

The convergence of two public health crises – COVID-19 and racial injustice – punctuate the urgency of reimagining our social and economic systems. In anticipation of the challenges ahead, diverting young people from involvement in the justice system takes on even greater value, both economically and socially. Five aims of youth diversion drawn from research emerge with relevance for this moment: reducing recidivism; connecting youth to appropriate services and supports; avoiding stigma associated with justice system involvement; decreasing financial investment in the formal juvenile justice system; and addressing the mis-use of justice system responses to exert social control over young people² (a tactic which has been disproportionately leveraged against youth of color in the U.S.).

Based on the available data, this current evaluation of the HMCCI diversion program assesses this initiative’s progress toward the primary goal of reducing recidivism and offers observations on the goal of providing young people with *culturally responsive* services and supports. This evaluation advocates that all of the interconnected aims of diversion must be realized through equitable

¹ For more information, see *Hawaii’s Act 201: Comprehensive Reform Implementation Successes*, Crime and Justice Institute, Community Resources for Justice. (2017). <https://www.ncsl.org/research/civil-and-criminal-justice/juvenile-justice-reinvestment-hawaii.aspx>

² See *Juvenile Diversion Guidebook*, Models for Change Juvenile Diversion Workgroup. (2011). https://assets.aecf.org/m/blogdoc/Juvenile_Diversion_Guidebook.pdf

treatment and culturally-informed, relational approaches to engaging with youth from different racial and ethnic groups. The persistent racial and ethnic inequities in the Hawai'i juvenile justice system will only be resolved with sustained collective learning, action, and accountability. This evaluation has been prepared to support such efforts.

The intended audiences for this evaluation are:

- *OYS and the Hawai'i Juvenile Justice State Advisory Council (JJSAC)* as decision-makers, funders, and advocates for effective juvenile justice policies and practices for the state, particularly with respect to reducing racial and ethnic disparities.
- *The Ho'opono Mamo Team and referral partners*, such as the Honolulu Police Department (HPD), staff and administrators from the Child & Family Service (CFS) Assessment Center, and other youth-serving and family-supporting organizations.
- *Community members, cultural practitioners, service providers, and agency stakeholders* who have been involved in shaping in the Ho'opono Mamo vision and mission.
- *Policymakers and potential funding partners* for positive youth development and justice system reform, such as members of the Legislature, City Council, Native Hawaiian trusts, and private foundations.

A. IMPLEMENTATION & EVALUATION TIMELINE

2015-2016: Phase 1 Implementation

In 2015, the pilot phase of the Ho'opono Mamo Civil Citation Initiative (HMCCI) was launched in HPD District 5 (D-5), covering a catchment area of Kalihi and Moanalua. The pilot was a collaboration between HPD and OYS, who contracted several youth-serving providers: the City & County of Honolulu Juvenile Justice Center as the coordinating agency; Susannah Wesley Community Center (SWCC) as the Assessment Center; and the Wahi Kana'aho as the Cultural Healing Center.³

2017: Phase 1 Evaluation

A developmental evaluation examining both process and outcomes of the pilot phase was completed in 2017. OYS used the evaluation findings to revise the scope of services for the next implementation phase with a goal of sustaining positive outcomes and addressing weaknesses.

2017-2020: Phase 2 Implementation

The second phase of HMCCI began in August 2017, with CFS contracted as the Assessment Center, which continued to operate in HPD D-5.

2020: Phase 2 Evaluation

The evaluation for the second phase of the HMCCI program should be used as an addendum to the pilot phase evaluation. The primary focus of this evaluation is on the outcome of re-arrests among a cohort of youth who received a citation in the first 1.5-years of the second implementation phase (i.e., August 2017 – January 2019) and a matched comparison group of similarly situated youth.

³ The Wahi Kana'aho also received funding for the HMCCI pilot phase from the Office of Hawaiian Affairs (OHA).

B. BACKGROUND OF HO'OPONO MAMO⁴

Ho'opono Mamo was the name given to this youth diversion initiative by Aunty Vanda Hanakahi, a Native Hawaiian cultural practitioner and advisor on the island of Moloka'i.⁵ It is a loving reference that reflects the great value of young people in Native Hawaiian perspective.

"Pono" in the Hawaiian language can be understood as goodness, excellence, and spiritual peace. "Ho'opono" means to be or become pono. "Mamo" has many layered meanings, referring to ancestors, children, the lehua mamo blossom, as well as the rare mamo bird species prized for its brilliant yellow feathers. The name of Ho'opono Mamo is a call to see each child as an exceptional and cherished gift to be cared for on their journey of pono.

1. AN INITIATIVE TO DIVERT AND SUPPORT NATIVE HAWAIIAN AND PACIFIC ISLANDER YOUTH

Vision: To see our children as [cherished] mamo and to help them chart a pono path in harmony with all their relations and with generations past and future.

The Ho'opono Mamo Civil Citation Initiative (HMCCI) began as a data-informed, community-driven initiative to reduce racial and ethnic disparities (RED)⁶ in the Hawai'i juvenile justice system. Over the past three decades, statewide studies have consistently demonstrated that youth of Native Hawaiian and other Pacific Islander ancestry are most likely to be over-represented in the Hawai'i juvenile justice system (Umemoto, Spencer, Miao, & Momen, 2012; Kassebaum, et al., 1995). While larger socioeconomic and historical forces certainly shape the larger landscape of inequality on the basis of race and ethnicity, a closer examination of disparities in the U.S. juvenile justice system shows clearly that system policies and practices do not meet the needs of youth of all cultural and family backgrounds, with African American, Latinx, and Indigenous youth suffering the most negative impacts. In the local context of Hawai'i, the juvenile justice system has been particularly ineffective for Native Hawaiian and Pacific Islander youth.

The Hawai'i Juvenile Justice State Advisory Council (JJSAC) and the State Office of Youth Services (OYS) have been engaged in systematic efforts to identify decision points in justice system processing where disparities become evident; develop an action plan to reduce disparities; and implement the plan with an outcome-based evaluation.⁷ In 2012, OYS funded a series of presentations about RED in Hawai'i's juvenile justice system that engaged hundreds of stakeholders, including members of impacted communities, and administrators and staff of youth-serving organizations and agencies across the state.⁸ A consensus

⁴ The background information has been adapted from Ho'opono Mamo: The Hawai'i Youth Diversion System Implementation and Evaluation Plan, Fall 2013.

⁵ Aunty Vanda was consulted by one of her haumana, Uncle Wayde Lee for guidance during the planning and development of the diversion initiative.

⁶ Formerly referred to as disproportionate minority contact (DMC).

⁷ States and territories that receive funding from the U.S. Office of Juvenile Justice and Delinquency Prevention (OJJDP) are required to assess RED and act to reduce it.

⁸ See *Disproportionate Minority Contact in Hawai'i Dissemination Project Report 2012*, prepared for the Hawai'i State Office of Youth Services by the University of Hawai'i at Mānoa Department of Urban Planning

emerged as stakeholders reflected on the data and shared their concerns and priorities for justice system-involved youth, summarized as two key insights here:

1. Contact with the justice system can be harmful for all youth; therefore, diversion at the “front-end” of system-involvement, coupled with investment in community-based prevention and early intervention (e.g., supportive mentors and safe places for youth in crisis) is critical.
2. For Native Hawaiian and other Pacific Islander youth, relational processes that center cultural values and practices (e.g., ‘āina-based work, kupuna as teachers, reconciling conflict through Ho‘oponopono) can play a central role in strengthening protective factors, such as young people’s sense of self and strengths.

Throughout a public planning process supported by OYS from 2013-2014, these two insights informed the design of a diversion system with a focus on Native Hawaiian and Pacific Islander youth. The goal was to divert youth away from the juvenile justice system to a pathway of supportive relationships, programs, and services.

HMCCI was envisioned as a communal approach, supporting youth by drawing on their relationships with family and extended family members, mentors, teachers, coaches, and other community resources. HMCCI was intended to address the “root” of the issues youth are dealing with, such as hardships at home, substance abuse, past trauma, depression, and/or difficulties in school. The model was designed to be family-centered and youth-driven with an emphasis on supporting youth to realize their own kuleana [responsibility] as valuable and gifted members of their communities.

2. AN INITIATIVE FOR SYSTEM CHANGE

Mission: Ho‘opono Mamo is a diversion system made up of partnering government agencies, community-based organizations and families working together to support youth arrested for low-level offenses to heal themselves and their relationships, make amends, and chart a pono path for their future.

Significantly, HMCCI was also developed as a **system change** initiative, in recognition that the source of racial and ethnic disparities extend far beyond the situations of individual youth and families. Understanding the deeper meaning of the given Hawaiian name of Ho‘opono Mamo, the adults who care for youth in the justice system are also called to care for one another and belong to one another. HMCCI was envisioned as creating a relational system where resources can be shared, where problem-solving can happen across agencies and organizations, a system that reflects the kind of community where cherished young people can learn and find their place of belonging.

C. THE HO‘OPONO MAMO CIVIL CITATION INITIATIVE (HMCCI) MODEL

The HMCCI conceptual model combined the philosophical approach described above with an adaptation of a successful youth diversion program implemented in Florida, the Civil Citation

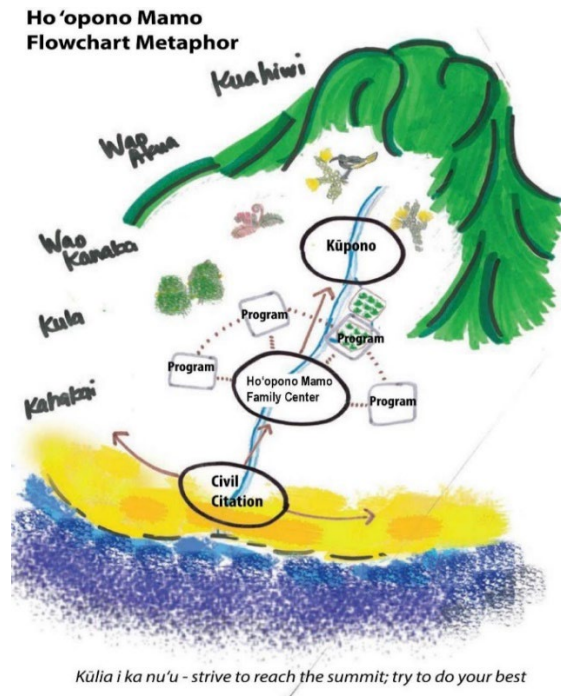
Initiative.⁹ In a typical civil citation process, law enforcement officers issue a citation rather than arrest a young person for selected offenses, in order to divert youth from justice system processing and connect them to an immediate intervention. However, during the implementation of HMCCI in the pilot and second phases, the use of civil citations **has not** replaced an arrest record for eligible youth. There is continued interest in revising the process so that a youth who successfully completes the HMCCI process does not have an arrest record resulting from the initial police interaction.

Figure 1 provides an illustration of the HMCCI process from a Native Hawaiian cultural framework, developed during the collaborative planning process.¹⁰ The overarching vision of supporting youth to succeed is reflected in the 'ōlelo no'eau (Hawaiian language proverb): "Kūlia i ka nu'u" which can be translated as to "strive to reach the summit." The metaphor describes a young person's journey through the HMCCI program, beginning when they receive a civil citation from law enforcement (near the shore in the illustration in Figure 1). Youth and their families are directly referred to the Ho'opono Mamo Family Center where supportive mentors can engage in a relational assessment and connect to help them progress toward their goal (i.e., metaphorically ascending the mountain). See [Appendix 1](#) for detailed explanation of the metaphor.

⁹ See Florida Department of Juvenile Justice, Civil Citation: <http://www.djj.state.fl.us/partners/our-approach/florida-civil-citation>

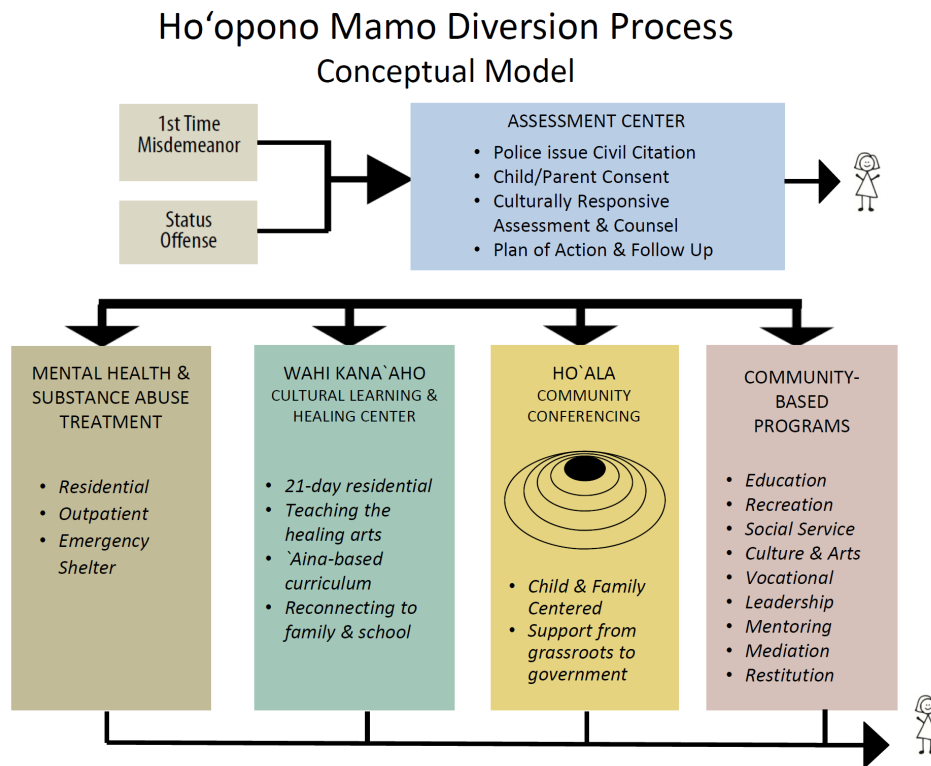
¹⁰ The metaphor flowchart and in-depth description in Appendix 1 were taken from the Ho'opono Mamo: The Hawai'i Youth Diversion System Implementation and Evaluation Plan, Fall 2013.

Figure 1. HMCCI Flowchart Metaphor



In contrast, Figure 2 describes the same diversion process from a Western perspective, utilizing a conceptual box-and-arrow diagram. The overarching goal of the initiative is to provide support to youth to become engaged, healthy, contributing members of our society. Youth apprehended by law enforcement for a first-time misdemeanor or a status offense have the opportunity to receive a Civil Citation and access supportive services through a community-based Assessment Center. Assessment Center staff and volunteers are envisioned as helping youth in cooperation with their family to find pathways to better address the challenges they may be facing.

Figure 2. HMCCI Conceptual Model



In both flowcharts (Figures 1 and 2), the Assessment Center plays a central role in receiving youth and families and helping them to navigate the possible pathways to resources and services. In Figure 2, the two of the lower pathways for referral are assumed to be existing: on the far left, the array of currently available mental health and substance abuse resources and on the far right, community-based programs offered through schools, parks, and other organizations. The two middle pathways for referral (the Wahi Kana‘aho cultural healing center and the Ho‘ala Conferencing Circles) did not exist; they were conceived to address the gaps in culturally grounded and restorative programs to serve Native Hawaiian and other Pacific Islander youth. However, the full HMCCI model was not implemented. The Wahi Kana‘aho was partially funded during the pilot phase, but only the Assessment Center was funded in the second implementation phase. The Ho‘ala Conferencing Circles were not implemented; in the pilot phase the amount of funding available for the process was not sufficient funding to serve all participating youth. In the second phase, no funding was allocated for this component.

The outline that follows describes the HMCCI as implemented in the second phase, with the Assessment Center as the hub for diversion. The steps in the HMCCI process are outlined below, describing the steps that young people experience through the diversion system.

D. DIVERSION PROCEDURES

1. Police pick up youth for status offense or 1st-time misdemeanor offense and issue citation
2. If misdemeanor offense, police complete booking report at police station
3. Police make a referral to the Assessment Center in one of three ways:¹¹
 - a. Transport youth directly to make a “warm hand-off” to Assessment Center staff, who then meet with youth and parent
 - b. Contact on-call Assessment Center staff to meet youth and parent for a “warm hand-off” in the field
 - c. Deliver a paper copy of citation to Assessment Center staff, who attempt to contact the family for follow up (usually within 3-5 days of the citation date)¹²
4. At the Assessment Center, staff conduct culturally appropriate talk story-style assessment
5. Youth and families develop an action plan to address key concerns with the support of Assessment Center staff
6. Pathways can include:
 - a. Counseling and referral to programs and activities
 - b. Mental health and/or substance abuse treatment
 - c. Referral to an array of community-based programs
7. Assessment Center staff tracks the progress of youth and follows up with referral organizations as necessary
8. If youth complete their action plan, their case is recorded as a Successful Completion and Assessment Center staff forward this final disposition to HPD
9. Partner organizations & evaluators assess effectiveness for system & program improvement

¹¹ Assessment Center record-keeping by CFS indicated that in the first 1.5-year period of HMCCI Phase 2, about 95% of citations were received from HPD in one of these three ways. The other 5% of citations were received in “other” ways.

¹² Note: Delivery of a copy of the citation was the most common way that citation cases were referred to the Assessment Center by HPD in both the pilot phase and the second implementation phase. Warm hand-offs in the field were a new development in Phase 2. However, the percentage of warm hand-offs did not increase during the first 1.5-year period of Phase 2.

II. METHODOLOGY

As noted, the emphasis of the evaluation for the second phase of HMCCI is the quantitative re-arrest analysis. This discussion will primarily address the methods of the re-arrest analysis that relied on a combination of two data sets: arrest records and citation cases.

In addition, the evaluation provides a descriptive profile of the cohort of youth who received a citation and had the opportunity to participate in HMCCI in the first 1.5 years of the second phase of the program. The description of youth is supplemented by a brief summary of trends related to citations, such as time of day and type of referral (e.g., “warm hand-off” where the child is connected directly to Assessment Center staff by police officers). These measures supplement the re-arrest analysis findings to expand the understanding of who was served by HMCCI and some potential opportunities and challenges that emerged in the first 1.5-year period of the Phase 2 implementation.

A. DATA SOURCES & MEASURES

This section describes the data sources and outcome measures that were utilized for the evaluation. All arrest variables were extracted from the State of Hawai‘i’s Juvenile Justice Information System (JJIS) and all HMCCI program data were obtained from Child and Family Service (CFS) databases. Detailed data preparation methods can be found in [Appendix 2](#).

1. HONOLULU POLICE DEPARTMENT: ARREST DATA

The following variables were drawn from HPD arrest and demographic data provided by the Juvenile Justice Information System (JJIS):

- Police district (note: citations are only issued to youth who meet the eligibility criteria for HMCCI and come into contact with HPD officers in District 5)
- Arrest date and time
- Current offense type and severity (e.g., type: runaway and severity: status offense)
- History of prior arrests and severity (where a prior arrest was defined as an arrest that occurred prior to August 1, 2017, the start of HMCCI Phase 2)
- Date of birth, gender, and ethnicity (youth ethnicity was pre-categorized by JJIS)¹³

A measure of cumulative risk was derived using 4 risk factors found in the arrest data set:

- a. Prior arrest before the first arrest within the 1.5-year period;
- b. Status offense for the first arrest within the 1.5-year period;

¹³ Note: There does not appear to be a consistent practice among HPD officers for categorizing Marshallese youth (e.g., selection of Micronesian or Other Pacific Islander ethnicity does not appear to be systematic and there is potential that some Marshallese youth are reported as Other or Unknown ethnicity).

- c. 13 years of age or older at the time of the first arrest within the 1.5-year period
- d. Ethnicity of Native Hawaiian and/or other Pacific Islander

2. CHILD AND FAMILY SERVICE: HMCCI PROGRAM DATA

The following variables were based on the data provided by the CFS Assessment Center:

- “Warm-handoff” of youth from HPD to the Assessment Center at the time of citation (in contrast to a paper referral that was routed to the Assessment Center after the citation, and in some cases, contact with the Assessment Center initiated by parents after they received the citation information)
- Services that youth and/or families received as a result of participating in HMCCI
- Final disposition of a youth’s citation case (e.g., successful completion of the HMCCI process, unsuccessful completion, referral closed)
- Risk level of youth at time of intake at the Assessment Center, using the standardized Youth Assessment and Screening Instrument (YASI).
- Date of birth, gender, and ethnicity (recorded by Assessment Center staff according to youth self-report; note that ethnicity reported did not always match JJIS records)

B. DATA ANALYSIS

The outcome evaluation design in the pilot phase of HMCCI was developed so that the re-arrest analysis could be replicated in the future. This replication allows for comparison of re-arrest rates between the pilot phase and second implementation phase.

Table 1 lists the groups included in the re-arrest analyses:

1. Citation Group (youth received a citation, varied levels participation in program)
2. Matched Comparison (youth from the excluded group who were matched with those receiving the intervention, based on as many of the following characteristics as possible: date of arrest, presenting offense, age, sex, and ethnicity¹⁴)
3. Non-Citation – District 5 (youth arrested within the HPD District 5 implementation area but did not meet eligibility criteria of 1st-time misdemeanor or status offense)
4. Non-Citation – Non-District 5 (youth arrested in Honolulu County but outside of

¹⁴ Ethnic coding varied between the two primary sources: HPD (JJIS) data and Assessment Center (Child & Family Services) data. E.g., there does not appear to be a consistent practice among HPD officers for categorizing Marshallese youth. Therefore, Marshallese youth may be reported as Micronesian or Other Pacific Islander or in some cases as Other or Unknown ethnicity). Marshallese youth were matched with Other Pacific Islander youth to the extent possible.

HPD District 5, who otherwise would have been eligible for participation)

Table 1. Groups for Re-arrest Analysis

No.	Group	Received intervention	Apprehended by HPD in which district(s)
1	Citation	Yes (received citation)	HPD District 5
2	Matched Comparison	No (not offered)	O’ahu (minus District 5)
3	Non-Citation– District 5 (D5)	No (not eligible)	HPD District 5
4	Non-Citation – Non-D5	No (not offered)	O’ahu (minus District 5)

This section describes how re-arrest and offense severity were defined for the study and outlines the basic analysis, including different categories of youth re-arrest by group.

A re-arrest was defined as follows: A youth was arrested within the 1.5-year period (August 1, 2017 to January 31, 2019) and was subsequently re-arrested within six months of this initial arrest. Arrest data were included in the analysis only when the youth was a minor (i.e., less than 18 years of age) at the time of the arrest. When there were multiple offenses for a single arrest, only the most severe offense was included.

For the sample description, frequencies, percentages, and chi squares were computed. Prevalence of re-arrest and ratios were derived based on groups (i.e., youth involved with the Citation group or the Matched Comparison group), police district, type of prior offense, type of current offense, warm-handoff to Assessment Center staff, whether HMCCI services were received, HMCCI program completion, final disposition for the citation record as reported by CFS to HPD, YASI risk assessment score, and calculated cumulative risk factors. Chi square tests and multiple logistic regressions were employed to determine statistically significant differences (alpha = .05).

C. SAMPLE DESCRIPTION FOR RE-ARREST ANALYSIS

In the 1.5-year period between August 1, 2017 – January 31, 2019, there were 2,476 total youth arrested in Honolulu County who met the criterion for HMCCI (i.e., first-time misdemeanor or at least one status offense) according to the JJIS arrest data. The Assessment Center data from CFS indicated that 320 youth received a total of 571 valid citations during this time period.¹⁵ Arrest records for 312 individuals were successfully linked with the CFS citation records, confirming that they had received a civil citation and been offered participation in the HMCCI diversion process. These 312 youth are referred to as the “Citation group” in the re-arrest analysis.

Note: In the pilot evaluation, the intervention group was referred to as “Ho’opono Mamo youth.” However, in the Phase 2 evaluation, it was determined that the intervention group was

¹⁵ Initial records included 329 individual youth who received a total of 583 citations; however, records were eliminated for cases where the disposition indicated that the citation had been closed because it was inappropriately or improperly issued.

distinguished by receiving a citation rather than participating in HMCCI services. Hence the term “Citation” group is being used in this analysis.

A matched sample of youth was derived based on attempting to optimally match the Citation group on 5 variables:

1. **Gender** based on the first arrest within the 1.5-year period: male vs. female
2. **Age at first arrest** within the 1.5-year period: less than 14 years of age vs. 14 years of age or older
3. **Ethnicity** based on first arrest within the 1.5-year period: Native Hawaiian, Samoan, and other Pacific Islanders vs. all ethnic groups
4. **Arrest date** within the six 3-month intervals within the 1.5-year period
5. **Offense severity** of the first arrest within the 1.5-year period, with 3 levels: status offense, misdemeanor (including petty misdemeanor), and felony (if charge occurred with at least one status offense)

303 (97.1%) of the 312 youth who had received a citation and had been linked with arrest records in JJIS were optimally matched with 303 Matched Comparison youth, resulting in a total N size of 606.

Table 2 presents the description of the overall sample and for each of the two groups (Citation vs. Matched Comparison) based on the 5 matched variables. For the overall sample, there was not a statistically significant difference between males and females. However, there were statistically significant differences with proportionally older than younger youth, those who were not Native Hawaiians/Samoans/Other Pacific Islanders, those who received their first arrest more toward the beginning than end of the 1.5-year period, and those with status offenses as compared to petty misdemeanors and felonies.

The two groups did not statistically differ significantly on 4 of the 5 matched variables. The groups differed only on the 3-month interval when the youth received their first arrest. In general, the Citation group had a higher proportion of arrests in the latter 3-month periods as compared to Matched Comparison group.

Table 2. Sample description of Citation Group (n = 303) & Matched Comparison Group (n = 303)

Variable	Values	Citation Group		Matched Control		Total	
		n	%	n	%	n	%
Gender	Male	163	53.8	163	53.8	326	53.8
	Female	140	46.2	140	46.2	280	46.2
Age	Less than 14 years of age	81	26.7	85	28.1	166	27.4
	14 years or older	222	73.3	218	71.9	440	72.6
Ethnicity	Native Hawaiian, Samoan, or Other Pacific Islander	53	17.5	53	17.5	106	17.5
	Other	250	82.5	250	82.5	500	82.5
3-Month Interval Within 1.5-Year Period	08/01/17 to 10/31/17	78	25.7	105	34.7	183	30.2
	11/01/17 to 01/31/18	67	22.1	76	25.1	143	23.6
	02/01/18 to 04/30/18	45	14.9	48	15.8	93	15.3
	05/01/18 to 07/31/18	40	13.2	30	9.9	70	11.6
	08/01/18 to 10/31/18	44	14.5	28	9.2	72	11.9
	11/01/18 to 01/31/19	29	9.6	16	5.3	45	7.4
Offense Type	Status Offense	222	73.3	218	71.9	440	72.6
	Petty Misdemeanor	81	26.7	82	27.1	163	26.9
	Felony ^a	0	0.0	3	1.0	3	0.5

^aIncluded because they had at least one status offense

Main Effects:
 Gender: $\chi^2(1) = 3.5, p = .0617$
 Age: $\chi^2(1) = 123.9, p < .0001$
 Ethnicity: $\chi^2(1) = 256.2, p < .0001$
 3-Month Period: $\chi^2(5) = 133.6, p < .0001$
 Offense Type: $\chi^2(2) = 484.0, p < .0001$

Interaction Effects
 With Group:
 Gender: $\chi^2(1) = 0.0, p = 1.0$
 Age: $\chi^2(1) = 0.1, p = .7156$
 Ethnicity: $\chi^2(1) = 0.0, p = 1.0$
 3-Month Period: $\chi^2(5) = 13.4, p = .0200$
 Offense Type: $\chi^2(2) = 3.0, p = .2181$

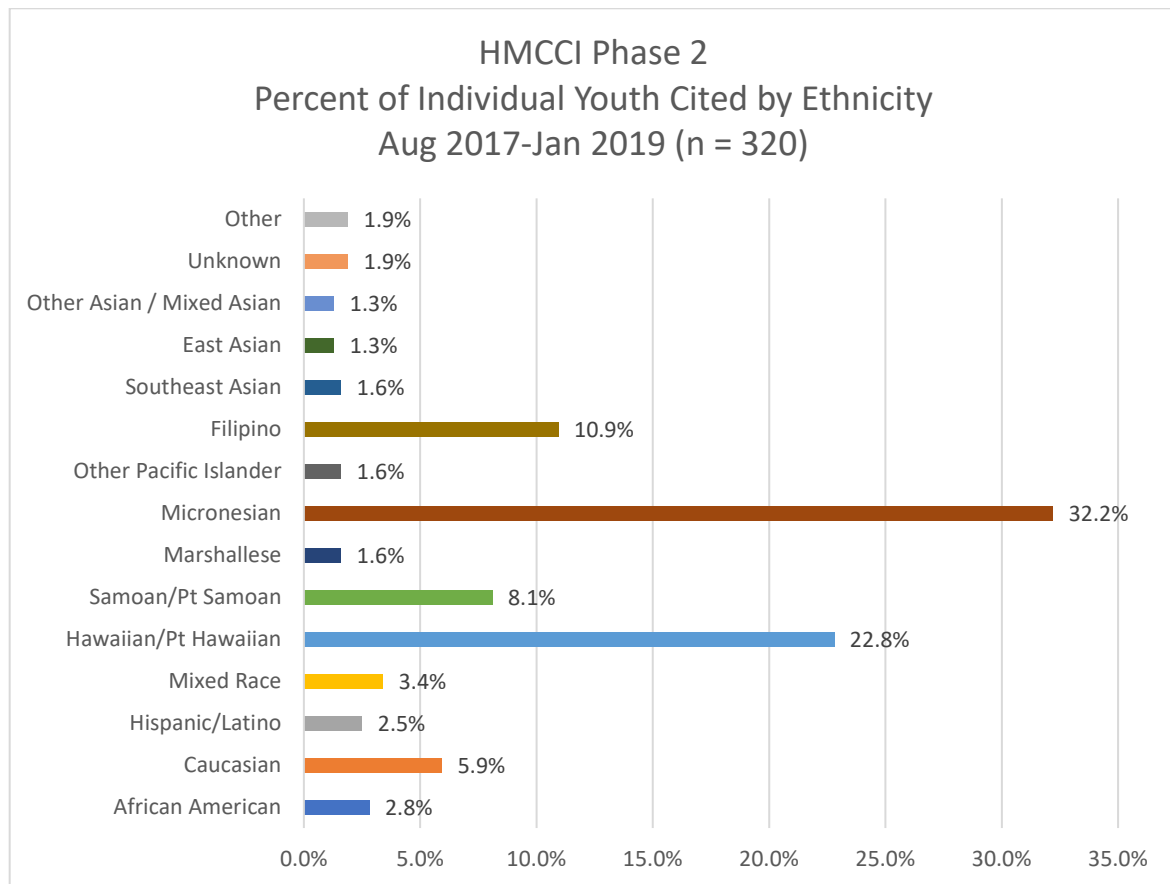
III. DESCRIPTION OF YOUTH WHO RECEIVED CITATIONS

Selected characteristics of the youth who received citations in the first 1.5-years of the second phase of HMCCI are profiled in this section. The description is based on the data provided by the Assessment Center and includes the distribution of ethnicity, age at first citation, and gender are presented, followed by the types of offense, individuals with multiple citations, levels of risk according to the standardized Youth Assessment and Screening Instrument (YASI), and a rough measure of the degree of participation in the HMCCI intervention (based on available data regarding assessment and referrals).

A. ETHNICITY

The 320 individual youth who received citations for eligible offenses are represented by ethnic group in Figure 3. See [Appendix 3](#) for the conventions for categorizing ethnicity of individuals when multiple ethnicities were indicated.

Figure 3. HMCCI Phase 2: Percent of Individual Youth Cited by Ethnicity



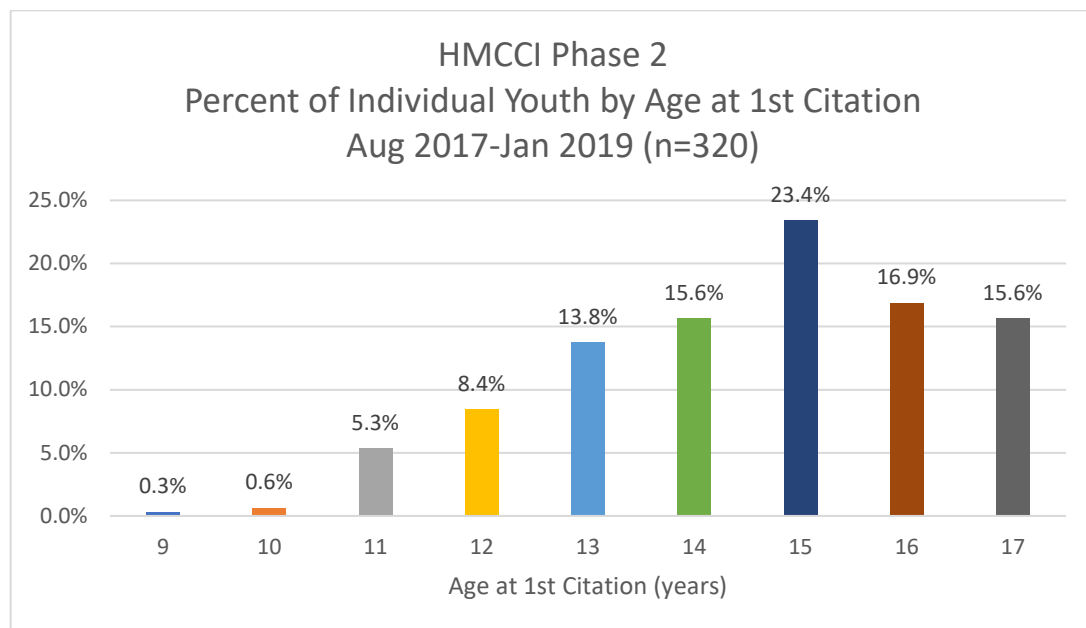
Data Source: Child & Family Service, 2020.

While some citation data specified an individual youth’s ethnicity as Chuukese, these cases were aggregated in the larger category with young people from different Micronesian nations. Micronesian youth comprised 103 (32.2 %) of individuals cited.¹⁶ The ethnic groups with the next highest proportion of citations were Native Hawaiian, Filipino, and Samoan¹⁷ (22.8%, 10.9%, and 8.1%, respectively). European American or White youth comprised 5.9% and Mixed Race youth made up 3.4% of youth cited. The percentages range between approximately 1-3% for each of the other ethnic categories. Due to the small number of cases of Vietnamese and Laotian youth, an aggregate category of Southeast Asian was created. Similarly, an aggregate category of East Asian combined the small numbers of Chinese and Japanese youth. The Other Asian/Mixed Asian category, although small, was retained as distinct from Southeast and East Asian.

B. AGE AT FIRST CITATION

The distribution of age at first citation is shown in Figure 4. The proportion of citations rose most steeply between ages 14 and 15 with the peak occurring at 15 years old (23.4%). The next highest year was age 16 (16.9%). Youth between the ages of 14-17 years old comprised more than 71% of all youth cited.

Figure 4. HMCCI Phase 2: Percent of Individual Youth by Age at 1st Citation



Data Source: Child & Family Service, 2020.

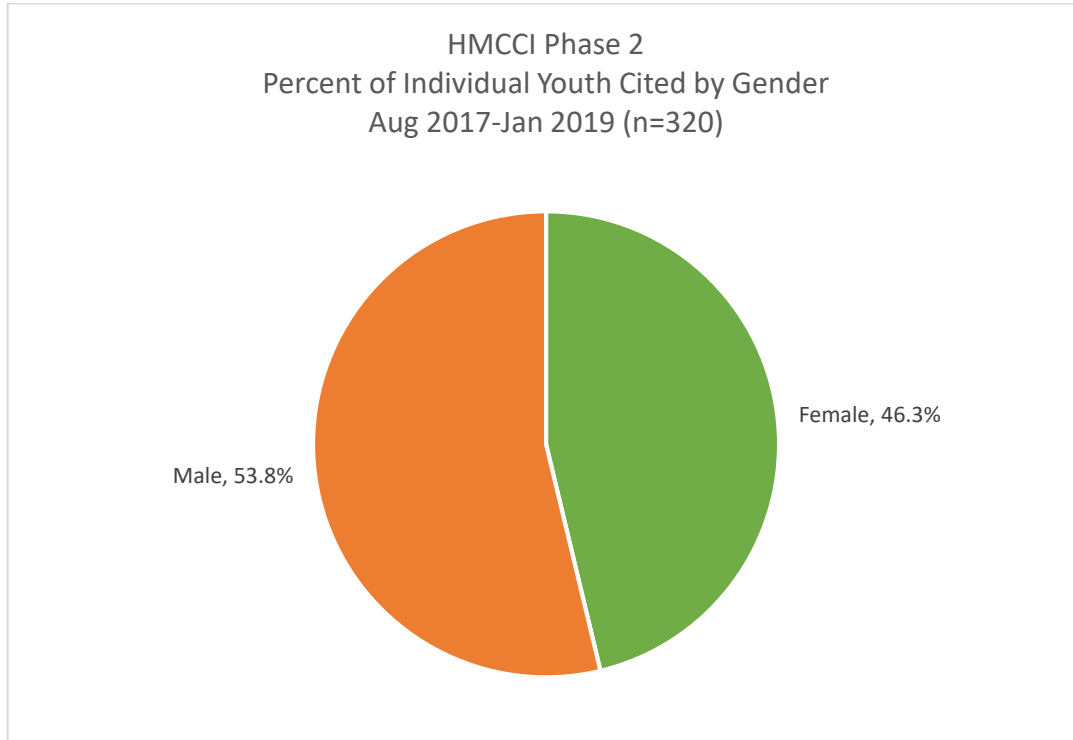
¹⁶ Note: Although the proportion of youth from Micronesia in the youth population in HPD D-5 could not be accurately determined, there is a high likelihood that Micronesia youth received citations at a disproportionately higher rate than would be expected. Comparisons between the citation and arrest were limited due to differences in ethnicity data provided by CFS and JJIS.

¹⁷ Note: The Native Hawaiian category includes youth who are full or part-Hawaiian. The Samoan category includes youth who are full or part-Samoan (but did not indicate Native Hawaiian ancestry).

C. GENDER

Figure 5 shows that a majority of youth receiving citations were boys (172 youth or 53.8%) compared to girls (148 youth or 46.3%).

Figure 5. HMCCI Phase 2: Percent of Individual Youth Cited by Gender



Data Source: Child & Family Service, 2020.

When the citation data were examined from the perspective of types of offense and charge, the gender distribution reversed for individual youth who had any runaway charges (56.2% female; 43.8% male). See Figure 6 (in the following section on offense types) for the gender breakdown when runaway charges were isolated.

D. OFFENSE TYPES

The complete inventory of citations issued by offense and type can be seen in Table 3. Of the 571 citations issued in the first 1.5-year period of HMCCI phase 2, the majority were for status offenses (480 or 84%). In contrast, only 91 (16%) citations were given for 1st-time law violations during this same time frame.

Of the citations for status offense, runaway was by far the leading offense, listed for 415 (73%) citations. Truancy followed at 36 citations (6%), then 21 citations for Injurious Behavior (4%), and less than 1% each for Beyond Parental Control (5 citations) and Curfew Violation (3 citations).

Among the citations for law violations, the most common offense was Assault in the third degree (23, 4%). The offenses of Promoting Detrimental Drugs in the third degree (18, 3%), Harassment (11, 2%), and Theft in the fourth degree (8, 1%) were the next most-frequent law violation offenses, respectively. Other law violation charges comprised less than 1% each.

Table 3. HMCCI Phase 2: Citations by Charge and Type

Charge / Offense	Status Offense	1st Time Misdemeanor
Runaway	415	0
Truancy	36	0
Injurious Behavior	21	0
Beyond Parental Control	5	0
Curfew Violation	3	0
Assault (3 rd degree)	0	23
Detrimental Drug (3 rd degree)	0	18
Harassment	0	11
Theft (4 th degree)	0	8
CPD (3 rd and 4 th degree)	0	8
Trespass 1	0	4
Disorderly Conduct	0	4
Unauthorized Entry of Motor Vehicle (2 nd degree)	0	3
Driving Without a License	0	2
Contempt	0	2
Park Closure	0	1
Switchblade Prohibitions	0	1
Reckless Driving	0	1
Prohibition - Liquor Violation Minor	0	1
Possession of Moped Parts	0	1
False reporting	0	1
Dangerous Weapon	0	1
Aerial Fireworks Violation	0	1
Total	480	91

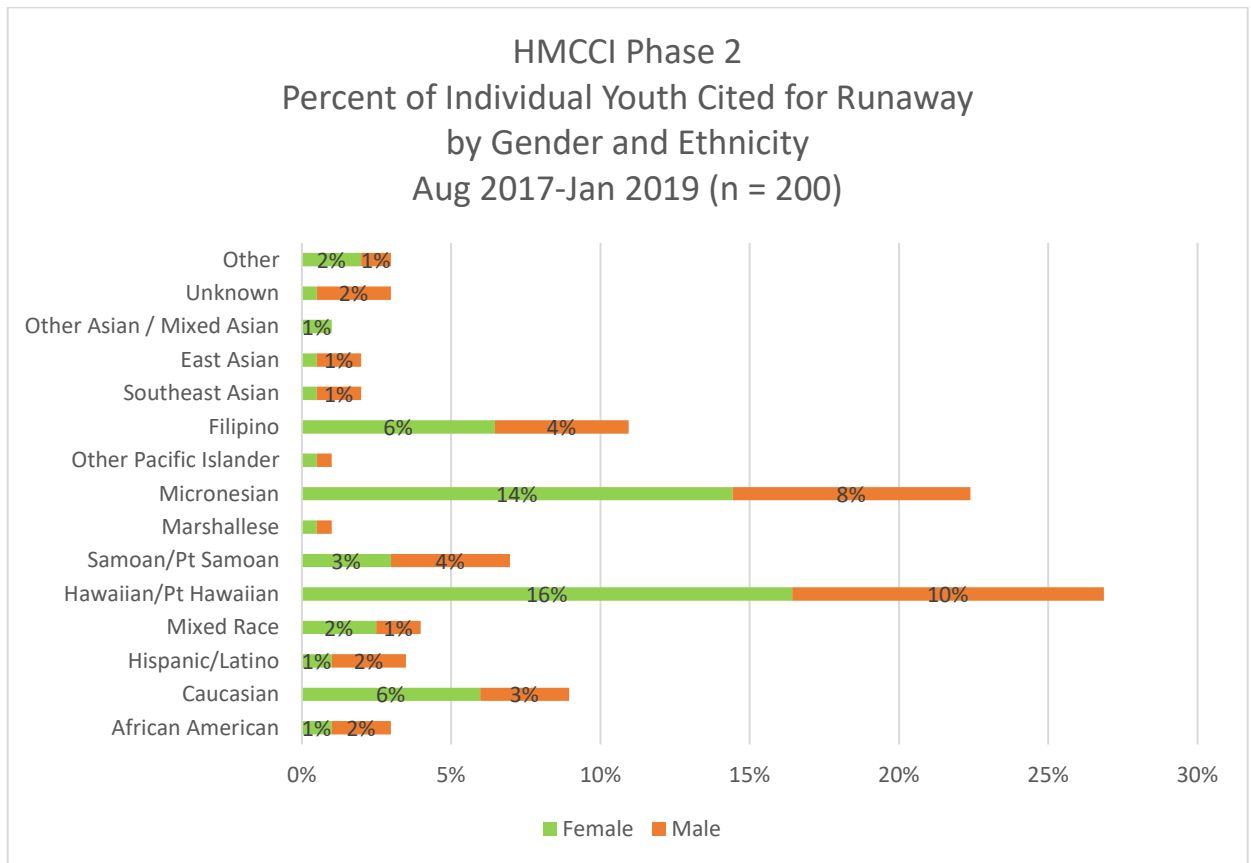
Data Source: Child & Family Service, 2020.

The clear takeaway from this review is that status offenses have continued to drive the number of citations issued in HPD District 5. Considering the magnitude of citations associated with runaways in particular, the demographics of youth whose citation records included at least one runaway charge are presented next.

E. CASES INVOLVING RUNAWAY

In the second phase of HMCCI, 200 individual youth were cited at least once for runaway during the initial 1.5-year period. As noted previously, the gender ratio for this subset of youth was reversed (56% female to 44% male) in comparison to the ratio for all youth cited. Ethnicity at the point of arrest is supposed to be self-reported by the youth, although in the case of arrest and citation case records, some determinations of ethnicity may be made by law enforcement officers or case workers. The distribution by gender and ethnicity is provided in Figure 6. More female than male youth were cited for runaway among the largest ethnic categories, i.e., Native Hawaiian, Micronesia, Filipino, and White. There were slightly more males than females among Samoan youth who received a citation for runaway, as well as several of the smaller ethnic categories (e.g., Latino, African American, Southeast and East Asian).

Figure 6. HMCCI Phase 2: Percent of Youth Cited for Runaway by Gender & Ethnicity



Data Source: Child & Family Service, 2020.

The distribution of age at first citation among youth cited for runaway closely reflected the overall dataset. This was unsurprising, considering that the 200 youth involved with a runaway citation charge comprised over 62% of all youth cited. Among the subset of 85

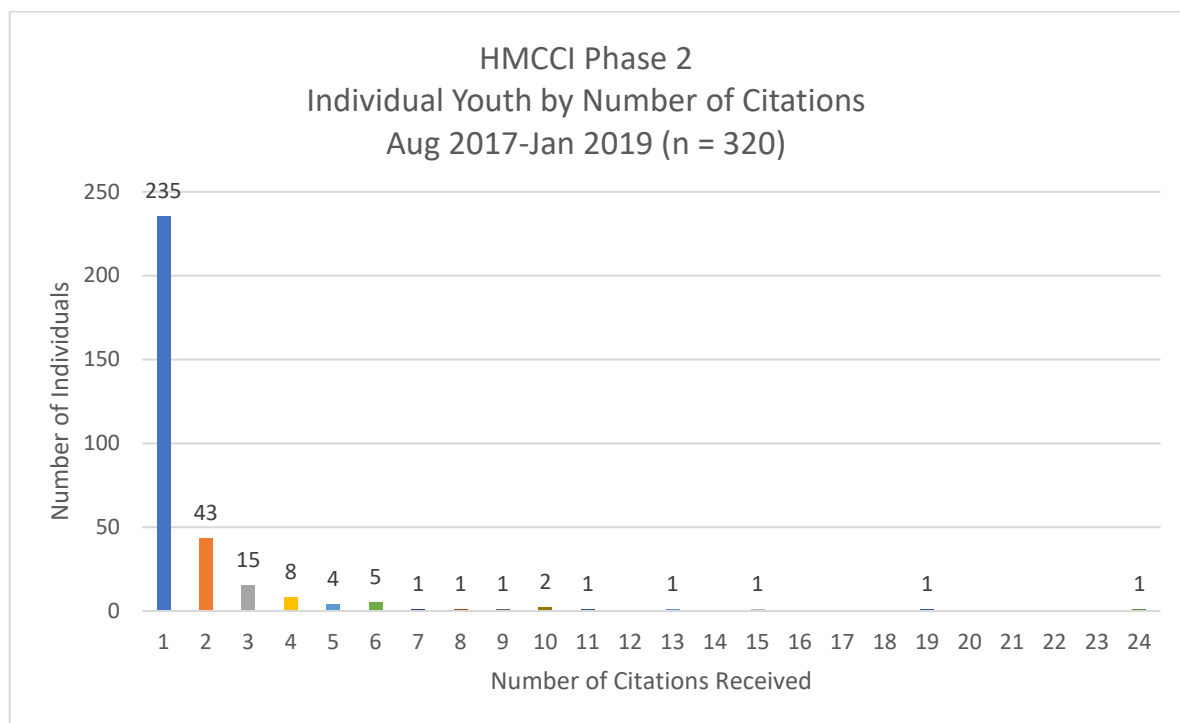
youth who were cited more than once in the first 1.5-year period of the second phase of HMCCI, 71 individuals (84%) were involved with a runaway citation charge. Multiple citations are discussed in greater detail below.

F. MULTIPLE CITATIONS

This section examines the cases of youth who received multiple citations in the initial 1.5-year period of the second implementation phase. Similar to the pilot phase, most young people received only 1 citation during the second phase of HMCCI. Of the 320 individual youth, 235 (73%) received a single citation during the first 1.5 year period. The remaining 85 youth (27%) received multiple citations.

Figure 7 illustrates an almost even split between those individuals with multiple citations in the first 1.5-year period: 43 youth received two citations each, and 42 youth received three or more citations. See Figure 7 for the frequency of citations received by individual youth. There were eight youth who had nine or more citations and among this group, all of the citations were for runaway. One of the individuals had received 24 citations by the end of January 2019.

Figure 7. HMCCI Phase 2: Individual Youth by Number of Citations



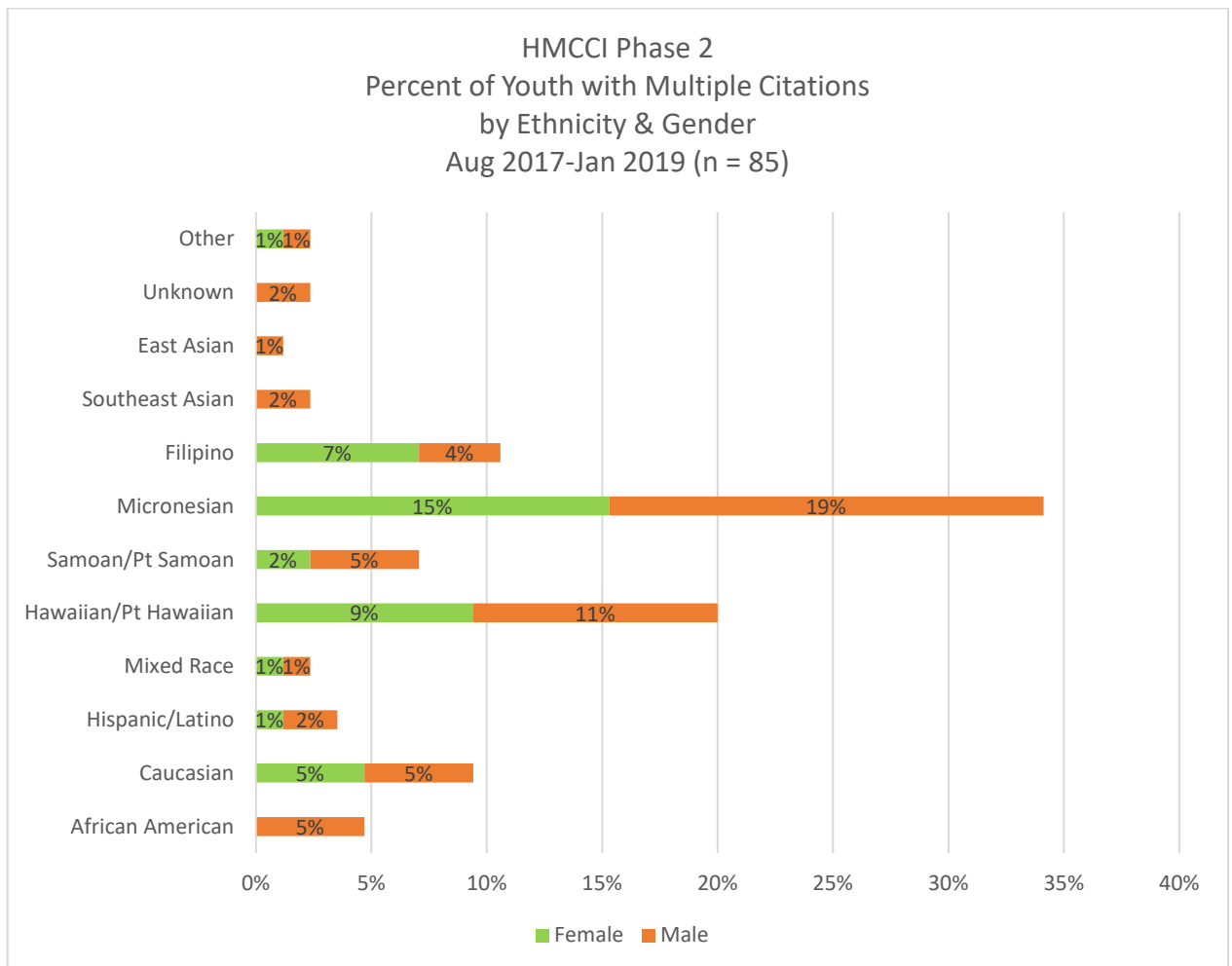
Data Source: Child & Family Service, 2020.

Focusing on the 85 individual youth with multiple citations, 71 had at least one runaway charge. 66 were cited for status offenses only and mainly runaway offenses. More detailed

information regarding youth who received multiple citations, with a focus on runaway charges, is provided in [Appendix 4](#).

The overall gender ratio among youth with multiple citations was consistent with the larger group of all youth cited. Boys (49 individuals or 58% of those with multiple citations) outpaced girls (36 individuals or 42%). When ethnicity was also considered, Figure 8 shows that the only ethnic category with more girls than boys with multiple citations was Filipino. Overall for youth who received multiple citations, the ethnic distribution was clearly skewed toward Micronesian youth (an aggregate group that included Chuukese) and Native Hawaiian youth (34% and 20%, respectively).

Figure 8. HMCCI Phase 2: Percent of Youth with Multiple Citations by Ethnicity & Gender

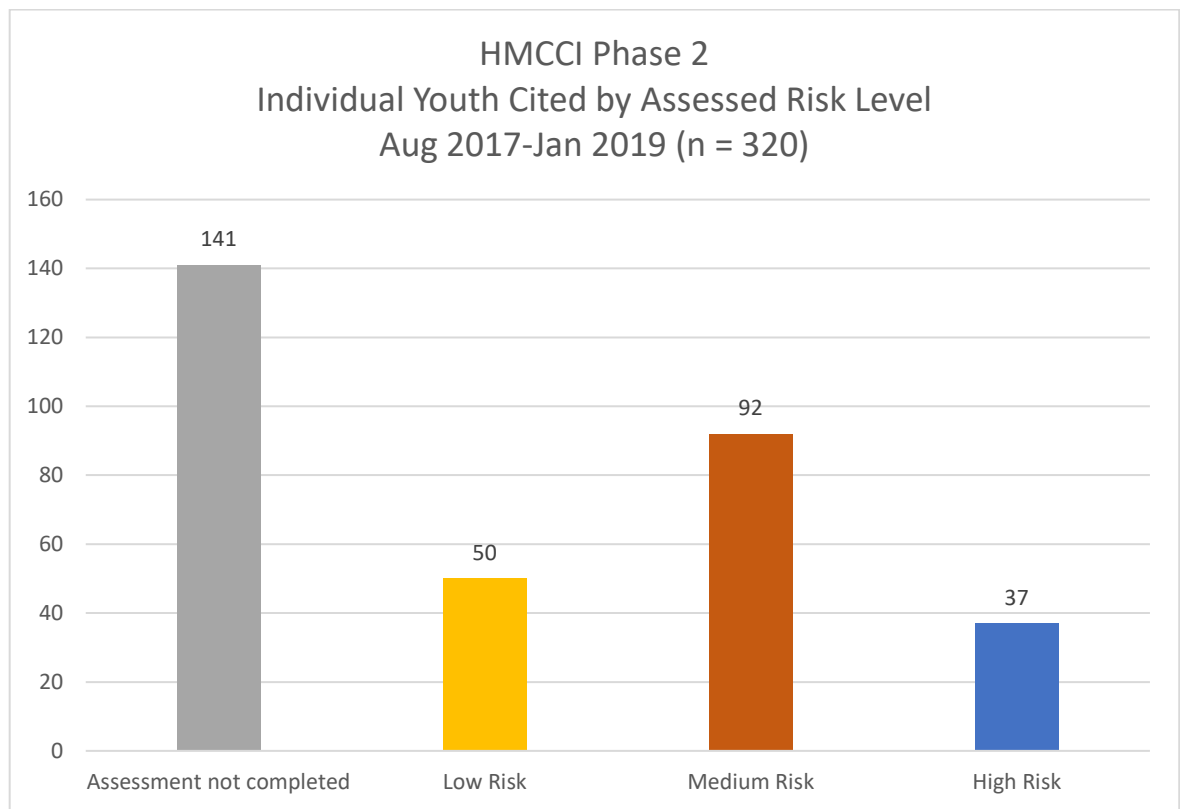


Data Sources: Child & Family Service, 2020.

G. RISK ASSESSMENT

In Phase 2 of HMCCI, the Assessment Center utilized the standardized Youth Assessment and Screening Instrument (YASI) during the intake process. Among the youth cited in the first 1.5-year period from August 2017-January 2019, there were 141 individuals (44%) who did not complete an assessment, frequently due to challenges that the Assessment Center staff faced in contacting or engaging with youth following the issuance of a citation. Figure 9 illustrates the distribution of assessment results. Of the 179 youth who completed an assessment, the majority (92 individuals) were assessed at a medium level of risk. Only 37 youth were assessed at high risk, and the remaining 50 were determined to be at low risk according to the YASI.

Figure 9. Ho‘opono Phase 2: Individual Youth Cited by Assessed Risk Level



Data Source: Child & Family Service, 2020.

Among the 179 youth who completed a risk assessment in this initial 1.5-year period, the number of youth who successfully completed HMCCI was slightly higher (91) than those whose cases (88) were unsuccessfully closed. The comparison is shown in [Appendix 5](#). As might be expected, among youth assessed at low risk, more cases were successful than unsuccessful (28 vs. 22, respectively). Among youth assessed at medium and high risk, there were slightly more unsuccessful closures than successful completions.

H. PARTICIPATION IN HMCCI

While the scope of this Phase 2 evaluation does not include a formal assessment of how the diversion process was implemented, Appendix 6 provides some simple tables and graphs illustrating selected measures, such as citation times; the ways that citation cases were referred from HPD to the Assessment Center; and the types of services and supports that the Assessment Center youth were engaged in. This current report does not evaluate the HMCCI implementation process and, instead, focuses on youth outcomes, particularly re-arrest within the first six months following a young person's initial citation. However, several "snapshots" from the data reported on the implementation process are provided in [Appendix 6](#) to provide context to better understand the timing of citations issued; communication and coordination between HPD and the CFS Assessment Center; and the Assessment Center's referrals of youth and families to supports and services.

The scope of the current evaluation does not focus on the details of youths' engagement in the different components of the HMCCI process. For the purpose of general observation, data on program engagement were categorized into several "steps" of the HMCCI intervention. When a youth received a citation from a police officer, this interaction was considered to be the first step of engagement in HMCCI. The young person meeting with Assessment Center staff and completing an assessment was considered a second step of engagement. Further engagement in the intervention was based on the results of the assessment and discussion with the young person and family. Assessment Center staff then assisted with making a referral to connect the youth and/or parent to services and supports that they were interested in. As originally envisioned in the HMCCI model, Assessment Center staff would help to ensure that a referral to services was made directly through a "warm hand-off" (ideally via an in-person meeting between the Assessment Center staff and service providers or resource partners). The warm hand-off was intended to bridge the gaps that can occur during a referral process, which too often result in youth and their families feeling like they have been disconnected and left afloat, even if the initial rapport with Assessment Center staff was well-established.

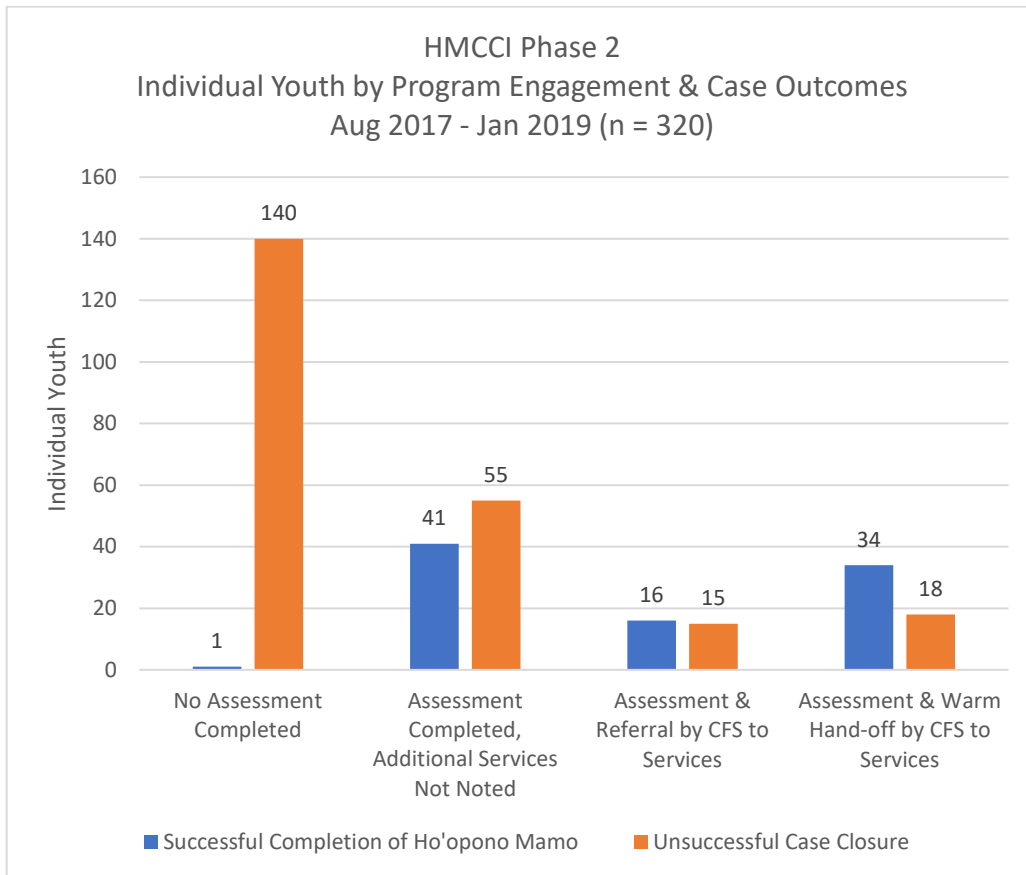
In Figure 10, the distribution of successful and unsuccessful citation cases corresponding to broad categories of engagement in the intervention provides several general observations:

1. ASSESSMENT COMPLETED

When the early step of assessment was not completed, youth rarely completed the HMCCI diversion process successfully (only 1 of 141 youth in this category had a successful case closure). The relatively high number of youth in this category reflects some of the challenges faced by Assessment Center staff to either make initial contact with, or to forge a strong early connection with youth who received a citation. [Appendix 7](#) provides a more nuanced examination of these challenges, such as the relatively high number of youth or

guardians who declined to participate in the intervention and the large share of youth whose cases were closed due to “no-shows” for meetings with Assessment Center staff.

Figure 10. Individual Youth Cited by Program Engagement & Case Outcomes



Data Source: Child & Family Service, 2020.

Section IV of the evaluation report focuses on the re-arrest analysis as a primary outcome measure for youth who received a citation through HMCCI.

IV. RE-ARREST FINDINGS

The re-arrest analysis began with the comparison between youth who had the opportunity to receive a citation and adolescents in the matched comparison group (matched based on gender, age, ethnicity, arrest date, and severity of offense). Further comparisons were made to explore the differences in re-arrest rates between the Citation group and all other youth arrested inside and outside of HPD District 5 during the same period. Finally, comparisons were made between subgroups within the Citation group to identify factors that may have been associated with different re-arrest rates.

A comparison of significant differences in 6-month re-arrest rates by group are presented in Table 4 below. More detailed results are presented in [Appendix 8](#).

Table 4. HMCCI Phase 2: Summary of Significant Differences in Re-arrest Results

Group Comparison	Difference in Re-arrest Rates
Citation Group vs. Matched Comparison Group**	+12.9%
Citation Group vs. non-Citation District 5*	+13.4%
Citation Group vs. non-Citation non-District 5***	+16.2%
Citation Group: Successful Program Completion vs. Unsuccessful***	-28.8%
Citation Group: Low Vs. High Risk Level (YASI Assessment)**	-35.4%

* $p < .05$

** $p < .01$

*** $p < .0001$

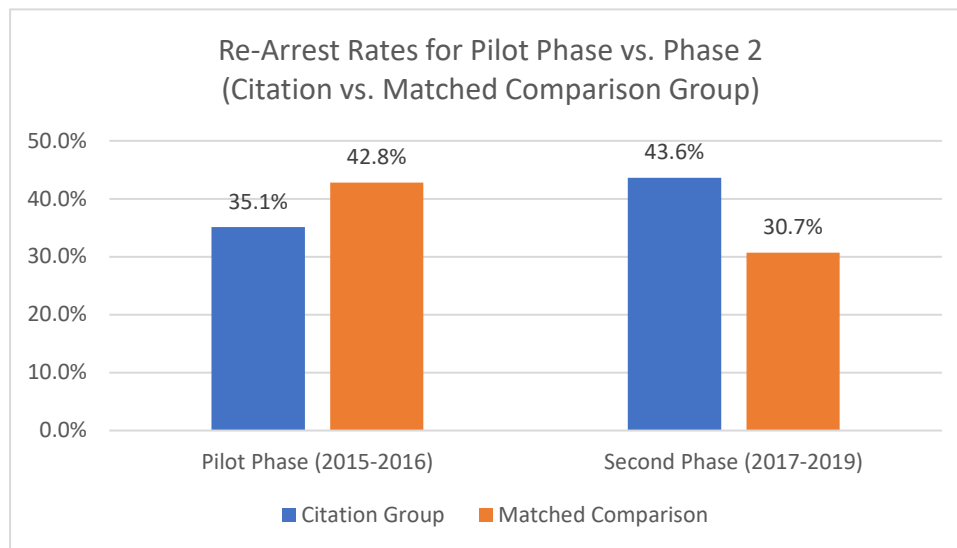
Summary: There were five statistically significant comparisons (e.g., $p < 0.05$). The first three comparisons were not in favor of the Citation group, demonstrating that youth in the intervention group had higher re-arrest rates than the matched comparison group, ranging from differences of 12.9% to 16.2%. The final two comparisons addressed differences within the Citation group, with lower re-arrest rates among youth who completed the program successfully and youth who were assessed at lower levels of risk according to the Youth Assessment and Screening Instrument (YASI). The findings are discussed in greater detail in the following subsections.

A. YOUTH IN CITATION GROUP VERSUS MATCHED COMPARISON

The most important overall comparison reported that youth in the Citation group had a significantly higher¹⁸ re-arrest rate (43.6%) than youth in the Matched Comparison group (30.7%). This statistical difference remained after controlling for the type of prior offense and for the 3-month period of the first arrest within the 1.5-year period.¹⁹

Higher re-arrest rates among youth who received a citation during this period of the second phase of HMCCI was an unexpected reversal of the pilot phase evaluation findings. In the pilot phase, youth in the intervention group had a statistically significant lower six-month re-arrest rate (35.1%) than the Matched Comparison group (42.8%). See the comparison of findings for the two phases in Figure 11, where the Citation group is represented in blue and the Matched Comparison group is represented in orange.

Figure 11. Re-Arrest Rates for Pilot Phase vs. Phase 2 of Ho‘opono Mamo



Data Sources: State of Hawai‘i, Juvenile Justice Information System, 2019. Child & Family Service, 2020.

The comparison of the two phases of implementation yields an additional observation: the Matched Comparison re-arrest rate is markedly lower in the second phase (30.7%) than in the pilot phase (42.8%).

The difference in re-arrest rates between the two groups varied in magnitude when current and prior offenses were considered. [Appendices 9-10](#) provide graphic comparisons between the two groups with respect to types of offense (current and historical).

¹⁸ $p = .001$

¹⁹ $p = .0161$

For youth charged with misdemeanor offenses, the Citation group was slightly lower with a 22.2% re-arrest rate compared to 23.2% for youth in the Matched Comparison group. The difference in rates was more pronounced for youth whose first arrest was for a status offense (51.4% re-arrest rate for Citation group vs. 32.6% re-arrest rate for Matched Comparison group).

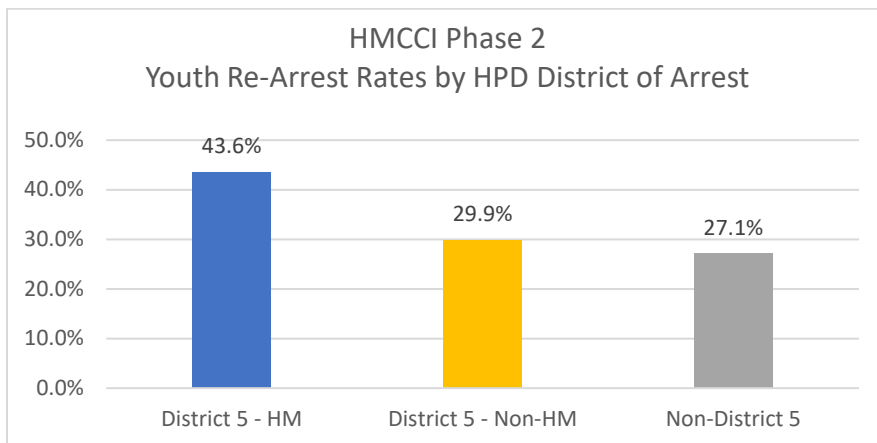
The differences between the intervention and matched comparison groups were also more pronounced with attention to youth with prior arrests (i.e., before the first arrest within the 1.5-year period). Re-arrest rates were still demonstrated to be higher among youth cited with the following histories:

- No prior offenses: Re-arrest rates were 27.7% for Citation group, 26.7% for Matched Comparison
- Prior status offense: Re-arrest rates were 62.9% for Citation group, 38.8% for Matched Comparison
- Prior misdemeanor (current status offense), 59.0% for Citation group, 43.6% for Matched Comparison
- Prior felony offense (current status offense): 77.8% for Citation group, 20.0% for Matched Comparison

B. HONOLULU POLICE DEPARTMENT (HPD) DISTRICTS

When comparisons by police district were calculated, the re-arrest rate for youth in the Citation group (43.6%) was significantly higher than the rate for youth who were arrested in D-5 but not eligible for diversion (29.9%). The Citation group re-arrest rate was also significantly higher than the rate for youth who were arrested outside of District 5 (27.1%). Figure 12 illustrates the comparison by district.

Figure 12. HMCCI Phase 2: Comparison of Re-Arrest Rates by HPD District



Data Sources: State of Hawai'i, Juvenile Justice Information System, 2019. Child & Family Service, 2020.

C. CITATION GROUP ONLY

Among the youth who received a citation, there was considerable variation in levels of engagement as discussed in the earlier section. The findings of the re-arrest analysis yielded significant differences for youth in the following categories of engagement (see [Appendix 8B](#)):

- Youth who successfully completed the HMCCI program
- Youth who received different final dispositions reflecting their level of participation in HMCCI services.
- Between the risk levels of youth who completed the YASI assessment with Assessment Center staff.

1. COMPLETED THE HMCCI PROGRAM

Youth who completed the HMCCI program had a statistically significant²⁰ lower re-arrest rate (23.3%) than those who did not complete the program (52.1%). This finding aligns with conventional expectations that youth who engaged with the Assessment Center staff to create and achieve their action plan would be less likely to be re-arrested within the six months following their citation.

2. DIFFERENCES BY DISPOSITION

Figure 13 highlights the statistically significant ($p < .0001$) differences among the following categories of final disposition. Youth who successfully complete the program had a significantly lower re-arrest rate than those whose cases were closed prior to completion.

23.3% re-arrest rate for youth with successful completion of HMCCI

38.5% re-arrest rate for youth who were unsuccessful due to failure to comply

52.9% re-arrest rate for youth who were unsuccessful due to failure to report on time

64.3% re-arrest rate for youth who were unsuccessful due to loss of contact

100.0% re-arrest rate for youth who were re-arrested for a subsequent offense

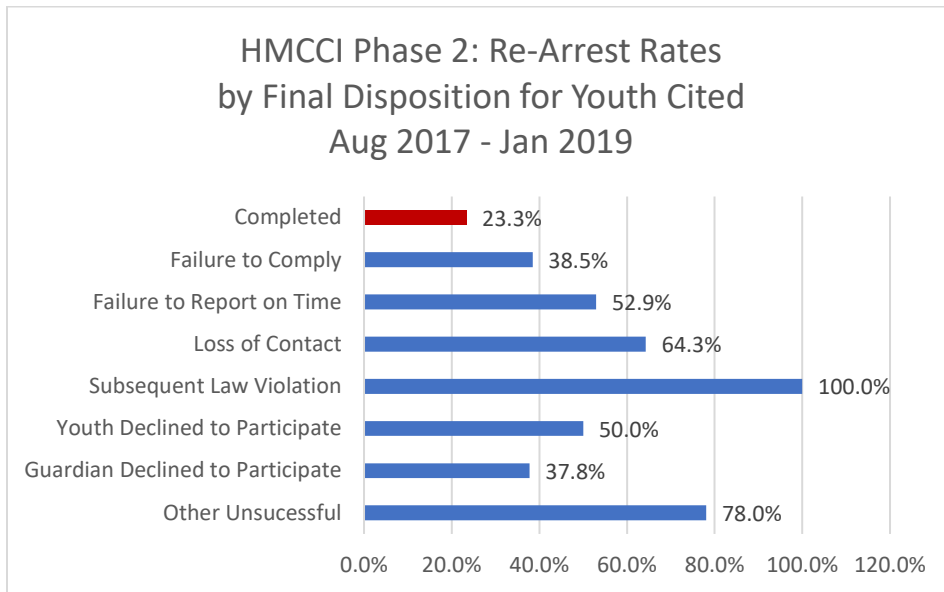
50.0% re-arrest rate for youth whose cases were closed due to youth declining to participate

37.8% re-arrest rate for youth whose parents or guardians declined to participate

78.0% re-arrest rate for youth who were unsuccessful with reason not listed

²⁰ $p < .0001$

Figure 13. HMCCI Phase 2: Re-Arrest Rates by Final Disposition for Citation Group (N=303)



Data Sources: State of Hawai'i, Juvenile Justice Information System, 2019. Child & Family Service, 2020.

3. RISK LEVELS ACCORDING TO YOUTH ASSESSMENT AND SCREENING INSTRUMENT (YASI)

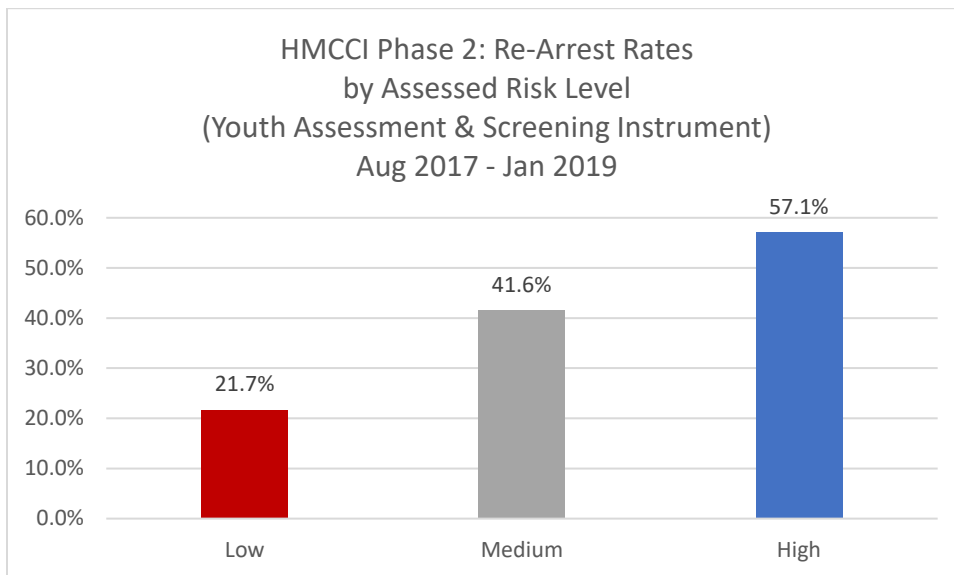
Figure 14 shows the significant ($p = .0045$) difference in re-arrest among the 3 risk levels:

21.7% re-arrest rate for youth in the low-risk level

41.6% re-arrest rate for youth in the medium-risk level

57.1% re-arrest rate for youth in the high-risk level

Figure 14. Re-Arrest Rates among Citation Group by Assessed Risk Level (N=170)



Data Sources: State of Hawai'i, Juvenile Justice Information System, 2019. Child & Family Service, 2020.

D. POSSIBLE EXPLANATION FOR RE-ARREST RATES AMONG CITATION GROUP

The demonstration of significantly higher re-arrest rates among youth who received a citation during the first 1.5-year period of HMCCI Phase 2 presents a problem for the diversion process. Rather than simply concluding that the diversion process is detrimental to youth who are cited, this section explores the empirical support for another possible explanation for the elevated re-arrest rates.

Three observations can be made from the re-arrest analysis:

1. Overall, youth who received a citation were re-arrested at a higher rate in the six-months following their initial citation date, when compared to a matched control group of similarly situated youth arrested on the island of O‘ahu during roughly the same time period.²¹
2. A higher re-arrest rate for youth who received a citation persisted, even when compared to all youth arrested in the same police district (HPD D5) during approximately the same time period.
3. Among youth who received a citation, engaging or participating in various aspects of the HMCCI model was correlated to lower re-arrest rates. For example, youth who received a warm hand-off from HPD to the Assessment Center, youth who received services, and youth who completed the program successfully had overall lower re-arrest rates than their counterparts (e.g., those who were not referred to the Assessment Center via a warm hand-off, those who did not engage in services, those who did not complete the diversion program).

Taken together, these observations can generate a possible explanation of the unintended consequences of the way that citations and HMCCI are perceived by youth. Young people who are diverted in HPD D-5 may consider receiving a citation as a less serious consequence than being arrested. That is, a youth picked up by police again after an initial citation may not be referred to court or not be penalized for a probation violation if that young person is already under court supervision. Receiving a citation can serve as an “escape vent” that grants a young person more leniency for subsequent citations or re-arrests. At the same time, the third observation lends more nuance: if a young person is cited and engages in greater degree with the supports available through HMCCI, their outcomes improve (i.e., their re-arrest rate is lower than their peers who were cited, but did not participate in program services or complete the diversion process successfully).

If this interpretation is credible, then the argument takes shape in this way:

Youth who receive a citation need to engage in services and supports in order for the diversion process to benefit them. If their experience of “diversion” consists only of receiving a citation in

²¹ Note that higher re-arrest rates were found for youth in HPD D5 (whether eligible for citation or not) in comparison to other districts on O‘ahu for the time period studied. Hence the second observation that follows.

lieu of arrest and they do not connect with the Assessment Center resources, then a citation alone may be detrimental and unintentionally diminish the youth's view of the seriousness of subsequent arrests or citations.

However, this argument is an *ad hoc* attempt to explain the major findings of this evaluation within the context of the strengths and limitations of the matched comparison evaluation design.²² Further research, including qualitative studies, are needed to more confidently discern the reasons for the present findings and inform planning to improve services. Such inquiries could include, but are not limited to: (1) in-depth analysis of final dispositions for citation cases coded as "Other Unsuccessful" to understand the challenges to completing the diversion process; (2) exploration of cases where youth or guardians who declined participation to determine if prior involvement with Child Welfare or Juvenile Probation factored into this decision; and (3) assessing the barriers that youth and families face to reporting on time to the Assessment Center (e.g., transportation, scheduling, or other factors).

It should be noted that re-arrest trends shifted between the time periods for the pilot phase evaluation and the second implementation phase of HMCCI. Further analysis of community needs should be conducted to better understand possible factors associated with these broader changes and how the HMCCI intervention may have been impacted.

E. ALL YOUTH WITH AN ARREST WITHIN THE 1.5-YEAR PERIOD

Using the data for all youth arrested in Honolulu County / Circuit Court 1 during the 1.5-year analysis period, a cumulative risk analysis was conducted to determine if increased risk was associated with increased re-arrests for the larger sample. The 4 risk variables were:

1. Prior arrest before the first arrest within the 1.5-year period;
2. Status offense for the first arrest within the 1.5-year period;
3. 13 years of age or older at the time of the first arrest within the 1.5-year period; and
4. Ethnicity – Native Hawaiian and/or Other Pacific Islander.

There was a significant ($p < .0001$) overall difference among the cumulative number of risk factors.

²² For more information on matched comparison study designs, see:

Coalition for Evidence-Based Policy (2014). Which Comparison-Group ("Quasi-Experimental") Study Designs are Most Likely to Produce Valid Estimates of a Program's Impact?: A Brief Overview and Sample Review Form. Accessed from <http://coalition4evidence.org/wp-content/uploads/2014/01/Validity-of-comparison-group-designs-updated-January-2014.pdf>

Stuart, Elizabeth and Donald Rubin (2008). Best practices in quasi-experimental designs: matching methods for causal inference. In Osborne, J. Best practices in quantitative methods (pp. 155-176): SAGE Publications Ltd doi: 10.4135/9781412995627.d14

Cook, Thomas D., Shadish, William R., Wong, Vivian C. (2008). Three conditions under which experiments and observational studies produce comparable causal estimates: New findings from within-study comparisons. *Journal of Policy Analysis and Management*, 74(4), 724-750. John Wiley & Sons. Accessed from <http://onlinelibrary.wiley.com/doi/10.1002/pam.20375/abstract>

For youth with zero (0) factors, the re-arrest rate was 11.1%.

For youth with one (1) factor, the rate rose slightly to 16.5%

For youth with two (2) factors, the re-arrest rate nearly doubled to 29.4%.

For youth with three (3) factors, the rate increased to 44.6%.

Interestingly, the re-arrest rate dropped slightly for youth with four (4) risk factors, to 41.5%.

As discussed in the pilot phase evaluation, the cumulative risk model offers the opportunity to quickly identify youth who fit one or more of the above risk factors. In response to the elevated risk of re-arrest for young people with two or more of the noted risk factors, Assessment Center staff could prioritize supports and interventions at the appropriate level of intensity. The cumulative risk model is a tool that can be misused to profile youth, but if used with self-awareness and caution, it could become a useful tool for guiding case planning and may result in decreased re-arrests.

V. SUMMARY OF RESULTS LEADING TO RECOMMENDATIONS

1. RE-ARREST RESULTS AND IMPLICATIONS

The combined re-arrest results of Phase 1 (March 2015 to March 2016) and Phase 2 (August 2017 to January 2019) were mixed. The Citation Group had a lower re-arrest rate than the matched comparison group in Phase 1, but the reverse occurred in Phase 2:

Group	Phase 1	Phase 2
Citation Group	35.1%	43.6%
Matched Comparison	42.8%	30.7%
Difference	-7.7%	+12.9

These findings are difficult to reconcile, especially given that the Citation Group re-arrest rate increased from Phase 1 to Phase 2, while the Matched Comparison group's re-arrest rate decreased from Phase 1 to Phase 2. Possible explanations include but are not limited to historical differences between the 2 phases: period (i.e., 2015-2016 vs. 2017-2019), period duration (1 year vs. 1.5 years), Assessment Centers, coordination between Assessment Centers and HPD, and HMCCI services.

In contrast to the discrepant results involving the matched comparison groups noted above, there was consistency across Phases 1 and 2 when examining the results within the Citation Group. Importantly, the youth could be grouped into 3 categories based on the number of arrests:

Total Number of Arrests (Citation Group)	Youth Risk Category	Phase 1	Phase 2
Only 1 citation/arrest	Lowest	81% (<i>n</i> = 281)	73% (<i>n</i> = 235)
2 citations/arrests	Medium	14% (<i>n</i> = 49)	13% (<i>n</i> = 43)
3 or more citations/arrests	Highest	5% (<i>n</i> = 19, range = 3-10)	13% (<i>n</i> = 42, range of 3-24)

The large majority of youth in both phases had only one citation. Given the consistency of this trend, changing the process so that citations replace arrests would “divert” these youth from being recorded as having a status offense or first-time misdemeanor, and decrease the number of youth impacted by the negative stigma associated with being arrested.

In addition, given the limited resources, three levels of intervention could be developed corresponding to youths' risk category, ranging from minimal intervention for youth at the lowest risk with a single citation and increasing to in-depth interventions for youth at the highest risk with three or more arrests.

Further, within the Citation Group, lower re-arrest rates were found for those:

- who experienced a “warm-handoff” from HPD to the Assessment Center (vs. who did not experience a warm-handoff from HPD);
- who received HMCCI services (vs. who did not receive HMCCI services); and
- who completed the HMCCI program (vs. who did not complete the HMCCI program).

The consistency of these results across phases suggests that when youth/families are already positively engaged or can be positively engaged via a warm-handoff and/or via appropriate HMCCI services, the intervention may help to decrease the youth's re-arrest rates.

Common risk factors for re-arrests were identified as: (1) having a prior arrest; (2) current arrest being a status offense; (3) being 13 years old or older; and (4) being of Native Hawaiian or other Pacific Islander ancestry, especially of Micronesian, and in particular Chuukese ancestry. Phase 2 results also indicated an additional risk factor: (5) youth who score medium or high on the Youth Assessment and Screening Instrument (YASI) are at greater risk for re-arrest. A preliminary screening tool could be developed using these five factors to identify youth with the highest risk of being re-arrested. The extreme disproportionality of Micronesian youth, especially Chuukese youth, suggests the need for refined and tailored services for Micronesians.

These patterns of results are invaluable to help guide assessments and services for youth during their adolescence. However, more longitudinal studies are also needed to determine which variables and interventions during adolescence best predict adult justice-involvement and well-being.

2. STEPS SUCCESSFULLY TAKEN TO STRENGTHEN HMCCI IN PHASE 2

In the second implementation phase, leaders for the CFS Assessment Center have played a strong role in convening a collaborative network of care, investing energy to build trust and strengthen relationships among agencies and organizations. The Assessment Center facilitated regular monthly partner meetings, with an emphasis on the collaborative vision of helping youth build their natural support systems in their respective communities.

OYS has taken an increased leadership role in the second HMCCI implementation phase as well, helping to coordinate and convene system partner meetings among agencies, such as law enforcement, schools, and the Assessment Center. OYS can be commended for integrating lessons from the pilot phase evaluation of the HMCCI process into the parameters of the Request for Proposals (RFP) for the second phase of implementation. As a result, many of the steps recommended to strengthen implementation have been enacted by the CFS Assessment Center in the second phase. The growth and improvement of several areas of the Assessment Center's work are acknowledged and celebrated below.

a. Implementation of a standardized risk-needs assessment at intake

As required by the contract for Ho'opono Mamo in Phase 2, the CFS Assessment Center implemented the standardized YASI to determine case planning according to each youth's level of need and risk. While this second phase evaluation did not collect data on the Assessment Center staff caseloads, institutionalizing a standardized risk assessment at intake was intended to guide the allocation of staff time. Youth whose assessment score indicated higher risk or needs would then be prioritized for follow-up.

b. Systematic data collection and sharing at multiple levels

The CFS Assessment Center can be celebrated for its commitment to data collection and reporting. The clarity and consistency of data provided by the Assessment Center to the evaluation team reflected a high standard of practice for documentation and an investment in technology to support data collection and management. The growth in this area from the first phase to the second was phenomenal, in terms of both the Assessment Center's data capacity and its value for providing access to data for program evaluation. The vast improvement in protocols and infrastructure for record-keeping enabled the Assessment Center to effectively share data for contract monitoring, for evaluation, and potentially for case planning and coordination with partner agencies and organizations.

Interagency agreements for data sharing for youth involved in multiple systems were outside of the scope of this evaluation. Based on available data, communication between the Assessment Center and HPD for the final disposition of youth's citation cases appeared to be well-coordinated. Based on participant observation in partner meetings, Assessment Center leaders extended efforts to build relationships with school support services and to problem-solve to overcome barriers to coordinate care for youth cited who were currently or previously involved with the Child Welfare System (CWS) or Juvenile Probation.

VI. RECOMMENDATIONS

Based on the results and implications, four overall recommendations regarding youth diversion from arrest and re-arrest are provided. These recommendations are framed within the broader context of a national movement to transform responses to youth involved with status-offending behaviors and other low-level law violations. Hawai'i has been actively engaged in efforts such as the Status Offense System Reform (SOSR) Initiative with Vera Institute of Justice. The recommendations featured in this report directly address arrest diversion via assessment centers, but should be understood as one element within a larger effort to reduce dependence on the justice system responses in favor of greater investment in community-based alternatives to support youth (e.g., pre-first-arrest prevention and intervention supports and programs).²³

The following four recommendations are discussed in this section:

1. Implement citations in lieu of arrest
2. Consistently implement warm hand-offs from HPD to Assessment Center
3. Focus on culturally responsive supports for youth with greatest risk for re-arrest
4. Conduct a longitudinal study to predict future outcomes for justice system-involved adolescents

²³ See other strategies relevant to Hawaii's current reform efforts such as Crisis Intervention Teams described by the Vera Institute of Justice Status Offense Reform Center: <https://www.vera.org/projects/status-offense-reform-center>

RECOMMENDATION 1: IMPLEMENT CITATIONS IN LIEU OF ARREST

Implement the civil citation process as an actual pre-arrest diversion (i.e., participating youth who complete the process do not have an arrest record) to incentivize participation in the diversion process.

One of the original goals for the HMCCI process was to legally and functionally change the legal and procedural response to status offense and first time-misdemeanor from arrest to civil citation. There has been a history of attempting to accomplish this since the planning phase. However, the proposed change has met with multiple obstacles, including apparent misunderstandings between law enforcement and Family Court regarding the steps required to change the relevant rules or procedures.

Accomplishing this change will reduce arrest incidents and the negative stigma associated with a juvenile record (i.e., for approximately 3 in 4 youth in this phase of implementation) and will decrease the adverse cumulative effects of multiple status offenses (i.e., approximately 1 in 4 youth in this phase).

In addition, changing the relevant rules and procedures to increase the likelihood that youth and families will participate in HMCCI support services will have the potential to also decrease future re-arrests (see Recommendation 3 below). Effective communication with parents must be addressed so that they can understand the benefits of diversion.²⁴

A realistic plan to implement civil citations as actual prearrest diversion should be developed with the input of stakeholders. Technical assistance should be solicited from OJJDP and/or jurisdictions that have successfully implemented prearrest diversion, such as the Florida Department of Juvenile Justice (DJJ). Identify and address obstacles, including but not limited to: (a) agreement on whether the actions required to authorize and implement civil citations in lieu of arrest are changes of policy (laws, rules) or procedure (practice, training); (b) determination whether legislative change is required or if current language allows for diversion via citation without arrest; and (c) ability to change the process used by HPD to report and record contacts with youth for citations so that it is distinct from arrest.

RECOMMENDATION 2. CONSISTENTLY IMPLEMENT WARM HAND-OFFS FROM HPD TO ASSESSMENT CENTER

Continuing a trend seen in the pilot phase of HMCCI, “warm hand-offs” (i.e., the direct and in-person referral of a young person cited by HPD to the Assessment Center) comprised approximately 10% of all citations. The number and rate of warm hand-offs of HPD to Assessment Center staff have been consistently lower than designed or expected throughout implementation.

²⁴ See Florida’s Civil Citation web resources for examples of family- and youth-focused communication materials to explain expectations of the juvenile justice system and civil citation process: <https://www.djj.state.fl.us/youth-families>

However, the significant positive associations of warm hand-offs at the point of citation have been demonstrated. Youth who were directly referred to the Assessment Center in-person at the time of citation were associated with better outcomes in both phases of the evaluation. The immediate opportunity to build rapport between youth and Assessment Center staff and provide support in a timely fashion may be a critical factor in the effectiveness of the arrest diversion model.

Given the promising positive effects of warm-handoffs, all possible efforts should be marshalled to ensure that barriers to warm hand-offs are overcome, including the integration of emergency shelter services into the available suite of services so that youth can be safely released by law enforcement to the Assessment Center staff even if parents have not yet arrived. Regular trainings on citation procedures and purpose should be implemented and/or continued with HPD D5 officers. Based on feedback from HPD representatives earlier in the implementation process, presentations to police officers sharing positive outcomes or “success stories” about youth cited could also promote the value of the diversion process and help to increase warm hand-offs to the Assessment Center.

RECOMMENDATION 3. FOCUS ON CULTURALLY RESPONSIVE SUPPORTS FOR YOUTH WITH GREATEST RISK FOR RE-ARREST

Implementation of the diversion process can be modified in response to the Phase 2 HMCCI evaluation findings. Focusing on high-need youth who received multiple citations, the previously identified priority of reducing system involvement among Native Hawaiian youth should be expanded to include Micronesian youth and families. In addition to the over-representation of other Pacific Islanders among youth in the Citation group, the high number of youth cited for runaway has persisted across both implementation phases of the diversion program. The prevalence of citations for running away points to an unmet need for intensive support for youth and their guardians, particularly effective culturally appropriate services and in-depth supports for Micronesia youth and their guardians.

The recommended focus for future implementation is to focus in-depth and culturally appropriate supports for a smaller subset of youth who are at much greater risk for multiple citations, runaway charges, and future encounters with the justice system. This narrowed focus would save resources while reserving the potential for HMCCI to measure “proof of concept” in reducing racial and ethnic disparities.²⁵

Given the limited resources and the differential distribution of youth across the three risk categories based on number of arrests/citations, implementing graduated interventions may optimize effectiveness. Three levels of intervention are proposed that correspond to youth’s risk category (lowest with 1 citation; medium with 2 citations; highest with 3 or more citations).

²⁵ A more financially conservative approach could further focus wraparound services to serve a smaller cohort, e.g., the 42 youth who received 3 or more citations during this evaluation period – or even more narrow, the 8 youth who received 9 or more citations in the first 1.5-year period of Phase 2, all cited for runaway. These youth and their families may require intensive, individualized, and effective interventions to address present challenges and support their capability to respond to potential obstacles in the future.

1. Level 1: Upon the first citation, youth/families would be provided basic counseling and a handout of community-based resources from Assessment Center staff, and the citation case would be closed on the spot as completed without further intervention.
2. Level 2: Upon the second citation, youth would open a case with the Assessment Center staff, completing a full assessment and determining a service plan with appropriate services and supports for the youth and family.
3. Level 3: Upon the third citation, youth and families would continue case management with the Assessment Center and be actively connected with intensive and culturally appropriate services (e.g., referrals to Mental Health and Substance Abuse Treatment and in-depth culture-based interventions in partnership with local organizations. See elaboration below).
 - a. HPD Assessment: Partner with HPD to systematically identify youth already known to HPD to be of high risk for re-arrests (e.g., risk factors, lack of protective factors). These youth/families should be provided Level 3 intensive and culturally appropriate services.

If youth in Level 1 are immediately diverted as proposed, Assessment Center staff would have more time to dedicate to the intensive follow-up that youth at Levels 2 and 3 might require.

A focus on culturally responsive support will likely require active partnership with organizations with experience with Micronesian families such as We are Oceania (WAO), Kokua Kalihi Valley (KKV), and Parents and Children Together (PACT). Many youth and families migrating to Hawai'i under the Contract of Free Association (COFA) would benefit from assistance navigating the U.S. educational, social, economic, and legal system. Additional support could be provided by: (1) strengthening collaborative relationships including funding agreements with community partners; and/or (2) hiring Assessment Center staff familiar with the COFA nations most commonly migrating to Hawai'i. The additional support should be focused on addressing language barriers; social, medical, and financial needs; and the difference in cultural expectations about family structure and youth education and public behavior.

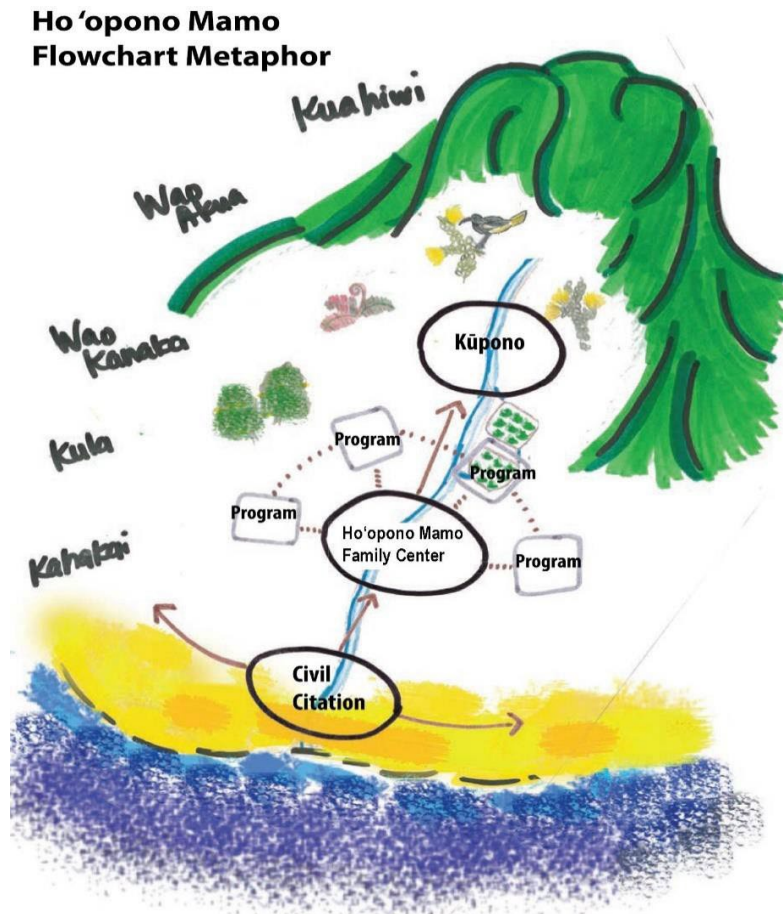
Accompanying this adaptation, the overall program should be evaluated, including the effectiveness of the three levels of intervention, to inform future adjustments to the program to improve its effectiveness.

RECOMMENDATION 4. CONDUCT A LONGITUDINAL STUDY TO PREDICT FUTURE OUTCOMES FOR JUSTICE SYSTEM-INVOLVED YOUTH

While addressing youth re-arrests and well-being during childhood is essential, equally important is to examine variables and interventions during adolescence that predict outcomes in adulthood such as well-being or risk of criminal justice system-involvement. For example, does the number of arrests during adolescence predict the number of arrests or being incarcerated as adults? Answering affirmatively would be intuitive. However, what if the number of status offenses during adolescence does not predict future adult arrests because status offenses are no longer

“offenses” during adulthood? What if certain services and supports received in adolescence had significant long-term positive impacts on a young person as they transitioned to adulthood?

Therefore, it is important to conduct a retrospective and/or prospective longitudinal study to examine the variables and interventions during adolescence that predict adult well-being and risks of criminal justice system involvement. Based on the results of this longitudinal study, further development and implementation of tailored services may be necessary to improve adult well-being and decrease other negative outcomes.



Kūlia i ka nu'u - strive to reach the summit; try to do your best

The following description is drawn from the Ho'opono Mamo: The Hawai'i Youth Diversion System Implementation and Evaluation Plan, Fall 2013.

In the traditional Hawaiian belief system, one of the most sacred regions of land are the kuahiwi or mountain summits, as they are closest to ka lani, the heavens. The inland-forested regions at the base of these summits are called wao akua, or the realm of the gods. Entry into these areas is restricted to those with a pono purpose. Journeying into these uplands and seeking the kuahiwi is a physical, mental, and emotional challenge. The kuahiwi are symbolic of greatness or excellence, and represent a pinnacle that should be sought after. The journey of the youth in the program to find their pono path is just as challenging, which is why this metaphor was chosen.

Ma ka 'ōlelo Hawai'i he 'ōlelo no'eau. This is a Hawaiian language proverb that describes the indigenous perspective on always seeking to do one's best. "Kūlia i ka nu'u" literally translates

to “strive to reach the summit.” The summit is symbolic of excellence or personal accomplishment. It has a connection to pono, as the high peaks of the mountains are thought to be pono places. It was the motto of Queen Kapi’olani, who was beloved by her people for her charitable deeds and her commitment to seeking to always do her best. This ‘ōlelo no’eau was chosen for its poetical meaning to help illustrate the journey of the youth who will be involved in Ho’opono Mamo. Ho’opono Mamo seeks to support youth in finding their pono path and striving for excellence.

The flowchart in Figure 1 has been oriented towards the uplands, where the journey of the youth leads to the wao akua and the kuahiwi that symbolize excellence and pono. The youth begin at a point rather far from the kuahiwi, and their progression through the program is likened to the challenges and journey that one might face when striving to reach the summit of a distant mountain. As shown by the arrows and pathways in the flowchart, there are many different paths that the youth may take to get to the place they seek. These pathways not only lead towards the kuahiwi, but also loop back to all the various regions of the inland and to the kahakai. It is important to note that the youth cannot only journey up the mountain, but must also come back down. It is not a one-way path, but one with many pathways up and down. And, for some there are paths that will lead them away from the kuahiwi. Ultimately, it is the goal of the program to help the youth to strive for their excellence, and find their pono path. When one stands on the pinnacle of a mountain, the view from that place is not only beautiful, but allows for a clear perspective in all directions. One can see where they came from, where they are, and where they seek to be with a clarity found few other places. It is with a powerful perspective that Ho’opono Mamo seeks to give our youth an opportunity to achieve.

APPENDIX 2. DATA PREPARATION

The Hawai'i Juvenile Justice Information System (JJIS) compiles information from county police departments, courts, the Attorney General's Office, and the Youth Correctional Facility. According to the JJIS website, "Hawai'i's Juvenile Justice Information System (JJIS) is a statewide information system that combines juvenile offender information from the police, prosecutors, Family Court, and the Hawai'i Youth Correctional Facility for use by the participating agencies in tracking juvenile offenders. The JJIS is also the repository for statewide information on runaway and missing children."

Much of the data that is supplied to the JJIS from the various agencies includes information on race and ethnicity, self-reported at the early stages of arrest and diversion, and then verified by birth certificate when available for court-involved youth. A strict confidentiality agreement between the Office of Youth Services and its contractors, the JJIS, provided complete records from its database so that prior arrest histories could be linked to youth in the current analysis.

Because the data contain sensitive information on individuals, the researchers used only password protected computers to conduct all analyses. Only representatives of the OYS and its contracted researchers were allowed to access data, and all data and analyses were used solely for the purposes of the project.

The raw data were provided in multiple Excel files which were imported to SPSS (Statistical Package for the Social Sciences) and SAS (Statistical Analysis Software) and assembled into a single SAS file for the re-arrest analysis. The master data files were cleaned of inconsistencies wherever they were apparent. Some inconsistencies were clearly identifiable, such as the same record entered twice in the data set. In other cases, values for some variables were questionable, such as dates of birth that indicated individuals' ages to be younger than 2 years old. More difficult to resolve than these obvious errors were cases where problems were apparent, but the evaluators were unable to resolve the inconsistencies, such as citations issued to youth outside of the pilot project HPD D-5 boundaries or individual youth who were assigned multiple unique identification numbers within the JJIS database. In such cases, the evaluation team made qualitative choices about how to treat the inconsistencies. Here, the issue was to eliminate any systematic biases from the data sets. Rather than reconciling the identification numbers for only the cases that could be identified as repeats, evaluators left the individuals represented in the database as separate entries. For arrest cases that clearly had multiple entries of the same police report information, one case out of the multiple cases was randomly selected to retain in the dataset, while the other cases were deleted.

Overall, the JJIS data sets represented three distinct levels of analysis: person, arrest incident, and charge. Since one individual can receive a citation or be arrested several times, and any single arrest can have multiple charges, the data were "nested" in several "one-to-many" relationships. Information on arrests, citations and case processing was linked to a person, as well as to charges to arrest.

While matching of cases between the JJIS and CFS Assessment Center data sets was not perfect, the number of unmatched records was relatively small compared to the number of good matches, strongly suggesting that these errors had minimal effect on the overall analysis and conclusions. Even though this process of carefully cleaning and assembling these data accounted for any apparent inconsistencies, the evaluation team was unable to verify that there were not systematic problems in the way the data were entered at the organizational or departmental and agency level. However, given the sheer majority of valid data, we were confident of the overall pattern of results and conclusions.

APPENDIX 3. ETHNIC CATEGORIES FOR THE HAWAII JUVENILE JUSTICE SYSTEM

Study Category	Included JJIS racial/ethnic fields
African American	Black
Caucasian/White	Caucasian, Portuguese, Middle Eastern
Chinese	Chinese
Filipino	Filipino
Hawaiian/Part Hawaiian	Hawaiian, Mixed ancestry including Hawaiian
Japanese	Japanese
Korean	Korean
Latino/Hispanic	Cuban, Guatemalan, Jamaican, Mexican, Other Hispanic, Panamanian, Puerto Rican, Spanish, Mixed within Latino
Mixed Race	Mixed ancestry between (not within) African American, Asian, Caucasian/White, Native American, Pacific Islander, not including Hawaiian or Samoan
Native American	American Indian, Alaskan Native
Other Asian and Mixed Asian	Burmese, Cambodian, East Indian, Indonesian, Laotian, Malayan, Other Asian, Thai, Vietnamese, Mixed within Asian (including Chinese, Filipino, Japanese, Korean)
Other Pacific Islander and Mixed Pacific Islander	Fijian, Guamanian, Maori, Micronesian, Other Pacific Islander, Tahitian, Tongan, Mixed within Pacific Islander not including Samoan or Hawaiian
Samoan	Samoan, Mixed ancestry including Samoan but not Hawaiian

Source: Hawai'i Juvenile Justice State Advisory Council (JJSAC) and Juvenile Detention Alternatives Initiative (JDAI), 2011

Notes:

1. Two additional categories were also established and used, although they were not significant to the evaluation. Youth whose ethnic information did not fit into any of the above categories were categorized as "Other." A final category of "Unknown" included youth for whom ethnic information was not available.
2. Since the creation of this document, the Juvenile Justice Information System (JJIS) and law enforcement for the different county police departments have discussed revisions to the ethnic codes used in arrest records. This document should be revised or replaced to reflect those updates.

APPENDIX 4. HMCCI PHASE 2: INDIVIDUAL YOUTH WITH MULTIPLE CITATIONS – RUNAWAY FOCUS

HMCCI Phase 2: Individuals with Multiple Citations (n=85) by Runaway Charge

# of Citations for Runaway per Person	Individual Youth	Percent
0	14	16.5%
1	9	10.6%
2	23	27.1%
3	14	16.5%
4	7	8.2%
5	4	4.7%
6	4	4.7%
7	2	2.4%
9	1	1.2%
10	2	2.4%
11	1	1.2%
13	1	1.2%
15	1	1.2%
19	1	1.2%
24	1	1.2%
Total	85	100.0%

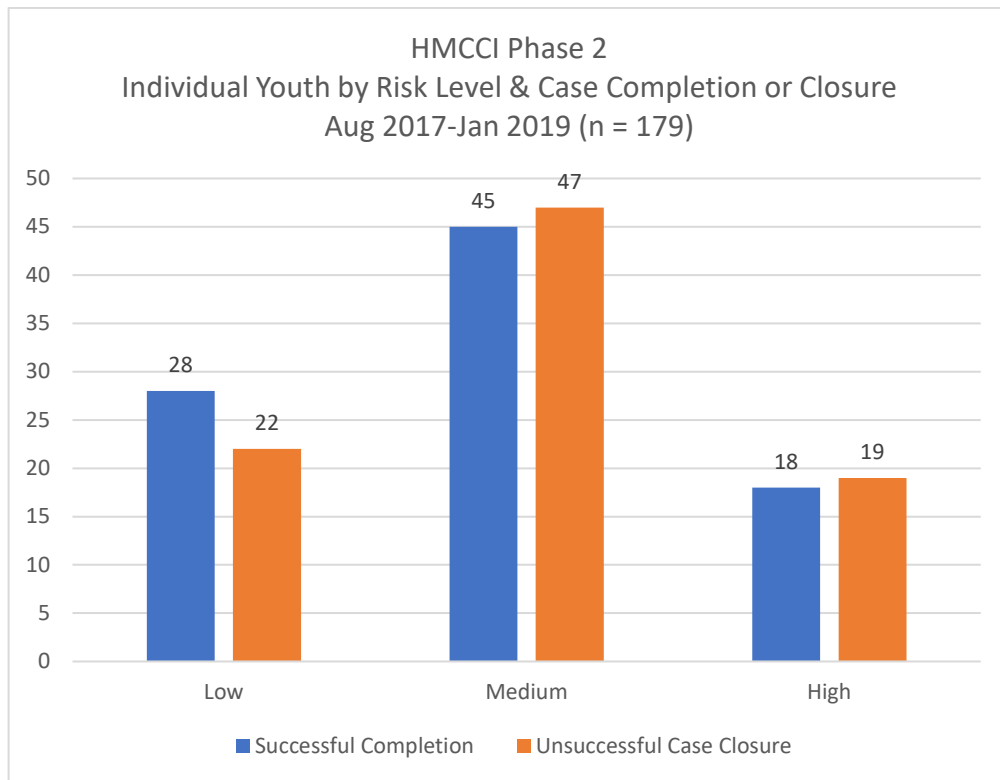
Data Source: Child & Family Service, 2020.

HMCCI Phase 2: Individual Youth with Multiple Citations that include a Runaway Charge (n = 71)

Ethnicity	Girls	Boys	Total
African American	0	4	4
White	4	4	8
Hispanic/Latino	1	2	3
Mixed Race	1	1	2
Hawaiian/Part Hawaiian	8	8	16
Samoan/Part Samoan	2	3	5
Micronesia	12	6	18
Filipino	5	3	8
Japanese	0	1	1
Southeast Asian	0	2	2
Unknown	0	2	2
Other	1	1	2
Total	34	37	71

Data Source: Child & Family Service, 2020.

APPENDIX 5. HMCCI PHASE 2: INDIVIDUAL YOUTH BY RISK LEVEL & CASE COMPLETION OR CLOSURE



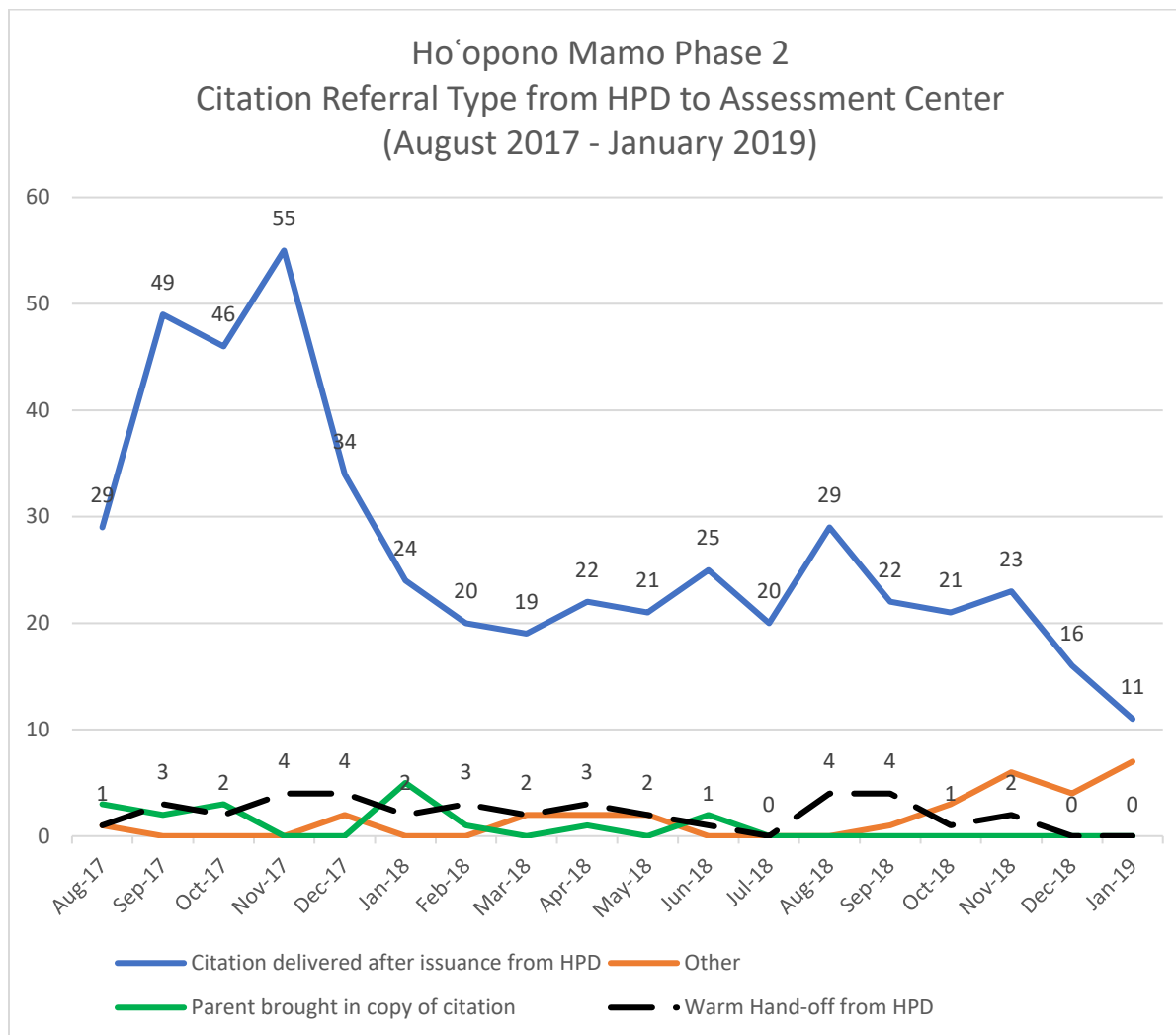
Data Source: Child & Family Service, 2020.

APPENDIX 6A. CITATION HOUR BY DAY OF WEEK

Citation Time (Hour)	Day that citation was issued							Total
	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	
Midnight	0	2	1	1	4	0	2	10
1:00 AM	1	0	4	4	2	2	0	13
2:00 AM	0	2	2	2	0	0	2	8
3:00 AM	0	2	1	1	3	2	1	10
4:00 AM	1	1	0	3	0	1	1	7
5:00 AM	0	0	2	1	1	2	1	7
6:00 AM	0	1	1	0	0	0	0	2
7:00 AM	1	5	0	2	1	1	2	12
8:00 AM	1	6	5	2	8	3	4	29
9:00 AM	0	7	4	4	6	13	5	39
10:00 AM	3	6	7	6	9	7	3	41
11:00 AM	0	5	5	11	3	9	3	36
12:00 PM	3	3	5	9	7	7	2	36
1:00 PM	3	7	2	6	4	3	1	26
2:00 PM	1	3	4	3	6	3	2	22
3:00 PM	3	4	2	1	3	5	5	23
4:00 PM	1	3	2	3	6	2	1	18
5:00 PM	2	5	5	3	3	6	2	26
6:00 PM	4	4	4	4	4	4	2	26
7:00 PM	2	6	4	2	7	5	3	29
8:00 PM	3	5	9	7	0	5	3	32
9:00 PM	7	11	4	5	1	6	2	36
10:00 PM	5	7	1	3	5	4	1	26
11:00 PM	6	3	6	6	4	2	1	28
Citation Time Missing	5	5	5	4	4	5	1	29
Total	52	103	85	93	91	97	50	571

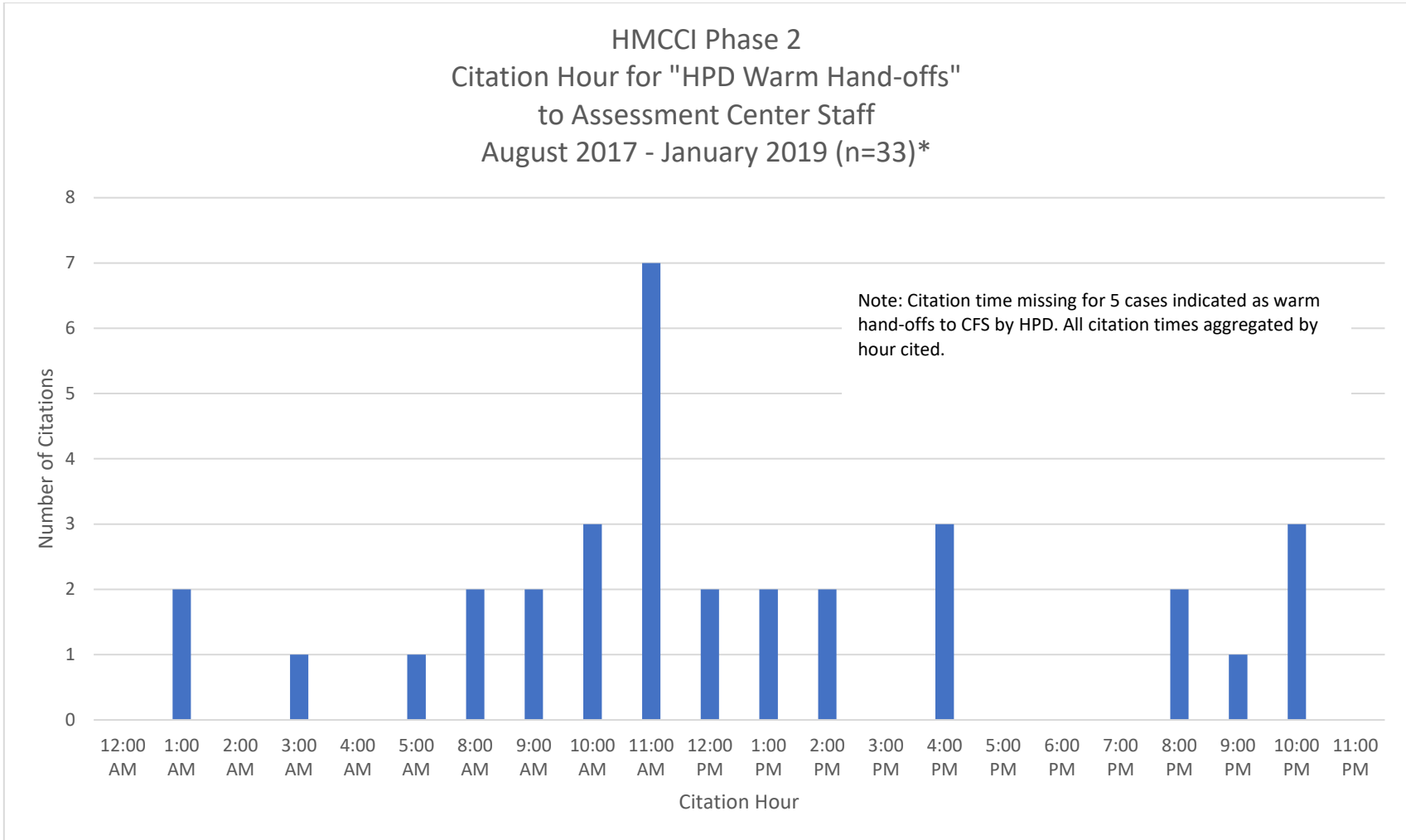
Data Source: Child & Family Service, 2020.

APPENDIX 6B. HMCCI PHASE 2: CITATION REFERRALS FROM HPD TO ASSESSMENT CENTER



Data Source: Child & Family Service, 2020.

APPENDIX 6C. HMCCI PHASE 2: WARM HAND-OFFS FROM HPD BY CITATION HOUR

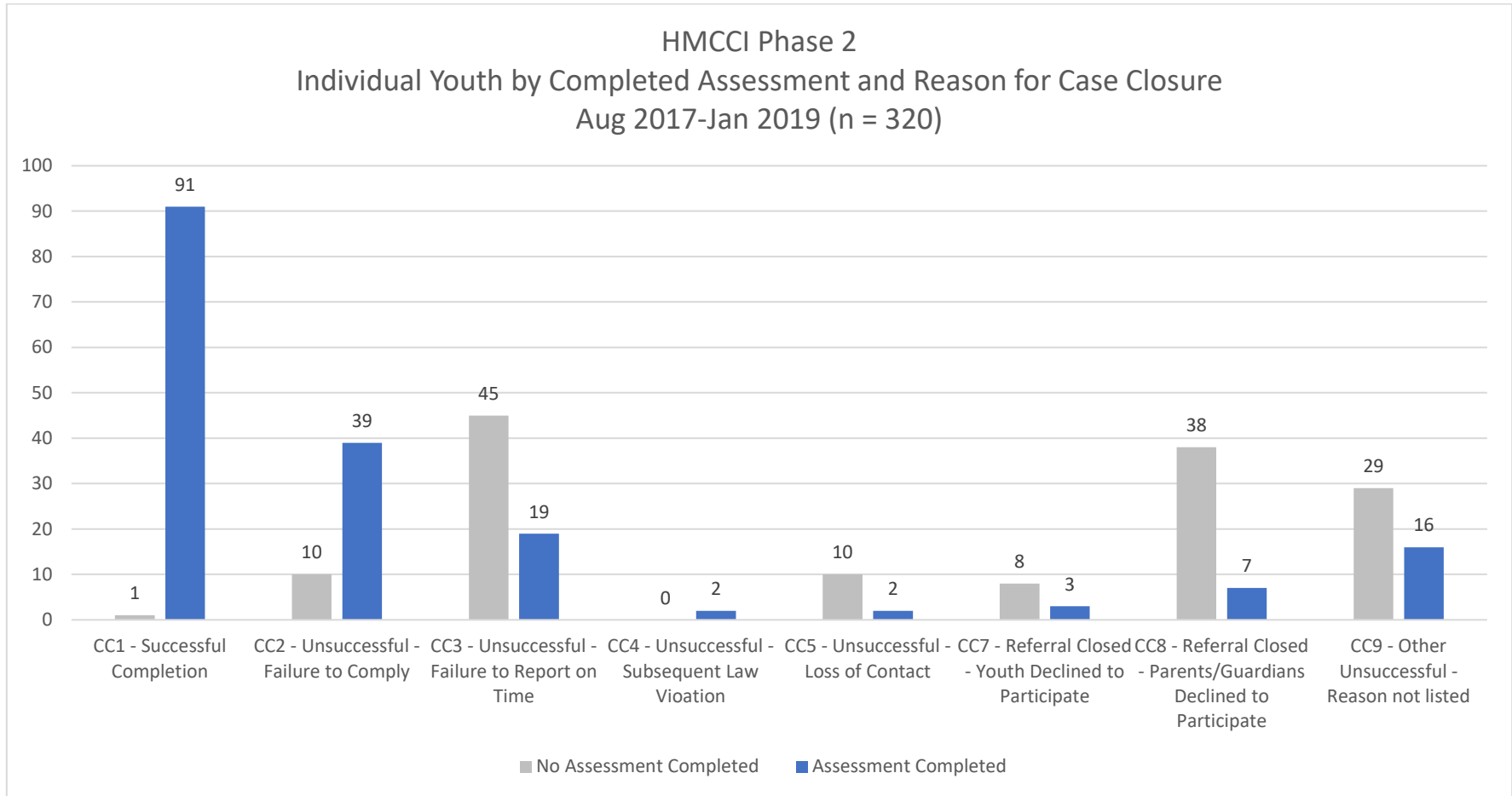


Data Sources: State of Hawai'i, Juvenile Justice Information System, 2019. Child & Family Service, 2020.

APPENDIX 6D. HMCCI PHASE 2: REFERRALS FROM ASSESSMENT CENTER TO SERVICES & SUPPORTS

Category	Organization or Program	Referrals
Child and Family Services Programs	Imi Ike, Ohana Support Services, TIFFE	35
Mental Health	DOH CAMHD	22
	Samaritan Counseling Center	2
	Kids Hurt Too	1
	Suicide Hotline	1
Positive Youth Development / Mentoring	Surfrider Spirit	16
	YMCA	14
	Hawaii Women in Filmmaking	5
	C&C Summer Fun Program	4
	Big Brothers Big Sisters	3
	Youth iHuddle Seminar, Liliuokalani Trust	2
	Adult Friends for Youth	1
	After School Programs (school-based)	2
	Natl Guard - Strong Bonds	1
	Alternative Education	PACT Teen Center
Starfish Mentoring		1
KUPU Hawaii Conservation Corps		12
Sports/Recreation/Training	Youth Challenge Academy	4
	Honolulu Community Action Program, Inc	3
	Youth Sports (Palama, Papakolea, PAL)	7
	Kalihi Community Center	6
	Penn Hawaii Youth Foundation	6
Family Assistance	Target	5
	Hawaii Families as Allies	4
	Hawaii Food Bank	4
	Christmas assistance HPD District 5	4
	Helping Hands Hawaii	2
	Aloha Stadium	2
	Aloha United Way	2
	River of Life (shelter)	1
	Hawaii Legal Aid	
Hawaii Driver Manual (online)	1	
Job Training / Employment	Job Corps Hawaii	5
	Dept of Labor	2
	Youth Build (WIA Youth Program)	2
	Regal Cinema Group	1
	Chuck E Cheese	1
	Jr Lifeguard	1
	C&C of Honolulu	3
Substance Use	Hale Kipa	2
	Bobby Benson	1
Medical Assistance/Physical Health	Kapiolani Teen Clinic	1
	healthline.com	1
	Humane Society	2
Culture-Based Programs	Ho'oulu 'Aina Kokua Kalihi Valley	1
	KVIBE	1
	We are Oceania	1
Miscellaneous Support / Programs	Captain's Club	1

APPENDIX 7. HMCCI PHASE 2: INDIVIDUAL YOUTH BY COMPLETED ASSESSMENT & REASON FOR CLOSURE



APPENDIX 8A. SIX-MONTH RE-ARREST RATES BY CURRENT OFFENSE TYPE, PRIOR ARREST TYPE, AND GROUP COMPARISONS

Dimension	Value	Previous ^a (03/16/15 - 03/15/16)		Current (08/01/17 - 01/31/19) ^b									
		Overall		Overall	No Priors	Prior Status Offense	Prior Misdemeanor	Prior Felony					
Overall	HM	35.1%	117/333	43.6%	132/303	27.7%	46/166	62.9%	56/89	59.0%	23/39	77.8%	7/9
	Status Offenses			51.4%	114/222	33.3%	33/99	66.3%	53/80	62.9%	22/35	75.0%	6/8
	Runaway	53.3%	97/182	34.6%	27/78	67.1%	49/73	69.2%	18/26	60.0%	3/5		
	Truancy	38.1%	8/21	30.8%	4/13	66.7%	2/3	25.0%	1/4	100.0%	1/1		
	Misdemeanors			22.2%	18/81	19.4%	13/67	33.3%	3/9	25.0%	1/4	100.0%	1/1
	Assault 3			21.1%	4/19	17.6%	3/17	0.0%	0/1			100.0%	1/1
	Prom Detri Drugs 3			11.8%	2/17	12.5%	2/16	0.0%	0/1				
	Non-HM (Matched Control)	42.8%	292/683	30.7%	93/303	26.7%	56/210	38.8%	19/49	43.6%	17/39	20.0%	1/5
	Status Offenses			32.6%	71/218	30.5%	46/151	29.3%	12/41	54.5%	12/22	25.0%	1/4
	Runaway			39.1%	68/174	38.9%	44/113	32.4%	12/37	52.4%	11/21	33.3%	1/3
	Truancy			5.3%	2/38	3.1%	1/32	0.0%	0/4	100.0%	1/1	0.0%	0/1
	Misdemeanors			23.2%	19/82	15.5%	9/58	85.7%	6/7	25.0%	4/16	0.0%	0/1
	Assault 3			11.1%	1/9	12.5%	1/8	0/0	0/0			0.0%	0/1
	Prom Detri Drugs 3			20.0%	3/15	18.2%	2/11	100.0%	1/1	0.0%	0/3		
	Felonies			100.0%	3/3	100.0%	1/1	100.0%		100.0%	1/1		
	Non-HM - District 5			29.9%	26/87	15.2%	5/33	38.5%	5/13	44.8%	13/29	25.0%	3/12
	Status Offenses			26.1%	6/23	13.3%	2/15	100.0%	1/1	66.7%	2/3	25.0%	1/4
	Misdemeanors			28.6%	14/49	13.3%	2/15	30.0%	3/10	42.1%	8/19	20.0%	1/5
	Felonies			40.0%	6/15	33.3%	1/3	50.0%	1/2	42.9%	3/7	33.3%	1/3
	Non-HM - Non-District 5			27.1%	563/2077	21.9%	311/1423	41.6%	144/346	33.3%	82/246	41.9%	26/62
Status Offenses			36.5%	369/1010	31.1%	213/685	47.4%	99/209	47.4%	46/97	57.9%	11/19	
Misdemeanors			18.0%	153/851	13.7%	81/591	32.7%	34/104	23.8%	29/122	26.5%	9/34	
Felonies			19.0%	41/216	11.6%	17/147	33.3%	11/33	25.9%	7/27	66.7%	6/9	

^a matched on: (1) current offense type, (2) age, (3) gender, & (4) ethnicity

^b matched on: (1) current offense type, (2) age, (3) gender, (4) ethnicity, (5) arrest date

APPENDIX 8B. SIX-MONTH RE-ARREST RATES AMONG CITATION YOUTH BY GROUP COMPARISONS

Dimension	Value	Previous ^a (03/16/15 - 03/15/16)		Current (08/01/17 - 01/31/19) ^b									
		Overall		Overall		No Priors		Prior Status Offense		Prior Misdemeanor		Prior Felony	
HM ONLY (linked with Matched Control)													
Warm Handoff to HM	Yes	26.7%	12/45	29.0%	9/31	22.7%	5/22	44.4%	4/9				
	No	36.6%	106/290	45.2%	123/272	28.5%	41/144	65.0%	52/80	59.0%	23/39	77.8%	7/9
Received HM Services	Yes	31.4%	74/236	39.8%	68/171	28.8%	34/118	64.7%	22/34	60.0%	9/15	75.0%	3/4
	No	43.6%	41/94	48.5%	64/132	25.0%	12/48	61.8%	34/55	58.3%	14/24	80.0%	4/5
Completed HM Program	Yes	28.6%	34/119	23.3%	21/90	15.7%	11/70	36.4%	4/11	62.5%	5/8	100.0%	1/1
	No	45.2%	33/73	52.1%	111/213	36.5%	35/96	66.7%	52/78	58.1%	18/31	75.0%	6/8
CC1 - Successful Completion				23.3%	21/90	15.7%	11/70	36.4%	4/11	62.5%	5/8	100.0%	1/1
CC2 - Unsuccessful - Failure to Comply				38.5%	20/52	20.7%	6/29	53.8%	7/13	66.7%	6/9	100.0%	1/1
CC3 - Unsuccessful - Failure to Report on Time				52.9%	27/51	33.3%	5/15	68.2%	15/22	33.3%	3/9	80.0%	4/5
CC4 - Unsuccessful - Subsequent Law Violation				100.0%	2/2	100.0%	1/1	100.0%	1/1				
CC5 - Unsuccessful - Loss of Contact				64.3%	9/14	66.7%	2/3	62.5%	5/8	50.0%	1/2	100.0%	1/1
CC6 - Referral Closed - Inappropriate/Improper Referral													
CC7 - Referral Closed - Youth Declined to Participate				50.0%	4/8	33.3%	1/3	66.7%	2/3	50.0%	1/2		
CC8 - Referral Closed - Parents/Guardians Declined to Participate				37.8%	17/45	31.0%	9/29	45.5%	5/11	75.0%	3/4	0.0%	0/1
CC9 - Other Unsuccessful - Reason not listed				78.0%	32/41	68.8%	11/16	85.0%	17/20	80.0%	4/5		
HM Risk Assessment	Low			21.7%	10/46	17.5%	7/40	40.0%	2/5			100.0%	1/1
	Medium			41.6%	37/89	29.0%	18/62	75.0%	12/16	62.5%	5/8	66.7%	2/3
	High			57.1%	20/35	53.3%	8/15	61.5%	8/13	57.1%	4/7		

^a matched on: (1) current offense type, (2) age, (3) gender, & (4) ethnicity

^b matched on: (1) current offense type, (2) age, (3) gender, (4) ethnicity, (5) arrest date

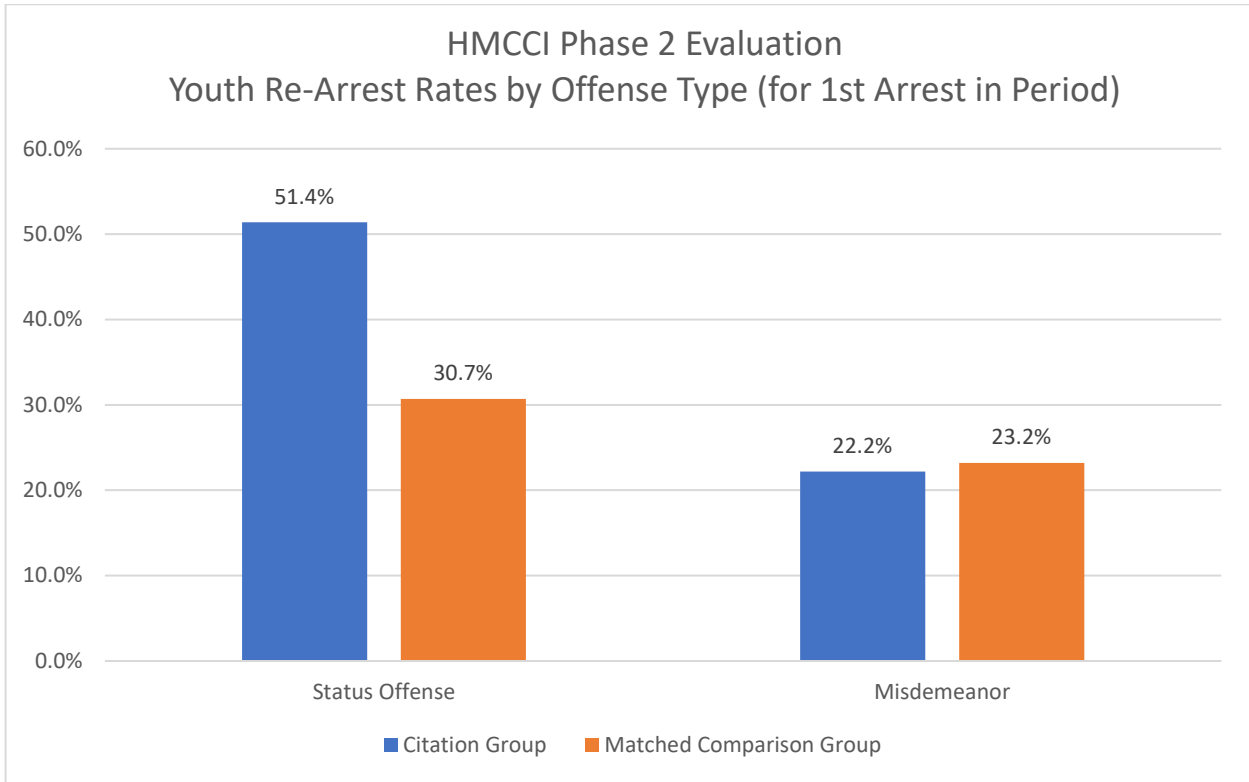
ALL (Not Matched)													
Cumulative Risk	0	12.8%		11.1%	10/90	11.1%	10/90						
	1	17.8%		16.5%	109/660	16.4%	107/653	33.3%	1/3	25.0%	1/4		
	2	25.9%		29.4%	314/1067	27.8%	213/767	37.5%	48/128	28.2%	37/131	39.0%	16/41
	3	41.5%		44.6%	252/565	28.0%	33/118	50.6%	131/259	45.1%	69/153	54.3%	19/35
	4	50.3%		41.5%	39/94			42.4%	25/59	44.4%	12/27	25.0%	2/8

(1) prior arrest, (2) current status offense, (3) >13 years of age, (4) Native Hawaiian/Other Pacific Islanders

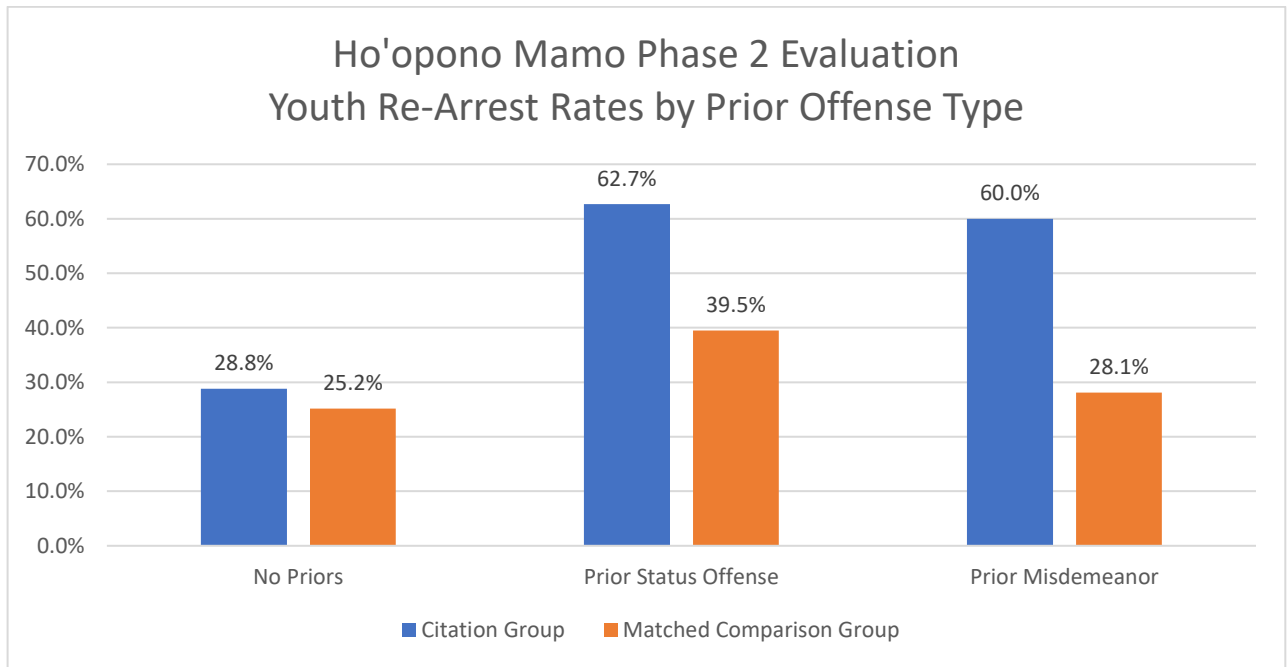
^a matched on: (1) current offense type, (2) age, (3) gender, & (4) ethnicity

^b matched on: (1) current offense type, (2) age, (3) gender, (4) ethnicity, (5) arrest date

APPENDIX 9. HMCCI PHASE 2: YOUTH RE-ARREST RATES BY OFFENSE TYPE



Data Sources: State of Hawai'i, Juvenile Justice Information System, 2019. Child & Family Service, 2020.



Data Sources: State of Hawai'i, Juvenile Justice Information System, 2019. Child & Family Service, 2020.

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- Kassebaum, G., Lau, C. W., Kwack, D., Leverette, J., Allingham, E., & Marker, N. (1995). *Identifying disproportionate representaiton of ethnic groups in Hawai'i's juvenile justice system: Phase one*. Honolulu: Unviersity of Hawai'i, Center for Youth Research.
- Umemoto, K., Spencer, J., Miao, T., & Momen, S. (2012). *Disproportionate Minority Contact in the Hawai'i Juvenile Justice System: 2000-2010*. Honolulu: University of Hawai'i.