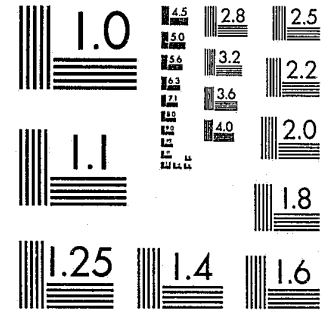


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Washington, D. C. 20531

4/29/83

STATE OF HAWAII  
JAIL OVERCROWDING PROJECT

FINAL REPORT

April 15, 1981

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National Institute of Justice

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STATE OF HAWAII  
INTAKE SERVICE CENTER  
JAIL OVERCROWDING PROJECT

FINAL REPORT

APRIL 15, 1981

LEAA Grant No. 78-ED-AX-0141

This State of Hawaii Jail Overcrowding Project Final Report was prepared as a supplement to the Project's Final Progress Report. Although the Project commenced in November 1979 and terminated in September 1980, the Report focuses primarily on a six month period where the Project was considered to be fully staffed. The research and writing required for this Report took place between February 23 and April 10, 1981.

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## PREFACE

This Jail Overcrowding Project Final Report was prepared in compliance with program guidelines and contractual agreements between the Law Enforcement Assistance Administration, Hawaii State Law Enforcement and Planning Agency (SLEPA) and the Hawaii State Intake Service Center.

The Final Report is broad in scope and is presented in eight separate sections. Section I presents an overview of the LEAA's national Jail Overcrowding Program, the State of Hawaii's Correctional Master Plan, and the State of Hawaii Intake Service Center. Section II presents an overview of Hawaii's Jail Overcrowding Project with particular emphasis on the Project as originally proposed. This discussion is necessary for the reader to receive an account of the development and implementation of the Project and its impact on the Intake Service Center. Section III provides a general summary of Project activities during the grant period. These activities are listed in two categories: (1) central intake/assessment and classification; (2) planning/criminal justice coordination. Section IV is an introduction to the evaluative/analytical portion of the Report. It explains the approach to the evaluation as well as presents the Project's outcome objective structure and its relation to supporting data. Section V presents an analysis of the extent to which

the Project has met its objectives. The analysis consists of an interpretation of supporting data in relation to each of the Project's two basic objectives and their accompanying measurable objectives and effectiveness measures. The Project's basic objectives refer to its impact upon jail overcrowding through improved facility intake and the development of alternative programs. The objectives also refer to the Project's ability to coordinate criminal justice services as well as provide planning/technical support to the Intake Service Center. Section V also analyzes the Project's impact on the Intake Service Center in terms of staffing and fiscal resources (the overall cost-effectiveness of the Project). Section VI discusses the major problem areas encountered by the Project in its effort to accomplish Project objectives. Section VII highlights the Final Report and Section VIII contains major documents relating to Project operations.

I. INTRODUCTION

A. The LEAA Jail Overcrowding and Pretrial Detainee Program

In April 1978, the State Intake Service Center was informed of a national program designed to effect a reduction in jail overcrowding. The Law Enforcement Assistance Administration's "Jail Overcrowding and Pre-trial Detainee Program" could not have come at a more timely period -- the State of Hawaii had begun to experience overcrowding directly attributed to defendants awaiting trial.

The national program had, as its program objective, the hope to reduce jail overcrowding in selected jurisdictions which have demonstrated jail overcrowding caused, in large part, by a sizeable pretrial population." It was felt that a range of strategies such as improving jail intake, expanding pretrial services, and improving jail management, could impact upon jail overcrowding. The national program also subscribed to a number of assumptions, many of which applied to Hawaii. The first assumption was that the court is "the key to any comprehensive solution to reduce jail overcrowding and excessive detainee custody time, since it: a) can effectuate and encourage the release of arrestees, b) can expedite the flow of criminal cases, and c) can employ sentencing alternatives." The second assumption was that "most jurisdictions, even those faced with a pressing

jail overcrowding problem, may not be inclined to take comprehensive and drastic steps to reduce jail intake and court delay." Thirdly, that "crash court programs designed to handle large numbers of jail defendants with additional court resources will have transitory effects." Fourth, that "the most cost-effective approach to reducing jail overcrowding is to either decriminalize certain classes of offenses or intervene prior to or shortly after arrest with early release options." Fifth, that "excessive detention time is costly in economic terms", and lastly, that "the exclusive reliance upon money bail, even when a ten percent deposit scheme is employed, discriminates against the poor."

Many of these assumptions were formally recognized by the State Intake Service Center and became the primary incentives for the agency's willingness to participate in the national program. Furthermore, the national program presented an excellent opportunity for the agency to pursue federal support and funding for its operations which were historically unavailable from the State of Hawaii. On August 14, 1978, the State Intake Service Center submitted its request for \$267,016 in program Phase II funds.

B. The State Intake Service Center and Hawaii Correctional Master Plan

The State Intake Service Center (ISC) was established through the passage of Act 179, Session Laws of



Hawaii 1973. Act 179 adopted and implemented the portion of the Hawaii Correctional Master Plan pertaining to the management and establishment of the Intake Service Centers, correctional facilities, and correctional programs. The Act further states the intent .....

"... to further a modern correctional system by establishing an integrated relationship among the agencies and institutions that have correctional responsibilities, altering the responsibilities given to such agencies and institutions, creating authority for introducing new programs, and cooperating with and utilizing agencies outside of the Hawaii Correctional system. The system will be characterized by a diversity of programs and maximum effective utilization of government and community resources to provide a correctional treatment program which responds to the safety of the community and to the need of each individual offender processed through the system."

The Hawaii Correctional Master Plan (CMP) itself is a five volume document which contains information regarding the offender profile, research and data projections, cost analysis, architectural design, and program concepts. Research and construction of the CMP was conducted over a number of years by the National Council on Crime and Delinquency and the Hawaii State Law Enforcement and Juvenile Justice Planning Agency with contributions from the State of Hawaii Executive, Judicial, and Legislative branches of the government.

The CMP directed the construction/development and integration of new and existing correctional facilities. This

was proposed in order to provide a range of secured and less secured facilities, each of which would offer an array of programs and services. These programs and services would be designed to facilitate the systematic reintegration of the offender into the community. "Systematic" reintegration implied that efficiency and effectiveness would be major objectives of any correctional service or program provided. This would be accomplished through coordination which would expand the scope of the response to crime problems beyond the traditional limits of correctional practice and thus facilitate an effective relationship between corrections, the courts, law enforcement, and other social service agencies.<sup>1</sup>

Through the adoption of the CMP, the Intake Service Center was given the responsibility of systematically coordinating the Hawaii Criminal Justice System. The agency's duties were further defined:

- To provide services for pretrial intake/screening on a voluntary basis. These services would include pre-sentence investigations, investigation for release alternatives such as bail, release on recognizance, and supervised release.

<sup>1</sup> National Clearinghouse for Criminal Justice Planning and Architecture and State Law Enforcement and Juvenile Justice Planning Agency, "Correctional Master Plan: Summary," Urbana, Illinois/State of Hawaii: 1973, 26.

- To obtain community-based diagnostic services from appropriate agencies such as half-way houses, substance abuse programs, and mental health centers. The agency would be responsible for facilitating necessary screening and referrals during intake interviews or upon referral from the court.
- To provide post-trial diagnostic services/program planning for sentenced offenders. The agency would provide recommendations for appropriate community based programs to the court.
- To provide services which would facilitate the evaluation of programs and collection and dissemination of information. The agency would take a lead role in the assessment and subsequent modification of programs and services as well as the processing of defendant/offender information for use in program planning and research.

Furthermore, through the establishment of a statutory section for the ISC, the agency was given the following directive:

"Sec: 353- Creation of Intake Service Center. (a) There shall be an Intake Service Center for each of the counties, each of which shall be directed and managed by an Executive Director appointed by the Governor pursuant to Section 353- without regard to Chapters 76 and 77, but who shall meet qualifications for the position determined by the Department of Personnel Services. Any center may be integrated with and operated concurrently with a community correctional center.

(b) It shall provide guidance and technical services for volunteer referrals and to admitted persons, correctional diagnostic and evaluation services for diversionary determinations, pre-sentence investigations for the courts, and post-sentence correctional prescription program planning for committed persons;

(c) Provide short-term residential detention for persons awaiting judicial disposition who have not been conditionally released;

(d) Provide such other personal and correctional services as needed;

(e) Monitor and record the progress of persons admitted to the Center, who undergo further treatment or who participate in prescribed correctional programs;

(f) Refer persons admitted to the Center in selected cases, to community programs pending judicial disposition or where judicial proceedings are discontinued or suspended;

(g) Provide for adult persons, correctional services including but not limited to orientation, social, psychiatric-psychological evaluations, employment counseling, social inventory and programming, medical and dental services, and referral services to community programs;

(h) It may be staffed by full-time or part-time professional staff appointed pursuant to Chapter 76, or utilize contractual professional services."

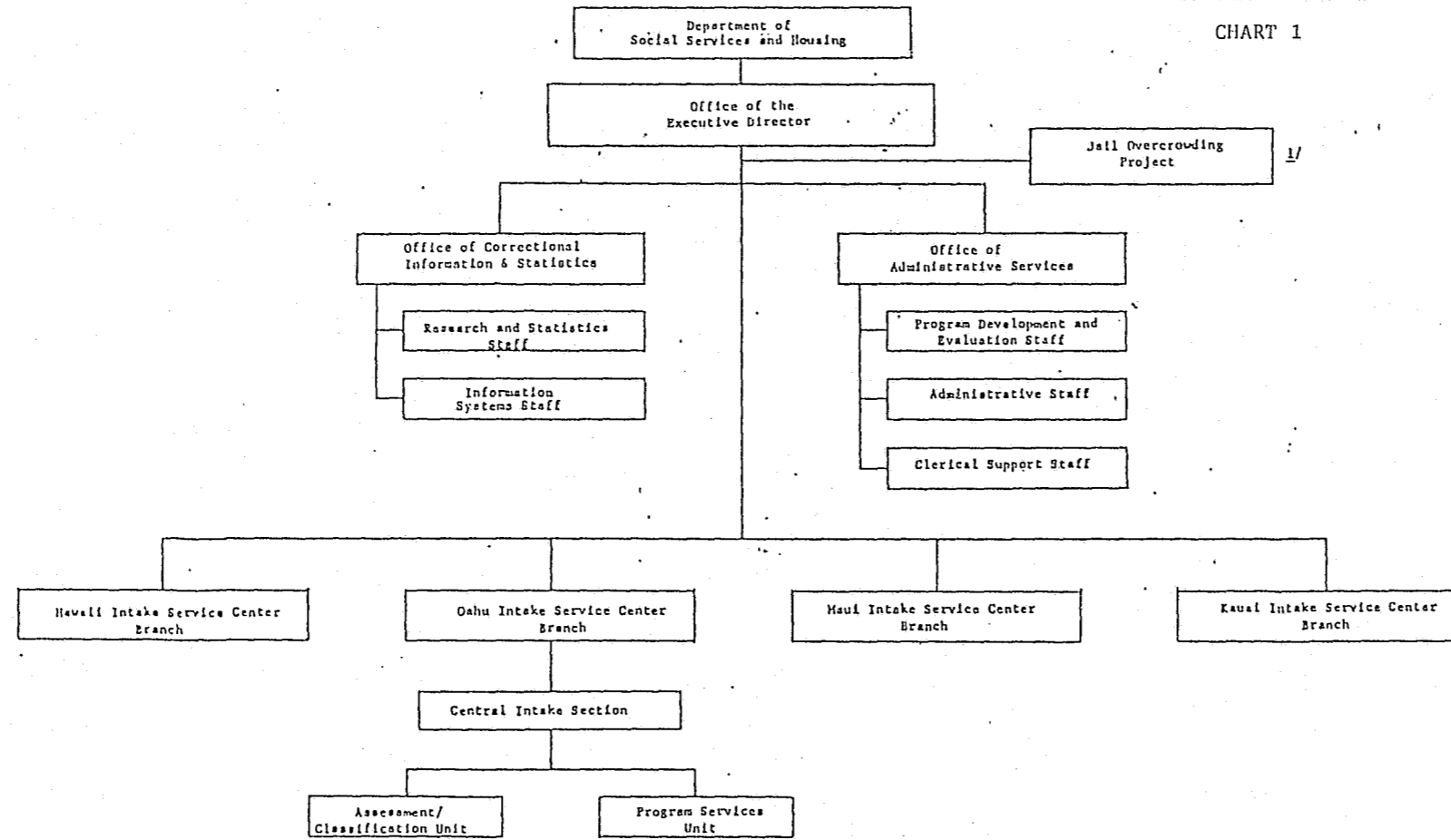
Thus, the Intake Service Center, with this rather formidable mandate was created to address the problems widely recognized by criminal justice and other officials within the State and nationwide.

The implementation of the Hawaii Correctional Master Plan

has met many roadblocks. For example, the ISC has had to continually depend on a disproportionate amount of federal support in order to initiate the accomplishment of its objectives. With virtually token support from the State to fund its skeletal organization in 1976, the ISC has expanded its staff and services primarily through the transfer of the Correctional Research and Statistics Office from the Department of Social Services and Housing in 1976 and Pretrial Services Unit from the Judiciary in 1977. ISC branches (Hawaii, Oahu, Maui, Kauai) were minimally staffed with administrators and clerical support staff commencing in 1977. Additional staff have been obtained through federally-funded (LEAA) projects such as Offender Based State Corrections Information System - Office of Correctional Information and Statistics, Needs Assessment Service Delivery, Monitoring Project, Pretrial Release Services, Jail Overcrowding, and Misdemeanant Evaluation Project. Chart 1 illustrates the current organizational structure of the Intake Service Center.

STATE OF HAWAII  
 DEPARTMENT OF SOCIAL SERVICES AND HOUSING  
 STATE INTAKE SERVICE CENTER

CHART 1



1/ Federally Funded Project to terminate on 9/30/81.

## II. HAWAII STATE JAIL OVERCROWDING PROJECT

### A. Grant Application

The Intake Service Center submitted its application for Jail Overcrowding Project funds primarily in order to address objectives consistent with the Hawaii Correctional Master Plan.

The original grant application sought to: (1) establish a systemwide intake, assessment, and classification scheme; (2) establish unit management teams in all community correctional centers; (3) develop and expand the capabilities of the ISC correctional information system; (4) increase the sensitivity of the Judiciary to the importance of pretrial decisions; (5) increase the court's participation in establishing and implementing policies affecting the release and custody of both pretrial and sentenced offenders; (6) provide the State with the capability to review and assess system program efficiency and effectiveness in dealing with jail overcrowding; and (7) provide the expansion of alternatives to pretrial detention. The overall objective of the grant was designated "to accelerate the implementation of the Hawaii Correctional Master Plan concepts and ISC functions to reduce the number of individuals incarcerated in the pretrial, pre-sentence or sentenced categories without endangering the safety of the public."

### B. Proposed Staffing and Budget

The original grant application sought to establish

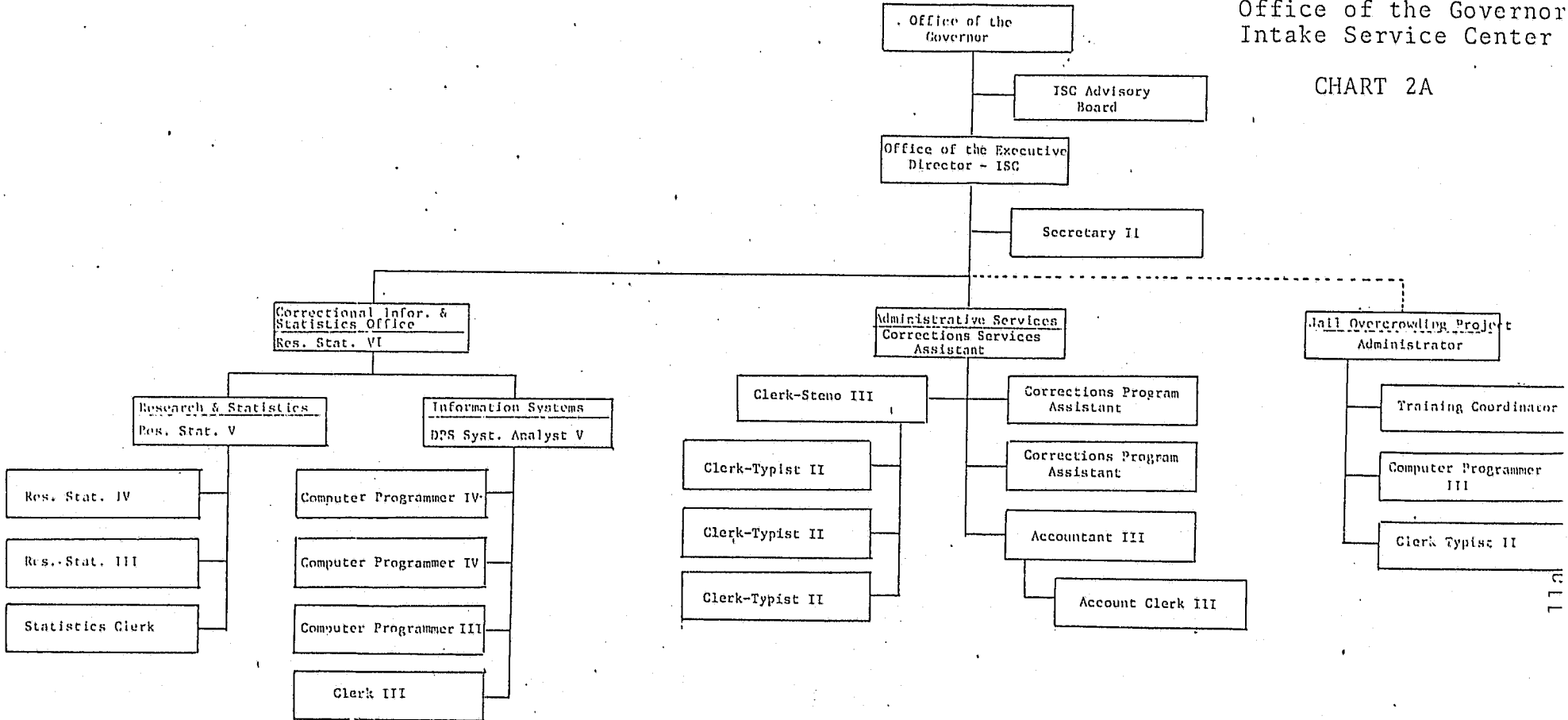
the following positions statewide:

<u>Project Administrator:</u>	Provide overall management of the grant, project development and implementation, overall coordination of activities relating to project objectives.
<u>Liaison Workers:</u>	Provide day to day contact between project and specific criminal justice agencies in relation to activities required for achievement of project objectives.
<u>Oahu Intake Unit Administrator:</u>	Manage operations level services and staff in the area of intake, assessment, and classification for Oahu county.
<u>Oahu Intake Unit Workers:</u>	Provide and supplement direct line services in the area of intake, assessment, and classification on Oahu.
<u>Kauai Intake Unit Worker:</u>	Provide and supplement direct line services in the area of intake, assessment, and classification on Kauai.
<u>Clerk-Steno II:</u>	Provide clerical and secretarial support services to the Project Administrator and the Oahu Intake Unit Administrator.

The above positions were integrated with the Intake Service Center organization as illustrated in Charts 2A and 2B.

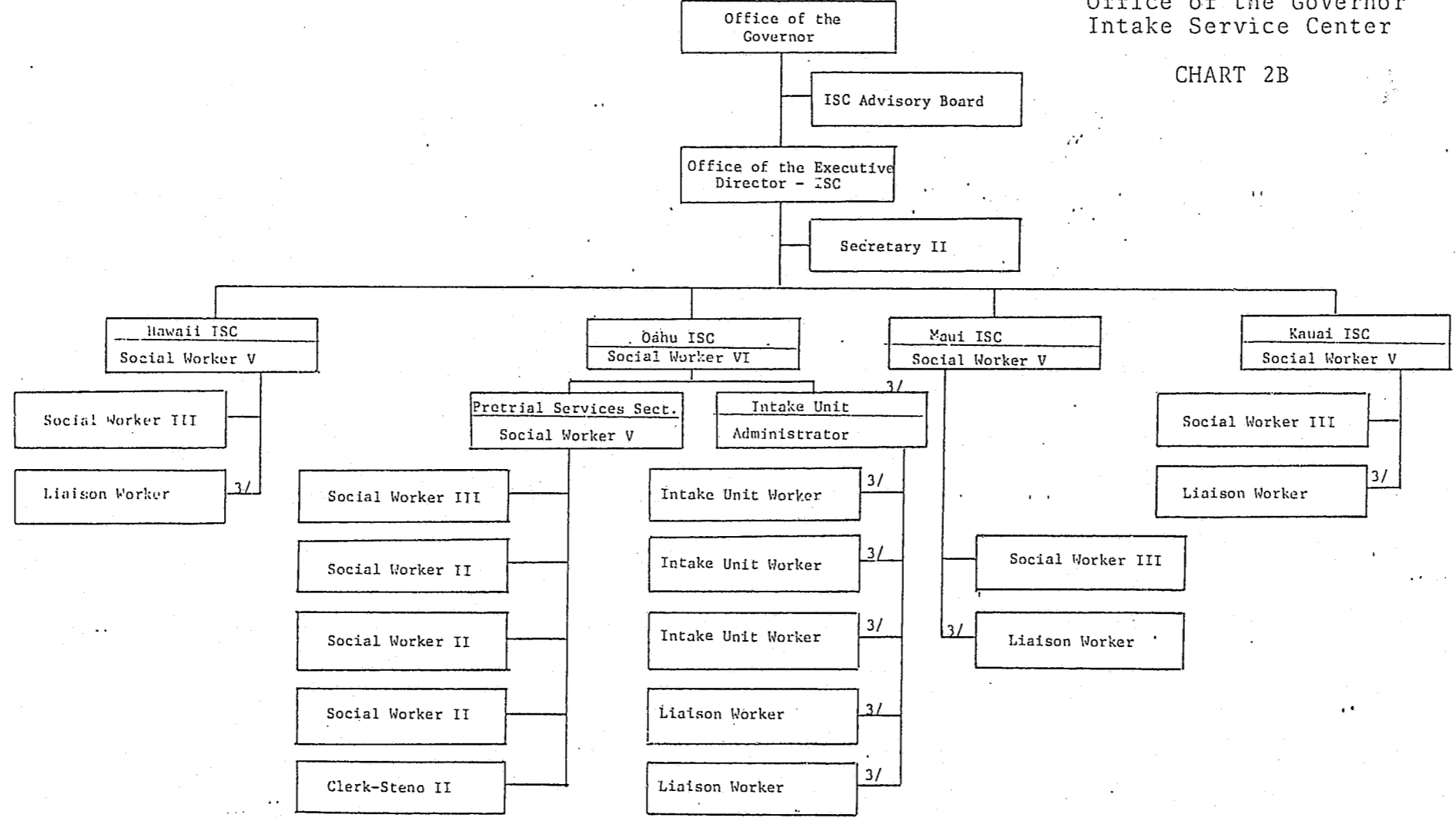
State of Hawaii  
Office of the Governor  
Intake Service Center

CHART 2A



State of Hawaii  
Office of the Governor  
Intake Service Center

CHART 2B



IIB

The original grant application proposed the following  
operating budget:



PART III - BUDGET INFORMATION

SECTION A - BUDGET SUMMARY

Grant Program, Function or Activity (a)	Federal Catalog No. (b)	Estimated Unobligated Funds		New or Revised Budget		
		Federal (c)	Non-Federal (d)	Federal (e)	Non-Federal (f)	Total (g)
1. Jail Over-		\$ 240,315	\$ 26,701	\$	\$	\$ 267,016
2. crowding						
3.						
4.						
5. TOTALS		\$ 240,315	\$ 26,701	\$	\$	\$

SECTION B - BUDGET CATEGORIES

6. Object Class Categories	- Grant Program, Function or Activity				Total (5)
	(1)	(2)	(3)	(4)	
a. Personnel	\$ 197,232	\$	\$	\$	\$ 197,232
b. Fringe Benefits	45,363				45,363
c. Travel	-0-				-0-
d. Equipment	5,320				5,320
e. Supplies	-0-				-0-
f. Contractual	5,807				5,807
g. Construction	-0-				-0-
h. Other	-0-				-0-
i. Total Direct Charges	13,294				13,294
j. Indirect Charges	-0-				-0-
k. TOTALS	\$ 267,016	\$	\$	\$	\$ 267,016
7. Program Income	\$	\$	\$	\$	\$

SECTION C - NON-FEDERAL RESOURCES:

(a) Grant Program	(b) APPLICANT	(c) STATE	(d) OTHER SOURCES	(e) TOTALS
8. Jail Overcrowding		\$ 26,701	\$	\$26,701
9.				
10.				
11.				
12. TOTALS				\$26,701

SECTION D - FORECASTED CASH NEEDS.

	Total for 1st Year	1st Quarter	2nd Quarter	3rd Quarter	4th Quarter
13. Federal	\$240,315	\$ 60,087	\$ 60,079	\$ 60,079	\$ 60,079
14. Non-Federal	26,701	6,675	6,675	6,675	6,675
15. TOTAL	\$267,016	\$ 66,753	\$ 66,754	\$ 66,754	\$ 66,753

SECTION E - BUDGET ESTIMATES OF FEDERAL FUNDS NEEDED FOR BALANCE OF THE PROJECT

(a) Grant Program	FUTURE FUNDING PERIODS (YEARS)			
	(b) FIRST	(c) SECOND	(d) THIRD	(e) FOURTH
16. Jail Overcrowding	\$100,000	\$	\$	\$
17.				
18.				
19.				
20. TOTALS	\$	\$	\$	\$

SECTION F - OTHER BUDGET INFORMATION

(Attach additional Sheets If Necessary)

21. Direct Charges

22. Indirect Charges

23. Remarks

### III. SUMMARY OF MAJOR PROJECT ACTIVITIES

#### A. Initial Project Implementation Activities

The Jail Overcrowding Project commenced on February 5, 1979 with the hiring of its Project Administrator. One of the first activities of the Project was the development of an Intake Service Center Outcome Objective Structure. This Objective Structure (Appendix A) was sorely needed by an agency struggling with a difficult and complex mandate, and unclear boundaries of responsibility within the criminal justice system. The Outcome Objective Structure was developed following a close and comprehensive analysis of the Hawaii Correctional Master Plan, Act 179 (SLH 1973), and pertinent state statutes relating to the Intake Service Center. Four basic objective areas were identified -- service, administration, conflict resolution, and community protection. Each of these basic objectives were accompanied by sets of measurable objectives and effectiveness measures which acknowledged, in comprehensive, explicit, and quantifiable terms, what the Intake Service Center was willing to accomplish and be accountable for. This same objective structure was adopted for use in the Jail Overcrowding Project Implementation Plan, which was prepared in April 1979 (this Plan was submitted to the Hawaii State Law Enforcement and Planning Agency/LEAA with the Project's first quarterly report).

The Project's Implementation Plan was developed as a management tool to guide its administration and operation. The Project itself had a wide range of responsibilities which was restructured from the original Project grant application into two major groups or categories -- "central intake/assessment and classification" and "expansion of community alternatives -- pre-arraignment and post-sentence." These two categories were intended to encompass all Project objectives and provided a listing of activities and tasks or "process objectives." These activities and tasks were to be performed by Project staff and would ultimately contribute to the achievement of the Project's objectives.

Charts 3 and 4 illustrate the process objectives (activities) which were contained in the Jail Overcrowding Project Implementation Plan.

Chart 3

Jail Overcrowding Project  
Original Process Objectives

Central Intake Assessment and Classification

Process Objectives

1. To conduct initial interviews for all persons admitted to the CCC.
2. To provide emergency services, as needed, to all persons admitted to the CCC.
3. To classify all offenders admitted to the CCC for:
  - o Security level
  - o Medical needs
  - o Psychological needs
  - o Drugs and alcohol needs
4. To make conditional diversion referrals for offenders with psychological, medical, drug, and alcohol problems.
5. To reclassify all offenders sentenced to the CCC every 6 months, or as required.
6. To conduct pre-release interviews for all persons eligible for furlough or parole.
7. To conduct presentence investigations for all cases assigned to the Intake Service Center by the Judiciary.
8. To conduct special evaluations on request from agencies in the criminal justice system and other agencies in the community.

Major Tasks and Activities

- Activity 1: Staff Recruitment
- Task 1: Establish and announce positions
  - Task 2: Review application
  - Task 3: Conduct interview
  - Task 4: Select candidates
  - Task 5: Submit applicant names for approval
  - Task 6: Establish start date
- Activity 2: Initial Staff Orientation
- Task 1: Background philosophy of Master Plan
  - Task 2: Review general orientation manual
  - Task 3: Review organization chart and request for appointment
  - Task 4: Review Hawaii Revised Statutes information sheet

- Task 5: Review fact sheet on alcohol and drugs
- Task 6: Review phasing of start at Halawa to move to CCC
- Task 7: Review Pretrial activities and detainee movement
- Task 8: Review memo of agreement between Intake Service Center and Corrections Division

- Activity 3: Select Unit Outcome Objectives from Agency Structure of Objectives
- Task 1: Review agency structure of objectives
  - Task 2: Adopt outcome objectives which characterize unit ultimate goals
  - Task 3: Determine if other outcome objectives need to be added
  - Task 4: Establish final structure of unit outcome objectives

- Activity 4: Assemble Available Intake and Classification Instruments
- Task 1: Solicit intake instruments from other jurisdictions
  - Task 2: Review intake instruments presently used by Corrections Division
  - Task 3: Review instruments gained from outside jurisdictions
  - Task 4: Rate desirable attributes to all instruments reviewed

- Activity 5: Consultant Selection
- Task 1: Request consultant recommendations from State Law Enforcement and Planning Agency, American Justice Institute, and other sources
  - Task 2: Review prospective consultant qualifications
  - Task 3: Rate consultants
  - Task 4: Select appropriate consultant
  - Task 5: Request consultant
  - Task 6: Consummate consultant agreement
  - Task 7: Repeat Task 5 if necessary
  - Task 8: Repeat Task 6 if necessary

- Activity 6: Establishing Intake, Assessment, and Classification Procedures
- Task 1: Review existing mechanisms
  - Task 2: Explore range of classification options available

- Task 3: Review practicality of existing versus proposed classification techniques
- Task 4: Review options with Corrections Division classification committee
- Task 5: Develop phased implementation schedule for establishing classification system:
  - Sub-Task 1: Security classification
  - Sub-Task 2: Medical classification
  - Sub-Task 3: Psychological classification
  - Sub-Task 4: Drug/alcohol classification
  - Sub-Task 5: Other classification
- Task 6: Implement classification procedures in accordance with schedule
- Task 7: Review classification procedures at regular intervals (every other month)

- Activity 7: Draft Intake and Classification Guidelines
- Task 1: Prepare initial outline of guidelines required
  - Task 2: Prepare rough draft
  - Task 3: Send draft guidelines out for review
  - Task 4: Amend draft as necessary
  - Task 5: Prepare final draft and distribute

- Activity 8: Staff Training on Intake and Classification Procedures
- Task 1: Discuss intake process
  - Task 2: Discuss mental health laws
  - Task 3: Hold de-briefing on Tasks 1-2
  - Task 4: Orient staff to existing intake procedures as conducted by Corrections Division
  - Task 5: Establish observation period for existing procedures
  - Task 6: Utilize interviewing course for intake workers from Drug Abuse Agency
  - Task 7: Make arrangements for technical assistance on intake procedures
  - Task 8: Hold training sessions for Branch Administrators and line staff on procedures to be adopted for the central intake unit
  - Task 9: Implement intake procedures for the intake unit
  - Task 10: Monitor intake procedures and make changes as appropriate
  - Task 11: Re-train as appropriate

- Activity 9: Physical Location of the Central Intake Unit
- Task 1: Space designation
  - Task 2: Acquisition of new equipment
  - Task 3: Identify existing inventory
  - Task 4: Clear up all other necessary details associated with the move
  - Task 5: Establish schedule for the move
  - Task 6: Move equipment and personnel to new facility

- Activity 10: Inter-Agency Agreements
- Task 1: Establish necessary cooperative arrangements with the Corrections Division
  - Task 2: Establish method of prisoner transport to the CCC if separate from Task 1
  - Task 3: Establish necessary cooperative arrangements with the Judiciary (including probation)
  - Task 4: Establish necessary cooperative arrangements with the police
  - Task 5: Establish necessary cooperative arrangements with Paroling Authority
  - Task 6: Establish necessary cooperative arrangements with private community agencies
  - Task 7: Monitor all agency agreements and alter as required

Chart 4  
 Jail Overcrowding Project  
 Original Process Objectives  
 Expansion of Community Alternatives  
 Pre-Arrest and Post-Sentence

Process Objectives

1. To work with the police to encourage the development of citation release for use with misdemeanants in (a) the field, (b) prior to booking, and/or (c) at the stationhouse.
2. To expand and make more efficient the Release on Recognizance function for: (a) regular release, (b) supervised release, and (c) 3rd party releases.
3. To establish the feasibility of the use of 10% station-house bail.
4. To work with the prosecutor and private community agencies to encourage the use of diversion programming in the areas of: (a) drug and alcohol dependency, (b) employment training, (c) psychological/psychiatric treatment, and (d) community service or restitution.
5. To work with the Judiciary to encourage sentenced diversion in the areas of: (a) drug and alcohol dependency, (b) employment training, (c) psychological/psychiatric treatment, and (d) community service or restitution.
6. To work with the Judiciary and the Probation Department to encourage the use of the probation status where there is: (a) regular supervision, (b) special conditions, and (c) the possibility of some administrative caseloads.
7. To work with the Judiciary in the area of sentence modification within the first 90 days of sentencing.
8. To work with the Corrections Division and the Paroling Authority in the use of three types of furlough: (a) week-end, (b) employment, and (c) extended.
9. To work with the Hawaii Paroling Authority on policies and procedures in the use of parole.

Activities and Tasks to Expand the Use of Community Alternatives

- Activity 1: Analysis of Existing Diversionary Services
- Task 1: Examine current status of police citation program
  - Task 2: Examine current ROR practices
  - Task 3: Examine current bail practices

- Task 4: Examine current deferred adjudication of guilty plea program
- Task 5: Examine current probation practices
- Task 6: Examine current sentence modification practices
- Task 7: Examine status of furlough program
- Task 8: Examine current parole practices

Activity 2: Prioritizing Program Expansion

- Task 1: Analyze program amenability in relationship to existing diversionary services
- Task 2: Analyze program amenability in new service areas
- Task 3: Orient Pretrial Services Unit regarding Jail Overcrowding focus
- Task 4: Generate feedback from Pretrial Services Unit
- Task 5: Develop a schedule for program expansion (including sub-tasks and time-table)
- Task 6: Re-evaluate schedule monthly

Activity 3: Program Expansion Areas, by Agency, and Initial Tasks

- Task 1: Police citation
  - Sub-Task 1: Meet police regarding citation release
  - Sub-Task 2: Offer Pretrial Services Unit Assistance in verifying offender information
  - Sub-Task 3: Perform verification service
  - Sub-Task 4: Monitor citation usage
  - Sub-Task 5: Hold periodic meetings to discuss citation usage
- Task 2: Police cooperation in ROR evaluation
  - Sub-Task 1: Meet with police regarding access to arrestees for release
  - Sub-Task 2: Hold second meeting to clarify program
  - Sub-Task 3: Draft proposed agreement with police field operations to send to the chief of police
  - Sub-Task 4: Send agreement to chief of police for approval
  - Sub-Task 5: Meet with chief of police to clarify proposal
  - Sub-Task 6: Implement program on a pilot basis

- Sub-Task 7: Review pilot program
- Sub-Task 8: Open program on a regular basis
- Sub-Task 9: Review program periodically
- Sub-Task 10: Make program changes as necessary
- Task 3: Judicial Release on Recognizance-Increase in efficiency (contingent on success of Task 2)
  - Sub Task 1: Meet with the District Court regarding access to felons at arraignment
  - Sub-Task 2: Hold second meeting to clarify program
  - Sub-Task 3: Draft proposal and submit to the administrative judge for approval
  - Sub-Task 4: Meet with administrative judge to discuss the proposal
  - Sub-Task 5: Implement program on a pilot basis
  - Sub-Task 6: Review pilot program
  - Sub-Task 7: Open program on a regular basis
  - Sub-Task 8: Review program periodically
  - Sub-Task 9: Make program changes as necessary
- Task 4: Judicial Release on Recognizance-Expansion of usage
  - Sub-Task 1: Meet with presiding criminal judge to discuss ROR program
  - Sub-Task 2: Explore strengths and weaknesses of program
  - Sub-Task 3: Have OCIS or SAC do analysis of ROR outcomes; i.e. appearance at trial
  - Sub-Task 4: Discuss with court possibility of expanding release for certain offense types
  - Sub-Task 5: Monitor any changes in release rates based on Pretrial Unit recommendations
  - Sub-Task 6: Recommend Pretrial Unit program plan for future
- Task 5: Prosecutorial Diversion
  - Sub-Task 1: Set up meeting with prosecutor to discuss diversion programming in lieu of prosecution

- Sub-Task 2: Compare potential diversion plan to deferred adjudication of guilt program
- Sub-Task 3: Set-up meeting with private community coalition to discuss opening of diversion slots
- Sub-Task 4: Discuss outcome of private agency meeting with the prosecutor
- Sub-Task 5: Establish joint meeting between the prosecutor, the ISC, and private agencies
- Sub-Task 6: Recommend plan of action for diversion programming
- Task 6: Judicial Use of Sentenced Diversion
  - Sub-Task 1: Set up meeting to discuss diversion programming in lieu of incarceration
  - Sub-Task 2: Compare potential diversion plan to deferred adjudication of guilt program
  - Sub-Task 3: Set-up private meeting coalition to discuss opening of diversion slots
  - Sub-Task 4: Discuss outcome of the private agency meeting with the Judiciary
  - Sub-Task 5: Establish joint meeting between the Judiciary, ISC, and private agencies
  - Sub-Task 6: Recommend plan of action for diversion programming
- Task 7: Judicial Use of Probation in Lieu of Incarceration
  - Sub-Task 1: Set-up meeting with the Judiciary to discuss use of probation in lieu of incarceration
  - Sub-Task 2: Determine type of offenders normally assigned regular probation
  - Sub-Task 3: Determine type of offender normally given probation with a condition of jail
  - Sub-Task 4: Explore possibility of the use of an administrative caseload technique for some misdemeanor probationers

- Sub-Task 5: Request Judiciary to consider maximization of probation assignment
- Sub-Task 6: Re-contact to discover extent of policy change
- Task 8: Judicial Use of Sentence Modification Procedures
  - Sub-Task 1: Set-up meeting with the Judiciary to discuss sentence modification policy
  - Sub-Task 2: Set-up meeting with public defenders office to discuss circumstances under which they request sentence modification
  - Sub-Task 3: Determine from OCIS and SAC statistics the profile of offender types that are grated sentence modification
  - Sub-Task 4: Hold joint meeting with Judiciary, ISC, and public defender to discuss sentence modification
  - Sub-Task 5: Submit plan for use of sentence modification
- Task 9: Corrections Division Use of Work Furlough
  - Sub-Task 1: Hold meeting with Corrections to discuss the work furlough program
  - Sub-Task 2: Explore possibilities for expanding the use of furlough
  - Sub-Task 3: Explore possibility of expanded use of alternative residential treatment facilities for persons on furlough status
  - Sub-Task 4: Hold joint meeting with Corrections, private agencies, and ISC
  - Sub-Task 5: Submit plan for increased furlough usage
- Task 10: Paroling Authority Use of Parole
  - Sub-Task 1: Set-up meeting with the Paroling Authority to discuss parole policies

- Sub-Task 2: Determine from OCIS statistics average length of stay for incarcerated sentenced defendants
- Sub-Task 3: Explore possibility of paroling some lesser felons earlier
- Sub-Task 4: Submit proposal to Paroling Authority for consideration
- Activity 4: Establish Schedule for Program Expansion Based on Priorities
  - Task 1: Gain Consensus from Branch Administrators on Program Priorities
    - Sub-Task 1: Hold meeting to discuss priorities
    - Sub-Task 2: Have each branch administrator respond for their county
    - Sub-Task 3: Develop priorities for each county in conjunction with Executive Director
    - Sub-Task 4: Establish final list of priorities
  - Task 2: Develop Phased Implementation Schedule for Completion of Each Major Activity and Task
- Activity 5: Forms Development
  - Task 1: Meet with OCIS to Discuss Current Forms in Use
  - Task 2: Identify Data Element Needs to see what Information Should be Generated
  - Task 3: Discuss Data Needs with Branch Administrators and Corrections Division
  - Task 4: Discuss Data Needs with SAC
  - Task 5: Discuss Data Needs with Police
  - Task 6: Implement New Forms as Feasible
  - Task 7: Document Forms Deleted vs. Forms Implemented
  - Task 8: Integrate Forms Implementation with Program Development



As with most other programs, the Jail Overcrowding Project's functions and activities were expanded, re-ordered, and modified. However, caution was exercised to ensure that Project activities were generally consistent with or contributing to the achievement of Project objectives. Many of the Project activities were directly affected by events which were out of the Project's or agency's control. Timing was perhaps the most critical factor in the performance and success of Project efforts. Thus, some original Project implementation dates were pushed forward, delayed, or deleted. The extent to which problems arose and affected the Project is discussed in Section VI of this Final Report.

B. Central Intake/Assessment and Classification Services

The Project actively pursued central intake/assessment and classification in early July 1979. It was apparent that a consistent and comprehensive understanding among major correctional agencies of the central intake concept/system did not exist. Thus, Project staff drafted an initial "Central Intake Concept Paper" in July 1979. The Concept Paper was revised in August 1979 following input from the Intake Service Center Central Office. Feedback was then obtained from the Intake Service Center Branch Administrators. The first meeting of the Central Intake Task Force took place on October 29, 1979. The Task Force was formed of executives and their staff from the

Corrections Division (CD) and Hawaii Paroling Authority (HPA). A series of lengthy and detailed discussions took place between October 29 and November 29, 1979 -- the date on which formal concurrence was reached between the ISC Executive Director, Corrections Division Administrator, and Hawaii Paroling Authority Chairman. Project staff provided technical assistance to the Task Force. Appendix B contains the ISC Central Intake Concept Paper.

On March 7, 1980, the Central Intake Task Force met to further delineate central intake activities with regard to responsibilities of respective ISC and community correctional center (CCC) staff. This discussion was necessary since for the first time in the Hawaii Correctional System, the facility intake process was divided between two separate agencies. This situation was created with the Hawaii Correctional Master Plan -- the Master Plan mandated the construction of community correctional centers on Oahu, Hawaii, Maui, and Kauai counties. Each of these facilities would house both the CCCs and ISCs. All statewide admissions would be processed by the respective ISC/CCC facilities. The implementation of the central intake concept for Oahu has been assumed, however, by the Oahu ISC/CCC Implementation Task Force.

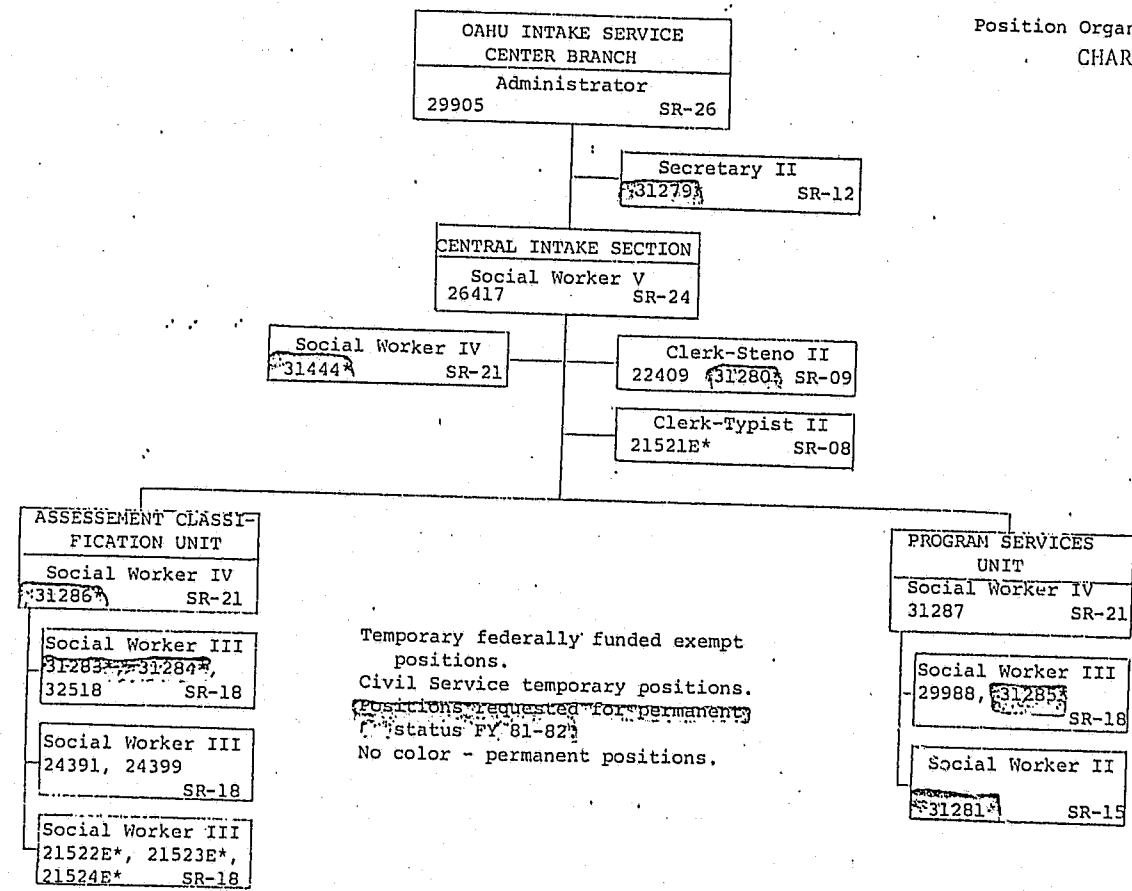
This Task Force was formulated in mid-1979 to assist

with operation of the new OISC/CCC facility. The OISC/CCC facility was the last and most complex and largest of four facilities to be completed--OISC staff moved in late August, 1979. It has also proven to be the most difficult to manage--Oahu receives the majority of defendants and offenders coupled with inadequate staffing for all of its modules and thus, has an inadequate amount of space.

When the OISC/CCC facility opened, the Oahu Intake Service Center submitted a request for staff reorganization. This reorganization was facilitated by the Project and involved the establishment of a Central Intake Section. The Central Intake Section was created to perform all intake, assessment, and classification, as well as program services for defendants detained in the Oahu ISC/CCC and Halawa High Security Facility (HHSF). The Central Intake Section was subdivided into two components appropriately titled the "Assessment Classification Unit" and "Program Services Unit." The Assessment/Classification Unit performs all initial facility intake interviews as well as bail/release evaluations at the Honolulu Police cellblock (via the Misdemeanant Evaluation Project) and the facilities. The Program Services Unit provides monitoring services for defendants released with certain conditions prior to trial. It was argued that the establishment of the Central Intake Section would facilitate the operation of the central intake concept for Oahu. Jail Overcrowding Project staff were assigned this Unit. Chart 5 illustrates the organizational structure of the Oahu ISC.

STATE OF HAWAII  
 DEPARTMENT OF SOCIAL SERVICES AND HOUSING  
 OAHU INTAKE SERVICE CENTER BRANCH

Position Organization Chart  
 CHART 5



30a

ACKNOWLEDGED:

JENSEN S.L. HEE  
 DIRECTOR OF FINANCE

Date

The activities performed by Project staff in the area of bail and release on recognizance evaluations as well as intake/screening will be discussed in more detail in Section III. C.

In relation to the development of central intake, the Interagency Task Force on Security Classification was formed to address an expressed need for a sentenced felon and not-sentenced classification system. In late May 1979, the Interagency Task Force (or "Corrections Division Classification Task Force") met to discuss the objectives, structure, and function of a classification system. The Project Administrator chaired this Task Force with all staff work provided by the Project Assistant and ISC Research and Statistics staff.

The Task Force, at the request of the Corrections Division representatives, decided to have sentenced felon classification as its first and foremost priority. Thus, Project staff initiated the development of a sentenced classification system by analyzing materials which were received by CD from the Western Region of the Federal Bureau of Prisons. A site visit by Federal Bureau of Prisons Representatives, Helene Cavior and Max Weger, was coordinated by Project staff for June 1979. During this visit, CD and ISC administrative, research, and planning staff met to

study and assess the Federal System for adoption in Hawaii. It was determined that much of what had been developed by the Bureau would be utilized in Hawaii with the exception of the wide range and varied levels of secured facilities.

In July 1979, Project staff commenced drafting a classification instrument, instructions, policies and procedures for the Task Force's review. A major effort to construct a CD Institutional Misconduct Scale was embarked on in September 1979. A two-day workshop/orientation was held with CCC security staff to reorganize the misconduct listing into levels of severity. The misconducts were to be used in "history of violence" scoring. The Task Force continued its review of the sentenced classification system. Following several revisions, the draft was approved on April 11, 1980, for use by the Corrections Division. Appendix C contains the Sentenced Felon Classification Policies and Procedures as adopted by the State of Hawaii Corrections Division.

In August 1980, the Project coordinated staff training with Mr. Max Weger of the Bureau's Western Regional Office. Mr. Weger, along with the Project Assistant, visited the four counties to orient ISC and CCC staff.

Also in September 1980, the Project contracted with Mr. Paul Isenstadt and Dr. George Downs as consultants for intake, assessment, and classification. Mr. Isenstadt was contracted as a line staff-oriented trainer and also developed

a model for comprehensive delivery of services during the intake process out of the facility. Appendix D contains this model. Dr. Downs provided the necessary expertise in developing a statistical validation design which would assist in the evaluation/restructuring of the classification instrument. Dr. Downs' report is contained in Appendix E. Project staff assisted in the collection and coding of offender data in this effort. Consultant expenses were financed through a grant from the National Institute for Corrections.

The OISC/CCC Implementation Task Force commenced development of the ISC Pretrial Security Designation (classification) in May 1980. Project staff provided all technical support to the Task Force. A draft of the Pretrial Security Designation Instrument was presented to the Task Force in May 1980 with a trial test run in July 1980. The Pretrial Security Designation System is scheduled for interim implementation in April 1981. Appendix F contains the Pretrial Security Designation Policies and Procedures as prepared by Project staff.

In July 1980, Project staff became involved in a series of meetings with criminal justice and health agencies to develop alternatives in dealing with penal code patients. "Mental health diversion" became the primary topic of discussion on August 12, 1980. The Intake Service Center would screen and divert mentally ill defendants/offenders admitted through the agency's current facility intake process at HHSF. Project staff assisted in the development

of a preliminary implementation plan for mental health services through the OISC/CCC Implementation Task Force. Work was continuing in this area during the close of the Project. Appendix G contains the original OISC Mental Health Services Implementation Plan.

Throughout the Project's existence, efforts have been made to standardize existing as well as developing new forms and an information system in coordination with the Research and Statistics and Information Systems Sections (RASAS and ISS, respectively) of the ISC Office of Correctional Information and Statistics. Appendix H contains four forms in particular which were developed during the Project's term. The Bail Release Evaluation Interview Form (ISC 3525) was developed by the RASAS and is currently being utilized by Central Intake Unit staff. The Needs Assessment Form has not been formally adopted by the agency and is currently being integrated with other existing forms. The Security Classification and Security Designation Forms (instruments) were developed by Project staff and based on those of the Federal Bureau of Prisons.

Chart 6 summarizes the activities discussed above in implementation (GANTT) format. Chart 7 illustrates the implementation format from the original Jail Overcrowding Project Implementation Plan.

JAIL OVERCROWDING PROJECT  
 ACCOMPLISHED PROGRAM ACTIVITIES  
 CENTRAL INTAKE/ASSESSMENT, AND CLASSIFICATION

CHART 6

PROGRAM ACTIVITY	1979												1980								
	FEB	MAR	APRIL	MAY	JUNE	JULY	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APRIL	MAY	JUNE	JULY	AUG	SEPT	
(1) Central intake/assessment						△	△	△												△	
(a) Preparation of concept paper.						△	△	△						△							
(b) Presentation of concept paper to County and Central Office Administrators for review and approval.								△													
(c) Formulation of Task Force on central intake with Corrections Division, Hawaii Paroling Authority, and Intake Service Center.									△												
(d) Discussion of central intake process.									△												
(e) Preparation of final central intake document.										△											
(f) Sign-off by Corrections Division, Hawaii Paroling Authority, and Intake Service Center.										△											
(g) Establishment of central intake unit for Oahu Intake Service Center.							△														
(h) Identification of facility intake/assessment procedures by OISC/CCC Implementation Task Force.														△							
(i) Assist in implementation of OISC/CCC procedures through staff work with OISC/CCC Task Force.														△	△	△	△	△	△	△	

JAIL OVERCROWDING PROJECT  
 ACCOMPLISHED PROGRAM ACTIVITIES  
 CENTRAL INTAKE/ASSESSMENT, AND CLASSIFICATION

PROGRAM ACTIVITY	1979												1980								
	FEB	MAR	APRIL	MAY	JUNE	JULY	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APRIL	MAY	JUNE	JULY	AUG	SEPT	
(2) Security Classification/Designation.					△															△	
(a) Meet with Interagency Committee on Security Classification (Corrections Division, Intake Service Center).			△																		
(b) Review of Federal Bureau of Prisons Security Classification system.					△																
(c) Arrange for Federal Bureau of Prisons site visit and consultation.					△																
(d) Coordinate orientation session for Corrections Division and Intake Service Center staff on Federal system and adoption to Hawaii.						△															
(e) Draft instrument, instructions, and policies/procedures for sentenced felon classification system.						△	—————						△								
(f) Negotiate proposed sentenced felon classification system with members of the Interagency Committee.										△	—————	△									
(g) Prepare final draft of the Sentenced Felon Classification system.													△								
(h) Provide orientation/training on Sentenced Felon Classification system to Corrections Division and facility staff (statewide).																			△		
(i) Obtain consultants to conduct statistical validation of Sentenced Felon instrument.																			△	△	

JAIL OVERCROWDING PROJECT  
 ACCOMPLISHED PROGRAM ACTIVITIES  
 CENTRAL INTAKE/ASSESSMENT, AND CLASSIFICATION

PROGRAM ACTIVITY	1979												1980								
	FEB	MAR	APRIL	MAY	JUNE	JULY	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APRIL	MAY	JUNE	JULY	AUG	SEPT	
(j) Assist in development of validation design for Sentenced Felon instrument.																			△		
(k) Conduct data collection activities for Sentenced Felon instrument validation.																			△		
(l) Distribute consultant report on validation of Sentenced Felon instrument to ISC and Corrections Division.																					
(m) Develop Pretrial Security Designation instrument, policies, and procedures as staff to OISC/CCC Implementation Task Force.															△	—————	△				
(n) Negotiate acceptable instrument, policies and procedures.															△	—————	△				
(o) Present proposed Pretrial Security Designation system to ISC Central Office and County Administrators.																			△		
(p) Facilitate adoption of Pretrial Security Designation Policies and Procedures by OISC/CCC Task Force.																			△		



JAIL OVERCROWDING PROJECT  
 ACCOMPLISHED PROGRAM ACTIVITIES  
 CENTRAL INTAKE/ASSESSMENT, AND CLASSIFICATION

PROGRAM ACTIVITY	1979												1980								
	FEB	MAR	APRIL	MAY	JUNE	JULY	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APRIL	MAY	JUNE	JULY	AUG	SEPT	
(t) Assist in development of pretrial security reliability/evaluation design.																					

JAIL OVERCROWDING PROJECT  
 ACCOMPLISHED PROGRAM ACTIVITIES  
 CENTRAL INTAKE/ASSESSMENT, AND CLASSIFICATION

PROGRAM ACTIVITY	1979												1980								
	FEB	MAR	APRIL	MAY	JUNE	JULY	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APRIL	MAY	JUNE	JULY	AUG	SEPT	
(3) Mental health services.																					
(a) Plan for mental health (diversion) services in context of facility intake with OISC/CCC Task Force.																		△	△		
(b) Participate in mental health/criminal justice task force.																		△	△		

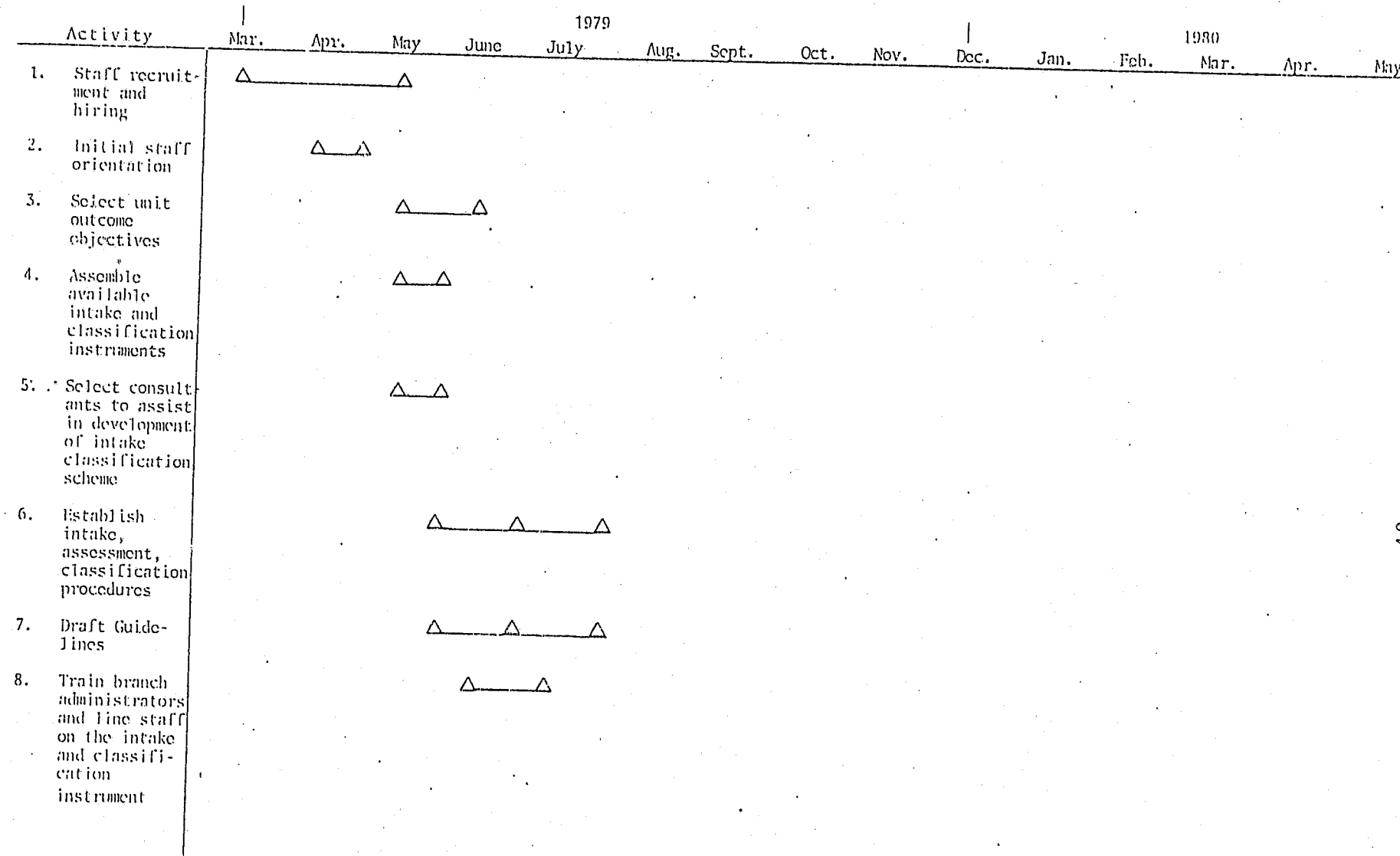
JAIL OVERCROWDING PROJECT  
 ACCOMPLISHED PROGRAM ACTIVITIES  
 CENTRAL INTAKE/ASSESSMENT, AND CLASSIFICATION

PROGRAM ACTIVITY	1979												1980								
	FEB	MAR	APRIL	MAY	JUNE	JULY	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APRIL	MAY	JUNE	JULY	AUG	SEPT	
(4) Forms development/information system development for the facility in cooperation with ISS/RASAS.					△															△	
(a) Interview/bail/release evaluation.																					△
(b) Needs Assessment.																					△
(c) Security Classification (sentenced felons).																					△
(d) Security Designation (pretrial detainees).																					△

Original Implementation Plan

Chart 7

Central Intake, Assessment, and Classification



Original Implementation Plan

Central Intake, Assessment, and Classification

Activity	1979												1980		
	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May
9. Physical move to facility					△	△									
10. Develop inter-agency agreements	△														△

C. Expansion of Diversionary Services (Alternatives to Incarceration Programs)

The Project's second major objective area was designated as the expansion and development of "diversionary" services or "alternative to incarceration" programs. The first effort relating to this objective was the examination of the current level and nature of diversionary services/programs at the Intake Service Center and criminal justice system.

In March 1979 with the completion of the Jail Overcrowding Project Implementation Plan, a series of alternative to incarceration programs were identified. These programs were felt to be viable areas where the Project could expend its resources. Also, some of these programs were designated as priorities for the Intake Service Center.

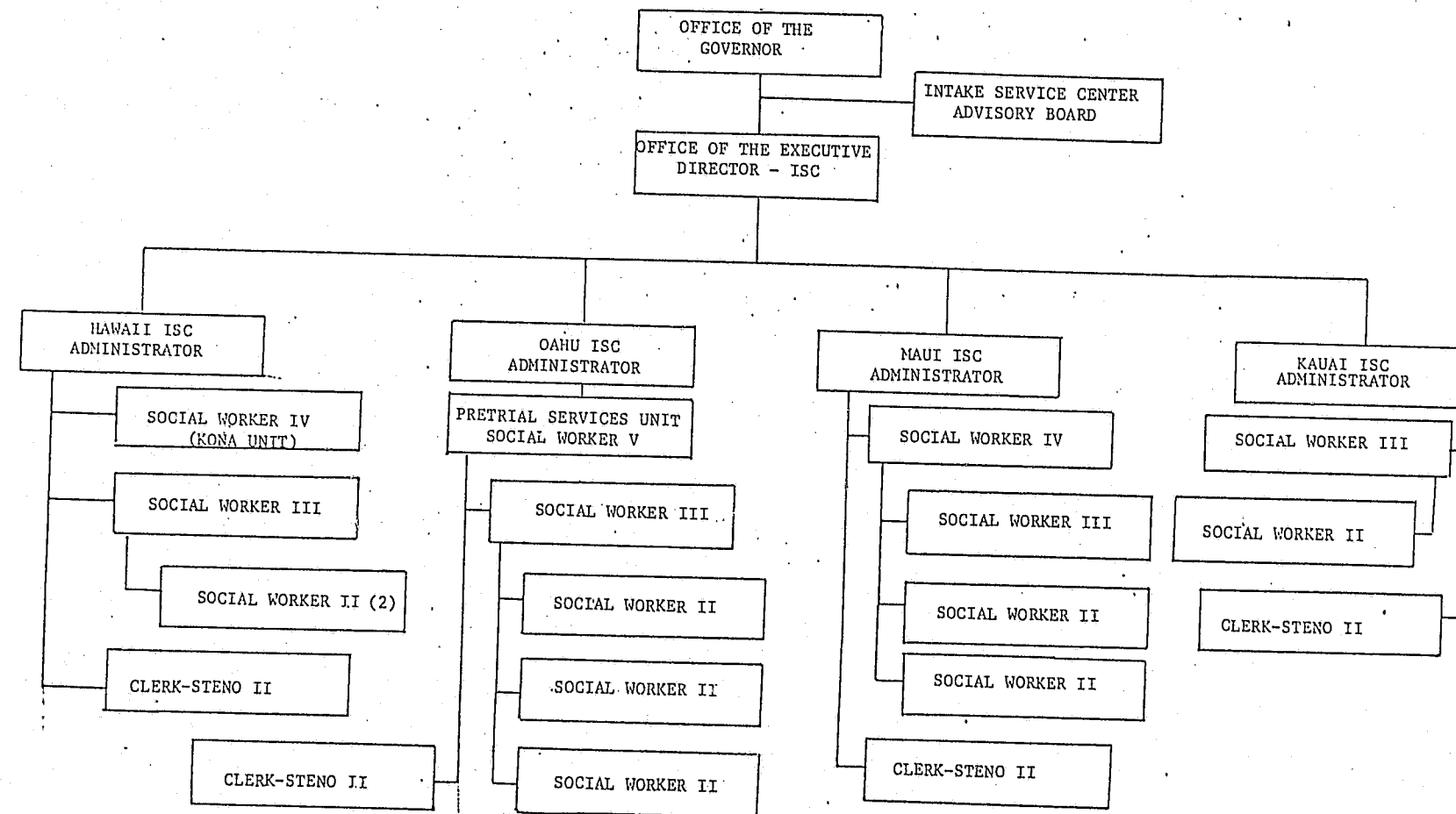
- Police citation release;
- Release on recognizance (police cellblock);
- Release on recognizance (district/circuit court);
- Expansion of release on recognizance usage;
- Prosecutorial diversion;
- Judicial diversion;
- Probation;
- Sentence modification;
- Work furlough;
- Parole.

In light of the above program areas, the Project

proceeded to examine the agency's release on recognizance function (pretrial release services) and the integration of Project line (social work) staff in all four ISC branches.

The Oahu, Hawaii, Maui, and Kauai Intake Service Centers had minimal staff available to perform their mandated services. Chart 8 illustrates the level of staffing at each branch immediately prior to the implementation of the Jail Overcrowding Project.

STATE OF HAWAII  
 OFFICE OF THE GOVERNOR  
 INTAKE SERVICE CENTERS  
 ORGANIZATIONAL CHART  
 PRE-JOB  
 JULY - DECEMBER 1978  
 CHART. 8



The Intake Service Centers, in November 1978, were allocating staff resources primarily to bail/release on recognizance evaluations at the various circuit courts and ISC/CCC facilities (except Oahu). With the addition of Project personnel, each branch was able to expand the level of scope of pretrial services. Oahu ISC was able, along with some CETA staff (who were later absorbed into the Project), to provide a higher level of bail/release on recognizance evaluations and supervision/monitoring at First Circuit Court as well as, in August 1979, open an intake unit at the Halawa High Security to perform intake/screening and assessment of all sentenced and not-sentenced admissions to the facility. The Hawaii ISC was also able to expand the level of bail/release on recognizance services at the facility and court. It was also able to begin performing diagnostic as well as pre-sentence investigations for Third Circuit Court. The Maui ISC also expanded the level of its bail/release on recognizance services at the facility and court. It began performing pre-sentence investigations for the Second Circuit Court. The Kauai ISC expanded the level of bail/release on recognizance evaluations at the facility and court and also began conducting pre-sentence investigations for the Fifth Circuit Court.

All Project line staff performed a range of tasks for bail/release evaluations of referrals received from the Court or at admission to the facility. Many of these tasks were

performed jointly by Intake Service Center staff and varied according to already existing ISC branch practices and procedures. Generally, Project staff assigned to all branches performed the following tasks (workload estimates for offender contact branches):

1. Initial Screening
  - a. Review legal documents
  - b. Complete initial screening form
2. Detainee Reception
  - a. Telephone calls to lawyer, family
  - b. Orientation to services available
3. Pretrial Investigation
  - a. Complete initial interview form (ISC 3525 is contained in Appendix H)
  - b. Verify information
  - c. Complete report and recommendation
  - d. Review recommendation with supervisor
  - e. Complete coordination - contracts and referrals
  - f. Follow-up case in court
  - g. Clerical - typing of all documents for each case

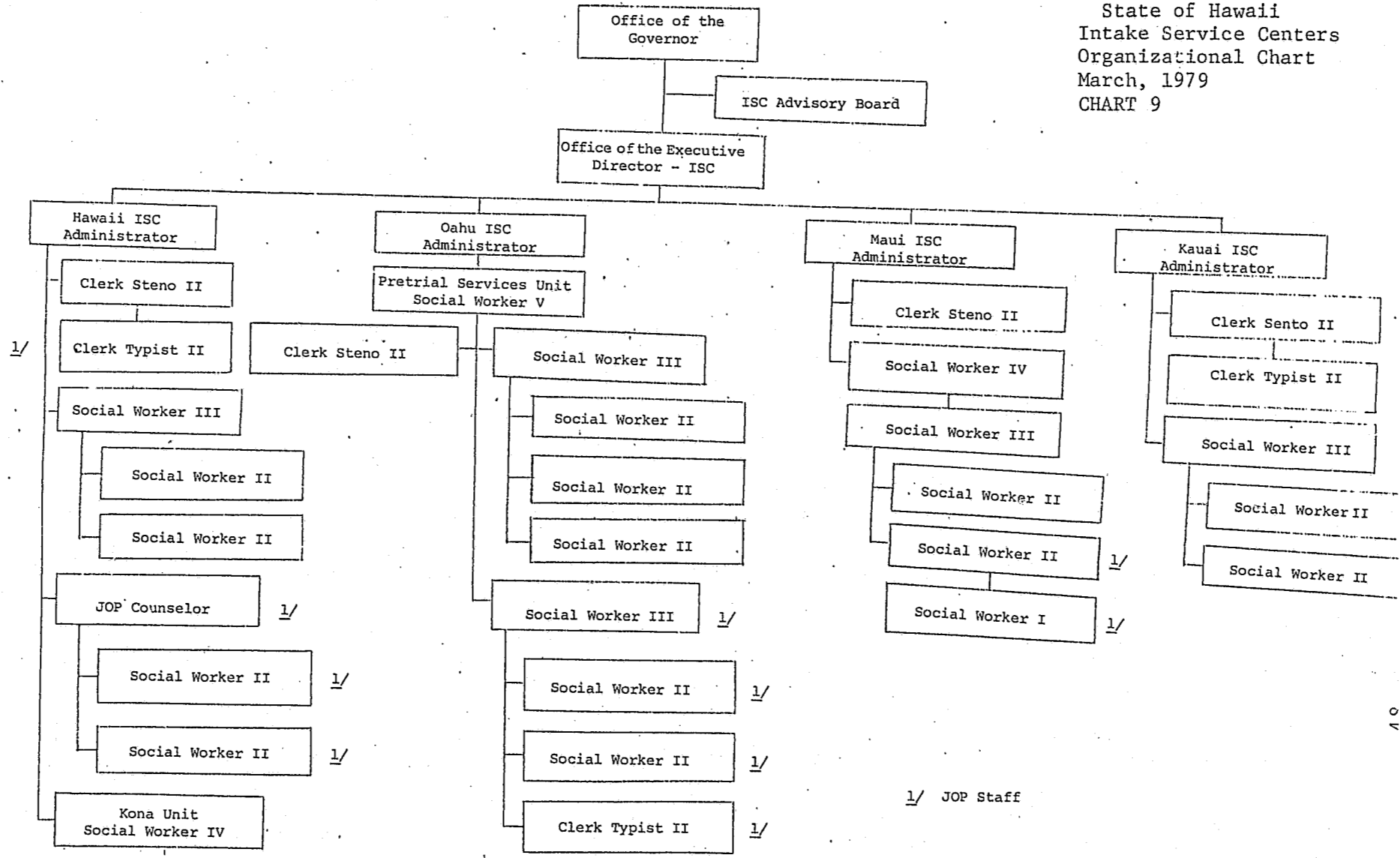
For defendants subsequently detained, an Oahu ISC staff (Halawa) provided housing security designation) and upon request, diagnostic/assessment services (referrals to community-based services, psychological/psychiatric services through the local Department of Health Courts and Corrections staff).



Monitoring of supervised release cases was provided by ISC staff at all ISC branches. Some level of diagnostic/assessment services were provided at all ISC branches. Most comprehensive diagnostic/assessment services were offered by Hawaii and Maui ISCs. These services included preparation of pre-sentence investigation reports for the Second and Third Circuit Courts.

Chart 9 illustrates the staffing structure of the ISC branches immediately following the implementation of the Project in February 1979.

State of Hawaii  
 Intake Service Centers  
 Organizational Chart  
 March, 1979  
 CHART 9



The Oahu ISC was assisted by Project staff in the development of bail/release on recognizance services to be performed at the Honolulu Police Cellblock: It was felt that pretrial services could be made even more effective by interviewing at the earliest point in the criminal justice process -- immediately following arrest. The Project coordinated negotiations between the Honolulu Police Department and the Oahu ISC from August through November 1979. In November 1979, the Project prepared a grant application to federally fund the "Misdemeanant Evaluation Pilot Project." A grant award of \$80,389 on April 15, 1980 enabled implementation of the Project to begin. Following a series of negotiations with the Honolulu Police Department regarding cellblock operations, staff security clearance, and records access and negotiations with the First Circuit District Court regarding court procedures, the Project began staff recruitment and training. Unfortunate delays resulted in the Project not fully being implemented until December 1980. With the full implementation of the Misdemeanant Project, the Oahu ISC was able to perform bail/release evaluations at all intake points in the criminal justice system -- the police cellblock, district and circuit courts, and Halawa High Security Facility (where intake is now conducted until the full transfer of the intake function to Oahu Community Correctional Center is decided upon by the Corrections Division).

In addition to the Project's involvement in the development of pretrial services, Project staff were responsible for the researching and drafting of a Report to the Legislature on Senate Resolution 169. This Senate Resolution required the Intake Service Center to study and evaluate the potential for use of alternatives to jail incarceration in the State of Hawaii. Research involving current literature and contacts with representatives of criminal justice agencies provided the basis for the Report. Project staff also integrated the Jail Overcrowding Project Implementation Plan into this Report. With the endorsement of the ISC Executive Director and ISC Advisory Board, the Report included a problem statement relating to the difficulties faced by the Hawaii Criminal Justice System with regard to overcrowding in correctional facilities and case overload at the courts, a discussion of the historical development of the ISC, a detailed analysis of facility overcrowding in Hawaii, and a discussion of the range and potential impact of selected alternative to incarceration programs. These programs included an increase in the release on recognizance function (level of service, scope of service, timeliness of service), police citation release, prosecutorial/judicial diversion, and ten percent station house bail.

The major objective of the Project in preparing this Report was to expose the decisionmakers in the Hawaii State

Legislature and criminal justice agency executives to the viable avenues of relief to facility overcrowding. It was stressed, however, that these alternative programs required the support, endorsement, and cooperation of all agencies if they were to be successful.

In line with the Report, the Project pursued federal funding from the LEAA to develop a Community Service Restitution Program (CSRP). Community service restitution, as a form of judicial diversion, was believed to be a viable program for the Intake Service Center to pursue. Project staff then prepared the CSRP concept paper and in cooperation with ISC staff, met with the Judiciary and various community agencies to discuss the implementation of a statewide program. These discussions took place during the months of April and May 1980. In May 1980, the Project prepared the ISC's Community Service Restitution Program grant application for submittal to the LEAA. A grant award of \$166,372 was received in October 1980.

In May 1980, the Project coordinated a two-day planning session for all ISC Branch (county) and Central Office Administrators and the ISC Executive Director. As a result of this session, ISC staff re-prioritized its programs and services in the face of limited fiscal and personnel resources. The prioritization proved to be necessary in the subsequent preparation of the agency's Long and Short Range Implementation Plan.

Another area of Project activity relating to diversionary services was the preparation of staff or concept papers. These papers were prepared to explore problem areas which were felt to be contributing to the jail overcrowding problem and possible methods of alleviating or reducing the problem. Topics investigated included sentence modification, court delay/processing of criminal cases, needs assessment in intake processing, and coordination of criminal justice services. Chart 10 provides a glimpse of Project activity as implemented between March 1979 and September 1981. Chart 11 illustrates activities as originally planned in the Jail Overcrowding Project Implementation Plan.

JAIL OVERCROWDING PROJECT  
 ACCOMPLISHED PROGRAM ACTIVITIES  
 EXPANSION OF DIVERSIONARY SERVICES

CHART 10

PROGRAM ACTIVITY	1979												1980								
	MAR	APRIL	MAY	JUNE	JULY	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APRIL	MAY	JUNE	JULY	AUG	SEPT		
(1) Examination of current level and nature of diversionary services.	△												△								
(a) Review pretrial release services for Oahu, Hawaii, Maui, and Kauai counties.	△																				
(b) Identify methods and priorities for service (program) expansion.	△												△								
(c) Expand facility intake services by creating intake unit at Halawa Correctional Facility (Oahu).																					
(d) Prepare program plan regarding servicing at police cellblock.																					
(e) Discuss program plan with Oahu Intake Service Center.																					
(f) Discuss program plan with Honolulu Police Department.																					
(g) Prepare grant application to LEAA.																					
(h) Assist in implementing Misdemeanant Project (meetings with Police Department staff, project staff).													△								

JAIL OVERCROWDING PROJECT  
 ACCOMPLISHED PROGRAM ACTIVITIES  
 EXPANSION OF DIVERSIONARY SERVICES

PROGRAM ACTIVITY	1979												1980								
	MAR	APRIL	MAY	JUNE	JULY	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APRIL	MAY	JUNE	JULY	AUG	SEPT.		
(2) Conduct study to determine range of alternative to incarceration programs.										△									△		
(a) prepare report on alternative to incarceration programs.										△											
(b) Present report to statewide Intake Service Center staff.													△								
(c) Determine prioritization of programs.																			△		

JAIL OVERCROWDING PROJECT  
 ACCOMPLISHED PROGRAM ACTIVITIES  
 EXPANSION OF DIVERSIONARY SERVICES

PROGRAM ACTIVITY	1979												1980								
	MAR	APRIL	MAY	JUNE	JULY	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APRIL	MAY	JUNE	JULY	AUG	SEP.		
(3) Develop program plan for community service restitution.																					
(a) Discuss plan with statewide ISC staff.																					
(b) Approach Judiciary regarding implementation of program.																					
(c) Meet with community agencies to solicit support and commitment to participate.																					
(d) Prepare grant application to submit to LEAA.																					
(e) Assist in implementation of community service restitution program.																					

JAIL OVERCROWDING PROJECT  
 ACCOMPLISHED PROGRAM ACTIVITIES  
 EXPANSION OF DIVERSIONARY SERVICES

PROGRAM ACTIVITY	1979												1980								
	MAR	APRIL	MAY	JUNE	JULY	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APRIL	MAY	JUNE	JULY	AUG	SEPT		
(4) Investigate criminal justice issues relating to efforts to divert jail population.																					
(a) Prepare staff paper on sentence modification.														△							
(b) Prepare staff paper on court delays.															△						
(c) Prepare staff paper on needs assessment.													△								
(d) Prepare staff paper on coordination of criminal justice services.														△							



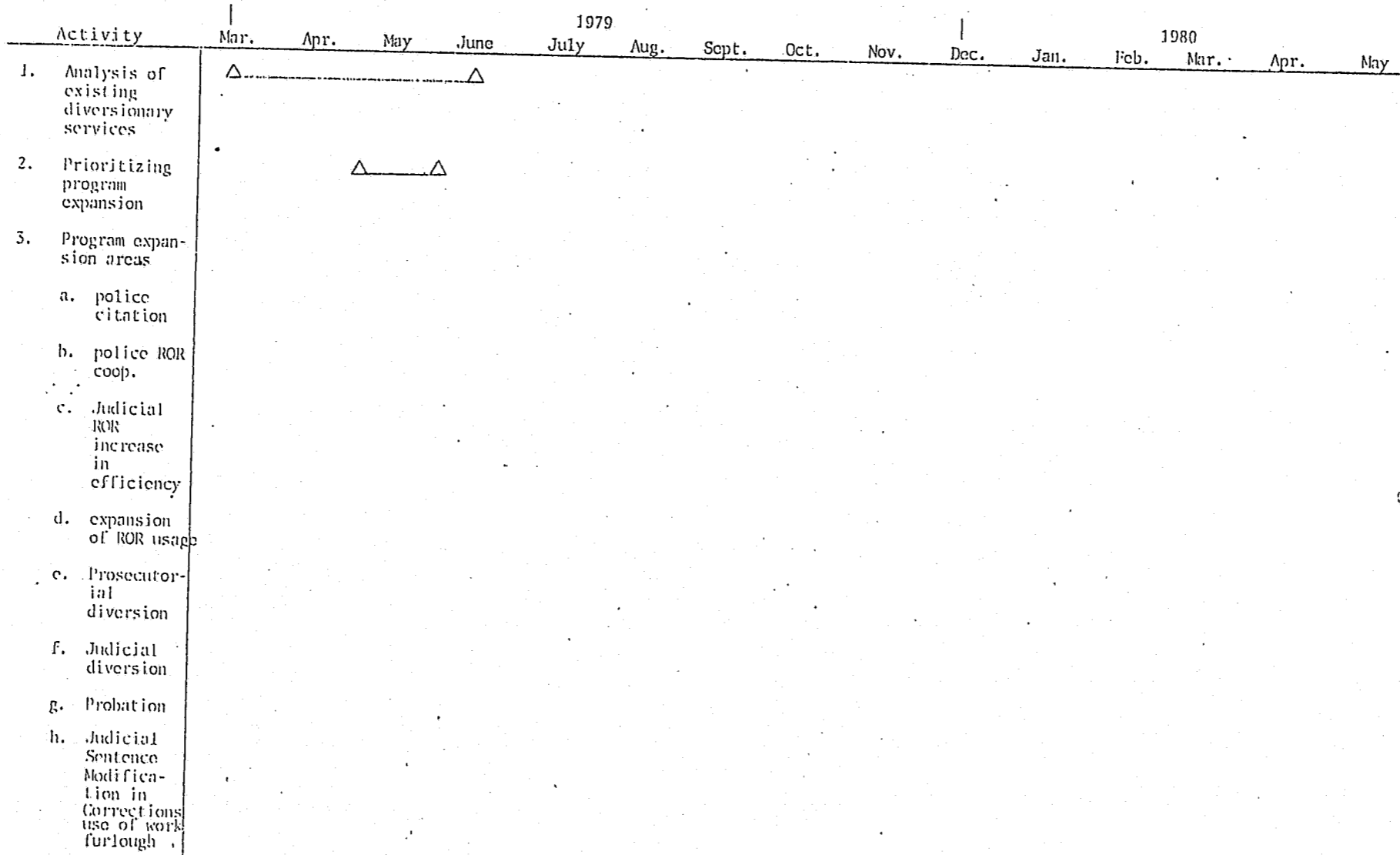
**CONTINUED**

**1 OF 25**

Original Implementation Plan

Chart 11

Expansion of Diversionary Services



Original Implementation Plan

Expansion of Diversionary Services

Activity	1979												1980		
	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May
i. Corrections use of work furlough															
k. Paroling Authority use of parole															
4. Forms develop- ment		△	—————	—————	—————	—————	—————	—————	—————	—————	—————	—————	—————	△	

D. Grant Administration/Planning/Technical Support

A third and final area of activity for the Project was grant administration, planning, and technical support. Many of these activities were directly related to the two areas discussed above. However, these efforts were considered to be projects in and of themselves, consuming significant portions of Project time to complete or to perform.

In March 1979, Project staff prepared an outcome objective structure for the Intake Service Centers. This outcome objective structure assisted the agency in identifying areas of responsibility and measures which the agency could use to determine its success. A more detailed discussion of the significance of this objective structure is provided in Section IV. A. (Preface to Analysis of Project Achievement) of this Report. The outcome objective structure was adopted by the agency and became a major policy statement. It was subsequently and routinely included in all major staff papers, grant applications, legislative testimony, reorganization requests, and program/agency plans.

The drafting of the Jail Overcrowding Project Implementation Plan in April 1979 assisted in refining and restructuring the original grant application into an operational plan. Included with the Intake Service Center Outcome Objective Structure were the Project's perception of the overcrowding situation (Problem Statement) and process objectives listing. Process objectives are a series of activities and

JAIL OVERCROWDING PROJECT  
 ACCOMPLISHED PROGRAM ACTIVITIES  
 GRANT ADMINISTRATION/PLANNING/TECHNICAL SUPPORT SERVICES

CHART 12

PROGRAM ACTIVITY	1979												1980								
	MARCH	APRIL	MAY	JUNE	JULY	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APRIL	MAY	JUNE	JULY	AUG	SEPT		
(1) Develop agency outcome objective structure addressing service, administrative, and other areas.	△																				
(2) Develop Jail Overcrowding Project Implementation Plan.		△																			
(3) Staff support to Interagency Committee on Security Classification (Corrections Division Task Force).				△	△	△	△	△	△	△	△	△	△	△	△	△	△	△	△		
(4) Staff support to OISC/CCG Implementation Task Force.													△	△	△	△	△	△	△		
(5) Provision of statewide staff training coordination.				△	△	△	△	△	△	△	△	△	△	△	△	△	△	△	△		
(6) Staff support to Executive Director	△	△	△	△	△	△	△	△	△	△	△	△	△	△	△	△	△	△	△		
(a) ISC Board	△	△	△	△	△	△	△	△	△	△	△	△	△	△	△	△	△	△	△		
(b) State Legislature	△	△	△	△	△	△	△	△	△	△	△	△	△	△	△	△	△	△	△		
(7) Development of ISC Long Range Implementation Plan.													△	△	△	△	△	△	△		
(8) Development of ISC Short Range Implementation Plan.																			△		
(9) Drafting of Administrative/Service Policies and Procedures.				△	△	△	△	△	△	△	△	△	△	△	△	△	△	△	△		
(10) Project quarterly reports, status reports, monthly reports.		△	△	△	△	△	△	△	△	△	△	△	△	△	△	△	△	△	△		

tasks which need to be performed in order for the Project (agency) to achieve its outcome objectives. Section IV. A. of this Report contains a more thorough discussion of this topic. Appendix I contains the Implementation Plan.

From May 1979 through March 1980, Project staff provided all technical and staff support to the Interagency Task Force on Security Classification. All research, drafts, and re-drafts of the Sentenced Felon Classification instrument, policies and procedures were prepared by Project staff. Appendix C contains the Sentenced Classification Policies and Procedures now utilized by the Corrections Division.

From May 1979 through May 1980, Project staff provided statewide ISC staff development/training coordination. This included the drafting of policies and procedures, forms, conducting of an orientation session for new Project and ISC staff in October 1979, as well as assisting in the processing of staff in-service and out-service training requests.

Throughout the life of the Project, staff provided assistance to the ISC Executive Director with regard to the ISC Advisory/Policy Board and the Hawaii State Legislature. This assistance was primarily in the form of research/drafting of testimony and position papers.

Quarterly reports for the State Law Enforcement and Planning Agency and LEAA, monthly reports for the ISC and status reports for the ISC Board and State Legislature were

prepared regularly by Project staff.

Between May to October 1979, Project staff assisted the ISC Office of Administrative Services in preparing a series of management and program/service oriented policies and procedures. These policies and procedures would be used by statewide staff as guidelines to implement, maintain, and if necessary, modify existing practices in the areas of staff recruitment, grievances, pretrial services, supervised release, leaves of absence, temporary assignment, and staff training.

Project staff provided technical support to the OISC/CCC Implementation Task Force. Staff were involved in research, drafting, training, and coordinating Task Force efforts in the areas of pretrial security designation, mental health services, development of an operations manual, central (facility) intake, central records, and substance abuse services. Staff support was provided commencing March 1980 and terminated at the close of the Project. Appendix F contains the ISC Pretrial Security Designation Policies and Procedures as prepared by Project staff.

The development of the ISC Long and Short Range Implementation Plans took place between April and September 1980. These Plans were based on previous commitments made by ISC County and Central Office Administrators, and the ISC Executive Director. The ISC Long Range Implementation Plan was developed as a management tool to guide agency

activities over the next six fiscal years. The Plan pertains to all 13 program areas that the agency will attempt to fully implement given the needed resources. It is more general in its approach as compared to the Short Range Implementation Plan. The Short Range Plan covers one biennium or two fiscal years. It prioritizes six program areas which will be implemented, at some level, within the next two fiscal years. The Short Range Plan was designed in greater detail and optimally, will be tailored to each county in terms of their respective operational procedures, staffing, and fiscal needs. Appendices J and K contains the ISC Long and Short Range Implementation Plans.

Chart 12 provides the grant administration, planning, and technical support activities during the term of the grant.

#### IV. PREFACE TO ANALYSIS OF PROJECT ACHIEVEMENT

##### A. Project Outcome Objective Structure

In order for an evaluation of the Jail Overcrowding Project's effectiveness to be conducted, it is necessary to review the Project's original grant as well as revised objectives. These objectives are generally consistent with those presented in the LEAA's National Jail Overcrowding and Pretrial Detainee Program Guidelines. They are also generally consistent with the State Intake Service Center's (ISC) outcome objective structure (see Appendix A), which was originally conceived by the Jail Overcrowding Project for the purpose of providing the agency with specific and measurable statements. These statements would eventually be utilized in efforts to develop the comprehensive information system and thus, to evaluate the effectiveness of the agency's programs and services.

Some of the objectives contained in the ISC outcome objective structure directly relate to the objectives of the Jail Overcrowding Project. Thus, they are included in the Project's outcome objective structure. This outcome objective structure is based on the LEAA's National Jail Overcrowding and Pretrial Detainee Program Objectives (contained in Appendix L), and the original ISC Jail Overcrowding Project Grant Application Objectives (Appendix M).

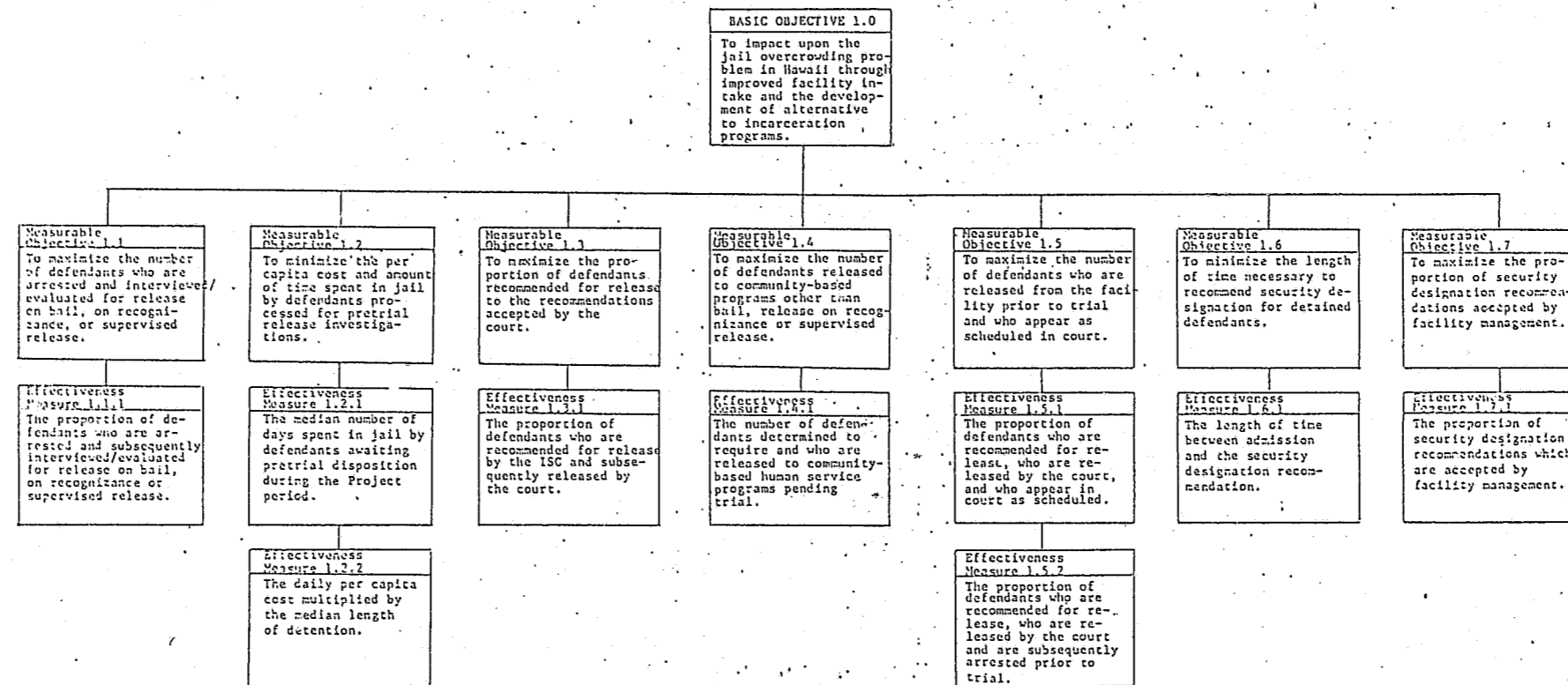
The outcome objectives portion of the structure of objectives consists of a hierarchically ordered series of

components. These components are the: (1) basic objectives; (2) transitional objectives; (3) measurable objectives; and (4) effectiveness measures. The basic objective is intended to state the primary outcomes pursued by the Project. The transitional objective defines the basic objective with further precision, which is often required by logic to be able to comprehensively state the agency's or project's measurable objectives. Transitional objectives are not included in this structure. Finally, measurable objectives state basic objectives in more exacting detail, and with more precision than do transitional objectives. Measurable objectives possess the desired attribute of measurability and achievability. The effectiveness measure will reflect the extent to which the measurable objective has been achieved. Chart 13 illustrates the Jail Overcrowding Project outcome objective structure which will be used for the analysis contained in Section V of this Report.



State of Hawaii  
 Jail Overcrowding Project  
 Outcome Objective Structure

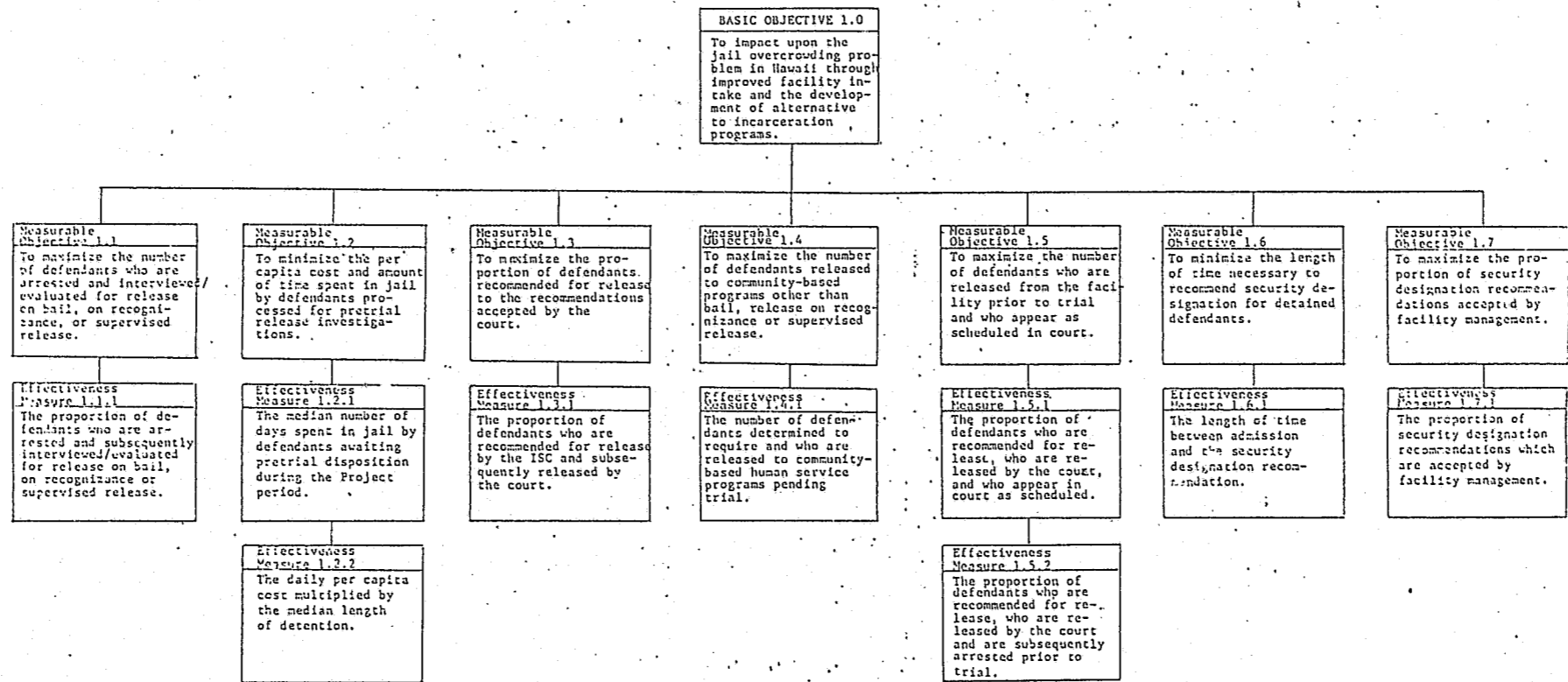
CHART 13



66

State of Hawaii  
Jail Overcrowding Project  
Outcome Objective Structure

CHART 13



66

**BASIC OBJECTIVE 2.0**  
To coordinate criminal justice services including the development of central intake, alternative to incarceration programs, and provision of planning/technical support services to the ISC.

**Measurable Objective 2.1**  
To maximize the number of instances where the Project has facilitated efforts to develop central intake for the facility.

**Effectiveness Measure 2.1.1**  
The proportion of efforts to develop central intake for the facility which were facilitated by the Project.

**Measurable Objective 2.2**  
To maximize the number of alternative to incarceration programs which are identified, planned for and implemented by the Project.

**Effectiveness Measure 2.2.1**  
The proportion of new alternative to incarceration programs which are identified and planned for by the Project.

**Effectiveness Measure 2.2.2**  
The proportion of planned alternative to incarceration programs which are implemented by the Project.

**Measurable Objective 2.3**  
To maximize the Project's assistance in activities which will assist the ISC in implementing the Hawaii Correctional Master Plan.

**Effectiveness Measure 2.3.1**  
The number and nature of planning support/technical assistance efforts provided by the Project to the ISC.

B. Basic Objective 1.0

1. Basic Objective 1.0

Basic Objective 1.0 addresses the Project's responsibility to enhance the current intake function which includes screening and evaluating/assessing non-sentenced and sentenced persons upon admission to the facility. It also addresses the Project's responsibility to develop alternative to incarceration programs. Each of these efforts are to ultimately achieve a reduction in the pretrial (not-sentenced) and sentenced jail population. This basic objective was developed in relation to the LEAA national objectives "to improve jail intake, including experimentation with the central intake process" and "to reduce jail overcrowding and costs." Basic Objective 1.0 also relates to the LEAA Phase II objectives "to establish a central intake unit, or variation, to coordinate process and administer a comprehensive jail reduction strategy" and "to expand alternatives to jail in cooperation with community agencies." Basic Objective 1.0 also relates directly to the ISC Jail Overcrowding Project grant objective "to establish a central intake, assessment, and classification unit" as well as "to reduce the number of individuals incarcerated in the pretrial, pre-sentence, or sentenced categories without endangering the safety of the public." An additional grant objective was to provide "the impetus to expand alternatives to pretrial detention through the increase

of community resources."

Basic Objective 1.0 is further delineated into seven measurable objectives. Each of these Measurable Objectives addresses a major component of what is perceived to be the method of impacting overcrowding at the facility-interview/evaluation, minimizing per capita cost in relation to jail time, recommending defendants for pretrial release, recommending defendants for other forms of release, maximizing pretrial release, classifying detained defendants based on their risk to security, and influencing the security designation of detainees.

In order to measure the extent to which the Project has achieved these measurable objectives, each has at least one effectiveness measure. The effectiveness measure is a quantifiable statement which can indicate the degree of achievement or success. Statistical data such as Project caseload and workload data are utilized for effectiveness measures.

2. Measurable Objective 1.1

Measurable Objective 1.1 is stated "to maximize the number of defendants who are arrested and interviewed/evaluated for release on bail, on recognizance or supervised release." This indicates that the Project wished to interview and evaluate as many defendants as possible for release on bail (confirmed or reduced), on recognizance (non-monetary

release with conditions). Effectiveness Measure 1.1.1 is "the proportion of defendants who are arrested and subsequently interviewed/evaluated." Thus, if the Project is successful, the proportion of defendants interviewed/evaluated should be quite large. For example, if 50% of defendants admitted to the facility are interviewed/evaluated by Project staff, this can be thought of as a satisfactory level of achievement for Measurable Objective 1.1. An 80% rate of defendants being interviewed can be thought of as a commendable level of achievement for Measurable Objective 1.1.

### 3. Measurable Objective 1.2

Measurable Objective 1.2 is stated "to minimize the per capita cost and amount of time spent in jail by defendants processed for pretrial release investigations." This indicates that the Project wishes to reduce the per capita cost (cost per defendant) of processing defendants prior to trial. This is accomplished through the release of defendants from the more costly status of incarceration. Savings achieved through this effort are viewed as beneficial to the Criminal Justice System, as well as the defendant. Effectiveness Measure 1.2.1 is the median number of days spent in jail by defendants awaiting trial. The median number of days is utilized since the length of detention for defendants is an extremely wide but skewed distribution. Therefore, the median as opposed to the mean or a mere average would be a

more accurate statistic for this case. Ideally, the median number of days in detention should be lessened if the Project is effectively impacting upon jail overcrowding. Effectiveness Measure 1.2.2 is the daily per capita cost multiplied by the median length of detention. The Project objective was to lessen this cost as a decrease in the cost of detaining defendants is regarded as a savings to the correctional/criminal justice system and to society (the tax payer). However, it is recognized that costs to society could increase or become apparent should the defendant abscond (not appear for trial) or commit another crime while released.

### 4. Measurable Objective 1.3

Measurable Objective 1.3 addresses the Project's responsibility "to maximize the proportion of defendants recommended for release to the recommendation accepted by the court." This objective provides an indication of the extent to which the Project, in the opinion of the court, provides accurate, relevant, and timely defendant information which assists in judicial decisionmaking. Effectiveness Measure 1.3.1 is the proportion of defendants who are recommended for and are subsequently released by the court. If this proportion is 100% (for every release recommendation made, the court releases that defendant) the Project, theoretically, is effecting the release of defen-

dants from incarceration by providing accurate, relevant, and timely information to the court.

5. Measurable Objective 1.4

Measurable Objective 1.4 addresses the Project's responsibility "to maximize the number of defendants released to programs other than bail, release on recognizance or supervised release." This objective relates to the Project's interest in diverting as many defendants as possible to a new or currently existing range of alternatives in the community. These non-bail/release alternatives include placement in mental health, substance abuse or vocational/employment programs and half-way residential programs. Effectiveness Measure 1.4.1 is "the number of defendants determined to require and who are released to community-based human service programs pending trial." Ideally, this number should increase during the Project to indicate maximization of non-bail/release alternatives.

6. Measurable Objective 1.5

Measurable Objective 1.5 is "to maximize the number of defendants who are released from the facility prior to trial and who appear as scheduled in court." The Project wishes to facilitate the release of as many defendants prior to trial as possible. However, it also hopes that each and every defendant on release appears in court as scheduled. First, appearance confirms or validates the

release recommendation made by Project staff and the release disposition by the court.

Secondly, appearance indicates that the community was relatively safe from harm since the defendant was not arrested for another crime while released. Effectiveness Measure 1.5.1 is "the proportion of defendants who are recommended for release, who are released by the court, and who appear in court as scheduled." Ideally, the proportion should be 100% (every defendant who is recommended for release and subsequently released appears in court as scheduled) if the Project is accomplishing Measurable Objective 1.5. Effectiveness Measure 1.5.2 is "the proportion of defendants who are recommended for release, who are released by the court, and are subsequently arrested prior to trial." This proportion should be small. In other words, it is hoped that the number of defendants being arrested prior to trial should be, ideally, zero. A small or non-existent number would indicate that the Project in conjunction with the court, properly recommended and released defendants.

7. Measurable Objective 1.6

Measurable Objective 1.6 relates to the Project's role in facility intake/screening of defendants. Pretrial security classification or "designation" of detained defendants assists in placing defendants in appropriate housing with the jail/facility. "Appropriate housing" is defined as

placement in the least secure level without endangering the safety of the public or the defendant. Effectiveness Measure 1.6.1 is "the length of time between admission and the security designation recommendation." This measure intends to determine whether the security designation recommendation made by the Project staff was timely -- the recommendation should, ideally, be made the day of admission into the facility to prevent the defendant from being held in the facility's "cage" where he/she may be subject to injury or harassment.

#### 8. Measurable Objective 1.7

Measurable Objective 1.7 relates to the Project's effort "to maximize the proportion of security designation recommendations accepted by facility management." The Project's recommendations should ideally be accepted by facility management. This acceptance implies that, in the opinion of facility staff who are "experts" in assessing security needs of detainees, Project staff have made an appropriate recommendation. Effectiveness Measure 1.7.1 is "the proportion of security designation recommendations which are accepted by facility management." This measure will indicate the extent to which the Project is making appropriate security recommendations.

#### 9. Data Sources

Data for Basic Objective 1.0 have been obtained from computerized and manual files on the defendant popu-

lation in each of the four counties. Statistics which have been made available for the Project are pretrial referrals (investigations), pretrial arrests, length of pretrial processing, failure to appear, per capita costs, pretrial facility populations, and pretrial dispositions (recommendations and acceptance by the court). These are obtained from each Intake Service Center Branch (Oahu, Hawaii, Maui, and Kauai) and from the Intake Service Center's Office of Correctional Information and Statistics (OCIS).

OCIS is one of two major support service components in the State Intake Service Center (Central Office - Honolulu). The Research and Statistics Section (RASAS) has worked with the Jail Overcrowding Project in its efforts to identify, collect, and analyze information relating to pretrial services and intake/classification. The Information Systems Section (ISS) has assisted the Project in computerizing and organizing pretrial and sentenced data as well as creating and standardizing intake/assessment forms and other data collection instruments.

Specific data files which have been made available/developed for the ISC and JOP are:

- FOCUS I (Felony Offender Computerized Update System). This is the most complete of the computerized files and contains identification, sentences, sentence expirations, medical, substance abuse and employment information on sentenced felons admitted to the Hawaii Correctional System.

- Pretrial Study File. This computerized file contains defendant sociodemographic data (e.g. sex, age, residence, citizenship, marital status, ethnicity), home, living arrangements, education, attorney, occupation, previous arrests, current offenses, prior offenses, and health. The file is not fully complete to date.
- Initial Intake Study File. This computerized system is based on the ISC/CCC (Intake Service Center/Community Correctional Center) Initial Intake Form which contains defendant information regarding sex, age, racial origin, identification, employment, marital status, residency, birthplace, admission status, aliases, and special notations (medical, psychiatric, etc.).
- FOCUS II. This file is inactive but is designed to computerize the pretrial security designation instrument developed in January 1981 by Project staff.
- Population Counts. This computerized file contains head counts and assigned counts of all facilities in the Hawaii Correctional System. The file is utilized primarily for the purpose of population projections.
- Arrest File. This computerized file is based on the OBTS/CCH Form (Offender-Based Tracking System Form).
- Monitoring Project File. This computerized file was designed to track defendants from arrest, through prosecution, adjudication, and incarceration. The System is currently incomplete, however, it contains a great deal of information which has been utilized to assess potential target populations and to define offender processing difficulties for program and services planning by the Project.
- Pretrial Detainee Files. A manual system containing the files of each defendant processed by Project and Intake Service Center staff is accessible. The files contain

legal documents, diagnostic reports, security classifications, pre-sentence investigations, and institutional-based reports for each defendant detained in the facility.

Additional source documents which provide a manual source of Project data included pretrial release statistics forms, supervised release logs, and release on recognizance/release on bail logs. These logs enabled branch staff to manually tabulate service outcomes. The source document forms are included in Appendix N.

In the analysis of Basic Objective 1.0, all sources of data and their limitations will be indicated within discussions of each measurable objective and its effectiveness measures.

#### C. Basic Objective 2.0

##### 1. Basic Objective 2.0

Basic Objective 2.0 of the Project is "to coordinate criminal justice services including the development of central intake, alternative to incarceration programs, and provision of planning/technical support services to the Intake Service Center." The analysis of Basic Objective 2.0 in Section V of this Report intends to measure Project activities and accomplishments (as presented in Section III). The analysis is facilitated by the structure of measurable objectives and effectiveness measures. Rather than only listing Project activities and accomplishments, an effort has been made to quantify or gauge the extent to which the



Project has been successful in its planning and coordinating efforts.

2. Measurable Objective 2.1

Measurable Objective 2.1 is "to maximize the number of instances where the Project has facilitated efforts to develop central intake for the facility." This defined as instances where the development and discussion of the central intake concept or components were performed/ initiated by the Project. Effectiveness Measure 2.1.1 is "the proportion of efforts to develop central intake for the facility which were facilitated by the Project." Ideally, the Project should have been involved in all of such efforts.

3. Measurable Objective 2.2

Measurable Objective 2.2 relates to the Project's responsibility "to maximize the number of alternative to incarceration programs which are identified, planned for, and implemented." Effectiveness Measure 2.2.1 is "the proportion of new alternative to incarceration programs which are identified and planned for the Project." The Project should address its responsibility by identifying as many viable alternative programs for Hawaii as possible and planning strategies for their development within the Hawaii Criminal Justice System. Effectiveness Measure 2.2.2 takes this effort one step further by measuring the Project's success in terms of program implementation. Implementation

is defined as the preparation of program grant applications/ proposals which result in some level of state, federal or private funding and subsequent operation within the community. Effectiveness Measure 2.2.2 is therefore, the proportion of planned alternative to incarceration programs which are implemented by the Project.

4. Measurable Objective 2.3.

Measurable Objective 2.3 states "to maximize the Project's assistance in activities which will assist the ISC in implementing the Hawaii Correctional Master Plan." This measurable objective relates somewhat to the previous two measurable objectives and Basic Objective 1.0. However it addresses, more specifically, the organizational and programmatic development of the Intake Service Center as an agency according to its Correctional Master Plan mandate. Effectiveness Measure 2.3.1 is "the number and nature of planning support/technical assistance efforts provided by the Project to the Intake Service Center."

5. Data Sources

The Jail Overcrowding Project has kept extensive and detailed memoranda in its files. These numbered memoranda document meetings, correspondence, and phone conversations which directly and significantly relate to Basic Objective 2.0. The Project also has a number of implementation plans, evaluative and quarterly reports, concept/staff

papers, policy statements, and correspondence which substantiate Project involvement in agency and interagency activity. These items will be utilized in the Section V analysis of Basic Objective 2.0.

V. ANALYSIS/ASSESSMENT OF PROJECT ACHIEVEMENT  
(OUTCOME OBJECTIVES)

This Section of the Jail Overcrowding Project Final Report will analyze the extent to which the Project has achieved its objectives. The outcome objective structure as presented in Section IV will be utilized to quantify the Project's level of achievement.

The Project period for which data has been collected and analyzed is July through December 1979. This period was selected based on Project staffing patterns. During July through December 1979, all Project staff at the ISC branch levels were hired and fully integrated into their operations by providing services as designated. A full discussion of the impact and relationship of Project personnel to the Intake Service Center and correctional facilities will be included in appropriate sub-sections.

A. Analysis of Basic Objective 1.0

1. Measurable Objective 1.1

Measurable Objective 1.1 reflects the Project's basic desire to release as many defendants as possible who are referred by the courts or who are already being detained in the correctional facility. In order to measure the extent to which the Project maximized this service, Effectiveness Measure 1.1.1 was developed. This measure is "the proportion of defendants who are arrested and subsequently interviewed/evaluated for release on bail, on

recognizance or supervised release."

Project data utilized for this analysis were obtained from the Hawaii Statistical Analysis Center (Uniform Crime Reports) and the ISC Pretrial Release Statistics Log. Table 1 illustrates data pertaining to Measurable Objective 1.1 "Referrals" in this data table refer to referrals received directly from the Circuit Courts. "Referrals" exclude bail/release evaluations performed at the Oahu correctional facility (Halawa High Security Facility). "Arrests" are adult defendants who have been formally charged with an offense in the Hawaii Penal Code.

TABLE 1  
MEASURABLE OBJECTIVE 1.1  
EFFECTIVENESS MEASURE 1.1.1  
ARRESTS BY REFERRALS

	July - December 1978			July - December 1979		
	ARRESTS	REFERRALS	PROPORTION OF ARRESTS REFERRED	ARRESTS	REFERRALS	PROPORTION OF ARRESTS REFERRED
OAHU	9,134	330	3.6%	8,659	281	3.2%
HAWAII	819	185	22.5%	967	279	28.8%
MAUI	1,039	74	7.1%	800	114	14.2%
KAUAI	213	48	22.5%	347	141	40.6%
STATEWIDE	11,205	637	5.6%	10,773	815	7.5%

For the County of Honolulu (Oahu Intake Service Center), the Project appeared to have a negative impact on the proportion or level of arrests which were referred to the Oahu Intake Service Center (OISC). The pre-JOP period of July - December 1978 experienced a 3.6% proportion of arrests referred whereas the post-JOP period of July - December 1979 experienced a 3.2% proportion of arrests referred. A decrease in the number of referrals was sustained by the OISC of .4% during the Project period. A plausible cause for this decrease could have been the assignment of CETA and Project staff from the Pretrial Services Unit to the Halawa High Security Facility (Intake Unit). Subsequently, the number of bail/release evaluations increased at the facility. These evaluations are excluded from Table 1. This decrease could also be coupled with the possibility that a greater number of defendants were posting early bail or denied bail, thus, resulting in a net decrease in the number of referrals by the courts.

For the County of Hawaii (Hawaii Intake Service Center), the Project appeared to have a positive impact on the proportion of arrests referred. The pre-JOP period of July - December 1978 experienced a 22.5% proportion of arrests referred whereas the post-JOP period of July - December 1978 experienced 28.8% or a 6.3% increase in the proportion of arrests referred. Unlike the OISC, the Hawaii Intake Service Center (HISC) had existing bail/

release evaluation service which operated out of the facility and the Third Circuit Court. The Project appeared to enable the HISC to receive and conduct more bail/release evaluations and thus, increase opportunities for defendants to be released from detention before their trials.

The County of Maui (Maui Intake Service Center) sustained a 7.1% proportion of arrests referred during the pre-JOP period. During the post-JOP period, a 14.2% proportion or 7.1% increase of arrests referred was experienced. The Maui Intake Service Center (MISC) had provided bail/release evaluations at the Second Circuit Court during the pre-JOP period. Upon the implementation of the Project, the bail/release evaluation services were extended to the police cellblock. The Project appeared to enable the MISC to receive and conduct more bail/release evaluations and thus, increase the availability of release to defendants who were detained.

The County of Kauai (Kauai Intake Service Center) sustained a 22.5% proportion of arrests referred during the pre-JOP period. The proportion of arrest referrals to the KISC from July - December 1979 was 40.6%. An increase of 18.1% was experienced during the post-JOP period. This increase could be attributed to the Project which facilitated an increase of release opportunities for detained defendants.

From a statewide perspective, the Project was able

to have a positive impact on the proportion of arrest referrals to the Intake Service Centers. During the pre-JOP period of July - December 1978, the proportion of arrests referred was 5.6% statewide. During the post-JOP period of July - December 1979, an increase of 1.9% was sustained. The proportion of arrests referred statewide during this period was 7.5%.

Table 2 refers to the average arrest referrals per staff per month. This data assists in an analysis of the Project's contribution to the average caseload sustained by the Oahu, Hawaii, Maui, and Kauai Intake Service Centers. The data refers to the pre and post Project periods of July - December 1978 and July - December 1979 respectively.

TABLE 2

AVERAGE ARREST REFERRALS PER STAFF PER MONTH

COUNTY/STATEWIDE	July - December 1978			July - December 1979		
	REFERRALS	STAFF	REFERRALS PER STAFF	REFERRALS	STAFF	REFERRALS PER STAFF
OAHU	55.0	9.3	5.9	46.8	12.6	3.7
HAWAII	30.8	7.5	4.1	46.6	4.5	10.3
MAUI	12.3	7.1	1.7	19.0	4.3	4.4
KAUAI	8.0	3.3	2.4	23.5	4.0	5.8
STATEWIDE	106.1	27.3	3.8	136.0	25.6	5.3

In Oahu County (OISC) there was an average of 9.3 staff members per month (of which three were Project line staff) with an average of 55 referrals per month. This resulted in a ratio of 5.9 referrals per each OISC staff per month during the period of July through December 1978. This ratio was decreased to 3.7 referrals (an average decrease of 2.2 referrals) per individual OISC staff per month from the period of July through December 1979.

In Hawaii County (HISC) there were 30.8 referrals per month for an average of 7.5 HISC staff per month (of which three were Project staff). This resulted in average monthly referrals of 4.1 per individual HISC staff during the pre-JOP period of July through December 1978. From July through December 1979 the HISC sustained 10.3 referrals per individual HISC staff (an average increase of 6.2 referrals).

In Maui County the MISC sustained 12.3 referrals for 7.1 MISC staff (of which two were Project staff) for an average of 1.7 referrals per month per individual MISC staff during the pre-JOP period. During the post-JOP period MISC referrals averaged 19 per month per 4.3 staff. Even with a decrease of 2.8 staff there was an average monthly increase of 2.7 referrals per individual MISC staff.

In Kauai County there was an average of 8 referrals each month for an average monthly staff of 3.3. During this pre-JOP period there was an average of 4.0 KISC staff (of which one was Project staff). The average monthly referrals per KISC staff were 5.3 or a 1.5 increase per staff per month.

The Project also had a statewide impact. During the pre-JOP period an average of 106.1 referrals were made each month to the State Intake Service Centers with 27.3 staff each month for an average of 3.8 referrals per individual staff per month. During the post-JOP period staff decreased from 27.3 to 25.6 per month but an increase in monthly referrals and monthly referrals per staff was experienced. Nine of the average monthly staff of 25.6 for the State Intake Service Center were Project staff.

## 2. Measurable Objective 1.2

Measurable Objective 1.2 refers to the Project's responsibility to address reduction in jail detention and secondly, reduction in per capita cost for such detention. Table 3 presents data available on jail detention and per capita cost.

Effectiveness Measure 1.2.1 states "the median number of days spent in jail by defendants awaiting pretrial disposition during the Project period." Table 2 compares median lengths of detention for each ISC county for both the pre and post - JOP periods of July - December 1978 and July - December 1979, respectively.

During both the pre and post JOP periods the length of pretrial detention at the Halawa HSF was 4.0 days. "Detention" is defined as the period of time between admission into the facility and release on bail, recognizance, or supervised release. Thus, the Project had virtually no impact on the length of pretrial detention.

The length of detention at the Hawaii ISC/CCC during the pre-JOP period was 1.0 days. Data was not available for Hawaii for the post-JOP period.

At the Maui ISC/CCC jail detention was reduced by 50% or 1.0 days following implementation of the Project. During the pre-JOP period the median length of detention was 2.0 days. During the post-JOP period the median length of detention was 1.0 days.

The median length of detention was also unchanged at the Kauai ISC/CCC. The pre-JOP period length of detention was 2.0 days. It remained at 2.0 days following implementation of the Project.

Effectiveness Measure 1.2.2 states "the daily per capita cost multiplied by the median length of detention." A comment should be made at this point with regard to Effectiveness Measure 1.2.2 per capita cost, or the daily cost of detaining one individual in the facility, is calculated by dividing costs of operating the facility over a fiscal year by the number of days during the fiscal year and then by the average number of inmates housed in the facility on any given day. Per capita cost is a difficult statistic to work with, especially when utilizing it to measure a program's or project's effectiveness. The per capita cost fluctuates according to (a) costs of utilities, (b) costs of food and other supplies, (c) costs of personnel, (d) distribution of inmates within the facility according to their security levels, (e) the number of inmates housed in the facility, and other factors. In fact, the number of inmates, in and of itself, can have a tremendous impact on per capita cost of detaining persons. It can be argued that the greater the number of inmates, the lower the per capita cost of housing each inmate. Thus, if the factor of an increasing pretrial population can be somewhat controlled for, the better our assessment of Project impact on per capita cost. Due to the limitations of this Report's sophistication other



factors cannot be controlled for. Table 4 presents data on the proportion of facility populations which are not-sentenced (pretrial) and sentenced. This data will be used in conjunction with Table 3 which specifically addressed per capita cost of detention.

TABLE 3

MEASURABLE OBJECTIVE 1.2  
 EFFECTIVENESS MEASURE 1.2.1  
 EFFECTIVENESS MEASURE 1.2.2  
 JAIL DETENTION AND PER CAPITA COST<sup>1</sup>

FACILITY	MEDIAN DAYS OF DETENTION		% CHANGE	COST OF DETENTION <sup>2</sup>		% CHANGE
	PRE-JOP	POST-JOP		PRE-JOP	POST-JOP	
OAHU ISC/CCC	4.0	4.0	0.0	\$146.36	\$156.76	+ 7.0
HAWAII ISC/CCC	1.0	N/A	N/A	\$ 48.46	N/A	N/A
MAUI ISC/CCC	2.0	1.0	-50.0	\$ 95.88	\$ 35.99	-62.0
KAUAI ISC/CCC	2.0	2.0	0.0	\$ 89.72	\$ 84.74	-6.0
STATEWIDE	2.25	N/A	N/A	\$ 95.10	N/A	N/A

1: July-December 1978 represents the pre-JOP period; July-December 1979 represents the post-JOP period.

2: Daily per capita cost multiplied by the median length of detention is thought to be the best available statistic on the cost of pretrial detention.

TABLE 4  
PRETRIAL AVERAGE MONTHLY  
FACILITY POPULATIONS  
PRE AND POST JOP PERIODS

FACILITY	JULY		AUGUST		SEPTEMBER		OCTOBER		NOVEMBER		DECEMBER		TOTAL	
	1978	1979	1978	1979	1978	1979	1978	1979	1978	1979	1978	1979	1978	1979
HALAWA HIGH SECURITY	79/100 <sup>1</sup> (79%)	86/111 (77%)	67/84 (79%)	83/109 (76%)	72/88 (81%)	89/121 (73%)	79/96 (82%)	93/124 (75%)	78/95 (82%)	92/128 (71%)	76/95 (80%)	95/129 (73%)	451/558 (80%)	538/722 (74%)
OAHU ISC/ CCC	29/275 (10%)	38/308 (12%)	49/282 (17%)	32/323 (1%)	45/289 (15%)	37/323 (11%)	54/292 (18%)	44/330 (13%)	54/296 (18%)	51/337 (15%)	57/309 (18%)	51/341 (15%)	288/1743 (16%)	253/1962 (12%)
HAWAII ISC/ CCC	16/31 (51%)	10/25 (40%)	16/29 (55%)	10/27 37%	17/32 (53%)	11/31 (35%)	19/37 (51%)	11/32 (34%)	17/36 (47%)	14/38 (37%)	9/23 (39%)	14/38 (36%)	94/188 (50%)	70/191 (36%)
MAUI ISC/ CCC	6/17 (35%)	13/32 (40%)	8/18 (44%)	12/35 (34%)	7/17 (41%)	12/31 (38%)	4/18 (22%)	10/16 (62%)	8/24 (33%)	14/40 (35%)	10/25 (40%)	14/40 (35%)	43/119 (36%)	75/194 (38%)
KAUAI ISC/ CCC	10/19 (52%)	4/23 (17%)	8/17 (47%)	5/28 (17%)	8/17 (47%)	4/25 (16%)	7/15 (46%)	5/24 (20%)	9/17 (52%)	5/22 (23%)	9/17 (52%)	3/21 (14%)	51/102 (50%)	26/143 (18%)
STATEWIDE	140/442 (31%)	151/499 (30%)	148/430 (34%)	142/522 (27%)	149/443 (30%)	153/531 (28%)	163/458 (35%)	163/526 (30%)	166/468 (35%)	176/565 (31%)	161/469 (34%)	177/569 (31%)	927/2710 (34%)	962/3212 (29%)

1: There were 79 defendants out of a total of 100 inmates at the Halawa High Security Facility. Defendants thus comprised 79% of the total inmate population from July-December 1978 (monthly average).

On Oahu, estimated per capita costs of detaining one defendant increased from \$146.36 to \$156.76 for the post-JOP period. This was a \$10.40 or 7% increase in per capita costs of detaining any given defendant.

On Hawaii, the per capita cost of detaining a defendant during the pre-JOP period was \$48.46. No data was available for the post JOP period.

The cost of detaining a defendant at the Maui ISC/CCC during the pre JOP period was \$95.88. A 62% or \$59.89 decrease in per capita detention cost was experienced during the post-JOP period.

On Kauai the pre-JOP cost of detaining a defendant at the Kauai ISC/CCC was \$89.72. A \$4.98 or 6% decrease in per capita cost was experienced during the post-JOP period.

Statewide calculations for pretrial detention costs were hampered by the unavailability of data from the county of Hawaii.

As noted in Table 4 the pretrial composition of facility populations decreased from the pre to post JOP period for every county with the exception of Maui ISC/CCC. Oahu county, as a whole, experienced an average 4% and 6% decrease in the proportion of pretrial (not-sentenced) population in its Oahu ISC/CCC and Halawa High Security facilities respectively. Hawaii county experienced an average decrease of 4% in the proportion of not sentenced population in its Hawaii ISC/CCC facility. The Kauai ISC/CCC facility experienced a 32% decrease in the

proportion of not sentenced population in its Kauai ISC/CCC facility. Maui ISC/CCC experienced a 2% increase in the proportion of not sentenced population in its facility. A decrease of 5% in the not-sentenced proportion of facility populations was experienced between the pre and post JOP periods. Thus, with the exception of Oahu and Maui counties it may be stated that the Project may have had some impact on the cost of pretrial detention given the fact that Hawaii and Kauai counties experienced a decrease in both the per capita cost of detention as well as the not-sentenced proportion of the total facility population. However, an argument might be made that the facility populations themselves as a whole increased so greatly as to lower the actual per capita cost of detaining sentenced as well as not-sentenced persons. The actual population increases between pre and post JOP periods are reflected in Table 5.

TABLE 5

PERCENT CHANGE IN NOT-SENTENCED POPULATIONS AND  
 FACILITY POPULATIONS  
 PRE AND POST JOP  
 JULY - DECEMBER 1978  
 JULY - DECEMBER 1979

FACILITY	JULY	AUGUST	SEPTEMBER	OCTOBER	NOVEMBER	DECEMBER	TOTAL
	1978/1979	1978/1979	1978/1979	1978/1979	1978/1979	1978/1979	1978/1979
OAHU (HALAWA HIGH SECURITY FACILITY)	8%/11% <sup>1</sup>	23%/29%	23%/37%	17%/29%	14%/34%	20%/35%	19%/29%
OAHU ISC/CCC	31%/12%	-34%/14%	-17%/11%	-18%/13%	-.05%/13%	11%/- .08%	-12%/12%
HAWAII ISC/CCC	-37%/-19%	-37%/- .06%	- 35%/- .03%	-42%/-13%	-17%/.05%	55%/65%	-25%/.01%
MAUI ISC/CCC	116%/88%	66%/94%	71%/82%	150%/11%	75%/66%	40%/60%	74%/63%
KAUAI ISC/CCC	-60%/21%	-37%/64%	50%/47%	28%/60%	-44%/29%	-66%/23%	-49%/40%
STATEWIDE	7%/12%	-4%/21%	2%/7%	0%/14%	6%/20%	9%/21%	3%/18%

Between July 1978 and July 1979 (pre and post ( )) there was an increase of 8% in the pretrial population while the entire facility

All counties did, in fact, experience significant increases in total facility populations (sentenced and non-sentenced). Generally, Oahu experienced an average increase in its not-sentenced population of 19% between the pre and post JOP period and an average increase of 29% of its total facility population for the Halawa High Security Facility. The Oahu ISC/CCC (Keehi Annex) experienced an average 12% decrease of its not sentenced population with an equivalent increase in its total population between the pre and post JOP periods. This decrease may be attributed to Project activities however, it may also be reflecting the increasing reliance on Halawa as a detention center for Oahu defendants between the two periods.

Hawaii ISC/CCC experienced an average decrease of 25% in its not-sentenced population but only an average increase of .01% in its total facility population for the pre and post JOP periods. Maui sustained significant average increases in both its not sentenced and total facility population of 74% and 63% respectively. Kauai sustained a 40% average increase in its facility population but experienced a 49% average decrease in the not-sentenced population between the pre and post JOP periods. Statewide average increases of 3% and 18% were sustained for the not-sentenced and total facility populations, respectively.

Thus, with accompanying increases in total facility populations between the pre and post JOP periods it appears that lowered per capita cost for jail detention was attributed to (a) increased total facility populations and (b) either less or an equivalent length of detention between the pre and post JOP period. Oahu is felt to be an exception with an actual increase in per capita cost regardless of its increased total facility populations and equivalent length of detention. However, the rise in per capita cost may be attributed to the volume of the populations, personnel (social work, security, administrative, and support staff), and mere size of the facilities.

Table 6 presents additional information regarding Measurable Objective 1.2. Relating to length of pretrial detention, the time to process should ideally have been reduced if the Project was operating optimally.

The data contained in Table 6 were obtained for the county of Oahu (they were unavailable from Hawaii, Maui, and Kauai counties) and represent sampled data (20 cases) to determine time to process referrals received from First Circuit courts. Time to process is defined as the length of time between admission and completion of the bail/release evaluation report. The period of time for analysis is August through September 1978 (pre-JOP) and August through September 1979 (post JOP). Cases were limited to pretrial felons. The limited two month analysis period and limited inclusion of pretrial felons were necessary if the data were to be consistent and complete.

TABLE 6  
TIME TO PROCESS OAHU PRETRIAL FELON REFERRALS

AUGUST - SEPTEMBER 1978  
AUGUST - SEPTEMBER 1979

TYPE OF DISPOSITION	NUMBER OF CASES		AVERAGE DAYS TO PROCESS	
	1978	1979	1978	1979
RELEASE ON RECOGNIZANCE	7.0	6.0	8.4	2.3
SUPERVISED RELEASE	3.0	8.0	11.3	7.2
CONFIRMED BAIL	9.0	3.0	13.6	2.6
REDUCED BAIL	1.0	3.0	5.0	5.3
TOTAL	20.0	20.0	11.0	4.8

Although the data are very limited for this aspect of jail detention it appears that for Oahu county the Project was somewhat able to reduce processing time for pretrial felon referrals between the pre and post JOP periods with the exception of bail reduction studies. As implied by Table 6, the time to process pretrial felon cases was reduced from an average of 11.0 to 4.8 days for all pretrial dispositions with the most significant reduction occurring for confirmed bail dispositions.

3. Measurable Objective 1.3

Measurable Objective 1.3 relates to the Project's desire "to maximize the proportion of defendants recommended for release to the recommendations accepted by the court." In order to assist in quantifying this objective Effectiveness Measure 1.3.1 is "the proportion of defendants who are recommended for release by the ISC and subsequently released by the court." Table 7 presents data relating to this measure.



TABLE 7  
 MEASURABLE OBJECTIVE 1.3  
 EFFECTIVENESS MEASURE 1.3.1  
 DEFENDANTS RECOMMENDED AND SUBSEQUENTLY RELEASED  
 JULY - DECEMBER 1978<sup>1</sup>  
 JULY - DECEMBER 1979<sup>2</sup>

FACILITY	TOTAL REFERRALS <sup>3</sup>		RELEASE RECOMMENDATIONS <sup>4</sup>		% OF TOTAL REFERRALS		RELEASE RECOMMENDATIONS ACCEPTED <sup>5</sup>		% OF RECOMMENDATIONS ACCEPTED	
	PRE-JOP	POST-JOP	PRE-JOP	POST-JOP	PRE-JOP	POST-JOP	PRE-JOP	POST-JOP	PRE-JOP	POST-JOP
OAHU ISC/CCC	330	281	87	115	26	41	78	100	90	87
HAWAII ISC/CCC	185	281	56	N/A	30	N/A	52	N/A	93	N/A
MAUI ISC/CCC	74	114	15	24	20	21	15	30 <sup>6</sup>	100	100
KAUAI ISC/CCC	48	141	10	31	21	22	10	33 <sup>6</sup>	100	100
STATEWIDE	637	817	168	N/A	26	N/A	155	N/A	92	N/A

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1: July - December 1978 is designated as the pre-JOP period.  
 2: July - December 1979 is designated as the post-JOP period.  
 3: Total referrals for bail/release evaluations received from the courts.  
 4: Number of referrals which result in release recommendations by ISC/JOP staff.  
 5: Number of release recommendations which are accepted by the courts.  
 6: These cases include those released by the courts without ISC/JOP recommendations.

During the pre-JOP period the Oahu ISC/CCC received 330 referrals for pretrial services from the First Circuit courts. Of these 330 referrals 87 defendants or 26% were recommended for release on bail, on recognizance or on supervised release. Of these 87 defendants recommended for release, 78 or 90% were accepted by the courts. During the post-JOP period 281 referrals were received from the First Circuit courts. Of these 281 referrals, 115 or 41% were recommended for release on bail, on recognizance or on supervision. Of the 115 defendants recommended for release, 100 or 87% of the recommendations were accepted by the courts. Thus, with the implementation of the Project, Oahu county experienced (a) a decrease in the number of referrals for pretrial services, (b) an increase in the total number of defendants recommended for release, and (c) a decrease in the proportion but increase in the actual number of recommendations accepted by the courts.

Hawaii county data is incomplete. An analysis of the impact of the Project cannot be made.

During the pre-JOP period Maui county received 74 referrals from the Second Circuit courts. Of these 74 referrals 15 defendants or 20% were recommended for release. All 15 recommendations or 100% were accepted for release by the courts. During the post JOP period 114 referrals were received by the Maui ISC while 24 or 21% of these referrals were recommended for release. Of the 24 release recommendations all 24 or 100% of the recommendations were accepted by the courts. With the

implementation of the Project in Maui county the following results were experienced: (a) an increase in the number of referrals received from the courts, (b) an increase in the number of recommendations for release, and (c) an increase in the actual number of but no change with regard to the percentage of recommendations accepted by the courts.

On Kauai there were 48 referrals received from the Fifth Circuit courts during the pre JOP period. Ten or 21% of these referrals were recommended for release on recognizance, on bail or on supervision. All 10 or 100% of the recommendations were accepted by the courts. During the post-JOP period 141 referrals were received by Kauai ISC from the courts. Thirty-one or 22% of these referrals were subsequently recommended for release with all 31 or 100% recommendations accepted by the court. The implementation of the Project on Kauai resulted in the following: (a) an increase in the number of referrals received from the Fifth Circuit courts, (b) an increase in the number of release recommendations made, and (c) an increase in the number but no change in the rate of acceptance of release recommendations by the courts.

Due to the unavailability of Hawaii county data a state-wide assessment cannot be performed.

The overall increase in the number of referrals from circuit courts between the pre and post JOP periods may be explained by the following factors: (a) the courts may have been more willing to refer cases to the respective ISCs since

they had more staff and thus increased capability for evaluating/accepting pretrial referrals and (b) there was an increase in the number of arrests between the pre and post JOP periods and thus a subsequent increase in the number of defendants to be referred.

Table 8 presents arrest data and percent changes for the pre and post JOP periods. When reviewing this data it appears that Hawaii and Kauai counties were the only counties which experienced significant increases in arrest rates between the pre and post JOP periods. Kauai sustained a shocking 62% increase in arrests for the post JOP period. Oahu county experienced a 5% decrease in arrests for the post JOP period while Maui experienced a 23% decrease for the same period. Statewide, a slight decrease of 3% was evident between pre and post JOP periods.

TABLE 8

ARRESTS AND PERCENT CHANGES DURING PRE AND POST JOP PERIODS  
 JULY - DECEMBER 1978  
 JULY - DECEMBER 1979

COUNTY	JULY			AUGUST			SEPTEMBER			OCTOBER			NOVEMBER			DECEMBER			TOTAL		
	1978	1979	% CHANGE	1978	1979	% CHANGE	1978	1979	% CHANGE	1978	1979	% CHANGE	1978	1979	% CHANGE	1978	1979	% CHANGE	1978	1979	% CHANGE
OAHU	1703	1412	-17%	1554	1692	8%	1518	1412	-6%	1347	1449	7%	1556	1424	-8%	1456	1270	-12%	9134	8659	-5%
HAWAII	144	154	6%	137	124	-9%	186	130	-30%	168	163	-2%	94	158	68%	90	238	164%	819	967	18%
MAUI	183	106	-42%	143	130	-9%	173	135	-21%	199	122	-38%	143	99	-30%	198	208	5%	1039	800	-23%
KAUAI	32	37	15%	29	71	144%	30	71	136%	27	48	77%	39	56	43%	56	64	14%	213	347	62%
STATEWIDE	2062	1709	-17%	1863	2017	8%	1907	1748	8%	1741	1782	2%	1832	1737	-5%	1800	1780	-1%	11205	10773	-3%

Considering the data as presented in Table 8 it is probable that the courts themselves were sole contributors to the increased number of pretrial referrals to the ISCs in Oahu and Maui counties. This rationale is based on the fact that the number of referrals increased while arrests actually decreased. Kauai county experienced a significant increase in the number of referrals along with a significant increase in the number of arrests.

#### 4. Measurable Objective 1.4

Measurable Objective 1.4 addresses the Project's interest in maximizing the number of defendants who are released or referred to community based programs other than the traditional release on bail, on recognizance, or on supervision. In order to quantify the Project's achievement in this area Effectiveness Measure 1.4.1 was developed. This measure is "the number of defendants determined to require and who are released to community - based programs pending trial." Ideally, the Project would wish to have the number of human service referrals as a significant proportion of total referrals for pretrial services received from the courts. Table 9 presents pre and post JOP data on Measurable Objective 1.4.

TABLE 9

MEASURABLE OBJECTIVE 1.4  
 EFFECTIVENESS MEASURE 1.4.1  
 PERCENTAGE OF SERVICE REFERRALS TO CASES  
 PRE AND POST JOP  
 JULY - DECEMBER 1978  
 JULY - DECEMBER 1979

FACILITY	TOTAL REFERRALS (CASES)		SERVICE REFERRALS MADE		PERCENTAGE OF REFERRALS/CASES	
	1978	1979	1978	1979	1978	1979
OAHU ISC/CCC	330	281	0	0	0%	0%
HAWAII ISC/CCC	185	279	0	N/A	0%	N/A
MAUI ISC/CCC	74	114	1	0	1.3%	0%
KAUAI ISC/CCC	48	141	1	4	2.1%	2.8%
STATEWIDE	637	815	2	N/A	.3%	N/A

Data contained in Table 9 reveals that an almost negligible amount of referrals were made for both pre and post JOP periods for all ISC branches. It is difficult to conclude anything with this data as there is a real possibility that such data was not regularly documented on source documents and thus, not systematically collected for the two time periods. It is also widely recognized that very few community-based programs were available during the pre and post JOP periods. All six referrals made during July through December 1978 and July through December 1979 were referrals for psychiatric examinations or transfers to Hawaii State Hospital for commitment. It would be dangerous to assume that these were the only referrals made during the pre and post JOP periods. Thus, the impact of the Project regarding Measurable Objective 1.4 is inconclusive.

#### 5. Measurable Objective 1.5

Measurable Objective 1.5 addresses the Project's concern with ensuring appearances by released defendants who were screened and interviewed by ISC/JOP staff. It is assumed that with careful screening a recommendation can be made to the courts by ISC/JOP staff which results in an informed decision by the judge to detain or release a defendant prior to trial. Effectiveness Measures 1.5.1 is "the proportion of defendants who are recommended for release, who are released by the court and who appear in court as scheduled." "Appearance" is defined as presence at any court proceeding including the actual trial. Effectiveness Measure 1.5.2 is "the proportion of defendants who are recommended for release, who are released by the court and are subsequently arrested prior to trial." "Failure to appear" statistics indicate non-appearance and signify bench warrants issued for defendants failing to appear in court as scheduled.

Table 10 presents data relating to Measurable Objective 1.5.

TABLE 10  
 MEASURABLE OBJECTIVE 1.5  
 EFFECTIVENESS MEASURE 1.5.1  
 EFFECTIVENESS MEASURE 1.5.2  
 RELEASE AND APPEARANCE RATES  
 PRE AND POST JOP

COUNTY	RELEASE RECOMMENDATIONS		ACCEPTED RELEASE RECOMMENDATIONS		APPEARANCES AS SCHEDULED		FAILURE <sup>1</sup> TO APPEAR	
	JULY-DECEMBER 1978	JULY-DECEMBER 1979	JULY-DECEMBER 1978	JULY-DECEMBER 1979	JULY-DECEMBER 1978	JULY-DECEMBER 1979	JULY-DECEMBER 1978	JULY-DECEMBER 1979
OAHU	87	115	78	100	N/A	85	N/A	15
HAWAII	56	N/A	52	N/A	N/A	N/A	N/A	N/A
MAUI	15	24	15	30	15	30	0	0
KAUAI	10	31	10	33	10	31	0	2
STATEWIDE	168	N/A	155	N/A	N/A	N/A	N/A	N/A

1: For release on recognizance and supervised release cases only.



Unfortunately, data for Oahu and Hawaii counties are not available so a complete analysis cannot be made.

Maui county data reveals an appearance rate of 100% for both the pre- and post-JOP periods. During the pre-JOP period, each of the defendants recommended for and who were subsequently released appeared in court as scheduled. Each of the 30 defendants who were released (of which 24 were actually screened for by ISC/JOP staff and recommended for release) appeared in court as scheduled.

For Kauai county 10 of 10 defendants recommended for release and subsequently released appeared in court as scheduled. The appearance rate was thus 100% during the pre-JOP period. For the post JOP-period, 31 of 33 defendants who were released actually appeared in court as scheduled. The two defendants who failed to appear cannot be necessarily identified as ISC/JOP clients. The post JOP appearance rate was still, however, satisfactory for Kauai county.

A statewide analysis of the Project's level of achievement for Measurable Objective 1.5 cannot be made due to the unavailability of data.

#### 6. Measurable Objective 1.6

Measurable Objective 1.6 addresses the Project's effort to assist in developing the centralized facility intake process. A major activity in facility intake pertains to the classification of defendants and sentenced persons for the purposes of housing. This classification is traditionally based on the risk to security that a defendant or offender (sentenced person) presents at admission and at subsequent re-evaluations during detention or incarceration.

The Project was heavily involved in the development of a sentenced felon classification system and was the primary source of staffwork and research required for the development of the pretrial security designation system. The pretrial security designation system was not implemented during the life of the Jail Overcrowding Project thus no data is available for Effectiveness Measure 1.6.1.

The security designation recommendations made during the pre and post JOP periods were offered by one (1) Project staff on Oahu only. This individual staff member (Oahu ISC Social Worker III) completed housing assignments for every defendant and offender during the course of the intake interview at the Halawa High Security Facility. The assignment was made utilizing an interim evaluation form called the "Housing Inventory Form" as developed by Halawa High Security Facility Staff. The ISC Pretrial Security Designation Form was to have replaced the Housing Inventory Form upon implemen-

tation.

In Kauai, Hawaii, and Maui counties no Project or ISC staff performed security designation evaluations for pretrial detainees.

Due to the delay in the development and implementation of a pretrial security designation system the Project had virtually no impact on the length of time between admission and security designation recommendations for pretrial detainees.

7. Measurable Objective 1.7

Please refer to discussion contained in section relating to Measurable Objective 1.6.

The conclusion can be made that the Project had no impact on the proportion of security designation recommendations which were accepted by facility management (Effectiveness Measure 1.7.1).

B. Basic Objective 2.0

Basic Objective 2.0 relates to the Project's responsibility to develop alternative to incarceration programs and services as the primary method of reducing jail (pretrial) populations. The Project itself became a major catalyst within the State Intake Service Centers and the Hawaii Criminal Justice System by investigating and developing a number of these programs and services. The measurable objectives relating to Basic Objective 2.0 attempt to capture the level of the Project's accomplishment in this area.

1. Measurable Objective 2.1

Measurable Objective 2.1 states "to maximize the number of instances where the Project has facilitated efforts to develop central intake for the facility." Effectiveness Measure 2.1.1 is "the proportion of efforts to develop central intake for the facility which were facilitated by the Project." Chart 14 lists the central intake activities which took place during the Project period of February 1979 through September 1981.

CHART 14

MEASURABLE OBJECTIVE 2.1  
EFFECTIVENESS MEASURE 2.2.1

DEVELOPMENT OF CENTRAL INTAKE

CENTRAL INTAKE ACTIVITY	PARTICIPANTS								COORDINATOR/ INITIATOR
	Corrections Division	Hawaii Paroling Authority	Judiciary	Police	Prosecutor	Public Defender	SLEPA	Intake Service Center	
Preparation of central intake concept paper including central intake task listing								X	X
Formulation of Central Intake Task Force	X	X						X	X
Presentation of central intake concept paper to Task Force								X	X
Facilitate adoption of central intake concept paper	X	X						X	X
Develop central intake task listing for major intake points								X	X
Development of central intake implementation plan								X	X
Integrate central intake concept with OISC intake function (OISC/CCC Implementation Task Force)	X							X	X

The Project had assumed a lead role in the development of a central intake concept for the Hawaii Criminal Justice System. The concept focused on three (3) major intake points in the system -- the "field" (Police cellblock upon arrest and the courts), the secured facility (at admission), and the non-secured program/administrative area of the facility (services would be provided to released defendants/offenders or "walk-ins"). At each of these intake points, a series of activities and tasks would be performed by the respective agencies such as the Intake Service Center or facility staff (Corrections Division). The concept needed to be reviewed and negotiated (please refer to Section III. B. of this Report) before being transformed into a fairly acceptable and workable document. The approved "Central Intake Concept Paper" as prepared by Project staff is contained in Appendix B.

Although the Project was able to coordinate central intake activities with the Corrections Division and Hawaii Paroling Authority as well as the ISC, it was not able to approach other criminal justice agencies such as the Judiciary, Police Department, Prosecuting Attorney, Public Defender or State Law Enforcement Planning Agency (SLEPA). These agencies were to eventually be consulted on the concept from a wider, criminal justice system perspective. In this respect, the task of fully investigating, developing and implementing the central intake concept in Hawaii was not accomplished.

From a correctional facility standpoint, the Project was fairly successful in identifying major intake functions and the agencies which ideally should perform them. Handicapped with sometimes conflicting state statutes and overlapping state or agency policies, the Hawaii Correctional System has always been plagued by undefined roles for its organizational components; namely, the Corrections Division and Intake Service Centers. Identifying clear lines of authority and mandate was a most difficult and tedious task. Much of this discussion is continuing beyond the life of the Project and is utilizing the Project's Central Intake Concept Paper and implementation plan as working documents. The OISC/CCC Implementation Task Force is the primary mechanism for the implementation of the central intake concept in Hawaii's correctional facilities -- the Oahu, Hawaii, Maui and Kauai Community Correctional Centers.

Two of the Project's major accomplishments with regard to central intake were the development of a sentenced felon classification system and pretrial security designation system. Each system consisted of an instrument developed for the purpose of scoring individuals for security risk based on a set number of criteria, instructions to staff for completing the instrument, and policies/procedures which provided the overall operational and administrative framework for the system. Each system required months of meetings, research, and staffwork. Both the sentenced and pretrial systems were previously discussed in Section III.B. of this Report.

The sentenced felon classification system, was based on a model developed by the Federal Bureau of Prisons. The Jail Overcrowding Project provided all staff work and coordinated technical assistance received in relation to the systems. Technical assistance was provided primarily through the ISC's Office of Correctional Information and Statistics, the Western Regional Office of the Federal Bureau of Prisons, and consultants hired through a National Institute for Corrections Grant obtained by the Project for security classification training and statistical validation research. The Sentenced Felon Classification Policies and Procedures, Pretrial Security Designation Policies and Procedures, Staff Training Modules and consultant report on Predicting Security Risk with the Classification Instruments are contained in Appendices C, F, O and E respectively.

#### 2. Measurable Objective 2.2

Measurable Objective 2.2 refers to the Project's responsibility "to maximize the number of alternative to incarceration programs which are identified, planned for, and implemented by the Project." The State of Hawaii, at the initial implementation of the Project in February 1979, had an extremely limited number of diversionary programs other than the more traditional bail release, probation, and parole. Bail release was granted by the court (Judiciary) as with probation. These two pretrial and post-sentence alternatives were administered by the Judiciary on Oahu until the

transfer of the Pretrial Services Unit to the Oahu Intake Service Center in 1978. The Hawaii, Kauai, and Maui Intake Service Centers received their staff commencing in 1978. The Hawaii Paroling Authority continues to manage parole release dispositions and supervision.

Thus, the Project, given its resources and an 18-month lifespan identified an entire range of alternative to incarceration programs which were currently being developed or operated on the U.S. mainland. As will be discussed in Section VI of this Report, one of the major obstacles faced by the Project and Intake Service Centers alike was the growing unpopularity of community-based correctional or "diversion" programs. This negative public segment it increasingly difficult for many criminal justice agencies to explore alternative methods of processing defendants through the system. Furthermore, some criminal justice agencies themselves are not receptive or ready for change within the system.

One of the first major efforts of the Project in identifying alternative to incarceration programs was to outline a list of alternatives and a plan of action for their implementation. The Jail Overcrowding Project Implementation Plan (April 1979) provided an avenue for identifying these programs. This Report was discussed in Section III.C.

The Report to the Hawaii State Legislature on Senate Resolution 169 (December 1979) provided a second avenue of

exploring these alternatives in greater detail. The Report on Senate Resolution 169 (SR 169) described the program concepts analyzed their applicability to Hawaii, and discussed their potential for impacting on facility overcrowding. This Report is contained in Appendix P .

A third document which was developed by the Project was the ISC Long Range Implementation Plan (LRP). This Plan addressed the outcome objectives of the agency, the process statements (activities) and resources which would need to be performed and obtained over the long range period of three biennial (six fiscal years). All agency efforts during this long range period would pertain to the thirteen program/service areas. Many of these program/service areas were diversionary in nature. The Long Range Plan is contained in Appendix K .

The ISC Short Range Plan (SRP) was drafted by the Project from September through October. This Plan pertained to two fiscal years or one biennium where the agency would pursue implementation of several of its program/service areas. The Short Range Plan was much more detailed than the Long Range Plan and included specific tasks which would need to be performed in order to accomplish the agency's process statements and outcome objectives. The Short Range Plan is contained in Appendix J .

Chart 15 addresses Measurable Objective 2.2 by providing information on Effectiveness Measure 2.2.1 and 2.2.2.

CHART 15  
 MEASURABLE OBJECTIVE 2.2  
 EFFECTIVENESS MEASURE 2.2.1  
 EFFECTIVENESS MEASURE 2.2.2  
 DEVELOPMENT OF ALTERNATIVE TO INCARCERATION PROGRAMS

ALTERNATIVE PROGRAM	SOURCE	PLANNED	IMPLEMENTED
Expansion of pretrial release services (a) Police cellblock (b) Circuit Court (c) District Court (d) Facility	JOP SR 169 LRP SRP	X X X X	X X X X
Citation Release	JOP SR 169	X	
Ten Percent Bail	JOP SR 169 LRP	X	
Community Service Restitution	JOP LRP SRP	X	X
Probation	JOP LRP	X	
Work Furlough	JOP SRP LRP	X	
Mental Health Services	JOP SR 169 LRP SRP	X	
Employment/Vocational Services	JOP SR 169 LRP	X	
Alcohol/Drug Services	JOP SR 169 LRP SRP	X	
Neighborhood Justice Centers	SR 169 LRP SRP	X	
Parole	JOP LRP SRP	X	

KEY: JOP (Jail Overcrowding Project Implementation Plan)  
 SR 169 (Report To The Senate On Senate Resolution 169)  
 LRP (ISC Long Range Implementation Plan)  
 SRP (ISC Short Range Implementation Plan)

There are eleven alternative to incarceration programs which were identified by the Project within at least two of the Project's four major planning documents prepared for the Intake Service Center. Each of these programs were planned for in that they were identified and discussed in a major planning document. A few of the programs were integrated into the Project's Central Intake Concept Paper and working documents such as staff papers and implementation plans. Only two major program areas, however, were fully implemented.

The expansion of pretrial release services became the major priority of both the Project and the Intake Service Center. This was due to the fact that pretrial release services were: (a) firmly established and publically accepted as a function of the Intake Service Center, (b) currently being provided but at a minimal level at the courts, and (c) being recognized as services which could be offered at other criminal justice system intake points in addition to the courts. Pretrial release services were fully implemented in that the Project enabled Oahu ISC to perform its central intake function at the Halawa High Security Facility. Prior to the Project, no Oahu ISC staff were located at this facility. Upon implementation of the Project bail/release evaluations, security/housing assignments, and the provision of screening/assessment and referral services were initiated.

Furthermore, the Project was able to prepare a federal grant which enabled the Oahu ISC to provide bail/release evaluations at the Honolulu Police Cellblock with nine additional social work (line) staff.

The Hawaii ISC, with Project staff, as able to expand its bail/release evaluation services at the Hawaii ISC/CCC and courts as well as commence diagnostic assessment and pre-sentence investigation services.

The Maui ISC was able to expand its bail/release evaluation services at the Maui ISC/CCC, courts and the Maui Police Department. Maui ISC staff were also free to perform pre-sentence investigation services for the courts.

The Kauai ISC was able to expand its bail/release evaluation services at the Kauai ISC/CCC and at the courts.

The second program to be fully implemented was the Community Service Restitution Program (CSRP). Project staff prepared a concept paper, federal grant application and were able to secure \$166,382 from the LEAA for a demonstration program in Hawaii, Maui, and Kauai counties. Community service restitution is widely recognized as a viable sentencing alternative and will be fully integrated into the operations of the Intake Service Centers in early 1981. The original CSRP Concept Paper is contained in Appendix Q.

With regard to the remaining programs/services, the Project was not able to fully implement them during the Project period. One of the major obstacles was the lack of

fiscal and personnel resources as well as technical capability to carry out these functions. Furthermore, many of these programs required both conceptual and operational support from other criminal justice agencies. The Project was unable to secure the necessary commitment from such agencies. The Project may also have over-committed itself in terms of providing staff support in the development, implementation, and monitoring of these programs. Thus, the Project was not able to fully accomplish Measurable Objective 2.2.

### 3. Measurable Objective 2.3

Measurable Objective 2.3 addresses the Project's responsibility to maximize its assistance in activities which will assist the Intake Service Center in implementing the Hawaii Correctional Master Plan (CMP).

Very early in its development, the Project recognized that in order to function as optimally as possible, it would be necessary to fully integrate its resources with those of the ISC. The ISC, with its mandate from the CMP was responsible for performing a range of assessment/diagnostic services and developing a range of alternative to incarceration (diversion) programs/services for the pretrial and sentenced populations.

At the initial implementation of the Project in February 1979, the agency had very limited line staff in each of its branches and a very limited planning capability. Since

1977, the agency had been expanding at a snail's pace with each legislative session providing a minimal allocation of fiscal and personnel resources on a temporary basis. Thus, the agency was forced to solicit federal support in order to fulfill its CMP mandate.

The JOP objectives were quite compatible with the CMP mandate for the ISC. It became apparent that the Project would be able to assist the agency in accomplishing a significant portion of its mandate. Effectiveness Measure 2.3.1 states "the number and nature of planning support/technical assistance efforts provided by the Project to the ISC." This effectiveness measure was developed in order to capture, to some extent, the degree to which the Project was able to assist the Intake Service Center (and the Hawaii Criminal Justice System) in the development and coordination of community-based and institutional-based programs and services. Chart 16 presents information relating to Effectiveness Measure 2.3.1.



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Chart 16  
 Measurable Objective 2.3  
 Effectiveness Measure 2.3.1.  
 Planning Technical Support Activities  
 Provided By The Project.

ACTIVITIES RELATING TO THE HAWAII CORRECTIONAL MASTER PLAN	AGENCY SPECIFIC	PROJECT SPECIFIC	FACILITATED/ COORDINATED BY THE PROJECT	STAFF WORK PROVIDED BY THE PROJECT
<u>Program/Service Development</u>				
(1) Identification of alternative to incarceration programs and services	X	X	X	X
(2) Expansion of bail/release evaluation services	X	X	X	X
(a) Police Cellblock	X		X	X
(b) Facility (Intake Unit)		X	X	X
(c) Circuit/District Courts	X			
(3) Development of central intake concept and implementation plan	X	X	X	X
(4) Sentenced felon classification system development		X	X	X
(5) Integration of pre-sentence investigation for ISC	X			X
(a) Concept/staff paper				X
(b) Analysis for budget request				X
(6) Exploration of Liliha House (residential/half way house) use for felons; renewal of current contract	X		X	
(7) Exploration of neighborhood justice center development in community		X	X	

ACTIVITIES RELATING TO THE HAWAII CORRECTIONAL MASTER PLAN	AGENCY SPECIFIC	PROJECT SPECIFIC	FACILITATED/ COORDINATED BY THE PROJECT	STAFF WORK PROVIDED BY THE PROJECT
(8) Development/Implementation of Community Service restitution program	X		X	X
(a) Concept paper				X
(b) Grant				X
(c) Administration/Management			X	
(9) Development/Planning of mental health diversion services	X			X
(10) Development/Planning of substance abuse services	X			
<u>Criminal Justice Coordination</u>				
(1) Contact with Hawaii State Sentencing Project	X		X	
(2) Provision of support to ISC Board in addressing agency and system issues	X			X
(3) Contact with State Department of Planning and Economic	X		X	
(4) Development of ISC Long and Short Range Implementation Plans	X		X	X
(5) Provision of staff support for Legislature	X			X
(6) Research/drafting of staff/concept papers		X	X	X
(a) Needs assessment				X
(b) Trial/court delay				X

ACTIVITIES RELATING TO THE HAWAII CORRECTIONAL MASTER PLAN	AGENCY SPECIFIC	PROJECT SPECIFIC	FACILITATED/ COORDINATED BY THE PROJECT	STAFF WORK PROVIDED BY THE PROJECT
(c) Sentence Modification (d) Criminal Justice Coordination				X X

Many of the activities presented in Chart 16 have been included in Section III of this Report. However, each of these Project activities have contributed to the agency's efforts to address implementation of the Hawaii Correctional Master Plan.

The range of its activities fell in two specific categories -- program/services planning and development and criminal justice coordination. The first category included major activities relating to the development/implementation of diversionary services and a central intake system. The second category included major Project activities which addressed or facilitated criminal justice system coordination. Agency specific activities were those which were the formal responsibility or within the jurisdiction of the Intake Service Center. Project specific activities were those which were initiated by the Project or were the specific responsibility of the Project. Those activities which were facilitated or coordinated by the Project included Project efforts to chair task forces or committees and to arrange the necessary administrative/executive level meetings for policymaking. Those activities which were staffed by the Project included situations where the Project performed the necessary research, drafting and presentation of issues in the form of policy statements, reports, memos, or staff/concept papers.

The Project has appeared to be fairly helpful in the provision of planning/technical support activities to the agency.

C. Staffing/Cost Analysis

This section of the Final Report seeks to assess, in a very elementary manner, the cost of the Project in relation to its actual outputs. For the purposes of this analysis, "Outputs" or "benefits" are defined as tangible services provided by the Project during the period of July through December 1979. More specifically, these services are measured as cases or actual referrals which were handled by line staff at each of the four counties -- Hawaii, Oahu, Maui, and Kauai.

Table 11 summarizes the average monthly expenditures for the Intake Service Centers during the pre-JOP period of July through December 1978. Table 12 summarizes the average monthly expenditures for the Intake Service Centers during the post-JOP period of July through December 1979. Table 13 presents the average monthly expenditures incurred by the Jail Overcrowding Project between July and December 1979. Table 14 presents the combined expenditures of the Intake Service Centers and JOP for the period July through December 1979. Table 15 presents the total expenditures of the Project from its implementation in December (hiring of first Project staff) to termination (September 1980).

TABLE 11.  
INTAKE SERVICE CENTER  
AVERAGE MONTHLY EXPENDITURES FOR JULY - DECEMBER 1978  
DIRECT LINE SERVICES

COUNTY/STATEWIDE	NUMBER OF PERSONNEL <sup>1</sup>	EXPENDITURES		
		PERSONNEL <sup>2</sup>	NON-PERSONNEL <sup>3</sup>	TOTAL
OAHU	5.0	\$ 5,312.25 \$ <u>1,182.35</u> \$ 6,494.60	\$ 732.01	\$ 7,226.61
HAWAII	1.0	\$ 1,590.00 \$ <u>333.01</u> \$ 1,923.01	\$ 826.90	\$ 2,749.91
MAUI	1.0	\$ 1,561.00 \$ <u>327.81</u> \$ 1,888.81	\$ 880.09	\$ 2,768.90
KAUAI	1.0	\$ 1,577.07 \$ <u>331.18</u> \$ 1,908.25	\$ 535.32	\$ 2,443.57
STATEWIDE	8.0	\$10,040.32 \$ <u>2,175.24</u> \$12,215.56	\$2,974.32	\$15,188.99

- 1: Average number of staff per month.
- 2: Salaries, fringe (@ 20%) benefits for social work and clerical staff per month for the period July-December 1978.
- 3: Travel, supplies, mileage and other non-personnel costs averaged per month for the period July-December 1978.

TABLE 12

INTAKE SERVICE CENTER  
AVERAGE MONTHLY EXPENDITURES FOR JULY - DECEMBER 1979  
DIRECT LINE SERVICES

COUNTY/STATEWIDE	NUMBER OF PERSONNEL <sup>1</sup>	EXPENDITURES		
		PERSONNEL <sup>2</sup>	NON-PERSONNEL <sup>3</sup>	TOTAL
OAHU	6.5	\$ 6,476.76 \$ 1,295.35 \$ 7,772.11	\$ 700.87	\$ 8,472.98
HAWAII	2.0	\$ 2,567.09 513.42 \$ 3,080.51	\$1,211.71	\$ 4,292.22
MAUI	1.8	\$ 2,290.52 458.10 \$ 2,748.62	\$ 724.83	\$ 3,473.45
KAUAI	2.0	\$ 2,593.00 518.60 \$ 3,111.60	\$ 403.03	\$ 3,514.63
STATEWIDE	12.3	\$13,927.37 2,785.47 \$16,712.84	\$ 3,040.44	\$ 19,753.28

1: Average number of staff per month.

2: Salaries, fringe (@20%) benefits for social work and clerical staff per month for the period July-December 1979.

3: Travel, supplies, mileage and other non-personnel costs averaged per month for the period July-December 1979.

TABLE 13

JAIL OVERCROWDING PROJECT  
AVERAGE MONTHLY EXPENDITURES FOR JULY - DECEMBER 1979  
DIRECT LINE SERVICES

COUNTY/STATEWIDE	NUMBER OF PERSONNEL <sup>1</sup>	EXPENDITURES		
		PERSONNEL <sup>2</sup>	NON-PERSONNEL <sup>3</sup>	TOTAL
OAHU	3.6	\$ 3,735.46 684.89 \$ 4,420.35	\$ 1,294.59	\$ 5,714.94
HAWAII	4.0	\$ 3,414.91 628.16 \$ 4,073.07	\$ 1,184.09	\$ 5,227.16
MAUI	2.0	\$ 3,204.67	\$ 1,113.48	\$ 4,915.43
KAUAI	1.8	\$ 1,465.29 277.71 \$ 1,743.00	\$ 510.47	\$ 2,253.47
STATEWIDE	11.4	\$ 11,820.33 2,188.04 \$ 14,008.37	\$ 4,102.63	\$ 18,111.00

1: Average number of staff per month.

2: Salaries, fringe (@ 20%) benefits for social work and clerical staff per month for the period July - December 1979.

3: Travel, supplies, mileage and other non-personnel costs averaged per month for the period July - December 1979.

TABLE 14

INTAKE SERVICE CENTER/JAIL OVERCROWDING PROJECT  
AVERAGE MONTHLY EXPENDITURES FOR JULY - DECEMBER 1979  
DIRECT LINE SERVICES

COUNTY/STATEWIDE	NUMBER OF PERSONNEL <sup>1</sup>	EXPENDITURES		
		PERSONNEL <sup>2</sup>	NON-PERSONNEL <sup>3</sup>	TOTAL
OAHU	10.1	\$ 10,212.22 \$ 1,980.24 \$ 12,192.46	\$ 1,995.46	\$ 14,187.92
HAWAII	6.0	\$ 5,982.00 \$ 1,141.58 \$ 7,123.58	\$ 2,395.80	\$ 9,519.38
MAUI	3.8	\$ 5,495.19 \$ 1,055.38 \$ 6,550.57	\$ 1,838.31	\$ 8,388.88
KAUAI	3.8	\$ 4,058.29 \$ 796.31 \$ 4,854.60	\$ 913.50	\$ 5,768.10
STATEWIDE	23.7	\$ 25,747.70 \$ 4,973.51 \$ 30,721.21	\$ 7,143.07	\$ 37,864.28

- 1: Average number of staff per month.  
2: Salaries, fringe (@20%) benefits for social work and clerical staff per month for the period July-December 1979.  
3: Travel, supplies, mileage and other non-personnel costs averaged per month for the period July-December 1979.

TABLE 15

JAIL OVERCROWDING PROJECT  
EXPENDITURES FOR GRANT PERIOD  
DECEMBER 1979 - SEPTEMBER 1980

COUNTY/STATEWIDE	NUMBER OF PERSONNEL <sup>1</sup>	EXPENDITURES		
		PERSONNEL <sup>2</sup>	NON-PERSONNEL <sup>3</sup>	TOTAL
CENTRAL OFFICE (Administrative)	3.0	\$ 69,870.27 \$ 12,896.93 \$ 82,757.20	\$ 7,568.69	\$ 90,325.89
OAHU	3.3	\$ 41,163.56 \$ 7,654.72 \$ 48,818.28	\$ 4,464.76	\$ 53,283.04
HAWAII	3.6	\$ 41,297.06 \$ 7,705.26 \$ 49,002.32	\$ 4,481.59	\$ 53,483.91
MAUI	1.7	\$ 20,780.67 \$ 3,905.27 \$ 24,685.94	\$ 2,257.69	\$ 26,943.63
KAUAI	1.7	\$ 17,495.48 \$ 3,360.42 \$ 20,855.90	\$ 1,907.41	\$ 22,763.31
STATEWIDE	13.3	\$ 190,476.61 \$ 35,494.34 \$ 226,119.64	\$ 20,680.14	\$ 246,799.78

- 1: Average number of staff per month per branch.  
2: Salaries, fringe benefits for social work and clerical staff for branches and administrative staff for Project's Central Office.  
3: Travel, supplies, mileage for branches and travel, supplies, mileage and consultant fees for Project's Central Office.

TABLE 16

AVERAGE MONTHLY CASELOAD COSTS FOR DIRECT LINE SERVICES  
 JULY - DECEMBER 1978  
 JULY - DECEMBER 1979

COUNTY/STATEWIDE	NUMBER OF PERSONNEL <sup>1</sup>		AVERAGE MONTHLY BRANCH COSTS <sup>2</sup>		AVERAGE MONTHLY COST PER STAFF <sup>3</sup>		AVERAGE MONTHLY CASELOAD <sup>4</sup>		AVERAGE COST PER CASE <sup>5</sup>	
	1978	1979	1978	1979	1978	1979	1978	1979	1978	1979
OAHU	5.0	10.1	\$6,494.60	\$12,192.46	\$1,298.92	\$1,207.17	55.0	46.8	\$118.08	\$260.52
HAWAII	1.0	6.0	\$1,923.90	\$ 7,123.58	\$1,923.00	\$1,187.26	30.8	46.6	\$ 62.46	\$152.86
MAUI	1.0	3.8	\$1,888.81	\$ 6,550.57	\$1,881.81	\$1,723.83	12.3	19.0	\$153.56	\$344.76
KAUAI	1.0	3.8	\$1,908.25	\$ 4,854.60	\$1,908.25	\$1,277.52	8.0	23.5	\$238.53	\$206.57
STATEWIDE	8.0	23.7	\$12,215.56	\$30,721.21	\$1,526.94	\$1,296.25	106.1	136.0	\$115.13	\$225.89

- 1: Average monthly number of ISC and JOP staff per month for the period July-December 1978 or July-December 1979.
- 2: Average monthly personnel (salary and fringe) costs for the branch for the period July-December 1978 or July-December 1979.
- 3: Average monthly cost per staff person for the period July-December 1978 or July-December 1979.
- 4: Average monthly number of referrals received for period July-December 1978 or July-December 1979.
- 5: Average monthly branch costs divided by average monthly caseload for period July-December 1978 or July-December 1979.



Table 16 presents a more comprehensive analysis of Project and ISC costs, staffing and caseload for the pre and post JOP periods.

For the county of Oahu staff increased by 5 personnel for an increase of 100% between the pre and post JOP periods. Accordingly, average monthly branch costs increased from \$6,494.60 to \$12,192.46. However, a decrease in the actual cost per staff on a monthly basis was experienced. This decrease from an average monthly cost of \$1,298.92 to \$1,207.17 may be explained by frequent staff turnover experienced at the Oahu ISC during the post-JOP period. The average monthly caseload for the Oahu ISC decreased from 55.0 referrals during July - December 1978 to 46.8 referrals for the period July - December 1979. Consequently, the average cost per case (ratio of average monthly branch cost to average monthly caseload) increased from \$118.08 per referral to \$260.52 per referral for the pre and post JOP periods, respectively. Thus, it is indicated that the Project was not cost - effective in the Oahu county.

The Hawaii ISC experienced an increase of 5.0 staff or 83% between the pre and post JOP period. Average monthly costs for the Hawaii ISC also increased from \$1,923.90 during July through December 1978 to \$7,123.58 during July through December 1979. The Hawaii ISC experienced a decrease in the average monthly cost per staff between the pre and post JOP periods. The difference between \$1,923.00 and \$1,187.26 may

be explained by (a) a higher staff turnover rate and (b) the existence of a higher paid administrator as the sole staff during the July - December 1978 period. With an increase in caseload from 30.8 to 46.6 between the pre and post JOP periods, the Hawaii ISC also experienced an increase in the average cost per case. Thus, it can be inferred that Project operations were not cost - effective for Hawaii county.

For Maui county an increase in the average number of staff from 1.0 to 3.8 was experienced with an accompanying increase of \$4,661.75 in average monthly costs between the pre and post JOP period. A decrease in the average monthly cost per staff was sustained for the Maui ISC between the pre and post JOP periods. An increase of 6.3 cases between the pre and post JOP periods was experienced with the average cost per case increasing significantly from \$153.56 to \$344.76. These data imply that the Project was not cost - effective for the county of Maui.

The Kauai ISC sustained an increase from 1.0 to 3.8 staff per month for the pre and post JOP periods, respectively. As can be expected average monthly branch costs increased from \$1,908.25 to \$4,854.60. However, average monthly costs per staff decreased from \$1,908.25 to \$1,277.52. Also, average monthly caseload increased significantly from 8.0 to 23.5 for the pre and post JOP periods. Average cost per case for the pre JOP period was \$238.53. This cost was reduced to \$206.57 during the post JOP period. It can thus be inferred that

operations in the county of Kauai were cost - effective.

It should be noted that all personnel costs were calculated for all existing and filled positions for each branch. Thus, not only the number but the level of staff allocated to each branch must be accounted for. It should also be noted that no salary increases were received by staff during the post JOP period. Thus, staff received exactly the same salary as they would have for the pre JOP period.

Table 17 notes the number and level of staff allocated among branches for the pre and post JOP periods.

TABLE 17  
 AVERAGE MONTHLY ISC-JOP DIRECT SERVICES STAFF  
 PRE AND POST JOP  
 JULY - DECEMBER 1978  
 JULY - DECEMBER 1979

COUNTY	ADMINISTRATOR		SW V		SW IV		SW III		SW II		SW I		CLERK TYPIST II		CLERK STENO II	
	1978	1979	1978	1979	1978	1979	1978	1979	1978	1979	1978	1979	1978	1979	1978	1979
OAHU	1	1	1	1	0	1	1	2	2	2	0	0	0	1	0	1
HAWAII	1	1	0	0	0	1	0	1	0	1	0	0	0	1	0	1
MAUI	1	1	0	0	0	0	0	0	0	1	0	1	0	1	0	0
KAUAI	1	1	0	0	0	0	0	1	0	1	0	0	0	1	0	0
STATEWIDE	4	4	1	1	0	1	1	4	2	4	0	1	0	4	0	2

Chart 18 illustrates Jail Overcrowding Project staffing patterns for the grant period commencing with the hiring of the Administrator in February 1979 until Project termination in September 1980. As indicated in Chart 15 the Project experienced a fairly stable pattern of staffing between April 1979 and March 1980. For the purposes of this Report the period of July through December 1979 was selected for analysis due to the complete staffing at all four ISC branches. The Central office of the Project reorganized on several occasions. These modifications resulted in staff turnover but contributed to Project management, administration, and planning activities.

Jail Overcrowding Project  
Personnel Distribution

CHART 17

Personnel Position	1979												1980									
	FEB	MAR	APR	MAY	JUNE	JULY	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUNE	JULY	AUG	SEPT	OCT	
<u>STATE OFFICE</u>																						
Administrator (Project Manager)	△																				△	
Project Management Assistant (Service Coordinator)					△																△	
Computer Programmer							△															
Clerk Steno III																						
Clerk Typist II														△							△	
<u>OAHU INTAKE SERVICE CENTER (Central Intake)</u>																						
Social Worker III			△																			
Social Worker III			△																			
Social Worker II				△																		
Clerk Typist II			△																			
<u>HAWAII INTAKE SERVICE CENTER</u>																						
Social Worker III				△																		
Social Worker II				△																		
Social Worker II				△																		
Clerk Typist II				△																		
<u>MAUI INTAKE SERVICE CENTER</u>																						
Social Worker II				△																		
Social Worker I					△																	
Clerk Typist II																						
<u>KAUAI INTAKE SERVICE CENTER</u>																						
Social Worker II				△																		
Clerk Typist II				△																		

## VI. PROBLEM AREAS

In its eighteen-month existence, the Jail Overcrowding Project has met numerous obstacles to the achievement of its original grant objectives. Very early in its implementation, Project staff recognized the need to fully integrate itself with the Intake Service Centers. It also recognized that it needed to identify, in further detail, the direction that the Project as well as the agency was to assume given its current resources and mandate. The process of redefining the direction of the Project itself was repetitive and ongoing but necessary if the Project was to achieve progress in any of its basic objective areas. The inconsistent pattern/level of Project and agency staffing, the dependency on other criminal justice agencies for commitment and cooperation in services/program planning and implementation, the inadequate appropriation of needed staff and fiscal resources by the state legislature, and the rather formidable tasks assumed by the Project each contributed to the difficulties of implementing the State of Hawaii's Project in an optimal and efficient manner.

### A. Organizational Development of the Intake Service Center and Jail Overcrowding Project

The Project was incorporated into an unstable organizational environment. Conceptually, the Intake Service Center was to have been the primary agency responsible for coordinating the Hawaii Criminal Justice System and for deve-

loping as well as providing a wide range of diagnostic/assessment services within and external to Hawaii's correctional institutions. Although the mandate of the Intake Service Center was legislated through the adoption of the Hawaii Correctional Master Plan, the agency had historically been supported with non-State of Hawaii resources - the Intake Service Center was dependent upon Federal support to carry out what were essentially State functions.

In addition to federally-funded positions which are temporary by nature (such as the Project positions) many state-funded positions for the agency were also temporary in nature. The danger of this predicament was that Project staff would be forced to assume caseloads of staff who had resigned, terminated, or been on leaves of absence. This would make expanding the level of existing pretrial services difficult.

The Project itself was faced with situations which resulted in organizational changes at both the line and Central Office (state) levels. Modifications in staffing and staff functions were requested as they were felt to be necessary in order to improve Project administrative as well as service-oriented operations.

During the grant period, the Project also facilitated agency related organizational changes which were necessary in order to absorb additional federally-funded staff obtained by the Project and expanded or new Central Office and county level functions. Although agency and Project modifications were felt to be necessary and justified, they were frequently time-consuming and confusing -- weeks would pass before the agency or Project received word on whether it could proceed with the necessary reallocation of resources (e.g. hiring of new staff, reorganization, implementation of new services, etc.). Much was tolerated with the State of Hawaii governmental process regarding legislative, budget/finance, and personnel matters.

B. Program/Services Coordination

Perhaps one of the most difficult but challenging problems experienced by Project staff was the effort to coordinate or facilitate the development of alternative to incarceration programs and intake/assessment services. Most of the Project's efforts in developing programs and services involved consultation with agencies other than the Intake Service Center. Coordination amongst different criminal justice and correctional agencies was not only necessary but frequently slowed Project progress. The Project maintained the policy that many of these agencies had pressing, legitimate, and competing interests which prevented them

from fully engaging in Project-related activities. Thus, the Project consciously chose to play "second fiddle" to priorities as stated by more established and traditional components of the Hawaii Criminal Justice System.

Agencies that the Project was able to establish fair working relationships at the statewide level included the State of Hawaii Corrections Division, Hawaii Paroling Authority, Department of Social Services and Housing, and the John Howard Association. At the County (Hawaii, Maui, and Kauai) levels, Project line staff were able to establish exceptional working relationships with the Prosecuting Attorney, Public Defender, Judiciary, Police, and correctional facility personnel. ISC County Administrators played key roles in facilitating these relationships.

C. Project Scope

The scope of the Jail Overcrowding Project also proved to be problematic. The Hawaii Project, unlike many other Project sites (excluding the State of Delaware and State of Connecticut), was proposed as a statewide or multiple-county program. Furthermore, each county was geographically separated by miles of ocean with air travel and phones as the major means of communication. Project line staff were distributed between counties and received direct supervision from non-Project staff. This tended to nurture feelings of isolation and non-Project association amongst

Project staff as well as making grant management/administration very difficult.

More importantly, the scope of Project responsibilities was extremely broad -- it proposed to develop and implement programs which were studied as early as 1969 and legislated as early as 1973 but never fully or fairly addressed or acknowledged by the Hawaii Criminal Justice System or the Hawaii community. As could be expected, considerable resistance and hesitation was felt from other criminal justice agencies for many agency/Project activities which implied or directed change for the current system.

The conclusion can be made that the Project had the responsibility but not the authority to achieve its objectives. Furthermore, Project objectives may have been unrealistic and unattainable when they were originally proposed.

D. Nature of Crime and the Public Sentiment

It has become quite obvious that the pendulum indicating the public's sentiment toward crime has swung back to the other side. This is understandable in that rising violent and property crime rates, economic hardship, and the criminal justice system's inability to administer justice (a conclusion which many individuals feel has been promoted by the news media's coverage of sensationalized cases) have eroded confidence in the concepts of alternative sentencing, and "rehabilitation." Thus, even in Hawaii, which

has prided itself on its politically and socially liberal climate, the viability of the Hawaii Correctional Master Plan concept is being questioned. This sentiment is and has been very problematic for the Jail Overcrowding Project in its effort to promote the development of community-based programs.



VII. SUMMARY

This summary section will very briefly discuss observations which can be made regarding the impact of the Jail Overcrowding Project on alternative to incarceration services/programs, central intake, jail detention, and other Project objective areas for the State of Hawaii. It must be stressed that conclusions, per se, about the Project's level of achievement in relation to the Project outcome objective structure cannot be made. A significant factor which prevents such conclusions is obviously, the lack of extensive, complete, and fully reliable data. This lack of data was caused primarily by the non-existence of an evaluation design for the Project at its inception. Secondly, the Project could not function independently as long as it remained administratively attached to the State Intake Service Center and among other criminal justice agencies. As mentioned in the previous section which discussed problems encountered by Project staff, Project activities were highly dependent on commitments and priorities of other offices, agencies, and programs. This issue cannot be understated.

Observation 1.0: With regard to Measurable Objective 1.0 the Project had a positive impact on the number of arrests referred for pretrial services.

With one exception (Oahu) the number of pretrial referrals increased when the Project was implemented. Thus,

a greater number of defendants were able to be screened for some form of pretrial release.

Observation 2.0: The Project appeared to have a positive impact on the average number of referrals handled by each ISC/JOP staff per month.

With one exception (Oahu) the average number of referrals handled each month per staff increased during the Project period.

Observation 3.0: The Project appeared to have a moderate impact on the issue of jail detention and related cost.

Jail detention time was either decreased or stayed the same during the Project period with costs generally decreasing (except Oahu). Also, the pretrial populations generally decreased (with the exception of Maui) during the Project period. Jail detention time was significantly reduced for Oahu county's pretrial felons.

Observation 4.0: The Project generally maintained the level of acceptance of release recommendations by the courts (Oahu was the only exception).

Observation 5.0: The Project had no impact on the number of referrals to community-based services and programs such as drug/alcohol, community mental health, vocational, public welfare, employment, or other diversionary services.

Observation 6.0: The Project had no impact on the court appearance rates for defendants released during the Project period in Maui county. Observations cannot be made for Oahu, Hawaii, and Kauai counties due to incomplete or unclear data.

- Observation 7.0: The Project had no impact on security designations as a component of central (facility) intake.
- Observation 8.0: The Project had a positive impact in the area of coordinating the development of central intake.
- Observation 9.0: The Project had a moderate impact on the development and implementation of alternative to incarceration programs for the Hawaii Criminal Justice System.
- Observation 10.0: The Project had a positive impact on the level of planning and technical activities at the Intake Service Centers.
- Observation 11.0: The Project was generally not cost-effective on a state-wide basis. Only Kauai county operations appeared to be cost-effective during the Project period.

VIII. LIST OF APPENDICES

- Appendix A: State Intake Service Centers Outcome Objective Structure
- Appendix B: Central Intake Concept Paper
- Appendix C: Sentenced Felon Classification Policies and Procedures
- Appendix D: Proposed ISC Intake Services System
- Appendix E: Strategies for Evaluating Security Classification System
- Appendix F: Intake Service Center Pretrial Security Designation Policies and Procedures
- Appendix G: OISC Mental Health Services Implementation Plan
- Appendix H: ISC Form 3525  
ISC Needs Assessment Form  
Sentenced Felon Classification Form  
Pretrial Security Designation Form
- Appendix I: Jail Overcrowding Project Implementation Plan
- Appendix J: Intake Service Center Short Range Plan Draft
- Appendix K: Intake Service Center Long Range Plan Draft
- Appendix L: LEAA National Jail Overcrowding Program Objectives
- Appendix M: Original Jail Overcrowding Project Grant Application Objectives
- Appendix N: Pretrial Release Statistics Form  
Supervised Release Log Form  
Release on Recognizance/Bail Form

Appendix O: Modular Training for  
Classification of Sentenced  
Felons

Appendix P: Report to the Senate on  
Senate Resolution 169

Appendix Q: Community Service  
Restitution Program Concept  
Paper

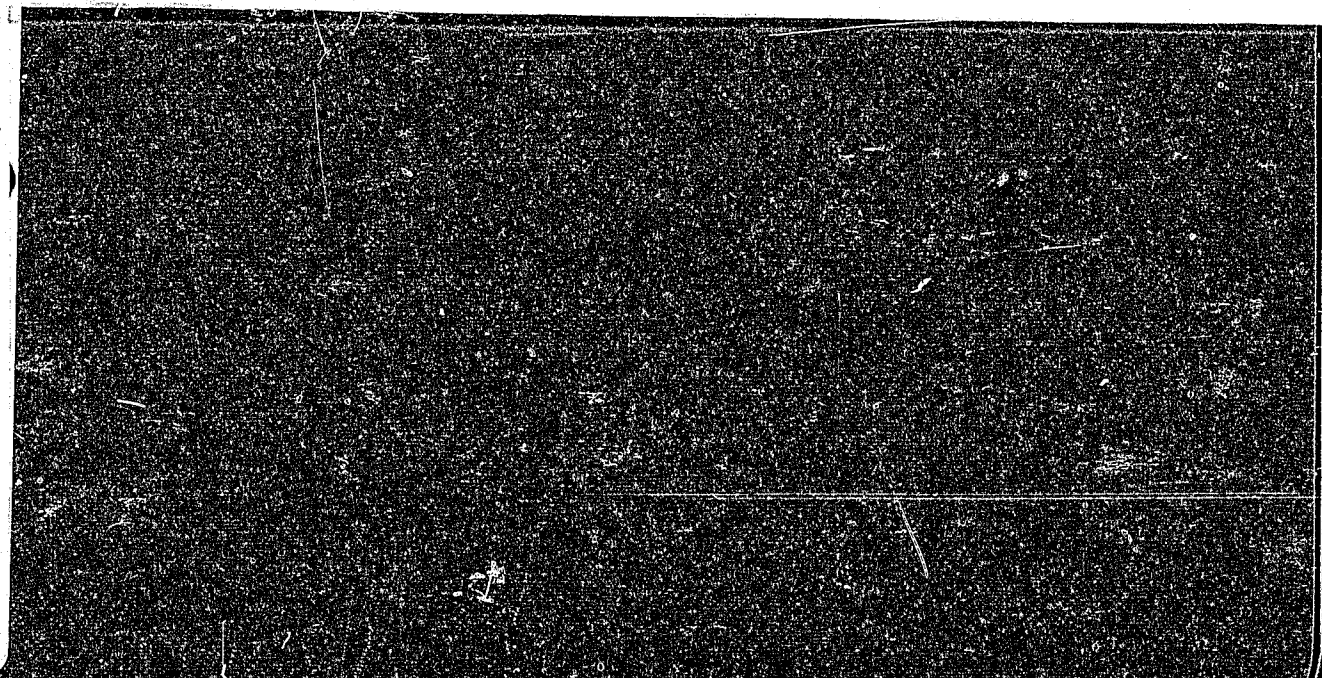
Appendix R: JOP Financial Status Report  
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STATE OF HAWAII  
JAIL OVERCROWDING PROJECT  
FINAL REPORT  
APPENDICES

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II Structure of Objectives

Introduction

The structure of objectives for the Jail Overcrowding Project is stated in this section. This structure is composed of outcome and process objectives. Outcome objectives are those objectives which state where the agency ultimately wants to end up. These objectives must be measurable and achievable. Process objectives are a reflection of the activities and tasks that are conducted to contribute to the achievement of outcome objectives. Achievement of a process objective alone is an end in itself, but it will not necessarily reflect the achievement of an agency's effectiveness.

The Jail Overcrowding Project is committed to achieve one primary outcome objective and four process objectives. However, to illustrate how the project activities compare to the overall direction of the Intake Service Center, all of the agency outcome objectives have been included. In the process objectives section, only those processes which relate to project commitments have been listed.

A. Outcome Objectives

The outcome objectives portion of the structure of objectives consists of a hierarchially ordered series of components. These components are: (1) the mission statement, (2) basic objectives, (3) transitional objectives, and (4) measurable objectives. The mission statement is a declaration of the ultimate goal or purpose of the agency. The basic objective is intended to state the primary outcomes pursued by the agency in general terms. Transitional objectives define the basic objectives with further precision, which is often required by logic to be able to comprehensively state an agency's measurable objectives. Finally, measurable objectives state basic objectives in more exacting detail, and with more precision than do transitional objectives. Measurable objectives possess the desired attribute of measurability, and achievability.

The outcome objective committed to by the Jail Overcrowding Project is to coordinate criminal justice services. This measurable objective appears in the Structure of Objectives as number 4.1 on page 15. Similarly, the measure of effectiveness which will be utilized for the objective is stated as measure 4.1.1.

1. Mission Statement

The outcome objectives that have been specified for the Jail Overcrowding Project are consistent with those for the Intake Service Centers, generally. The first component of the hierarchy of outcome objectives is the mission statement. This component of the objective's structure reads as follows:

<u>MISSION STATEMENT</u>
TO FACILITATE, COORDINATE, AND ENHANCE THE PRESERVATION AND MAINTENANCE OF PUBLIC AND SOCIAL ORDER, AND THE REPRESENTATION OF THE PUBLIC INTEREST BY ENSURING THE QUALITY OF JUSTICE.

2. Basic Objectives

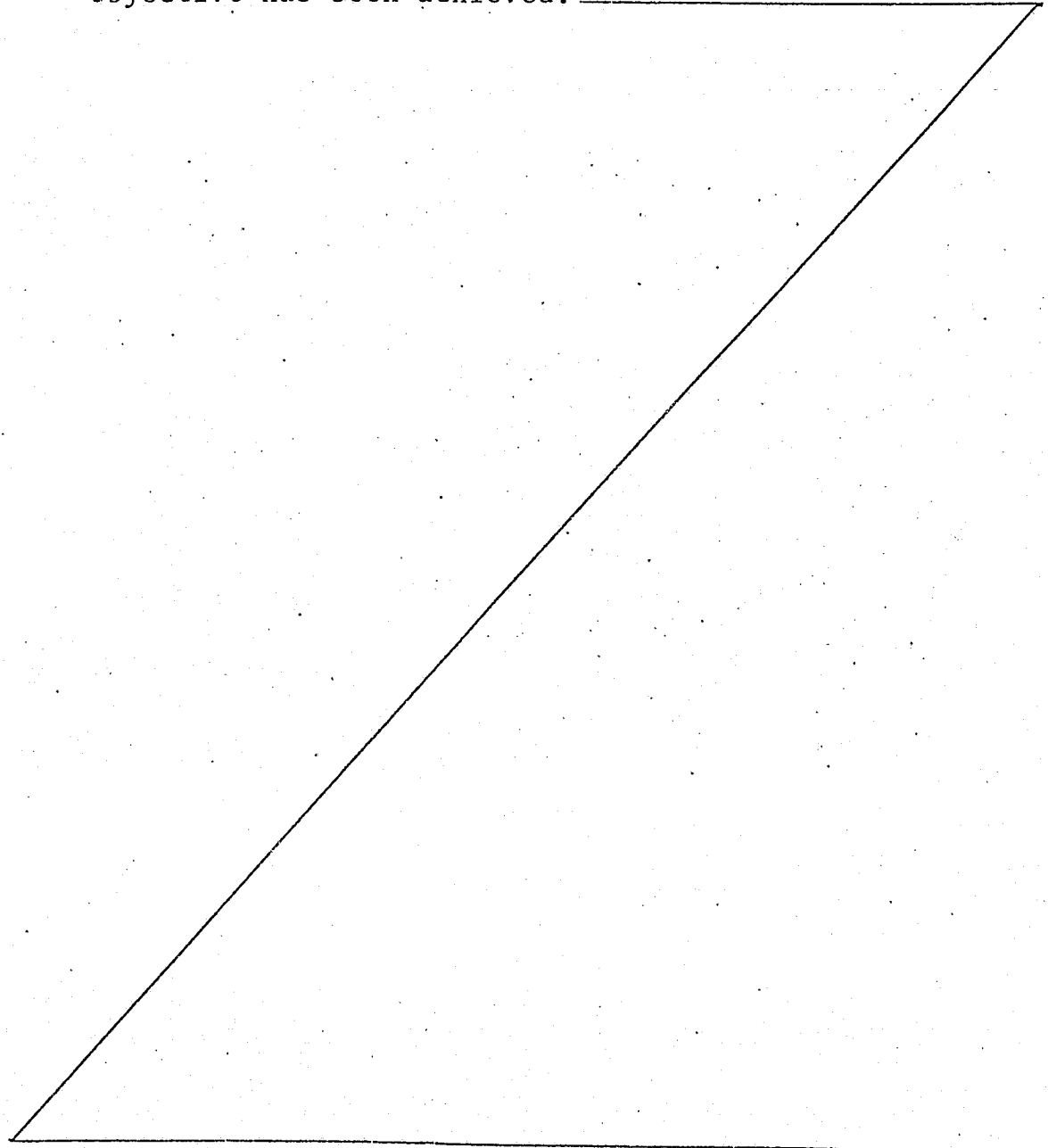
The second component of the hierarchy contains the basic objectives for the Jail Overcrowding Project. These also are consistent with the outcome objectives of the Intake Service Centers as a whole. Each basic objective reflects a theme which the agency pursues. For example, basic objective 1.0 deals with Community Protection. It is believed that this is one of the primary outcome areas in which the Intake Service Center hopes to have a high level of achievement. A second basic objective, number 2.0 deals with a general set of Service Objectives. A third basic objective, number 3.0 deals with Conflict Resolution (i.e. the ability of the intake worker to intervene without some negative consequence occurring). Finally, the last basic objective (number 4.0) deals with Administration. All of these basic objectives, as pointed out earlier, state the primary outcomes of the agency in general terms.

3. Transitional Objectives

The transitional objectives, for the Jail Overcrowding Project were deleted due to space limitations. The enumeration of this set of objectives was necessary to arrive at the measurable objective level, but is not critical to an understanding of what outcomes the project hopes to help the Intake Service Center achieve.

4. Measurable Objectives

The measurable objectives that are itemized within the structure of objectives are primarily those of the Intake Service Center. All measurable objectives are listed here to show agency direction. Each measurable objective is accompanied by at least one measure of effectiveness. The effectiveness measure will reflect the extent to which the measurable objective has been achieved.



B. Hierarchy of Outcome Objectives

2.0 Basic Objective:  
Community Protection  
To minimize the occurrence  
and the effects of crime.

1 Measurable Objectives:  
To minimize the number of those major violent crimes against persons:  
- Homicide  
- Forcible rape  
- Robbery  
- Aggravated Assault that are committed by persons who are placed on pretrial release or diverted to alternative community programming.

1.2 Measurable Objectives:  
To minimize the number of major crimes against property such as:  
- Larceny  
- Burglary  
- Vehicle theft  
that are committed by persons who are placed on pretrial release or diverted to alternative community programming.

1.3 Measurable Objectives:  
To minimize lesser crimes against persons and property including but not limited to:  
o Forgery  
o Fraud  
o Embezzlement  
o Stolen property  
o Vandalism  
o Prostitution  
o Narcotic Drug Laws  
o Offenses Against the Family and Children  
o Driving Under the Influence; Liquor Law Violation.  
o Disorderly Conduct that are committed by persons placed on pretrial release or diverted to alternative community programming.

1.1 Effective Measures:  
Proportion of those, persons placed on pretrial release or diverted to alternative community programming who are alleged to have committed a major violent crime against a person such as:  
- Homicide  
- Forcible rape  
- Robbery  
- Aggravated Assault as evidenced by their arrest reported by the police.

1.2.1 Effective Measures:  
Proportion of those persons placed on pretrial release or diverted to alternative community programming who are alleged to have committed a major property of crime such as:  
- Larceny  
- Burglary  
- Vehicle theft  
as evidenced by their arrest reported by the police.

1.3.1 Effective Measures:  
Proportion of persons placed on pretrial release or diverted to alternative community programming who are alleged to have committed a lesser crime against persons or property such as:  
o Forgery  
o Fraud  
o Embezzlement  
o Vandalism  
o Prostitution  
o Narcotic Drug Laws  
o Offenses Against the Family and Children  
o Driving Under the Influence; Liquor Law Violation.  
o Disorderly Conduct as evidenced by their arrest reported by the police.

1.2 Effective Measures:  
Proportion of those, persons placed on pretrial release or diverted to alternative community programming who are alleged to have committed a major violent crime against a person such as:  
- Homicide  
- Forcible rape  
- Robbery  
- Aggravated Assault as evidenced by their conviction by the court.

1.2.2 Effective Measures:  
Proportion of those persons placed on pretrial release or diverted to alternative community programming who are alleged to have committed a major property of crime such as:  
- Larceny  
- Burglary  
- Vehicle theft  
as evidenced by their conviction by the court.

1.3.2 Effective Measures:  
Proportion of persons placed on pretrial release or diverted to alternative community programming who are alleged to have committed a lesser crime against persons or property such as:  
o Forgery  
o Fraud  
o Embezzlement  
o Vandalism  
o Prostitution  
o Narcotic Drug Laws  
o Offenses Against the Family and Children  
o Driving Under the Influence; Liquor Law Violation.  
o Disorderly Conduct as evidenced by their conviction by the court.



.4 Measurable Objectives:  
To minimize negative consequences to citizens such as:  
- Property damage and loss  
- Injury  
- Injury requiring hospitalization  
- Death through the acts or persons on pretrial release.

1.5 Measurable Objectives:  
To minimize the number of escapes from custody.

.4.1 Effective Measures:  
Rate of occurrence in which citizens experience negative consequences such as:  
- Property damage and loss  
- Injury  
- Injury requiring hospitalization  
- Death by persons on pretrial release per 100 persons released as verified by reports from the police.

1.5.1 Effective Measures:  
Proportion of persons admitted to correctional facilities who escape.

1.5.2 Effective Measures:  
Rate of persons who are admitted into correctional facility custody that escape per 100 persons admitted.

2.0 Basic Objective:  
Service  
To maximize the level and quality of those pretrial release and intake/ diagnostic services authorized by Federal, State, and/or local governments provided to the community and/or local governments.

.1 Measurable Objectives:  
To maximize the quality of service to the client and to the community by referring to the court individuals who are deemed to be suitable candidates for pretrial release.

2.2 Measurable Objectives:  
To maximize the quality of service to the community and State/local governments by ensuring that those persons released on pretrial recommendations appear as scheduled in court.

2.3 Measurable Objectives:  
To maximize the quality of testimony given in legal proceedings.

.1.1 Effective Measures:  
Proportion of persons recommended to the court for pretrial release that are accepted and approved.

2.2.1 Effective Measures:  
Proportion of persons released on pretrial recommendations that appear as scheduled in court.

2.3.1 Effective Measures:  
Proportion of instances in which the quality of pretrial services worker testimony is rated satisfactory by the judge.

2.4 Measurable Objectives:  
To minimize the number of instances in the institution in which there are negative consequences including:  
-contractation of disease  
-aggravation of injuries  
-death  
due to inadequate medical screening.

2.5 Measurable Objectives  
To minimize the number of instances in the institution in which there are negative consequences including:  
-property damage  
-injury  
-death  
due to inadequate social psychological screenings.

2.6 Measurable Objectives:  
To minimize the number of instances in which there are negative consequences including:  
-commission of crimes, excluding death  
-injury to others  
-death  
due to inadequate pre-release screening and post-release follow-up.

4.1 Effective Measures:  
Proportion of medical screenings conducted in the correctional facility, which result in negative consequences including:  
-contraction of disease  
-aggravation of injuries  
-death  
due to inadequate medical screening.

2.5.1 Effective Measures:  
Proportion of psychological screenings conducted in the correctional facility which result in negative consequences including:  
-property damage  
-injury  
-death  
due to inadequate social psychological screenings.

2.6.1 Effective Measures:  
Proportion of pre-release screenings which result in negative consequences including:  
-commission of crimes, excluding death  
-injury to others  
-death  
due to inadequate pre-release screening and post-release follow-up.

Basic Objective:  
Conflict Resolution  
To minimize disorder resulting from personal stress and disorganization subsequent to ISC intervention.

.1 Measurable Objectives:  
To minimize deaths, injuries, property damage and criminal consequences brought about by personal stress or disorientation problems such as:  
- Alcoholism  
- Drug abuse  
- Mental illness/other social problems  
subsequent to ISC intervention.

.1.1 Effective Measures:  
Proportion of persons screened for intake services in which personal stress or disorientation is exhibited in which there was negative consequences subsequent to ISC intervention, including:  
- Property damage  
- Injury  
- Injury requiring hospitalization  
- Death

Basic Objective:  
 Administration  
 To maximize the achievement of those objectives which facilitate the fulfillment of the primary responsibilities of the ISC and other criminal justice and/or community service agencies for the State of Hawaii.

.1 Measurable Objectives:  
 To maximize the ISC community leadership role in the pretrial and intake/diagnostic service areas and to coordinate, cooperate, and plan with other elements of the criminal justice system, with appropriate public and private agencies, and with other units of State/local governments.

4.2 Measurable Objectives:  
 To maximize the number of instances in which:  
 - Other criminal justice agencies  
 - State/local government agencies  
 are persuaded to conduct activities that will facilitate the fulfillment of primary ISC responsibilities.

4.3 Measurable Objectives:  
 To maximize the number of instances in which the ISC conducts activities that contribute to the achievement of the objectives of:  
 - Other criminal justice agencies  
 - Other State/local government agencies  
 without interfering with the fulfillment of primary ISC responsibilities.

.1.1 Effective Measures:  
 Composite ratings of ISC community leadership role in pretrial and intake/diagnostic service areas and coordinating, cooperation, and planning with other elements of the criminal justice system with appropriate public and private agencies, and other units of State/local governments as determined by rating instrument administered to agency heads.

4.2.1 Effective Measures:  
 Proportion of instances in which other criminal justice agencies and other State/local government agencies are persuaded to conduct activities that will facilitate the fulfillment of primary ISC responsibilities.

4.3.1 Effective Measures:  
 Proportion of instances in which the ISC agrees to conduct activities which contribute to the achievement of other criminal justice agencies and other State/local government agencies.

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CENTRAL INTAKE CONCEPT PAPER

(Revised: March 28, 1980)

CENTRAL INTAKE CONCEPT PAPER

(Revised: March 28, 1980)

The Intake Service Center has assumed a leadership role in the development of a Central Intake Concept for the State of Hawaii. The development of this Concept has been hampered by the diversity of opinions regarding the meaning of Central Intake. The task is indeed formidable but its successful completion is paramount to the development of an effective State-wide criminal justice system.

The Hawaii Correctional Master Plan (1973) recognized the high degree of inconsistency and ineffectiveness in the State's offender processing capabilities. Consequently, the Master Plan recommended that the ISC develop and utilize a Central Intake concept that would eliminate offender processing deficiencies. The concept as envisioned by the Master Plan would place the majority of the intake responsibility on the ISC. It is hoped that such a concept will result in: (1) increased offender processing efficiency; (2) greater opportunity for, and more consistency in, the delivery of offender services.

The central intake concept is intended to coordinate the activities and services of criminal justice agencies and other community services institutions in a way that will optimize the use of community services. This strategy attempts to ensure that community resources are made available and used appropriately in conjunction with confinement. Such a program is also intended to assume consistent, fair, and appropriate treatment of persons who came within the purview of criminal law.<sup>1</sup>

<sup>1</sup>Galvin, John. "Criminal Justice Central Intake Program Concepts & Guidelines", Sacramento: Jail Demonstrating Project, Amer. Justice Institute, Feb. 1978.

In designing such a program, careful attention must be given to how criminal justice agencies have previously functioned, the nature and range of services or "treatment" which shall be provided to offenders as outlined in the Correctional Master Plan, and how agency functions will be transformed to meet the requirements of the Plan. "Treatment" is referred to as any decision to arrest, prosecute and detain a defendant or offender, and services which defendants or offenders may need during such processes. Such services should emphasize "flexible and imaginative use of alternatives to traditional prosecutorial, custody, and sentencing measures".<sup>2</sup>

As mandated in the Correctional Master Plan the Intake Service Center is expected to provide the following services:

- o Short-term intake screening emphasizing the diversion of an individual to alternatives to incarceration.
- o Development of pre-sentence investigations and recommendations to the courts.
- o Provision of diagnostic services that relate to voluntary pre-trial programs, pre-sentence investigations, and correctional programs for sentenced offenders.
- o Coordination and referral services relating to in-house and community-based services.

Operationalizing the ISC's legislative mandate (set forth by Act 179) can be accomplished by developing cooperative agreements between the ISC, the Corrections Division, the police, the judiciary, and other criminal justice agencies. These agreements should

<sup>2</sup> Galvin, John. "Criminal Justice Central Intake Program Concepts & Guidelines", Sacramento: Jail Demonstrating Project, Amer. Justice Institute, Feb. 1978.

delineate each agencies responsibilities in the central intake process. Further discussion and review of the Central Intake Concept may result in additional legislation to facilitate full implementation of the Master Plan.

## II. Field, ISC Administrative/Program Area, and ISC/CCC Entry Point Activities

### A. Field Activities Area

A defendant's initial contact with the criminal justice system generally occurs at the time of arrest. If the police detain the defendant the Central Intake process will begin at the police cellblock. Initial intake activities involve identification of the client and a pre-trial investigation. Upon completion of the pre-trial investigation the ISC worker makes a recommendation to the court for: ROR, SR, 3rd Party release, reduced/increased bail, surety release or further detention.

On occasion the intake process will commence when the defendant is taken to district or circuit court rather than at the police cellblock. In this event the same pre-trial investigation activities are conducted. In addition to the pre-trial activities the intake process may require a pre-sentence investigation. The pre-sentence investigation includes a determination of current offense and past criminal history. It also will include a complete background investigation to assess the defendant's social status, physical and mental health, employment status, financial status, educational status and community/family ties.

Upon completion of the pre-sentence investigation the ISC worker makes a disposition recommendation to the court. If the defendant is to be incarcerated the CCC/ACO is responsible for transporting him/her to the correctional facility. It should be noted that human service referrals may be initiated at any point during the intake process including during incarceration. Case follow-up and monitoring activities enable the ISC and CCC worker to determine the need for such referrals at any time.

B. ISC Administrative/Program Area

Occasionally, voluntary referrals or requests for service are received by the Intake Service Center. Such requests may be initiated by a defendant, an attorney, the court, or another State or city agency. Upon receiving such requests the ISC identifies and interviews the client. The interview is directed towards problem assessment and the subsequent development of a treatment/service plan. The ISC Administrative/Program worker may provide treatment and/or services or may refer the client to an appropriate community service agency.

C. ISC/CCC Entry Point Area

Upon request by the defendant or on commitment to a correctional facility the Intake Service Center and the CCC continue the intake process. If the defendant is to be taken to a correctional facility he/she is visually checked for injuries or illness (by CCC/ACO) and the

necessary legal documents are checked. He/she is then placed in a security wagon for transportation to the facility.

The defendant is ~~to be~~ admitted to the facility and taken to a receiving room where the admission data is logged and the initial interview takes place. The interview consists of completing a facility information sheet, reviewing legal documents, allowing phone calls to attorney or family, and completing a housing/security classification analysis.

Once the housing decision is made the defendant's personal property is inventoried and stored. He/she is also subjected to medical clearance, fingerprinted and photographed. The defendant is then taken to the housing unit where he/she is given clothing, linen, house rules and a shower.

Pre-trial and federal detainees are housed separately from sentenced and other detainees. Consequently, the complete intake interview <sup>of these two groups</sup> is conducted by the ISC staff and CCC staff respectively. The primary difference in the processing of these two groups is that pre-trial detainees are subject to a pre-trial and/or pre-sentence investigation. As with all other detainees they are also subject to a needs assessment process. The pre-trial and pre-sentence investigation are the same as described in the field activity section of this ~~paragraph~~ *paper*.



CENTRAL INTAKE AND ASSESSMENT

The needs assessment is designed to allow the ISC and CCC worker to determine what services should be provided to the defendant or offender. The needs assessment evaluation consists of determining the defendant/offender's academic/vocational skills, employment history/status, financial status, family and social ties, mental stability, alcohol and/or drug use and sexual behavior. Upon completion of this evaluation the appropriate referrals or counseling services are initiated.

Constant case monitoring and follow-up is continued even after the central intake process is completed. The CCC staff monitor and provide service to all detainees except pre-trial and federal who are served by the Intake Service Center Staff. All monitoring and follow-up service is recorded in the defendant/offender's case file.

III. Outline of Central Intake Process, Activities, Legislative (or other) authority and Agency Responsible.

The following outline indicates the Central Intake process and the offender "flow" through the system.

Activity	HRS Cite	Responsible Agency
I. Field Activity		
A. Initial Field Classification	353-1.4	ISC
1. Police Cellblock		
a. Identification of clients		
1) Detained		
2) Not detained		
b. Pre-trial Investigation studies		
1) Secure and verify information		
2) Complete VERA point scale		
3) Submit evaluation to court recommending: ROR, SR, 3rd party, reduced/increased bail, surety release, further detention.		
c. Judicial decision	603-21.9	Courts
1) Release		
2) Order further detention		
d. Transport prisoner to court	53-37	Police
e. Case follow-up, monitoring, and provision for human service referrals.	353-1.4	ISC
2. District Court		
a. Identification of client	353-1.4	ISC
b. Pre-trial Investigation		
1) Secure and verify information		
2) Complete VERA point scale		
3) Submit evaluation to court recommending: ROR, SR, 3rd party reduced/increased bail, surety release, further detention.		
c. Judicial decision	603-21.9	Courts
d. Pre-sentence Investigation, if needed	353-1.4	ISC
1) Determine nature of current offense		
2) Ascertain criminal history of offender		
3) Perform social assessment		

Activity	HRS Cite	Responsible Agency
a) Physical health and history	353-1.4	ISC
b) Employment and vocational history		
c) Community/Family Ties		
d) Educational Background		
f) Financial Status		
4) Complete psychiatric/psychological assessment	353-1.4	ISC
a) Mental health history		
b) Evaluation and prognosis		
5) Summarize previous evaluation for service		
a) Pretrial release evaluation		
b) Pre-sentence evaluation		
6) Recommendations to court		
e. Provision of human service referrals		
f. Case follow-up and monitoring		
g. Transportation to facility	not specified	CCC:ACO
1) Acceptance of bail order from court		
2) Physical transport of offender		
3. Circuit Court		
a. Identification of client	353-1.4	ISC
b. Pre-trial investigation		
1) Secure and verify information		
2) Complete VERA point scale		
3) Submit evaluation to court recommending: ROR, SR, 3rd party reduced/increased bail, surety release, further detention		
c. Judicial decision	603-21.9	Courts
d. Pre-sentence investigation, if needed	353-1.4	ISC
1) Determine nature of current offense		
2) Ascertain criminal history of offender		
3) Perform social assessment		

Activity	HRS Cite	Responsible Agency
a) Physical health and history	353-1.4	ISC
b) Employment and vocational history		
c) Community/Family Ties		
d) Educational Background		
f) Financial Status		
4) Complete psychiatric/psychological assessment	353-1.4	ISC
a) Mental health history		
b) Evaluation and prognosis		
5) Summarize previous evaluation for service		
a) Pretrial release evaluation		
b) Pre-sentence evaluation		
6) Recommendations to court		
e. Provision of human service referrals		
f. Case follow-up and monitoring		
g. Transportation to facility	not specified	CCC:ACO
1) Acceptance of bail order from court		
2) Physical transport of offender		
II. ISC Administrative/Program Area (Non-Security)	353-1.4	ISC
A. Problem Assessment/Identification of Client		
B. Standard Treatment Plan		
C. Disposition		
D. Treatment/Services		
E. Referral		
III. ISC/CCC Entry Point/Flow Through Facility		
A. District/Circuit Court	353-1.1	CCC:ACO
1. Check legal documents		
2. Visual check of offender		

Activity	HRS Cite	Responsible Agency
B. Security Wagon 1. Prevent escape 2. Protect offender	353-1.1	CCC:ACO
C. Sally Port 1. Release from security wagon 2. Admit to receiving room		
D. Receiving Room 1. Pat search 2. Log admission data		
E. Initial Interview 1. Complete intake form 2. Obtain and review all legal documents 3. Telephone calls to attorney, family, etc. 4. Complete facility information sheet 5. Housing Security/Risk-Initial Classification 6. Make housing recommendation	353-1.4	ISC
F. Initial Housing Decision 1. Escort to holding unit 2. Inventory and store personal property 3. Medical clearance 4. Fingerprint/I.D. 5. Escort to housing unit 6. Issue clothing/linen/house rules 7. Escort to shower	By agreement 353-1.1	CCC:Sgt/Capt. CCC:ACO CCC:Medical Staff CCC:ID Officer CCC:ACO
G. Complete Full Intake Interview 1. For Pre-trial Detainees a. Pre-trial investigation 1) Secure and verify information 2) Complete VERA point scale 3) Submit evaluation to court recommending: ROR, SR, 3rd party, reduced/increased bail, surety release, further detention	By agreement	ISC

Activity	HRS Cite	Responsible Agency
b. Needs assessment evaluation 1) Academic/vocational skills 2) Employment history/status 3) Financial status 4) Family status 5) Social ties 6) Mental/emotional stability 7) Alcohol/drug use 8) Sexual behavior/propensity c. Social service referrals d. Counseling	By Agreement	ISC
2. For Sentenced and Other Detainees a. Needs assessment evaluation 1) Academic/vocational skills 2) Employment history/status 3) Financial status 4) Family status 5) Social ties 6) Mental/emotional stability 7) Alcohol/drug use 8) Sexual behavior/propensity b. Social service referrals c. Counseling		CCC: Counselor
3. Case Monitoring and Follow-up a. Pre-trial detainees b. Other detainees	By agreement	ISC CCC:ACO CCC:Counselor

**CONTINUED**

**5 OF 25**

APPENDIX C - Sentenced Felon  
Classification Policies &  
Procedures

CLASSIFICATION MANUAL

77216  
40819

GEORGE R. ARIYOSHI  
GOVERNOR



COPY FOR YOUR  
INFORMATION

ANDREW I. T. CHANG  
DIRECTOR

TELEPHONE  
548-6441

STATE OF HAWAII  
DEPARTMENT OF SOCIAL SERVICES AND HOUSING  
CORRECTIONS DIVISION  
P. O. Box 339  
Honolulu, Hawaii 96809

MICHAEL KAKESAKO  
ADMINISTRATOR

March 13, 1980

MEMORANDUM

TO: All BAs

FROM: Michael Kakesako  
Administrator

SUBJECT: Classification Manual

The CD Classification Manual is intended to provide administrative and operational guidelines to all adult correctional facilities regarding the classification of sentenced adult felons. These policies reflect the philosophy and objectives of the CD and shall be used by each correctional facility as standards from which to establish their own procedural rules. Facility rules and procedures shall be in accordance with the Division policies.

Classification of inmates shall be done in accordance with instructions contained within this Manual.

*M. Kakesako*  
Administrator

Attach.

SECTION 1  
POLICY STATEMENT



TABLE OF CONTENTS

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4	Security Designations Procedures (New Commitments) . . . . .	1
5	Initial Classification Form . . . . . (Security Designation)	1
6	Initial Classification Instructions . . . . .	1-9
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However, inmates serving mandatory minimum sentences and consecutive sentences will not be eligible for S-1 classification until expiration of the mandatory portion of their sentence and until he begins serving the last portion of the consecutive sentence, respectively.

4.0 SCOPE

This policy shall apply to all adult branch facilities.

5.0 RESPONSIBILITY

Branch administrators have the ultimate responsibility of administering this policy.

6.0 ACTION

Security Designations (Initial Classification) and Custody Classifications (Re-Classification) shall be made in accordance with instructions contained within this manual.

The Corrections Division Policies and Procedures Manual of the Adult Offender Classification System supercedes the Corrections Division Manual of Policies and Procedures of Inmate Programming, Revised 1973.

Effective date of this policy: Upon Approval.

APPROVED: *M. Haleski*  
 Corrections Division Administrator  
4/10/80  
 Date

APPROVED: *Julius Phang*  
 Director  
4/11/80  
 Date



250.000 Adult Offender Classification System

1.0 Purpose

To provide a manual of policy and instructions for effecting security designations and custody classifications for sentenced long term adult offenders which shall be used in branch facilities.

2.0 REFERENCES

1. Corrections Division Policies and Procedures Manual, 520.000, Inmate Grievance and Appeals Process; Administrative Remedy Process.
2. Rules and Regulations of the Corrections Division, 200.230, Classification.
3. Chapter 706, Hawaii Revised Statutes, Disposition of convicted Defendants.
4. Department of Justice, Federal Bureau of Prisons, Operations Memorandum Number 83-79 (5100), April 2, 1979, Custody Assignments.
5. Attorney General's Memorandum, Furlough for Mandatory Minimum Inmates, February 22, 1978.
6. Attorney General's Memorandum, Adult Offender Classification Policy, May 21, 1979.

3.0 POLICY

The purpose of classification is to facilitate through systematic and objective evaluations, the correctional goals of both public safety and the provision to offenders of opportunities for reintegration into society through placement in programs involving increasing degrees of community involvement. Classification is based on a need for differential care and handling of offenders, according to the individual's assessed needs and the risks presented. The classification process is two-fold, i.e., initial classification for security designation and re-classification for movement between levels and/or facilities. While evaluations are consistently based on a specific set of variables, sensitivity to the inmate's changing needs and behavior are not precluded.

Each inmate under the care of the Corrections Division must be classified for security purposes according to the level of risk he/she represents to the facility and to the community at large. At the same time, it is the Corrections Division's policy that each inmate should be classified at the least restrictive capacity consistent with security needs. Thus, an inmate who demonstrates that he/she is capable of assuming the responsibility that a lower classification involves should be given the lower classification. No inmate should receive more supervision or kept at a more secure status than his/her potential risk dictates.

However, inmates serving mandatory minimum sentences and consecutive sentences will not be eligible for S-1 classification until expiration of the mandatory portion of their sentence and until he begins serving the last portion of the consecutive sentence, respectively.

4.0 SCOPE

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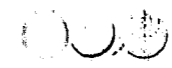
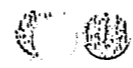
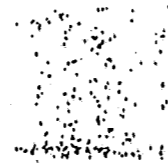
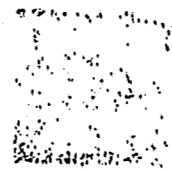
APPROVED:

W. Hales  
Corrections Division Administrator  
4/10/80  
Date

APPROVED:

Indu Phang  
Director  
4/11/80  
Date

SECTION 2  
DEFINITIONS



DEFINITIONS

1. Classification - The systematic subdivision of inmates based upon their security and custody needs.
2. Classification Instrument - Consists of the 1) Initial Classification Form (for Security Designation) and 2) Re-Classification Form (for Custody level) which systematically recommends institutional and custody level placement of an offender within the Corrections Division.
3. Security Designation - Institutional placement of an offender based on his/her security needs as indicated by the initial Classification Form.
4. Custody Level - Placement within the institution based on the degree of Staff supervision required by the offender as indicated by the Re-Classification Form.
5. Initial Classification (Used interchangeably with security designation) - Performed upon commitment to determine the initial place of confinement based on the security needs of the individual.
6. Initial Classification Form - Instrument utilized for determining Initial Classification based upon three basic and general factors: 1) An assessment of the inmate's risk of recidivism; 2) an assessment of potential dangerousness the inmate offers to others; 3) The degree of supervision and/or control needed by the inmate.  
  
The following six variables are included in the Initial Classification Form to ascertain the level of security required by a newly-committed inmate:
  - 1 - Type of prior commitments
  - 2 - History of violence
  - 3 - Severity of current offense
  - 4 - History of escapes or attempts
  - 5 - Expected length of incarceration
  - 6 - Type of detainers
7. Re-Classification (Used interchangeably with Custody Level) - Assesses custody level of the inmate based on how the inmate is currently functioning as compared with the level when initially admitted or at previous Re-Classification Reviews.
8. Re-Classification Reviews - Formal reassessment of the inmate's custody level conducted at regularly established intervals; additionally, Re-Classification Reviews are conducted at any time after any change in internal/external factors which may offset security/custody classification levels, i.e., following new sentence (s), sentence reduction, major misconduct(s) received.

9. Re-Classification Form - Instrument utilized for determining changes from or maintenance of the currently assigned custody level. The following six post-admission variables are assessed in terms of the six initial classification factors:
  - 1 - Percentage of sentence served
  - 2 - Involvement with drugs/alcohol
  - 3 - Mental/psychological stability
  - 4 - Type and number of misconduct reports
  - 5 - Responsibility shown by the inmate
  - 6 - Family/community ties
10. Progress Reviews - Conducted at 90 day intervals to insure and review an inmate's progress, and adherence to program plans. Reviews are not for security or custody changes, however, the need for a Re-Classification Review may result from a Progress Review.
11. Exceptional Cases - Cases for which there is documentation of any of the following which may override the security or custody scoring to insure appropriate placement:
  1. Disciplinary cases involving violations of prohibited acts (misconducts) of the greatest severity (applicable only if Re-Classification Form indicates continue or decrease present custody and Team feels custody should be increased).
  2. Management Cases
    - a. Release residence
    - b. Degrees of overcrowding
    - c. Sentence limitations
    - d. Additional considerations
      - (1) Medical
      - (2) Psychiatric
      - (3) Central Monitoring
      - (4) Detainers, etc.
12. Residency Area - Principal area of housing assignment, i.e., residency module, dormitory, or other types of residential accommodations within facilities under the jurisdiction of the Corrections Division.
13. Security Area - That portion of the branch facility bordered by a fence or other structures designed for containment.
14. Perimeter - The outermost boundary of the branch facility.

15. Prior Commitment - A sentence of confinement for any length of time.
16. History: The individual's entire adult background of criminal convictions including findings by the Adjustment Committee, but excluding the current offense.

SECTION 3  
LEVELS OF SECURITY



LEVELS OF SECURITY

Security Levels

S-1

S-2

S-3

S-4

S-5

S-6

S-1

Inmate may be assigned to the least secure housing area within the institution or may be assigned to a community based residential program or may reside in the community. Freedom of movement is allowed within the institution to programs, etc., and allowed trips into the community for recreation, either escorted or on a furlough status. (Minimum security type facilities)

S-2, S-3, S-4

Inmate may be assigned to a lesser secure housing area within the institution. Inmates may be constantly or intermittently supervised and may be allowed escorted trips into the community for recreation. (Medium security type facilities)

S-5, S-6

Inmates are assigned to a closed institution which excludes inmates from Community programs with controlled movements under escort at all times. For escorted trips of a routine or emergency nature outside the facility, handcuff and leg restraints will be used at all times. (High security type facilities)

NOTE: Refer to Section 6, page 7 and Section 7, pages 1-3 for further details.

SECTION 4  
SECURITY DESIGNATION PROCEDURES



SECURITY DESIGNATION (INITIAL CLASSIFICATION) PROCEDURES (NEW COMMITMENTS)

1. Inmate is sentenced by Court.
2. Inmate is received at the institution with Judgment and Commitment Order.
3. Designated staff personnel initiates Initial Classification Form according to instructions.
4. Form is submitted along with recommendations to Reviewer (i.e. Unit Manager or Program Section Administrator) for Action. This must be done within 2 working days after inmate is received at facility.
5. Based on the information furnished, the Reviewer will within 2 working days approve or disapprove the Security Designation recommendation.
  - a. If it is a Regular Case, and not requesting transfer to another facility, the Reviewer will transmit the decision to the appropriate team for housing assignment within the facility.
  - b. If it is Regular Case requesting transfer to another facility, the Reviewer will transmit his decision to the BA for approval and initiation or transfer.
  - c. If it is an Exception Case, the Reviewer will transmit his decision to the BA for review and further action.
6. The BA will within 2 working days:
  - a. If requesting transfer: Approve the transfer and transmit the necessary information to the receiving facility, (refer to Transfer of Inmates Section for details). Disapprove the transfer and transmit along with his justification back to the Team for housing assignment.
  - b. For Exception Cases: Approve or disapprove the Reviewer's decision. If approving, submit to CDAA for final action. If disapproving, transmit justification back to Team for Review. If no concurrence can be reached after Team Review, case material should be submitted to CDAA for final decision.
7. CDAA will within 3 working days either approve or disapprove the recommendation and transmit his decision back to the Branch.
  - a. Upon receipt of CDAA's decision, the Branch will:
    - 1) Affirm as "Exception Case" or
    - 2) Classify as "Regular Case"
    - 3) and assign security level as indicated.



SECTION 5  
INITIAL CLASSIFICATION FORM



INITIAL  
CLASSIFICATION R M

1. FACILITY \_\_\_\_\_  
2. EVALUATION DATE \_\_\_\_\_

SECTION A: DEMOGRAPHIC INFORMATION

3. NAME (Last Name, First Name, Middle Initial)		COMMITMENT NAME		4. ID NUMBER
5. SEX M(?) F(?)	6. RACE	7. DATE OF BIRTH	8. PRIMARY LANGUAGE Other Language ( )	
9. SENTENCE LIMITATIONS <input type="checkbox"/> None <input checked="" type="checkbox"/> Mandatory Minimum <input checked="" type="checkbox"/> Life Without Parole <input type="checkbox"/> Consecutive Sentences <input type="checkbox"/> Definite Sentence		10. ADDITIONAL CONSIDERATIONS <input type="checkbox"/> None <input type="checkbox"/> Medical <input type="checkbox"/> Other <input type="checkbox"/> Psychiatric <input type="checkbox"/> Detainers, Etc. <input type="checkbox"/> Central Monitoring		
X SEPARATEE (Name, ID #) 7		X SEPARATEE (Name, ID #) 7		

SECTION B: SECURITY SCORING

1. TYPE OF DETAINER CHARGE	0 = None 1 = Lowest/Low Moderate	3 = Moderate 5 = High	7 = Greatest
2. SEVERITY OF CURRENT OFFENSE CR. #	0 = Lowest 1 = Low Moderate	3 = Moderate 5 = High	7 = Greatest
3. EXPECTED LENGTH OF INCARCERATION:	1 = 0 to 30 Months 3 = 31 to 59 Months	5 = 60 to 83 Months 7 = 84 to 119 Months	9 = 120+ Months
4. TYPE OF PRIOR COMMITMENTS OFFENSE TIME SERVED	0 = None 1 = Minor	3 = Serious	
5. HISTORY OF ESCAPE OR ATTEMPTS	0 = None 1 = Past Minor	3 = Recent Minor 5 = Past Serious	7 = Recent Serious
6. HISTORY OF VIOLENCE	0 = None 1 = Past Minor	3 = Recent Minor 5 = Past Serious	7 = Recent Serious
7. SUBTOTAL (Total Items 1 - 6)			
8. PRECOMMITMENT STATUS	0 = Not Applicable	3 = On Own Recognizance	6 = Self-Commitment (Voluntary)
9. SECURITY TOTAL Subtract Item 8 from Item 7. If Item 8 is Greater, enter 0			
10. SECURITY LEVEL	S-1 = 0 to 6 Points S-2 = 7 to 9 Points	S-3 = 10 to 13 Points S-4 = 14 to 22 Points	S-5 = 23 to 29 Points S-6 = 30 to 40 Points
11. IF ELIGIBLE FOR FACILITY TRANSFER, ARE MEDICAL AND DENTAL RECORDS CLEAR?	Y = Yes N = No		

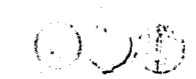
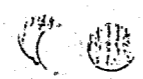
EXCEPTIONAL CASE  No  
 Yes, to be reviewed and forwarded  
 If Yes, check applicable box(es) for Management Reason(s) and complete CD Exceptional Case Form

<input type="checkbox"/> Release Residence	<input type="checkbox"/> Central Monitoring	<input type="checkbox"/> Detainers, etc.,
<input type="checkbox"/> Overcrowding	<input type="checkbox"/> Sentence Limitation	<input type="checkbox"/> Additional Considerations

SECTION C: ADMINISTRATIVE ACTION

1. REGULAR CASE		2. EXCEPTION CASE	
1a. Date of Review	_____	2a. Date of Review	_____
1b. Facility Assigned	_____	2b. Facility Assigned	_____
1c. Security Level	_____	2c. Security Level	_____
1d. Action <input type="checkbox"/> Approve <input type="checkbox"/> Disapprove	NAME _____ TITLE _____	2d. Action <input type="checkbox"/> Approve <input type="checkbox"/> Disapprove	NAME _____ TITLE _____
1e. Branch Administrator Action if transferring facility: <input type="checkbox"/> Approve <input type="checkbox"/> Disapprove		2e. Branch Administrator Action <input type="checkbox"/> Approve <input type="checkbox"/> Disapprove	
BRANCH ADMINISTRATOR _____	DATE _____	BRANCH ADMINISTRATOR _____	DATE _____
		2f. CDA Action: <input type="checkbox"/> Approve <input type="checkbox"/> Disapprove	

SECTION 6  
INITIAL CLASSIFICATION INSTRUCTIONS



INITIAL CLASSIFICATION FORM  
INSTRUCTIONS

a. Top Right Corner of Form

1. Facility: Enter the three or four character abbreviation of the facility admitting the inmate.
2. Date of Evaluation: Enter month/day/year that the classification form is initiated, e.g., 12/1/79.

b. Section A: Demographics

3. Name: Enter individual's last name first, first name second, and middle initial third. The name used should be the name the person is to be committed under, e.g., Jones, Robert J.
4. ID Number: Enter State ID number, if known. Other numbers which may be used in order of preference are:

Offender Tracking Number  
Social Security Number  
Date of Birth (only if no other number can be used)

5. Sex: Check M if male, F if female.
6. Race: Enter race abbreviations as given on the inmate's initial intake form. Abbreviations are found on the bottom of this form.

For persons of mixed racial origins; enter codes starting with the racial extraction of the greatest percentage.

Code	Item	Definition
A	Asian	A person having origins in any of the original peoples of the Far East, Southeast Asia or the Indian subcontinent, other than Chinese, Japanese, Korean and Filipino, which are listed separately.
C	Chinese	A person having origins in any of the original peoples of China.
F	Filipino	A person having origins in any of the original peoples of the Philippine Islands.
G	Guamanian or other Pacific Islander	A person having origins in any of the islands of the South Pacific other than Samoa. Includes Tahitians, Fijians.
H	Hawaiian	A person having origins in any of the original peoples of the Hawaiian Islands.

Code	Item	Definition
HX	Part Hawaiian	A person claiming to be part-Hawaiian, has some Hawaiian ancestry.
I	American Indian (or Alaskan Native)	A person having origins in any of the original peoples of North America, and who maintains cultural identification through tribal affiliation or community recognition.
J	Japanese	A person having origins in any of the original peoples of Japan.
K	Korean	A person having origins in any of the original peoples of Korea.
N	Negro (Black)	A person having origins in any of the Black racial groups of Africa.
P	Portuguese	A person having origins in the original peoples of Portugal.
S	Samoan	A person having origins in the original peoples of Samoa.
W	White	A person having origins in any of the original peoples of Europe, North Africa, or the Middle East.
X	Other	A person of other origins than listed above. Central and South Americans will be included in this group.

7. DOB: Enter the numerical month, date, year of birth.
8. Primary Language: Enter primary language if the inmate is not able to speak and understand English.
9. Sentence Limitations: Check the appropriate box identifying any one of the sentence type or legal status which may require a management override of facility placement.
  - No Sentence Limitation
  - Mandatory Minimum
  - Consecutive Sentence
  - Life Without Parole
  - Definite Sentence

10. Additional Consideration: Check the appropriate box reflecting any one of the following factors that may result in a management designation. Note that these items are not mutually exclusive; that is, one or more codes may be appropriate.

<u>Item</u>	<u>Comments</u>
None	None
<u>Item</u>	<u>Definition</u>
Medical	If the individual has medical problems that cannot be treated at an institution that normally would have been designated for confinement, a management designation may be appropriate.
Psychiatric	Information relating that the individual needs special psychiatric assistance must be evaluated and, in those cases, where appropriate, a designation to an appropriate security level facility with a psychologist/psychiatrist must be effected.
Central Monitoring	Use this for persons requesting separation from the general population. Otherwise, specify separatee (s) for the inmate who should not be placed in the same facility.
Detainers, etc.	For those individuals who have detainers, pending charges, or holds from other jurisdictions.
Other	For any other need for management designation. Specify reason in blank provided. (Includes homosexuals)

11, 12. Separatee: Give name and ID number of person (s) the inmate is not to be housed with because their association would be detrimental to the security of the facility or to individuals in the facility.

c. Section B: Security Scoring

(Only one number can be assigned for each item; points cannot be added)

1. Type of Detainer: Enter the appropriate number of points in the box on the right hand column to reflect the severity of pending charges or jurisdictional holds, other than the current offense, based on the Severity of Offense Scale.

Enter the type of detainer or pending charge on the line provided.

<u>Points</u>	<u>Detainer Scale</u>
0	None
1	Lowest and low moderate severity
3	Moderate severity
5	High severity
7	Greatest severity

2. Severity of current Offense: Enter the appropriate number of points in the box in the right-hand column to reflect the severity of the offense behavior of the most severe of the offenses for which the individual was sentenced on this period of incarceration. The severity is determined by Severity of Offense Scale.

\* If the individual is sentenced for multiple counts, the other counts if applicable should be scored on #5 and #6. For e.g., individual sentenced for Robbery and Escape. Use Robbery for current offense and escape as history of escape (#5).

Enter the current offense and Criminal Number on the line provided.

<u>Points</u>	<u>Severity</u>
0	Lowest
1	Low Moderate
3	Moderate
5	High
7	Greatest

3. Expected Length of Incarceration: Enter the appropriate code reflecting the expected length of incarceration in the right-hand column. This is completed by using the maximum length of sentence for the current offense and multiplying by the average sentence generally served as determined by the following:

- 1/3 of the maximum sentence for 1st time commitment.
- 1/2 of the maximum sentence for offenders in the greatest severity category or for 2nd time commitments.
- 2/3 of the maximum sentence for 3rd time or more commitments.

<u>Points</u>	<u>Expected Length</u>
1	0-30 months
3	31-59 months
5	60-83 months
7	84-119 months
9	120 plus months

Example: First-time offender sentence to maximum of 10 years:  $1/3(10 \text{ years}) = 3.3 \text{ years}$  or 12 mon:  $(3.3) = 39.6 \text{ months} = 3 \text{ points}$

4. Type of Prior Commitments: In the right-hand column, enter the appropriate number of points reflecting category of prior adult commitment history. This is determined by the kind of prior institution experience during criminal career and is based on the nature of the most severe offense which resulted in commitment. Commitment is defined as any time for which individual has been sentenced to confinement. Minor = lowest and low Moderate offenses which resulted in confinement. Serious = all offenses in the Moderate, High, and Greatest categories which resulted in confinement. See Severity of Offense Scale.

Enter the prior offense and amount of time served on line provided.

Points	Type
0	None
1	Minor
3	Serious

5. History of Escape or Attempts: Enter the appropriate number of points in the right-hand column to reflect the escape history of the individual. History is defined as the individual's entire adult background of criminal convictions, excluding current offense. Escapes from institutions are to be recognized if the inmate was found guilty of the escape or attempt by an institutional discipline committee, regardless of the Prosecution and Conviction status of the case. Additionally, consideration is to be given to behavior relating to the prior offenses, (such as flight to avoid prosecution) if reported in the Pre-Sentence Investigation Report. Do not use behavior related to current offense for this item. If more than one escape attempt, use most severe. Failure to appear for traffic (automobile) violations is not to be considered. To determine whether an incident is recent or past, use the date of conviction.

Points	History	Definition
0	None	No escapes.
1	Past Minor	An escape more than five years ago from an open institution or program (e.g., CRC, work release, furlough) not involving any actual or threat of violence. Also includes military AWOL and flight to avoid pending charges, if documented.
3	Recent Minor	An escape within the last five years from an open institution or program (e.g., CRC, work release, furlough) not involving any actual or threat of violence. Also includes military AWOL and flight to avoid pending charges, if documented.
5	Past Serious	An escape more than five years ago from closed confinement, with or without threat of violence. Also includes escape from open facility or program <u>with</u> actual or threat of violence.

Points	History	Definition
7	Recent Serious	An escape within the last five years from closed confinement, with or without threat of violence. Also includes escape from open facility or program <u>with</u> actual or threat of violence.

Example: Individual who jumped bail on current offense (Recent Minor) and who six years ago escaped a county jail by sawing through the bars (Past Serious)... Use Past Serious = 5 points. Write "5" in the box in the right-hand column.

6. History of Violence: Enter the number of points reflecting the appropriate category in the right-hand column. History of violence is defined as the individual's entire adult background of criminal conviction, excluding current offense. However, institution discipline committee findings of guilt are to be recognized regardless of prosecution and conviction status, if known. Do not use behavior related to current offense for this item. Severity of violence is defined according to the degree of seriousness of the act which resulted in a fine or conviction. If more than one incident of violence, use most severe.

Points	History	Definition
0	None	No violence.
1	Past Minor	Acts occurring more than five year ago involving persons or property which resulted in <u>finer</u> or <u>misdemeanant convictions</u> (e.g., simple fights, domestic squabbles).
3	Recent Minor	Acts within the last five years involving persons or property which resulted in <u>finer</u> or <u>misdemeanant convictions</u> (e.g., simple fights, domestic squabbles).
5	Past Serious	Acts occurring more than five years ago involving persons or property which resulted in <u>felony convictions</u> (e.g., assaults, intimidation involving a weapon, incidents involving arson or explosives, etc.).
7	Recent Serious	Acts within the last five years involving persons or property which resulted in <u>felony convictions</u> (e.g., assaults, intimidation involving a weapon, incidents involving arson or explosives, etc.).

Example: If an individual has a history of being fined for drunken fights -- 12 years ago -- this would rate as Past Minor and "1" would be entered in the right-hand column.

7. Sub-Total: Enter the total of Items 1 through 6 of this Section in the right-hand column.

8. Pre-Commitment Status: Refers to person's status preceding, during, and following trial period. Enter the appropriate number of points:

Points	Pre-Commitment Status	Definition
0	Not Applicable	Was not on own recognizance and is not a self-commitment.
3	Own Recognizance (Includes Supervised Release)	Refers to an individual being released prior to (or during) the trial period without posting bail or incurring any other financial obligation to insure appearance.
6	Self-Commitment (Voluntary Surrender)	Refers to an individual who is not escorted by a law enforcement official to place of confinement and who is not under bond or financial obligation to insure commitment.

9. Security Total: Enter the numerical result of the subtraction of Item 8 (Pre-Commitment Status) from Item 7 (Sub-Total). If Item 8 is greater than Item 7, enter zero (0) in the box in the right-hand column.

10. Security Level: Enter the number representing the appropriate security level in the right-hand column. The security point total is used to determine the inmate's appropriate security level according to the following point ranges.

Points	Security Level
0-6	S-1
7-9	S-2
10-13	S-3
14-22	S-4
23-29	S-5
30-40	S-6

Example: If the security point total is 24 points, the security level would be "5" since security level "5" has a point range from 23 to 29 points. Write "5" in the box in the right-hand column.

(Note: Scores of 23, 24 and 25 may allow inmate to be placed at a CCC should the BSF be unable to accommodate inmate due to overcrowdedness. Scores of 26-40 will place the inmate at HSF. Scores of 7-10 may be considered for placement at CRC upon review by CRC staff).

11. Cleared Medical Records: Some community and minimum level facilities are not equipped to treat individuals with acute medical, psychiatric or dental problems, therefore, this information is required to make a proper designation. Circle the appropriate response.

Exceptional Case: Check only one box, "No" if Security Level indicated is the same as that of Item 10 in Section B. "Yes" if Security Level indicated is different from that of Item 10 in Section B. Check applicable box(es) for Management Override Reasons only if "Yes" box has been checked.

d. Section C: Administrative Action

1 and 2: Complete appropriate section, either Regular Case or Exception Case (one section only). The Regular Case section will be used if the "Security Level" indicated is the same as that of Item 10 in Section B. The Exception Case section is to be used if the level is different from that indicated in Item 10 of Section B and applicable box(es) have been checked in EXCEPTIONAL CASE, Management Reasons section.

If it is an Exception Case, use CD Exceptional Form to explain the scoring and/or other relevant information. This form should be attached and forwarded to the BA for his approval/disapproval. After his review, it will be forwarded to CDAA for final approval.

1a and 2a: Date of Review: The date that this form is being used to formally assign the individual to a security level. Enter the numerical month, date and year, e.g., 04-04-1980.

1b and 2b: Facility Assigned: The facility the individual will be assigned/sent.

1c and 2c: Security Level: Enter level that the individual is being assigned to, i.e., S-1, S-2, S-3, S-4, S-5 or S-6.

If Regular Case:

1d: Action: The Reviewer should check the appropriate box indicating either approval or disapproval of the decision. (Reviewer includes Unit Managers or Section Administrators).

Reviewer's Name/Signature: The Reviewer will print first and last name, then sign the form.

1e: BA Action if transferring: The BA's approval/disapproval and signature is required only if transfer to another facility is being recommended.

If Exception Review:

2d: Action: The Reviewer should check the appropriate box indicating either approval or disapproval of the decision (Reviewer includes Unit Managers or Section Administrators).

Reviewer's Name/Signature: The Reviewer will print first and last name, then sign the form and forward to the BA.

2e BA's Action: The Administrator will check, either approve or disapprove, print first and last name and sign the form. If the Administrator checks the "disapproval" box, a memo must be prepared explaining the reasons and attach to the form and transmitted back to the Unit Team for review.

2f CDAAs Action: The CDAAs approval/disapproval is required. The CDAAs must counter-sign and check the approval box before any placement can be affected. If the CDAAs signs and checks the "disapprove" box: (1) a memo must be prepared explaining the reasons; (2) it must be placed in the inmate's file.

SECTION 7  
LEVELS OF CUSTODY



LEVELS OF CUSTODY

Security Levels

S-1  
S-2  
S-3  
S-4  
S-5  
S-6

Custody Levels

Out 1, Out 2, Comm 1, Comm 2  
In 3, Out 1, Out 2  
In 2, In 3, Out 1  
In 1, In 2, In 3  
Max 5, In 1  
Max 1, Max 2, Max 3, Max 4, Max 5

Custody Levels

Maximum: Inmate requires maximum control and supervision. This custody is for individuals who, by their behavior, have identified themselves as assaultive, predacious, riotous, or serious escape risks. Such inmates have demonstrated an inability to relate with the general population without being dangerous to other inmate, or are disruptive to the orderly running of the institution. These individuals may be restricted from some work assignments, as well as parts of the institution as deemed appropriate. For escorted trips outside the institution, handcuffs and leg restraints will be used at all times for these individuals.

Custody Levels	Residency Area	Within Security Area	Outside Security Area within Perimeter	In-Community
Max. 1	Restricted to room Controlled movement with- in quadrant Constant surveillance  Residency area is only limited to the quad- rant	Restrained and escorted during movement Constant sur- veillance	Not allowed	Restrained and escorted
Max. 2	Freedom of movement with- in quadrant Constant surveillance	Restrained and escorted during movement Constant surveil- lance	Not allowed	Restrained and escorted
Max. 3	Controlled movement with- in multi-purpose area Freedom of movement with- in residency area Constant surveillance	Restrained and escorted during movement Constant surveil- lance	Not allowed	Restrained and escorted.

Custody Levels	Residency Area	Within Security Area	Outside Security Area within Perimeter	In-Community
Max. 4	Freedom of movement with- in residency, multi-pur- pose area Constant surveillance	Unrestrained and escorted	Not allowed	Restrained and escorted
Max. 5	Freedom of movement with- in residency, multi-pur- pose area Constant surveillance	Movement with pass Constant surveil- lance	Not allowed	Restrained and escorted

In: Inmate eligible for all regular work assignments and activities under normal level of supervision; may also be eligible for work details or programs outside the institution's perimeter, participates in in-community recreational activities once or twice a month under escort.

In 1	Freedom of movement with- in residency, multi-pur- pose area Constant surveillance	Movement with pass Constant sur- veillance	Constant sur- veillance	As needed: Unrestrained Escorted
In 2	Freedom of movement with- in residency, multi- purpose area Intermittent surveil- lance	Movement with pass Constant sur- veillance	Constant sur- veillance	As needed: Unrestrained Escorted
In 3	Freedom of movement with- in residency, multi-pur- pose area Intermittent surveil- lance	Movement with pass Intermittent surveillance	Intermittent surveillance	Regular trips: Unrestrained Escorted Recreation acti- vities, escorted 1-2 times per month

OUT: Inmate is eligible for work details outside the institution's perimeter with a minimum of 2 hour intermittent supervision. Escorted trips into the community for recreational activities and programs may be as often as weekly or more if appropriate.

Custody Levels	Residency Area	Within Security Area	Outside Security Area within Perimeter	In-Community
Out 1	Freedom of movement Intermittent surveillance	Freedom of movement Intermittent surveillance	Freedom of movement Intermittent surveillance	Regular trips: Unrestrained Escorted Recreation activities; weekly, escorted
Out 2	Freedom of movement intermittent surveillance	Freedom of movement intermittent surveillance	Freedom of movement intermittent surveillance	Regular trips: Unrestrained; Escorted Recreation activities: escorted; May be as often as 2-3 times a week

COMMUNITY: Inmate is eligible for work details outside the institution's perimeter with minimal supervision and for community based program activities without escort (on furlough status) or escorted without restraints. These individuals may also be eligible to reside in the community with family, relatives, or friends on extended furlough status.

Custody Levels	Residency Area	Within Security Area	Outside Security Area within Perimeter	In-Community
Comm. 1	Freedom of movement Intermittent surveillance	Freedom of movement Intermittent surveillance	Freedom of movement Intermittent surveillance	Unescorted: Furloughs Regular trips: Escorted Unrestrained
Comm. 2	NA	NA	NA	Living in community: Extended furlough Monitoring required

SECTION 8.  
INITIAL CUSTODY LEVEL ASSIGNMENT & RE-  
CLASSIFICATION REVIEW PROCEDURES

INITIAL CUSTODY LEVEL ASSIGNMENT AND RECLASSIFICATION REVIEW PROCEDURES

After a newly committed inmate has a security designation, the inmate will automatically be assigned on initial custody level:

<u>Security Level Designated</u>	<u>Inmates Initial Custody Level</u>
S-1	Out 1
S-2	In 3
S-3	In 2
S-4	In 1
S-5	Max. 5
S-6	Max. 1

All subsequent custody level changes will require the completion of the reclassification (Custody Level) Form. The Custody reviews will be made by the Unit Team in accordance with the established custody review time schedule, however, an inmate's custody and security level must be reviewed following any new sentences or sentence reduction received (i.e., any change in external factors which may affect security level) or adjustment committee action which may affect custody assignment (i.e., inmate found guilty of misconduct in greatest or high categories).

Custody Review Schedule

<u>Custody Level</u>	<u>Review Date</u>
Max	12 months, earlier if necessary
In	9 months, earlier if necessary
Out	6 months, earlier if necessary
Community	At any time after any change in external factors which might affect security level or Adjustment Committee action which might affect custody assignment; but at least once a year in every case.

Inmates' Custody Level changes will be normally reduced or increased by only one level as indicated by the Custody total on the Reclassification Form. The sequential custody level changes shall be as follows; depending upon the initial custody level of the inmate:

- Max 1 to Max 2 to Max 3 to Max 4 to Max 5
- In 1 to In 2 to In 3
- Out 1 to Out 2
- Comm 1 to Comm 2

(Note: Level 1 is the most restrictive of each level. See Levels of Custody, Section 7, for details regarding each level).

Regular Case Reviews are handled in a routine manner as specified in the Custody Review Schedule.

For all Regular Case Reviews, as indicated below, the Reclassification Form only recommends, the decision rests with the Team and Reviewer. The Team has the following options:

<u>Form Recommends</u>	<u>Team's Option</u>
(a) Custody <u>increase</u>	(a) (1) <u>Agree</u> with Form; increase custody one level*
	(a) (2) <u>Disagree</u> with Form; document why and continue custody at same level.
(b) Custody <u>decrease</u>	(b) (1) <u>Agree</u> with Form; decrease custody one level
	(b) (2) <u>Disagree</u> with Form; document why and continue custody at same level*
(c) <u>Continue</u> present custody	(c) <u>None</u> ; custody contained at same level until next review

\* Program Hearing required

Exception Case Reviews fit into one of the following categories and require special procedures (refer to Reclassification Instructions, Section 1) for every custody reduction or increase. An inmate shall be handled as an Exception Case Review if there is documentation of any of the following:

- 1- Disciplinary cases involving violations of prohibited acts (misconducts) of the Greatest Severity. Applicable only if Reclassification Form indicates continue or decrease present custody and Team feels custody should be increased.
- 2- Management Cases
  - a. Release residence
  - b. Degrees of overcrowding
  - c. Sentence limitations

Additional considerations

- (1) Medical
- (2) Psychiatric
- (3) Central Monitoring
- (4) Detainers, etc.

All Exceptional Case Reviews shall have attached to the Reclassification Form, the CD Exceptional Case Form which shall justify/explain the relevant information.

- 1 - The Reviewer will within 2 working days after receiving the form, approve or disapprove the recommendation and forward to the BA for review and further action.
- 2 - The BA will within 2 working days:
  - a. Approve the recommendation and forward to CDAA for final action.
  - b. Disapprove the recommendation and transmit justification back to Team for Review. If no concurrence can be reached, after Team Review, the case material should be forwarded to CDAA for final decision
- 3 - CDAA will within 3 working days either approve or disapprove the recommendation and transmit decision back to the Branch.
- 4 - Upon receipt of CDAA's decision, the Branch will:
  - a. Affirm as "Exception Case" or
  - b. Classify as "Regular Case"
  - c. And assign Custody Level as indicated

SECTION 9  
RE-CLASSIFICATION FORM (CUSTODY LEVEL)

RECLASSIFICATION FORM

1. CITY \_\_\_\_\_  
 2. EVALUATION DATE \_\_\_\_\_

SECTION A: DEMOGRAPHIC INFORMATION

3. NAME (Last Name, First Name, Middle Initial)		COMMITMENT NAME		4. ID NUMBER
5. SEX M( ) F( )	6. RACE	7. DATE OF BIRTH	8. PRIMARY LANGUAGE Other Language ( )	
9. SENTENCE LIMITATIONS <input type="checkbox"/> None <input type="checkbox"/> Consecutive Sentence <input type="checkbox"/> Mandatory Minimum <input type="checkbox"/> Definite Sentence <input type="checkbox"/> Life Without Parole		10. ADDITIONAL CONSIDERATIONS <input type="checkbox"/> None <input type="checkbox"/> Psychiatric <input type="checkbox"/> Detainers, Etc. <input type="checkbox"/> Medical <input type="checkbox"/> Central Monitoring <input type="checkbox"/> Other.		
11. SEPARATEE (Name, ID #)		12. SEPARATEE (Name, ID #)		

SECTION B: SECURITY SCORING

1. TYPE OF DETAINEE CHARGE	0 = None 1 = Lowest/Low Moderate	3 = Moderate 5 = High	7 = Greatest
2. SEVERITY OF CURRENT OFFENSE CR. #	0 = Lowest 1 = Low Moderate	3 = Moderate 5 = High	7 = Greatest
3. PROJECTED LENGTH OF INCARCERATION	1 = 0 to 30 Months 3 = 31 to 59 Months	5 = 60 to 83 Months 7 = 84 to 119 Months	9 = 120+ Months
4. TYPE OF PRIOR COMMITMENTS OFFENSE TIME SERVED	0 = None 1 = Minor	3 = Serious	
5. HISTORY OF ESCAPE OR ATTEMPTS	0 = None 1 = Past Minor	3 = Recent Minor 5 = Past Serious	7 = Recent Serious
6. HISTORY OF VIOLENCE	0 = None 1 = Past Minor	3 = Recent Minor 5 = Past Serious	7 = Recent Serious
7. SUBTOTAL (Total Items 1 - 6)			
8. PRECOMMITMENT STATUS	0 = Not Applicable	3 = On Own Recognizance	6 = Self-Commitment (Voluntary)
9. SECURITY TOTAL Subtract Item 8 from Item 7. If Item 8 is Greater, enter 0			
10. SECURITY LEVEL	S-1 = 0 to 6 Points S-2 = 7 to 9 Points	S-3 = 10 to 13 Points S-4 = 14 to 22 Points	S-5 = 23 to 29 Points S-6 = 30 to 40 Points

SECTION C: CUSTODY SCORING

1. PERCENTAGE OF TIME SERVED	3 = 0 Thru 25% 4 = 26 Thru 75%	5 = 76 Thru 90% 6 = 91%		
2. INVOLVEMENT WITH DRUGS/ALCOHOL	2 = Current	3 = Past	4 = Never	
3. MENTAL/PSYCHOLOGICAL STABILITY (Within Past Year)	2 = Unfavorable	4 = No Referral or Favorable		
4. TYPE OF MOST SERIOUS DISCIPLINARY REPORT MISCONDUCT CHARGE	1 = Greatest 2 = High	3 = Moderate 4 = Low Moderate	5 = None	
5. FREQUENCY OF DISCIPLINARY REPORTS	0 = 10+	1 = 6 to 9	2 = 2 to 5	3 = 0 to 1
6. RESPONSIBILITY THAT INMATE HAS DEMONSTRATED	2 = Poor	3 = Average	4 = Good	
7. FAMILY/COMMUNITY TIES	3 = None or Minimal	4 = Average or Good		
8. IF ELIGIBLE FOR FACILITY TRANSFER, ARE MEDICAL AND DENTAL RECORDS CLEAR?	Y = Yes N = No	9. CUSTODY TOTAL		

10. CUSTODY LEVEL: Present Security Level Consider Custody Increase if Point Range is: Consider Present Custody Point Range is: Consider Custody Decrease Point Ranges:

S-1	13 - 19	20 - 22	23 - 30
S-2	13 - 19	20 - 23	24 - 30
S-3	13 - 19	20 - 24	25 - 30
S-4	13 - 19	20 - 25	27 - 30
S-5	13 - 19	20 - 27	28 - 30
S-6	13 - 19	22 - 27	28 - 30

EXCEPTIONAL CASE  NO  YES, TO BE REVIEWED AND FORWARDED CD EXCEPTIONAL CASE form.

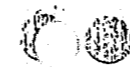
If YES, check applicable box(es) for reason(s) and complete

Disciplinary Case  Overcrowding  Release Residence  Central Monitoring  Sentence Limitation  Additional Consideration  Detainers, etc.,

SECTION D: ADMINISTRATIVE ACTION

1. REGULAR REVIEW 1a. Current Custody _____ 1b. New Custody _____ 1c. Date of Next Review _____ 1d. Action: <input type="checkbox"/> Approve <input type="checkbox"/> Disapprove	2. EXCEPTION REVIEW 2a. Current Custody _____ 2b. New Custody _____ 2c. Date of Next Review _____ 2d. Action: <input type="checkbox"/> Approve <input type="checkbox"/> Disapprove
REVIEWER NAME _____ SIGNATURE _____ DATE _____	REVIEWER NAME _____ SIGNATURE _____ DATE _____
1e. Branch Administrator's Action If Transferring to Other Facility: <input type="checkbox"/> Approve <input type="checkbox"/> Disapprove	2e. Branch Administrator's Action: <input type="checkbox"/> Approve <input type="checkbox"/> Disapprove
BRANCH ADMINISTRATOR _____ DATE _____	BRANCH ADMINISTRATOR _____ DATE _____
	2f. CDAA Action: <input type="checkbox"/> Approve <input type="checkbox"/> Disapprove
	CDAA _____ DATE _____

SECTION 10  
RE-CLASSIFICATION INSTRUCTIONS



RECLASSIFICATION FORM  
INSTRUCTIONS

a. Top Right Corner of Form

1. Facility: Enter the three or four character abbreviation of the facility admitting the inmate.
2. Date of Evaluation: Enter month/day/year that the classification form is initiated, e.g., 12/1/79.

b. Section A: Demographics

3. Name: Enter individual's last name first, first name second, and middle initial third. The name used should be the name the person is committed under, e.g., Jones, Robert J.
4. ID Number: Enter State ID number, if known. Other numbers which may be used in order of preference are:  
Offender Tracking Number  
Social Security Number  
Date of Birth (only if no other number can be used)
5. Sex: Check M if male, F if female.
6. Race: Enter race abbreviations as given on the inmate's initial intake form. Abbreviations are found on the bottom of this form.

For persons of mixed racial origins, enter codes starting with the racial extraction of the greatest percentage.

<u>Code</u>	<u>Item</u>	<u>Definition</u>
A	Asian	A person having origins in any of the original peoples of the Far East, Southeast Asia or the Indian subcontinent, other than Chinese, Japanese, Korean and Filipino, which are listed separately.
C	Chinese	A person having origins in any of the original peoples of China.
F	Filipino	A person having origins in any of the original peoples of the Philippine Islands.
G	Guamanian or other Pacific Islander	A person having origins in any of the islands of the South Pacific other than Samoa. Includes Tahitians, Fijians.
H	Hawaiian	A person having origins in any of the original peoples of the Hawaiian Island.

<u>Code</u>	<u>Item</u>	<u>Definition</u>
HX	Part Hawaiian	A person claiming to be part-Hawaiian, has some Hawaiian ancestry.
I	American Indian (or Alaskan Native)	A person having origins in any of the original peoples of North America, and who maintains cultural identification through tribal affiliation or community recognition.
J	Japanese	A person having origins in any of the original peoples of Japan.
K	Korean	A person having origins in any of the original peoples of Korea.
N	Negro (Black)	A person having origins in any of the Black racial groups of Africa.
P	Portuguese	A person having origins in the original peoples of Portugal.
S	Samoan	A person having origins in the original peoples of Samoa.
W	White	A person having origins in any of the original peoples of Europe, North Africa, or the Middle East.
X	Other	A person of other origins than listed above. Central and South Americans will be included in this group.

7. DOB: Enter the numerical month, date, year of birth.
8. Primary Language: Enter primary language if the inmate is not able to speak and understand English.
9. Sentence Limitations: Check the appropriate box identifying any one of the sentence type or legal status which may require a management override of facility placement.
  - No Sentence Limitation
  - Mandatory Minimum
  - Consecutive Sentence
  - Life Without Parole
  - Definite Sentence

10. Additional Consideration: Check the appropriate box reflecting any one of the following factors that may result in a management designation. Note that these items are not mutually exclusive; that is, one or more codes may be appropriate.

<u>Item</u>	<u>Comments</u>
<input type="checkbox"/> None	None
<u>Item</u>	<u>Definition</u>
<input type="checkbox"/> Medical	If the individual has medical problems that cannot be treated at an institution that normally would have been designated for confinement, a management designation may be appropriate.
<input type="checkbox"/> Psychiatric	Information relating that the individual needs special psychiatric assistance must be evaluated and, in those cases, where appropriate, a designation to an appropriate security level facility with a psychologist/psychiatrist must be effected.
<input type="checkbox"/> Central Monitoring	Use this for persons requesting separation from the general population. Otherwise, specify separate(s) for the inmate who should not be placed in the same facility.
<input type="checkbox"/> Detainers, etc.	For those individuals who have detainers, pending charges, or other holds from other jurisdictions.
<input type="checkbox"/> Other	For any other need for management designation. Specify reason in blank provided. (Includes homosexuals)

11, 12. Separatee: Give name and ID number of person(s) the inmate is not to be housed with because their association would be detrimental to the security of the facility or to individuals in the facility.

c. Section B: Security Scoring

(Only one number can be assigned for each item; points cannot be added)

1. Type of Detainer: Enter the appropriate number of points in the box in the right-hand column to reflect detainer status. Detainer includes any pending charges. Refer to Severity of Offense Scale. Enter the highest single number of points appropriate. Determination is based on the nature of the charge of the one most serious lodged detainer or pending charge. Frequency, sentence length, and whether charge is open or adjudicated are not considered. The number of points assigned on Initial Classification Form may differ since new detainers, or charges may be lodged or old ones dropped.

Print the type of detainer or pending charge on line provided.

Example: If person has Federal detainer for Robbery, print "Fed-Robbery."

<u>Points</u>	<u>Detainer Scale</u>
0	None
1	Lowest and Low Moderate Severity
3	Moderate Severity
5	High Severity
7	Greatest Severity

2. Severity of Current Offense: Enter the appropriate number of points in the box in the right-hand column to reflect the severity of the offense. The severity is determined by the Severity of Offense Scale. "Current" refers to the one most severe offense behavior for which the individual was convicted and sentenced for this period of incarceration. Do not use this same information to assign points on the history items (#5 and #6). However, if individual is sentenced for more than one offense, the other offenses may be used to assign points on history items if applicable. The points assigned probably would not have changed from the Initial Classification Form.

Enter the Current Offense and Criminal Number on line provided.

<u>Points</u>	<u>Severity</u>
0	Lowest
1	Low Moderate
3	Moderate
5	High
7	Greatest

3. Projected Length of Incarceration: Enter the appropriate number of points reflecting the projected length of incarceration in the right-hand column computed from the first day of sentence. This differs somewhat from Initial Classification Form's "Expected Length of Incarceration," since, by this time, it would have been possible for the Parole Board to have set a tentative parole date," or minimum sentence.

a. If inmate has tentative parole date, use that date

b. If the tentative parole date or minimum has not been determined, use the Expected Length of Incarceration guidelines. (Refer to Initial Classification Instructions, Section B. 3)



Points	Projected Length
1	0 - 30 months
3	31 - 59 months
5	60 - 83 months
7	84 - 119 months
9	120 plus months

4. Type of Prior Commitments: In the right-hand column, enter the appropriate number of points reflecting category of prior commitment history. This is determined by the kind of prior adult institution experience during criminal career and is based on the nature of the one most severe offense which resulted in the incarceration. Minor = Lowest and Low Moderate offenses which resulted in confinement. Serious = all offenses in the Moderate, High, and Greatest categories which resulted in confinement. Unless new background information has been uncovered, it is unlikely that this would have changed from Initial Classification Form. (See Severity of Offense Scale)

Enter the prior offense and amount of time served for offense on line provided.

Points	Type
0	None
1	Minor
3	Serious

Example: If an individual has a previous incarceration for a crime which falls in the High category on the Severity of Offense Scale, such a prior incarceration would be considered Serious = 3 points. Write "3" in the box in the right-hand column.

5. History of Escape Attempts: Enter the appropriate number of points in the right-hand column to reflect the escape history of the individual. History is defined as the individual's entire adult background of criminal convictions, excluding current offense; consideration is to be given to behavior related to prior offenses, such as flight to avoid prosecution if reported in the Pre-Sentence Investigation Report. Do not use behavior related to current offense for this item. Escapes or attempted escapes are to be recognized if the inmate was found guilty by an institution discipline committee, regardless of the prosecution or conviction status of the case. Also, include any behavior during present incarceration when found "guilty" by Adjustment Committee or court. Number of points may change from Initial Classification Form due to "Recent" becoming "Past" and/or post-admission behavior. The one escape situation yielding the highest number of points should be used. Do not consider failure to appear for traffic (automobile) violations.

Points	History	Definition
1	Past Minor	An escape occurring more than 5 years ago from an open institution or program (e.g., CRC, work release, furlough) not involving any actual or threat of violence. Also includes military AWOL and flight to avoid pending charges, if documented.
3	Recent Minor	An escape occurring within the last five years from an open institution or program (e.g., CRC, work release, furlough) not involving any actual or threat of violence. Also includes military AWOL and flight to avoid pending charges, if documented.
5	Past Serious	An escape occurring more than five years ago from closed confinement, with or without threat of violence. Also includes escape from open facility or program <u>with</u> actual or threat of violence.
7	Recent Serious	An escape occurring within the last five years from closed confinement, with or without threat of violence. Also includes escape from open facility or program <u>with</u> actual or threat of violence.

Example: Individual who jumped bail on current offense (Recent Minor) eight years ago escaped a county jail by sawing through the bars (Past Serious), use Past Serious = 5 points. Write a "5" in the box in the right-hand column.

6. History of Violence: Enter the appropriate number of points in the righthand column. History of Violence is defined as individual's entire adult background of criminal convictions, excluding current offense. Do not use behavior related to current offense for this item. Severity of Violence is defined according to the degree of seriousness depending upon the nature of the act which resulted in a fine or conviction. Include any behavior of this nature for which inmate was found "guilty" by the Adjustment Committee or court during this incarceration. Do not use juvenile convictions. Number of points may change from Initial Classification Form due to "Recent" becoming "Past" and/or post-admission behavior. To determine whether an incident is recent or past, use the date of conviction.

Points	History	Definition
0	None	No violence
1	Past Minor	Acts occurring more than five years ago involving persons or property which resulted in <u>finer or misdemeanor convictions</u> (e.g., simple fights, domestic squabbles).
3	Recent Minor	Acts occurring within the last five years involving persons or property which resulted in <u>finer or misdemeanor convictions</u> (e.g., simple fights, domestic squabbles.)
5	Past Serious	Acts occurring more than five years ago involving persons or property which resulted in <u>felony convictions</u> (e.g., assaults, intimidation involving a weapon, incidents involving arson or explosives, etc.)
7	Recent Serious	Acts occurring within the last five years involving persons or property which resulted in <u>felony convictions</u> (e.g., assaults, intimidation involving a weapon, incidents involving arson or explosives, etc.)

Example: An individual has a history of being fined for drunken fights --12 years ago--and the Initial Classification Form correctly evaluated this as Past Minor, "1" point. (However, if found guilty by a court of having murdered another inmate during this confinement, inmate would now be rated as Recent Serious, "7" points.)

7. Sub-Total: Enter the total of the points on Items 1 through 6 of this section in the right-hand column.
8. Pre-Commitment Status: Refers to the individual's status preceding, during, and after the trial period for the commitment offense.

Points	Pre-Commitment Status	Definition
0	Not applicable	Was not on own recognizance and is not a self-commitment.
3	Own recognizance	Refers to an individual being released prior to (or during) the trial period without posting bail or incurring any other financial obligation to insure appearance.
6	Self-commitment (Voluntary Surrender)	Refers to an individual who is not escorted by a law enforcement officer to place of confinement and who is not under bond or financial obligation to insure commitment.

9. Security Total: Enter the numerical result of subtraction of Item 8 (Pre-Commitment Status) from Item 7 (Sub-Total). If Item 8 is greater than Item 7, enter zero (0) in the box in the right-hand column.

10. Security Level: Enter the number representing the appropriate security level in the right-hand column. The security point total is used to determine the inmate's appropriate security level according to the following point ranges.

Points	Security Level
0 - 6	S-1
7 - 9	S-2
10 - 13	S-3
14 - 22	S-4
23 - 29	S-5
30 - 40	S-6

Example: If the security point total is 24 points, the security level would be "5" since security level "5" has a point range from 23 to 29 points. Write "5" in the box in the right-hand column.

(Note: Scores of 23, 24 & 25 may allow inmate to be placed at a CCC should the HSF be unable to accommodate inmate due to overcrowdedness. Scores of 26-36 will place the inmate at the HSF. Scores of 7-10 may be considered for placement at CRC upon review by CRC Staff)

d. Section C: Custody Scoring

1. Percentage of Time Served: Enter in the right-hand column one number of points that reflects the percentage of sentence the inmate has already served. To determine the percent, divide the number of months already served on present sentence (at time of review) by the number of months of incarceration projected (Number 3 of Section A); if appropriate, give credit for jail time.

Points	Percent of Time Served
3	0 through 25%
4	26 through 75%
5	76 through 90%
6	91% plus

Example: Inmate has served 15 months (14 months at the institution, plus credit for one month jail time) of a projected 78 month sentence.

$$\frac{\text{Actual Time Served}}{\text{Projected Time to Serve}} = \frac{15}{78} = 19.2\%$$

Enter "3" in the box in the right-hand column, since "3" represents a range of 0 to 25 percent.

2. Involvement with Drugs and Alcohol: Enter in the right-hand column one appropriate number of points reflecting drug and alcohol abuse. This concerns any past or present documented abuse, including trafficking; "Past" refers to any documented history, including current offense if more than five years ago. "Current" refers to any documented use or abuse if within the last 5 years.

<u>Points</u>	<u>Involvement</u>
2	Current
3	Past
4	Never

3. Mental/Psychological Stability: Enter one appropriate number of points in the right-hand column reflecting the inmate's status in this category. This is based on most current (within past year) psychological/psychiatric report regarding inmate's degree of mental stability. The conclusion should be clearly stated in the report and is to be interpreted in light of whether or not inmate can handle less custody/security status.

Inmate must be referred for updated psychological/psychiatric report before review, if most current report is both unfavorable and over one year old; if it is favorable and over one year old, may or may not be referred at team's option; if less than one year old, should not be referred. Preferably, psychiatric/psychological report should be dated and stamped "FAVORABLE" or UNFAVORABLE" by its author, to avoid any possible misinterpretation.

Unfavorable report means most current report does contain a finding that the individual shows evidence of serious mental instability. A Favorable report means no finding of serious mental instability in most current report.

<u>Points</u>	<u>Stability</u>
2	Unfavorable
4	Favorable

Example: Inmate has favorable psychological/psychiatric evaluation; therefore, "4" is entered in right-hand column.

4. Type Disciplinary Report(s): Enter the points which reflect the type of most serious disciplinary report. This is determined by using the Misconduct Severity Scale. Points are assigned based on the one most severe disciplinary report for which inmate has been found "guilty" by the Adjustment Committee during the past 12 months.

Enter the most Serious Misconduct that inmate was found guilty of on line provided.

<u>Points</u>	<u>Type of Disciplinary Report</u>
1	Greatest Severity
2	High Severity
3	Moderate Severity
4	Low Moderate Severity
5	None

Example: In addition to being found guilty of "Being Intoxicated" (Moderate), this individual was also found guilty of "Tampering with a Lock" (High). Use High as the one most serious and record "2" in the box in the right-hand column.

5. Frequency of Disciplinary Reports: Enter one appropriate number of points in the right-hand column that reflects the frequency of disciplinary reports. This is determined by assigning points based on the number of disciplinary reports for which the inmate has been found "guilty" by the Adjustment Committee during the past 12 months.

<u>Points</u>	<u>Frequency (past 12 months)</u>
0	10 plus
1	6 through 9
2	2 through 5
3	0 through 1

Example: Inmate had two "guilty" findings; enter "2" in right-hand column.

6. Responsibility Inmate has Demonstrated: Enter one appropriate number of points reflecting the inmate's demonstrated level of responsibility during the past 12 months. This is based on the inmate's general demeanor as reflected in peer group associates, attitude, degree of program involvement, level of dependability, and nature of interactions with staff and other inmates. Poor, Average, and Good reflect the team's judgment based on available program reports.

Points	Responsibility (past 12 months)
2	Poor
3	Average
4	Good

Example: If the Team judged the inmate to have demonstrated a poor level of responsibility, "2" would be entered in the box in the right-hand column.

7. Family/Community Ties: Enter one number of points in the right-hand column that reflect the level of family/community ties. This is determined by assigning points based on established and continuing family/community ties, which includes consideration of: Current marital status or nature of common-law relationship; nature of family support; regularity of visits/mail; degree of family stability in the community; and, inmate having a stable community relationship with non-family persons.

Points	Type Ties
3	None or Minimal
4	Average or Good

Example: If the inmate's family/community ties are non-existent, enter a "3" in the box in the right-hand column.

8. Medical and Dental Clearance: Indicate in the right-hand column whether or not the individual is deemed medically suitable for transfer. Medical Evaluation for Transfer should be completed. Inmates with medical or dental problems that cannot be adequately cared for at a particular Security Level institution should not be transferred to such a facility.

Y = Yes                      N = No

9. Custody Total: Add the points in Items 1 through 7 and enter the sum in this block.

Example: 3+2+4+2+2+2+3=18

10. Custody Change Scale: To determine eligibility for a custody change, the following scale is used:

Current Custody Total

Inmate's Present Security Level	Consider for Custody Increase If Point Range:	Continue Present Custody If Point Range:	Consider for Custody Decrease If Point Range:
S-1	13 - 19	20 - 22	23 - 30
S-2	13 - 19	20 - 23	24 - 30
S-3	13 - 19	20 - 24	25 - 30
S-4	13 - 19	20 - 26	27 - 30
S-5	13 - 19	20 - 27	28 - 30
S-6	13 - 19	20 - 27	28 - 30

Example: An inmate with a security total of 18 points qualifies for an S-4 institution and would require a Custody Total of at least 27 to qualify for a possible custody decrease. Likewise, an S-2 inmate would require a Custody Total of at least 24 points to qualify for a possible custody reduction.

A custody Total of 19 or less points indicates that the inmate should be considered for a custody increase; for example an S-1 inmate with a Custody Total of 18 would be considered for a higher custody level.

A Custody Total between 20 to 22 points indicates that custody should be continued at the current level for an S-1 level inmate. Similarly, a Custody Total score between 20 to 23 for an S-2 inmate would indicate no change, etc.

e. Section D: Administrative Action

1 and 2: Complete appropriate section, either Regular Review or Exception Review (one section only). Regular cases are handled in a routine manner on a scheduled basis. Exception Review cases fit into one of the following categories and require special procedures for every custody reduction. An inmate should be handled as an Exception Review if there is documentation of any of the following:

- (1) Disciplinary cases involving violations of prohibited Acts (misconducts) of the Greatest Severity. (Applicable only if Reclassification Form indicates continue or decrease present custody and Team feels custody should be increased.)
- (2) Management Cases
  - (a) Release residence
  - (b) Degrees of overcrowding
  - (c) Sentence Limitations
  - (d) Additional considerations
    - (1) Medical
    - (2) Psychiatric
    - (3) Central Monitoring
    - (4) Detainers, etc.
    - (5) Other documented or noted factors

If it is an Exception Review case, use CD Exceptional Form to explain the scoring and/or other relevant information. This form should be attached and forwarded to the Branch Administrator for his review and approval/disapproval. After his approval, it will be forwarded to CDAA for final approval.

1a & 2a. Current Custody: Enter the proper code for the inmate's current custody:

Max - 1*	In - 1*	Out - 1*	Comm - 1*
Max - 2	In - 2	Out - 2	Comm - 2
Max - 3	In - 3		
Max - 4			
Max - 5			

1b & 2b. New Custody: Enter the proper code for the new custody assigned.

Max - 1*	In - 1*	Out - 1*	Comm - 1*
Max - 2	In - 2	Out - 2	Comm - 2
Max - 3	In - 3		
Max - 4			
Max - 5			

\* Most restrictive phase of sequential phasing levels.

As indicated below, the Reclassification Form only recommends; the decision rests with the Team. With the exception noted in Items 1 and 2 of this Section, the Team has the following options:

<u>Form Recommends</u>	<u>Team's Option</u>
(a) Custody <u>increase</u>	(a) (1) <u>Agree</u> with Form; increase custody one level.
	(a) (2) <u>Disagree</u> with Form; document why and continue custody at same level.
(b) Custody <u>decrease</u>	(b) (1) <u>Agree</u> with Form; decrease custody one level.
	(b) (2) <u>Disagree</u> with Form; document why and continue custody at same level.
(c) <u>Continue</u> present custody	(c) <u>None</u> ; custody contained at same level until next review. (unless criteria noted in 1 and 2)

The custody level should, normally, be reduced or increased by only one level. However, exceptions regarding increases can be made for disciplinary cases involving violations of prohibited acts (misconducts) of Greatest Severity. Additionally, transfers to a Community facility may require the custody level to be decreased more than one level.

1c & 2c. Date of Next Review: Enter the month, day and year of the next scheduled review date. Ordinarily, inmates will not be reviewed for possible custody level change until they have been at their assigned institution for at least 6 months; subsequently, inmates will be reviewed for custody assignment in accordance with the following schedule:

<u>Custody Review Schedule</u>	
<u>Level</u>	<u>Review Date</u>
Max	12 months, earlier if necessary
In	9 months, earlier if necessary
Out	6 months, earlier if necessary
Community	At any time after any change in external factors which might affect security level or Adjustment Committee action which might affect custody assignment; BUT AT LEAST ONCE A YEAR IN EVERY CASE.

An inmate's custody and security level should be reviewed following any new sentences or sentence reductions received, i.e., change in external factors which might affect security level; or Adjustment Committee action which might affect custody level assignment.

If Regular Review:

1d Action: The Reviewer should check the appropriate box indicating either approval or disapproval of the decision. (Reviewer includes Unit Managers or Section Administrators)

Reviewer's name/signature: Print the first and last name of the Reviewer, sign and date the form on the space provided.

1e BA Action if Transferring: The BA's approval/disapproval and signature is required only if transfer to another facility is being recommended.

If Exception Review:

2d Action: The Reviewer should check the appropriate box indicating either approval or disapproval of the decision. (Reviewer includes Unit Managers or Section Administrators).

Reviewer's name/signature: The Reviewer will print first and last name, then sign the form and forward to Branch Administrator.

2e BA's Action: The Administrator will either check, approve or disapprove, print first and last name and sign the form. If the Administrator checks the "disapprove" box, a memo must be prepared explaining the reasons and attached to the form and transmitted back to the Unit Team for Review.

2f CDAAs Action: The CDAA's approval/disapproval is required. The CDAA must counter-sign and check the "approve" box before any change can be affected. If the CDAA signs and checks the "Disapprove" box: (1) a memo must be prepared explaining the reasons; (2) it must be placed in the inmate's file; (3) the inmate is informed by the Unit Team regarding the probable date when the next Reclassification Review will be scheduled,

SECTION 11  
TRANSFER OF INMATES

TRANSFER OF INMATES

Transfers of inmates to other facilities within the Corrections Division may be initiated as a result of change in security and/or custody needs as indicated by the point totals on the Reclassification Form.

The following criteria will be utilized when considering transfers:

A. Security Changes

1. Reduced security needs are indicated by a decrease in the Security Total of Section A of the Reclassification Form, which now places the Security Point Total in a lower security range. For example, if during the review of an S-5 inmate, it is found that the Security Total in Section A is now 20 points, a 5 point reduction from the 25 points in the Initial Classification form, then the inmate qualifies for an S-4 level designation. The case shall be referred to the Branch Administrator and processed as a possible transfer case. The 5 point reduction on the security total score could have been the result of a detainer being dropped, combined with what was previously classified as a recent escape now becoming a past escape, based on the passage of time during this incarceration.
2. Increased security needs are indicated in a similar fashion as above. The Security Total must increase to a higher security range. For example, if an S-4 inmate during a review came up with a security total of 23, the case must be referred in order to transfer the inmate a more secure facility namely, S-5.

B. Custody Changes

At the time of an inmate's review, his custody level may be increased or decreased and that might indicate a transfer. For example:

1. An inmate in an S-2 level has Out-2 Custody and, after the team's review, he has 27 points for the custody score and is considered eligible for Comm. 1 Custody level. If the Team wanted to reduce the individual's custody, the inmate would be considered for a transfer to an S-1 level since S-2's do not have Community custody.
2. An inmate's transfer to a higher security facility could be triggered by an increase in custody needs. For example, in an S-4 facility, an inmate with In-1 Custody was reviewed and came up with a Custody Total of 19 or less points and the Team agreed to the custody increase. The individual's custody should become Max. 5. However, at S-4 there is only In custodies; therefore, inmate would be referred for transfer to a facility that has Max, which would be an S-5 or S-6 facility.

Pre-Transfer Action

1. Inmate should fall into one of the above criteria categories.
2. The Branch Administrator should review and approve the findings of the Classification Review prior to routing to the prospective receiving Branch facility. Requests for transfers to another facility for

Exceptional Cases shall require CDAА approval prior to transfer or placement in another facility.

3. The Branch Administrator shall transmit the following material to the prospective receiving branch facility:
  - a. Completed Reclassification Form
  - b. Inmate Individual Evaluation Summary
  - c. Memo explaining reasons for requesting transfer

Receiving Branch Facility

1. The receiving branch facility's Program/Classification Committee shall review and submit their recommendation to their branch administrator.
2. The Branch Administrator shall review and approve/disapprove the recommendation prior to routing back to the referring branch.

Appeal Process

In cases of disagreement between branches, the referring branch may appeal the decision to CDAА. Further justification may be required from both branches. The CDAА shall make a final determination as to transfer request.

SECTION 12  
- INSTITUTIONAL MISCONDUCT SEVERITY SCALE





Note: \*Indicates inmate may be represented by an attorney at the adjustment hearing.

CATEGORY	CD NUMBER) MISCONDUCT	SANCTION
Greatest	*1) Sexual assault	1) Mandatory disciplinary segregation (31 to 60 days)
	*2) Killing	
	*3) Assaulting any person with or without a dangerous instrument	2) Any other sanction listed below other than disciplinary segregation
	*4) The use of force on or threats to a correctional worker and/or his family	
	*5) Escape 1'	
	*6) Setting a fire	
	*7) Destroying, altering, or damaging government property or the property of another person resulting in damage of \$1,000 and over (including irreplaceable documents)	
	*8) Adulteration of any food or drink which does or could result in serious bodily injury or death	
	*9) Possession or introduction of an explosive or any ammunition	
	*10) Possession or introduction of any firearm, weapon, sharpened instrument, knife or other dangerous instrument	
	*11) Rioting	
	*12) Encouraging others to riot	
	*13) The use of force and/or violence resulting in the obstruction, hinderance, or impairment of the performance of a correctional function by a public servant	
	*14) Any lesser and reasonably included offense of the above acts	
	*15) Any other criminal act which the Hawaii Penal Code classifies as a Class A felony	
High	16) Fighting with another person	1) Mandatory disciplinary segregation (15 to 30 days)
	17) Threatening another person, other than a correctional worker, with bodily harm, or with any offense against his person or his property	
	*18) Extortion, blackmail, protection: demanding or receiving anything of value in return for protection against others, to avoid bodily harm, or under threat of informing	2) Any other sanction listed below other than disciplinary segregation

Note: All greatest and high misconducts will result in mandatory initiation and completion of classification review by the Program Committee while inmate is in disciplinary segregation

CATEGORY	CD NUMBER) MISCONDUCT	SANCTION
High Cont.	5a) Escape 2'	1) Segregation (5 hours to 14 days)
	*19) Attempting or planning escape	
	*7a) Destroying, altering or damaging government property or the property of another person resulting in damage between \$500 and \$999.99	2) Any sanction listed below other than disciplinary segregation
	20) Tampering with or blocking any locking device	
	*8a) Adulteration of any food or drink which could or does result in bodily injury or sickness.	
	*21) Possession of unauthorized tool	
	*22) Possession or introduction or use of any narcotic paraphernalia, drugs, or intoxicants not prescribed for the individual by the medical staff	
	23) Possession of any staff member's clothing and/or equipment	
	*24) Encouraging or inciting a group demonstration	
	*25) Encouraging or inciting others to refuse to work or to participate in work stoppage	
	*13a) The use of physical interference or obstacle resulting in the obstruction, hinderance, or impairment of the performance of a correctional function by a public servant	
	*26) Giving or offering any public official or staff member a bribe	
	14a) Any lesser and reasonably included offense of the above acts	
	*15a) Any other criminal act which the Hawaii Penal Code classifies as a Class B felony.	
	Moderate	27) Engaging in sexual acts
*28) Making sexual proposals		
29) Indecent exposure		
30) Wearing a disguise or a mask		
7b) Destroying, altering, or damaging government property, or the property of another person resulting in damage between \$50 and \$499.99		
*31) Stealing (theft)		
*32) Misuse of authorized medication		
*33) Possession of unauthorized money or currency		
34) Loaning of property or anything of value for profit or increased return.		

Note: All greatest and high misconducts will result in mandatory initiation and completion of classification review by the Program Committee while inmate is in disciplinary segregation.

Note: May be referred to Program Committee for Program Review

CATEGORY	CD NUMBER) MISCONDUCT	SANCTION
Moderate cont.	35) Possession of anything not authorized for retention or receipt by the inmate/ward and not issued to him through regular institutional channels	
	36) Refusing to obey an order of any staff member	
	37) Violating a condition of any community release or furlough program	
	38) Unexcused absence from work, or other authorized assignment	
	39) Failing to perform work as instructed by a staff member	
	40) Lying or providing a false statement to a staff member	
	*41) Counterfeiting, or unauthorized reproduction of any document, article of identification, money, security, or official paper	
	42) Participating in an unauthorized meeting or gathering	
	43) Being in an unauthorized area	
	44) Failure to follow safety or sanitary regulations	
	45) Using any equipment or machinery which is not specifically authorized	
	46) Using any equipment or machinery contrary to instructions or posted safety standards	
	47) Failing to stand count	
	48) Interfering with the taking of count.	
	*49) Making intoxicants or alcoholic beverage	
	*50) Being intoxicated	
	*51) Gambling	
	*52) Preparing or conducting a gambling pool	
	53) Possession of gambling paraphernalia	
	54) Being unsanitary or untidy; failing to keep one's person and one's quarters in accordance with posted safety standards	
	55) Unauthorized contacts with the public	
	56) Giving money or anything of value to or accepting money or anything of value from an inmate/ward, a member of his family, or his friend	
	14b) Any lesser and reasonably included offense of the above acts	
	15b) Any other criminal act which the Hawaii Penal Code classifies as a Class C felony and misdemeanor.	

CATEGORY	CD NUMBER) MISCONDUCT	SANCTION
Low		
Moderate	7c) Destroying, altering, or damaging government property, or the property of another person resulting in damage less than \$50	1) Disciplinary segregation (up to 4 hours in cell)
	57) Possession of property belonging to another person	2) Monetary restitution
	58) Possessing unauthorized clothing	3) Any sanction listed below
	59) Malingering, feigning an illness	
	60) Using abusive or obscene language to a staff member	
	61) Smoking where prohibited	
	62) Tattooing or self mutilation	
	63) Unauthorized use of mail or telephone	
	64) Correspondence or conduct with a visitor in violation of regulations	
	14c) Any lesser and reasonably included offense of the above acts	
	15c) Any other criminal act which the Hawaii Penal Code classifies as a Petty Misdemeanor	
Minor	15d) Any other criminal act which the Hawaii Penal Code classifies as a violation.	1) Loss of privileges (i.e., community recreation; commissary: snacks/cigarettes, smoking, personal visit (no longer than 15 days) personal correspondence (no longer than 15 days) personal phone calls
		2) Impound inmate's personal property
		3) Extra duty
		4) Reprimand

Note: Attempting to commit any of the above acts, aiding another person to commit any of the above acts, and conspiring to commit any of the above acts shall be considered the same as a commission of the act itself.

SECTION 13  
SEVERITY OF OFFENSE SCALE

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SEVERITY OF OFFENSE SCALE

- 7 = Greatest (Class A Felonies - maximum sentence life - 20 yrs.)  
 5 = High (Class B Felonies - maximum sentence 10 yrs.)  
 3 = Moderate (Class C Felonies - maximum sentence 5 yrs.)  
 1 = Low Moderate (Misdemeanors - maximum sentence 1 yr..)  
 0 = Lowest (Petty Misdemeanors, violations)

A. PENAL CODE OFFENSES

<u>Section #</u>	<u>Title</u>	<u>Scale</u>
902	Abandonment of a child	MSD (1)
1108	Abuse of a Corpse	MSD (1)
710	Assault First Degree	B (5)
711	Assault Second Degree	C (3)
712	Assault Third Degree	MSD or PM (1 or 0)
501 *	Attempting to aid Another	C (3)
1024	Bail Jumping First Degree	MSD (1)
1025	Bail Jumping Second Degree	C (3)
1040	Bribery	C (3)
1073	Bribery of or by a Juror	C (3)
1070	Bribery of or by a Witness	C (3)
810	Burglary First Degree	B (5)
811	Burglary Second Degree	C (3)
880	Commercial Bribery	MSD (1)
1013	Compounding	MSD (1)
901	Concealing the Corpse of an Infant	MSD (1)
500 *	Criminal Attempt	A or C (7 or 3)
724	Criminal Coercion	A or C (7 or 3)
520 *	Criminal Conspiracy	A or C (7 or 3)
1077	Criminal Contempt of Court	MSD or PM (1 or 0)
829	Criminal Littering	PM (0)
854	Criminal Possession of a Forged Device	C (3)
820	Criminal Property Damage First Degree	B (5)
823	Criminal Property Damage Fourth Degree	PM (0)
821	Criminal Property Damage Second Degree	C (3)
822	Criminal Property Damage Third Degree	MSD (1)
855	Criminal Simulation	MSD (1)
510 *	Criminal Solicitation	MSD (1)
826	Criminal Tampering First Degree	MSD (1)
827	Criminal Tampering Second Degree	PM (0)
813	Criminal Trespass First Degree	MSD (1)
814	Criminal Trespass Second Degree	PM (0)
828	Criminal Use of Noxious Substance	PM (0)
1109	Cruelty to Animals	MSD (1)

\* Must be attached to a specific offense

<u>Section #</u>	<u>Title</u>	<u>Scale</u>
723	Custodial Interference	MSD (1)
870	Deceptive Business Practices	MSD (1)
873	Defrauding Secured Creditors	MSD (1)
1107	Desecration	MSD (1)
1101	Disorderly Conduct	PM or Viol. (0)
1211	Displaying Indecent Matter	PM (0)
904	Endangering the Welfare of a Minor	MSD (1)
905	Endangering the Welfare of an Incompetent Person	MSD (1)
1020	Escape First Degree	B (5)
1021	Escape Second Degree	C (3)
765	Extortion First Degree	B (5)
766	Extortion Second Degree	C (3)
767	Extortion Third Degree	MSD (1)
824	Failure to Control Widely Dangerous Means	MSD (1)
1102	Failure to Disperse	MSD (1)
837	Failure to Return a Rental Motor Vehicle	MSD (1)
871	False Advertising	MSD (1)
1015	False Reporting to Law Enforcement Authority	MSD (1)
1062	False Swearing	PM (0)
1061	False Swearing in Official Matters	MSD (1)
872	Falsifying Business Records	MSD (1)
768	Firearms, Explosives, and Dangerous Weapons	B (5)
851	Forgery First Degree	C (3)
852	Forgery Second Degree	MSD (1)
853	Forgery Third Degree	C (3)
1223	Gambling	MSD (1)
1106	Harassment	PM (0)
1029	Hindering Prosecution First Degree	C (3)
1030	Hindering Prosecution Second Degree	MSD (1)
900	Illegally Marrying	PM (0)
1016	Impersonating a Public Servant	MSD (1)
741	Incest	C (3)
738	Indecent Exposure	PM (0)
1031	Intimidating a Correctional Worker	B (5)
1074	Intimidating a Juror	B (5)
1071	Intimidating a Witness	C (3)
1075	Jury Tampering	C (3)
720	Kidnapping	A (7)
702	Manslaughter	B (5)
874	Misapplication of Entrusted Property	MSD (1)
701	Murder	A (7)
703	Negligent Homicide First Degree	C (3)
704	Negligent Homicide Second Degree	MSD (1)
857	Negotiating a Worthless Negotiable Instrument	MSD (1)
1105	Obstructing	PM (0)
1010	Obstructing Government Operations	MSD (1)
1072.5	Obstruction of Justice	MSD (1)

Section #	Title	Scale
856	Obtaining a Signature by Deception	
1217	Open Lewdness	MSD (1)
1060	Perjury	PM (0)
903	Persistent Nonsupport	C (3)
1224	Possession Gambling Records First Degree	MSD (1)
1225	Possession Gambling Records Second Degree	C (3)
1226	Possession of a Gambling Device	MSD (1)
812	Possession of Burglar's Tools	MSD (1)
750	Promoting Child Abuse First Degree	MSD (1)
751	Promoting Child Abuse Second Degree	
1241	Promoting Dangerous Drug First Degree	A (7)
1242	Promoting Dangerous Drug Second Degree	B (5)
1243	Promoting Dangerous Drug Third Degree	C (3)
1247	Promoting Detrimental Drug First Degree	C (3)
1248	Promoting Detrimental Drug Second Degree	MSD (1)
1249	Promoting Detrimental Drug Third Degree	PM (0)
1221	Promoting Gambling First Degree	C (3)
1222	Promoting Gambling Second Degree	MSD (1)
1244	Promoting Harmful Drug First Degree	A (7)
1245	Promoting Harmful Drug Second Degree	B (5)
1246	Promoting Harmful Drug Third Degree	C (3)
1250	Promoting Intoxicating Compounds	MSD (1)
1214	Promoting Pornography	MSD (1)
1215	Promoting Pornography For Minors	MSD (1)
1022	Promoting Prison Contraband First Degree	B (5)
1023	Promoting Prison Contraband Second Degree	C (3)
1202	Promoting Prostitution First Degree	B (5)
1203	Promoting Prostitution Second Degree	C (3)
1204	Promoting Prostitution Third Degree	MSD (1)
1200	Prostitution	PM (0)
730	Rape First Degree	A (7)
731	Rape Second Degree	B (5)
732	Rape Third Degree	C (3)
713	Reckless Endangering First Degree	C (3)
714	Reckless Endangering Second Degree	MSD (1)
1027	Resisting an Order to Stop a Motor Vehicle	MSD (1)
1011	Refusing to Aid a Peace Officer	PM (0)
1012	Refusing to Assist in Fire Control	PM (0)
838	Removal of Identification Marks	MSD (1)
1014	Rendering a False Alarm	MSD (1)
1026	Resisting Arrest	MSD (1)
1103	Riot	C (3)
840	Robbery First Degree	A (7)
841	Robbery Second Degree	B (5)
1018	Securing the Proceeds of an Offense	C if Asst. (A) or B/ (3)
736	Sexual Abuse First Degree	C (3)
737	Sexual Abuse Second Degree	MSD (1)
833	Shoplifting	MSD (1)

Section #	Title	Scale
815	Simple Trespass	
733	Sodomy First Degree	Viol. (0)
734	Sodomy Second Degree	A (7)
735	Sodomy Third Degree	B (5)
906	Spouse Abuse	C (3)
1017	Tampering with a Public Record	MSD (1)
881	Tampering with a Publicly Exhibited Contest	MSD (1)
1072	Tampering with a Witness	MSD (1)
1076	Tampering with Physical Evidence	MSD (1)
715	Terroristic Threatening	MSD (1)
831	Theft First Degree	
832	Theft Second Degree	C (3)
833	Theft Third Degree	MSD (1)
836	Unauthorized Control of Propelled Vehicle	P/M (0)
1104	Unlawful Assembly	C (3)
721	Unlawful Imprisonment First Degree	MSD (1)
722	Unlawful Imprisonment Second Degree	C (3)
839	Unlawful Possession	MSD (1)
1063	Unsworn Falsification to Authorities	MSD (1)
1111	Violation of Privacy	MSD (1)

Note: Parole Violation, Technical: Low Moderate (3)  
if Violation is a result of a new offense, use  
that offense.

SECTION 14  
EXCEPTIONAL CASE FORM

Corrections Division Exceptional Case Form

1. Facility \_\_\_\_\_

2. Date \_\_\_\_\_

Name of Inmate \_\_\_\_\_

Management Reason \_\_\_\_\_

Additional information justifying/supporting above reason:

Signature of Evaluator \_\_\_\_\_

Approved:

\_\_\_\_\_  
Branch Administrator

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PROPOSED TRAINING MODEL  
INTAKE SERVICES CENTER

The following training model will briefly summarize a training approach which can be utilized in the Intake Services Agency. The training model will identify the primary phases in a client's life experience with the agency (Pre-Trial, Pre-Sentence, and Post-Conviction). The outline identifies training needs not only for the defendant, but also remains sensitive to the family and "significant others" in the individual's life experience. The impact of engagement in the criminal justice system is often more traumatic for the family members than the defendant. Economic crisis coupled with the negative stigma that incarceration results in for a family both immediate and extended can be most traumatic. Recognizing that the needs of the family are as critical as those of the defendant, this training schedule will emphasize the training of staff not only to work with the defendant, who may be incarcerated but also the family system.

The training schedule is directed toward looking at three phases of the intake process in which the Intake Services Unit maintains a role:

- I. Booking Phase.
- II. Post-Conviction Phase.
- III. Initial Confinement Phase.

Within each of these phases, a breakdown of critical areas of evaluation will be discussed contingent on the individual's detention or community release status (the exception to this is Phase III, where the evaluation and services needed will be assessed in regard to how the family will cope with the incarceration of the individual).

Phase I. Booking Process

A. Pre-Trial Detention: The following areas remain critical in the assessment of the individual in this status. These areas need to be combined with the routine review of status now conducted for bail determination.

1. Assessment of Sexual Behavior: What impact will Pre-Trial Detention have on this individual in regard to sexual adjustment? What is the potential for the individual being subjected to homosexual aggressive behavior, verbal and/or physical? What potential is there for the individual to be a wolf (aggressive homosexual) in the confinement or Pre-Trial setting? What potential is there for engagement in consenting homosexual behavior? What impact will the alleged crime have on subjecting the defendant to sexual abuse (i.e., child molester, rapist, etc.)? These questions are not meant to be all inclusive, but are essential in the sexual assessment phase.
2. Suicide Lethality: The potential for self-destructive acts in pre-trial confinement remains high especially since it marks the critical change in the individual's life experience. The more dramatic the change, to include family and social ostracism, the greater the

potential. A review of the individual's past in managing stress will also provide a basis for determining suicidal potential. Psychotic thought process may also represent a potential for suicidal behavior where the individual is responding to delusional or hallucinatory experiences, especially with evidence of paranoia. Individuals charged with homicide often manifest suicidal ideation. The first few days of confinement often represent the greatest potential and in many cases supervision is minimal, which may increase the risk.

3. Assessment of Assaultive Potential: The background of the individual in regard to previous allegations, convictions, and confinement need to be reviewed. Also, racial, ethnic, and cultural variables must be examined in terms of how the individual will adjust to a confinement environment.
  4. Assessment of Medical/Psychiatric Needs: These areas include any psychiatric or medical issues which would impact on the individual during detention. This would include any health issues related to drug or alcohol withdrawal which might require hospitalization (i.e., withdrawal from barbituates). Often, Pre-Trial confinement is forced to manage individuals with medical/psychiatric needs which require hospitalization.
- B. Community Release:
1. Family Ties and Support: This area looks at the ability of the family to be emotionally supportive to the offender, and consideration should be given to the following needs:

Emotional	Legal Proceedings
Economic	Alcohol/Drug
Residency/Housing	Mental Health

- Recognizing the impact of arrest and subsequent release pending adjudication, the defendant will need some support. A major task often includes working with the family on a community release plan which addresses the above criteria. The anxiety of the pending legal proceedings and the "foreign" atmosphere of the court proceedings require considerable intervention. In addition, management of substance abuse problems, both drug and alcohol, which may be used by the individual as an escape to deal with the pending trial, can be disruptive and often need assertive management requiring outside agency or self-help involvement (i.e., Alcoholics Anonymous, Narcotics Anonymous, Alanon, Alateen). Mental Health services often are critical for the entire family since the process of pending adjudication but continuing to reside in a "free community" can be most anxiety provoking.
2. Involvement of Family in Pre-Release Supervision: A release of the individual into the community pending trial must involve the family, and will impact on various family members. Helping the family to deal with conditions of pre-trial release is important.

Phase II. Post-Conviction: Pending Formal Sentencing.

- A. Detention: This is the phase during which a pre-sentencing evaluation is performed and at which point the newly introduced Security Classification System may be incorporated. Note: Comments for this section can also be drawn from categories discussed under Pre-Trial Detention.
1. Assessment of Sexual Behavior: The history of previous confinement as well as the aggressiveness of the individual can aid in this assessment. Training staff to understand the inmate system and how sexual identity is impacted on by incarceration becomes critical. Variables such as physical appearance, race, age, cultural/ethnic background, committing crime all impact on the sexual identity role which the individual might face. At this time, recognizing that in many cases the potential for incarceration exists, individuals need to be informed regarding the sexual pressures of confinement and how they might be dealt with.
  2. Suicidal Lethality: What impact might incarceration have on the individual and how might the individual cope with the stress of confinement? The potential for suicidal gestures as a means of altering the environment (i.e., wrist cuttings during Christmas so as to effect hospital transfer) need to be reviewed. Also, training staff to recognize sudden mood changes, changes in eating and sleeping, and the impact of community and family issues on the inmate require knowledge on the part of staff. Peer counseling (inmate to inmate) can prove most helpful in this area, although it needs close staff supervision.
  3. Assessment of Assaultive Potential: Assessment of the impact of age, race, ethnicity, committing crime, and past history will have on the individual's assaultive capacity within confinement must be considered. This is critical in trying to insure some balance in the institution. Again, one can generally predict if confinement will be effected prior to the time of sentencing, thus reviewing how an individual can best be managed.
  4. Assessment of Medical/Psychiatric Needs: This section will review the impact incarceration might have on an individual's health. The nature of the committing offense, past history, age, race, culture/ethnicity, need to be reviewed. Also, management of certain medical problems in confinement can be more disruptive. (The dietary and environmental stress often precipitates seizure disorders in epileptics who prior to confinement were stabilized on anti-convulsant medications). Also, the sensory deprivation of confinement can impact on emotional health.
  5. Assessment of Substance Abuse: In line with the Security Classification Instrument, a review of drug history as well as potential for abuse in confinement is critical. Individuals with histories of dependence and addiction need to be reviewed to see how this dependence will be displaced given the fact that substances may not be readily available. Also, the ability to handle minimum security classifications and test frustration tolerance where drugs or alcohol might be available needs to be assessed by staff within the correctional

environment.

6. Preparation for Family Loss: Helping the individual deal with loss through distance, divorce, death, are areas critical in preparation for confinement. Training to help counselors deal with grief and loss are critical since confinement does not permit the individual the voluntary freedom to deal with grief, loss, and separation.
- B. Remaining in the Community Pending Formal Sentencing.
1. Family Ties and Support: This area needs to be reviewed in terms of Job/Career Plan, Residence, Alcohol/Drug background, and Health (medical/psychiatric). These needs, although discussed in the Pre-Trial phase, now take on an additional importance since the potential for incarceration might still exist and the conviction itself may have created a disability in terms of job and family support which may create increased anxiety for the individual.
  2. Evaluation of Supervision Needs: This area requires a plan for supervision of the individual while on community release. The following three categories portray the varying levels of supervision and the skills needed by the staff in providing community supervision.
    - a) Minimal Supervision: This is an administrative reporting. It can be done by phone or letter and is generally conducted on a monthly basis.
    - b) Surveillance: Face to Face with a minimum contact of once per month. This can occur at one's job or home. Conditions need to be realistic so that effective supervision can occur.
    - c) Intensive Supervision: In addition to surveillance conditions, these are individuals who require weekly contact with specific treatment goals. This often represents 10-20% of a given worker's caseload unless provisions are made for an intensive caseload which small in number permits intensive services to the entire caseload.

Phase III. Incarceration.

- A. Individual in Confinement: Although the assessment of the needs of the individual in confinement were discussed in Phase II, "Remaining in Confinement", certain issues remain critical for the family. It is felt that the Intake Services Unit can incorporate these into their services.
- B. Family Services:
1. Financial and Economic Plan: This service provides for helping the family set realistic financial plans. Reliance on extended family, public welfare, or other services are critical. Assisting in coordinating a debt liquidation program through a consumer credit counseling service may also be important.

2. Contact of the Inmate With the Family Through Visitation: Helping the family and the inmate deal with a realistic visitation plan should be considered. This might require residency change or certain financial expenditures (confinement on another island). Helping all parties plan this helps the inmate and the family in terms of realistic expectations.
3. Child Rearing and Support: Many inmates will leave children to be raised through their family. Assisting these family members in parenting skills as well as dealing with the impact of a family member in confinement on the part of children with consideration given to age, sex, and racial/cultural factors is critical.

Summary.

A chart follows which summarizes the major topics to be addressed in training staff to deal with inmates and their families during the phase in which the Intake Services Division is responsible for the primary evaluation and assessment of clients.

It should be noted that the topics discussed expand the role of the Intake Services Division beyond that of an agency primarily concerned with eligibility for bail and security classification. It is my strong recommendation that the Intake Services Unit expand its services to not only defendants, but also to families and "significant others" for whom the crisis of incarceration is more traumatic. Most social agencies and private practitioners maintain minimal sensitivity not only to offenders, but to their families and close friends. Thus the service offered would be innovative and unique. In addition, for those individuals on release status pending trial, the variable of a pending criminal charge creates numerous economic and emotional strains which often benefit from outside intervention. It is felt that the Intake Services Unit could also address this need more comprehensively than at present.

SUMMARY CHART OF TOPICS FOR TRAINING DURING  
INTAKE SERVICES PROCESSING

Stages of  
Intake Processing

Booking Phase

Detention:

Community Release:

1. Assessment Sexual Behavior
2. Suicide Lethality
3. Assessment of Assaultive Potential
4. Assessment of Medical/Psychiatric Needs

1. Family Ties and Support
  - a. Emotional Needs
  - b. Economic Needs
  - c. Residency Housing Needs
  - d. Legal Proceedings
  - e. Alcohol/Drug Background
  - f. Mental Health
2. Involvement of the Family in Pre-Release Supervision

Post Conviction  
Phase

1. Assessment Sexual Behavior
2. Suicidal Lethality
3. Assessment of Assaultive Potential
4. Assessment Medical/Psychiatric Needs
5. Assessment Alcohol/Drug Needs
6. Preparation of Family Loss

1. Family Ties and Support
  - a. Job-Career Plan
  - b. Residence
  - c. Alcohol/Drug Needs
  - d. Medical/Psychiatric Needs
2. Evaluation Supervision Needs
  - a. Minimal Supervision
  - b. Surveillance
  - c. Intensive Supervision

Initial Confinement  
Phase

1. Confinement Issues relevant to the individual as discussed in Post Conviction Phase
2. Family Services
  - a. Financial and Economic Plan
  - b. Visitation Plan
3. Child Rearing and Support Plan

N/A

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APPENDIX E - Strategies for  
Evaluating Security Classifi-  
cation System

STRATEGIES FOR EVALUATING SECURITY CLASSIFICATION SYSTEMS

by

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and

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November 1980

A Report prepared for the State Intake  
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Introduction

The purpose of this report is to analyze the various research strategies which can be employed to evaluate Hawaii's recently revised security classification system. It will begin by considering how to best assess whether the various classification forms (see Appendix A) are achieving the goal of providing "equal treatment" and then move on to the much more difficult task of evaluating their contribution to the twin goals of reducing internal security problems while at the same time insuring that each inmate is classified at the least restrictive level necessary. There are a number of different ways to approach this second set of tasks and we will, in turn, examine three general types of methods: evaluation by experts in the field; the use of experimental designs; and the statistical analysis of past records.

For reasons that will become apparent, none of these research strategies is fully satisfactory in terms of accuracy, cost, ease of application, and reliability. Each has certain drawbacks that must be acknowledged and fully understood before any choice is made. Nonetheless, it should also become clear that if researchers proceed with sufficient caution and deliberation a great deal can be learned about the relative effectiveness of the new classification system and how it might be improved.



### 1. EQUAL TREATMENT AND CONSISTENCY IN CLASSIFICATION

An important part of the rationale for adopting a formal classification system centers around internal due process and equal treatment. It is generally accepted that the basis for assigning security classifications should be explicit, accessible to all concerned, and uniformly enforced. In the absence of an official justification, similar offenders should be assigned identical security classifications. If they are not, a problem exists with the items used in classification or with the workers responsible for employing the system.

Determining the possible frequency of accidental misclassifications and the categories or questions most responsible for these errors presents no great difficulty. Five or more individuals from the field who will be responsible for each type of classification (i.e., pretrial, initial, and reclassification) should be randomly selected and presented with a set of approximately 50 case files (also randomly selected) to classify. In a separate procedure a member of the research division should carefully go through each file in order to establish a "correct" baseline by which to judge the accuracy of forms completed by field staff.

After collecting the completed classification forms, the results should be tabulated so as to reflect the variance associated with each scoring category (e.g., history of escapes or attempts) for each file and its average variance across all files. If there is complete agreement among those scoring the case, we would, of course, expect to see a variance of 0. The greater the disagreement, the greater the variance.

After the variances have been calculated it will be possible to rank the categories on the basis of the disagreement they generated. These rankings

can then be used to direct the efforts of the research and training staff: the instructions for scoring those categories plagued by high variance can be reviewed with an eye toward eliminating ambiguities and they can receive increased emphasis during training sessions. A comparison of the variances associated with individual files can also provide further guidance as to what type of cases are likely to present the most problems. It may be, for example, that the staff were in unanimous agreement in scoring "responsibility that inmate has demonstrated" for 45 of 50 files, but disagreed considerably on the other five. Obviously, it would make sense to take a closer look at those five files under the assumption that they presented some special difficulty. On the other hand, if the variance in a scoring category is high across all cases, then the ambiguity or confusion is more fundamental.

It should be noted that the preceding analysis will not detect the presence of a consistent bias in scoring. It is conceivable (although not likely) that while the field staff are in agreement about how to score a given case they all are making the same error. To guard against this possibility going unrecognized the scores assigned by field staff should be compared to the set generated by the member of the research staff. If a significant differences found to exist, the source of error should be discovered and eliminated.

Up to this point we have concentrated on detecting inconsistencies and errors which occur because of some misunderstanding about the content of a file or the nature of scoring category on one of the classification forms. However, there is another source of error that the above procedures will not detect: intentional misscoring. Security classification scores will play an important role in the assignment and transfer of prisoners and the temptation

to "adjust" the score of an individual in order to facilitate a preferred disposition will often be great. The person filling out the classification form may have some special knowledge which he or she feels is relevant and which justifies placing the prisoner in a different custody level than that to which they would normally be assigned. Rather than go through the effort of placing the case in the "exceptional" category and justifying the action to a reviewing authority, they may choose to simply alter the score from what it should normally be. There are other motivations for misscoring. A staff member may "adjust" the score of a prisoner in order to permit transfer to another institution. For example, a minimum/medium security facility feeling the pressure of overcrowding but unwilling to justify an exception on those grounds (possibly because staff think they will be reversed by central administration), may be tempted to overestimate the score of an offender in order to justify transfer to a more secure institution. A maximum security facility may underestimate a prisoner's score for precisely the same reason.

In order to minimize intentional misscorings as well as to insure general quality control under actual "field" conditions, a monitoring system should be put into effect by Intake Services and the Department of Corrections. This system should involve the periodic review of a certain randomly selected percentage of each type of classification form from every unit responsible for completing them. In order to maximize their deterrent effect, these inspections should be conducted at random intervals with the minimum amount of advance notice possible.

## 2. PREDICTING AND REDUCING SECURITY VIOLATIONS

Insuring equal treatment is an important function of the security classification system but an even more fundamental goal is that of minimizing security violations within the constraint that "no inmate should receive more supervision or be kept at a more secure status than his/her potential risk dictates" (Classification Manual 1980: 1-1). Obviously no security classification instrument can, by itself, determine the optimal tradeoff between the conflicting goals of security and freedom from excessive confinement. That is a decision that ultimately depends on the values and priorities of those responsible for determining correctional policy. However, the classification instrument should be able to contribute to this decision by providing reliable predictions about which offenders are most likely to engage in security violations. By enabling correctional officials to confidently discriminate among the offender population with respect to security risk, the classification instruments permit them to implement the security/freedom of movement tradeoff that they feel most appropriate.

From the standpoint of evaluating the performance of the different security classification instruments, we would like to be able to answer four basic questions:

1. How well do the security and custody totals used to determine custody level predict security violations?
2. Is it possible to achieve better predictions by summarizing the instruments in a different fashion (i.e., by assigning different weights to the scoring categories themselves or the alternatives within them).

3. To what extent has the implementation of the new security classification system reduced the incidence of security violations below the level previously experienced?
4. What are the precise tradeoffs between reducing the risk of security violations and "excessive" confinement?

It is important to keep each of these questions in mind as we review the various evaluation alternatives.

#### 2.1 Evaluation by Experts

Surveys of experienced correctional workers and administrators have traditionally played a key role in both the development and evaluation of security classification instruments. The Bureau of Prisons instrument, a principal source of guidance for Hawaii researchers, was originally developed by a Federal task force which submitted a list of 47 potentially significant classification factors to a total of 77 classification teams. Each team was asked to rate the relative importance of the 47 factors and the results of this effort determined those six variables which came to comprise the core of the Bureau of Prisons' classification form. That form was then evaluated, in part, by examining how closely the results of its application corresponded to the subjective judgment of team members (Bush and Levinson, 1978).

At various points in the process of developing Hawaii's classification forms, the agencies involved have also sought the guidance of field personnel with experience in inmate classification. These individuals have been consulted about the choice of scoring categories, the weights assigned them, and the relationship between the total custody/security scores and custody level. Like the BOP, both Intake Services and the Department of Corrections

have periodically evaluated and in some cases modified the forms on the basis of the amount of agreement between the custody assignments, produced by the forms and those recommended by experienced staff.

Input from correctional experts is invaluable, particularly in defining the field of potentially important variables. However, the ability of expert opinion to address the four questions set forth in the introduction to this section is quite limited. Expert evaluation can provide a general idea about the extent to which the use of the classification forms will duplicate the decisions made by the experienced evaluators but it cannot provide any hard figures about their accuracy in predicting security violations. If the forms perfectly duplicate the recommendations of the experts, we know only that they will lead to the same success rate—whatever that is. If the recommendations differ, we might presume that the forms will not predict as well but this is quite a presumption given the fact that we know that the predictions of the most distinguished experts are sometimes wrong. As to whether the predictive performance of the forms can be improved by manipulating the weights assigned to the different categories, expert opinion can be expected to be of little help. Experts can often do a good job identifying what factors are important and a fair job in ordering the factors according to their relative importance. However, few can confidently assign precise weights to those factors or the scales of which they are composed. Nor can expert evaluation address the even more complicated statistical problem of defining the tradeoff between reducing the risk of security violations and excessive confinement.

In short, the opinions of correctional officials and workers are likely to be extremely useful in the early stages of designing security classification forms but less so in their assessment. At best, an exclusive

reliance on expert evaluation will insure that the forms will do as well as the experts themselves without yielding any useful information about just how good that is or how to proceed to further improve the classification process.

## 2.2 Evaluation by Experimental Methods

### 2.2.1 Basic Principles of Experimental Design

A well-known category of evaluation approaches designed to provide precise information about the comparative benefits of a new procedure is that based on experimental methods. While innumerable design variations exist for application in a host of different applied areas, a number of general principles underlie this approach. These involve the comparative method, randomization, blocking, and the simultaneous variation of controllable factors. Each has an important role to play in developing effective designs for evaluation purposes.

The comparative method simply refers to the familiar practice of judging the success of a particular treatment or program on the basis of its performance relative to a standard established by the status quo, or more commonly, a control group. The use of the comparative method is, of course, hardly limited to designed experiments. Evaluation by expert opinion consisted largely of comparing the results of applying the classification form with the assignments of experts, and virtually all purely data analytic approaches to evaluation involve comparisons. The distinguishing feature of experimental methods lies in the manner in which the groups to be compared are chosen. Experimental designs invariably involve the explicit use of randomization at some key juncture. Inmates, for example, would be assigned to one group or another by the operation of a random device such as a table of random numbers.

It is very important that this procedure of randomization be employed rather than allowing judgment or convenience to determine the groups. When randomization is not possible, control groups can be set ex post by data analysis or ex ante by nonrandom selection. However, the danger in either case is that no matter how carefully one tries to control for every relevant factor, there is always the possibility of some variable being important which is not recognized as such and which is differentially represented. Although this problem may be ameliorated by the methods of analysis, the only really satisfactory solution is employment of explicit randomization.

Nonetheless, there is something attractive, about trying to match the groups exactly on certain important features. It seems easier to make valid comparisons between groups which are homogenous with respect to such factors as severity of offense, age and previous history of violence. This idea, called blocking, is fortunately complementary rather than contradictory to the idea of randomization. To block the comparison, the experimenter divides the subjects into groups, or blocks, which are more homogenous than the whole and then randomly assigns half the members of each block to the experimental group and half to the control group.

To this point, we have spoken as if one always has two groups to compare and that these two groups differ by only one factor which is of interest. Although to many this is almost the definition of the scientific method, as a strategy of experimentation for complex problems it is about 50 years out of date. It is a surprising fact that experiments are far more efficient and valid when several factors are investigated simultaneously than when each is investigated alone. A simple illustration of this point involves weighing designs. Suppose one has four weights A, B, C, and D and a scale

whose accuracy (standard deviation) is  $S$ . In the analogy with the general experimental situation, one should think of each weight as being a factor whose effect needs to be determined. One way to perform this experiment which is consistent with the first three principles elucidated above would be to read the scale empty and weigh each of the four weights in random order. This whole procedure, being treated as a block, could be repeated three more times. From these 20 weighings (including the empty scale readings) one can estimate the weight of A, B, C, and D. For example, letting  $A_1, A_2, A_3$  and  $A_4$  be the weights of A and  $E_1, E_2, E_3$  and  $E_4$  the empty weights, we can estimate the weight of A as

$$[(A_1 - E_1) + (A_2 - E_2) + (A_3 - E_3) + (A_4 - E_4)]/4$$

Note that, except for the empty weighings, the experiments for each weight are entirely separate as the old fashioned interpretation of the scientific method requires. The accuracy of this determination is:

$$\begin{aligned} S_A^2 &= \text{Var} [(A_1 - E_1) + \dots + (A_4 - E_4)]/4 \\ &= \text{Var} [(A_1 - E_1) + \dots + (A_4 - E_4)]/16 \\ &= 8S^2/16 = S^2/2 \end{aligned}$$

so

$$S_A = S/\sqrt{2}$$

Now consider the following set of eight weighings.

<u>Weighing</u>	<u>Weights Involved</u>
1	empty
2	AB
3	AC
4	AD
5	BC
6	BD
7	CD
8	ABCD

Although it is not immediately obvious, each of A, B, C and D can be estimated from these eight weighings with the same accuracy as obtained from 20 weighings with the previous designs. In the quantity

$$W = [1/4 (W_2 + W_3 + W_4 + W_8) - (W_1 + W_5 + W_6 + W_7)]$$

the left hand term has four A's, two B's, two C's and two D's whereas the right hand term has two B's, two C's, and two D's. Thus the difference measures four times the weight of A, and  $W$  estimates A with standard deviation  $S/\sqrt{2}$  (this can be computed as before). The other three weights can be similarly estimated.

This increase in efficiency is an important advantage of experimenting with several factors at once but is not the only one. Some experimental factors, like weights, are additive; e.g., the weight of A and B together is the sum of their weights separately. However, factors can also have an interactive impact that can only be understood when several factors are varied simultaneously. An experiment to determine the effects of alcohol and barbiturates which proceeded by trying alcohol alone and then barbiturates alone would hardly yield a true picture of what occurs when both are used

together. In a less dramatic way, this situation is common in many experiments and must be considered in the design.

### 2.2.2 Naive Experimental Designs

Before detailing the suggested design, it will be helpful if we see why simpler designs would not be appropriate. As will become clear, this is largely due to practical, political and ethical considerations rather than statistical ones.

An experiment capable of assessing the predictive ability of the classification instrument could be easily designed. Inmates could first be divided into a group predicted to be prone to security violations and a group predicted not to be. All the members of both groups could then be assigned the same security (or, alternatively, each inmate of both groups should be randomly assigned to a custody level), and the resulting violations recorded. The differences between the violation rates of the two groups would indicate the predictive power of the classification instrument.

It hardly seems necessary to spend a great deal of time on the political, practical and ethical problems with this design. Mass murderers would be assigned to work release; check forgers would be placed in maximum security. There is no prison system anywhere where such a plan could be successfully implemented. If an attempt is made to avoid this problem by assigning custody levels on the basis of crime committed, then the validity of the experiment is thrown in doubt. This is so because the assignment of the high risk group to heavier security is likely to lessen the chances that they will commit a violation (this is, after all, one of the intentions of high security) and thus provide a confounding factor for the experiment.

An alternative design is possible that would answer a different set of questions but that would avoid many of the problems inherent in the previous design. Each inmate could be classified first in old way and then by the new classification instrument. In cases where the two systems disagree as to assignment half could be randomly chosen to be assigned by the old method and the remainder could be assigned by the new instrument. When the classifications agree the case would be omitted from the study. This design would prevent problems caused by obviously inappropriate assignments since there would be agreement between the two systems in the vast majority of "high risk" cases.

Subsequent analysis would take account of four distinct groups: those classified higher by the new instrument and assigned to that higher level, those classified higher by the new instrument and assigned to the lower level, those classified lower by the new instrument but assigned to the higher level and those classified lower by the new instrument and assigned to that lower level. The number of violations committed by members of each group would then be compared to see whether the new instrument is more or less effective than the old.

There are two major problems with this second design. First, a plan which requires classification personnel to simultaneously carry on two different classification schemes with no cross-contamination would be difficult to implement since it might be problematic for staff to keep the two procedures separate. Second, while the experiment could determine whether the new instrument is better than the old procedure (if it is) it is not designed to say in what ways it is better or to learn how it could be further improved. For these reasons we now turn to a design which is both feasible and potentially able to improve the classification and security system.

### 2.2.3 The Evolutionary Discriminant Function Design

This design which we are recommending might be called the Evolutionary Discriminant Function (EDF) design. It focuses on the choice of variables, the scaling of the variables, the weights of the variables and the cutoff and recognizes that some of the variables included on the current instrument are likely to be completely ineffective for the purpose intended.

The question of scaling is best appreciated by an example. The item "Severity of Current Offense" is coded 0, 1, 3, 5, 7. Alternative scalings could be 0, 1, 2, 3, 4 or 0, 1, 2, 5, 9. The choice should be based not on an intuitive feeling as to relative gaps, but on experimental evidence about the linearity of the scale. Choosing the correct scaling for a given variable is equivalent to the problem of selecting a transformation to use on a measured variable; e.g., using log (income) rather than income. Determining the appropriate weights for the variables is another important problem. In the current instrument, variables are weighted by the choice of the range of the scale. In principle, however, one can do better by weighing each question by its empirical importance. A similar choice involves the selection of the cutoff point. Given a weighted sum of scores for each inmate (i.e., custody or security total), this is the level needed to assign the inmate to maximum security. We will refer to this method of assignment as the linear discriminant function method. For purposes of exposition, we will concentrate on the choice of the weights and cutoff.

The next issues to be addressed concern the kinds of experimental designs appropriate to the problem and methods of implementation which are practical, politically feasible and ethical. To approach the question of kinds of

designs, it is first desirable to analyze the problem. Let  $X_1, X_2, \dots, X_m$  be the scores on  $m$  questions and let

$$D = a_1X_1 + a_2X_2 + \dots + a_mX_m$$

Assume the variables are arranged so that low scores are good and let  $C$  be the cutoff so that inmates with  $D > C$  are put in maximum security. (Note that for simplicity, the presentation is arranged as if there were only two security classes. The generalization to three or more is easy.) The task of the experiment is to select  $(a_1, a_2, \dots, a_m, C)$  for optimal performance. Note that  $(a_1, a_2, \dots, a_m, C)$  and  $(ka_1, ka_2, \dots, ka_m, kC)$  give exactly the same classifications. Since the  $a_j$  are weights, we eliminate the ambiguity by forcing  $a_1 + a_2 + \dots + a_m = 1$ . Now the set of choices for the weights are identical to the choices for the set of proportions in which one can mix  $m$  substances. Since there is a very substantial literature on experimental designs in this situation, we can adapt the methods to the situation at hand. Two articles reviewing this literature are Connell (1973) and (1979). Thus one will vary the values of  $a_1, a_2, \dots, a_m$  and  $C$  in accordance with an appropriate mixture design.

One constraint on the use of such designs is that, for reasons of equity, and safety one cannot vary the coefficients too widely. If one considers the weight for a particular variable such as "Most Serious Misconduct" one realizes that 1) the weight cannot fall to as low as zero without seeming irrational and 2) if the weight varies too much from inmate to inmate then equal treatment is compromised. Fortunately, there is an analogous situation in the industrial sector for which a substantial literature also exists. If one is operating an industrial facility and wishes to optimize production by

choice of certain process variables, then they cannot be allowed to vary too far from their current settings for fear of producing unstable results. A method developed by Box and Draper (1969) called Evolutionary Operations (EVOP) works with small variations repeated many times rather than large variations replicated only a few times. These methods, combined with the mixture designs, should provide an effective framework within which to optimize the linear discriminant function method of classifications.

The suggested experimental plan would work as follows. Suppose that  $X_1, X_2, \dots, X_7$  are the scores on the seven variables in the reclassification form. The form as currently defined uses a score with equal weights which may be taken to be  $1/7 = .14$ . The design would vary each weight within small limits, for example (.10, .18) subject to the constraint that the weights sum to one. The first inmate classified on a given day might have the set of weights (.10, .10, .18, .14, .18, .12, .18) while the next would have a completely different set of weights. The assignment of the set of weights to a particular inmate is, of course, done at random. Equity is preserved by this scheme since small changes in the weights will make little difference for each individual case although the aggregate effect may be large enough to detect over a period of time.

Clearly such a plan is far too complex to be implemented by the classification staff of a prison system. However, employment of a minicomputer can not only provide for implementing the experimental design but can actually make the classification work easier. The computer could be programmed to accept the values of the variables for a given inmate, combine them by means of a linear discriminant function and report back the suggested classification. The weights and cutoff would be varied in accordance with a

preprogrammed experimental plan unknown to the personnel involved. In addition to eliminating the extra burden on the staff involved in classification, this procedure serves as a double-blind method in which no one knows for a given inmate what values of the weights and cutoff have been used. This information is, of course, preserved by the computer and can be used to analyze the results periodically. When the results are analyzed, changes in the discriminant functions will be suggested and the computer can be reprogrammed so that the design is centered at a point which should represent better performance.

Note that this procedure not only improves the classification procedure in a steady state, but can operate effectively even under changing conditions. In the latter case, the method can track the changes, if they occur fairly slowly. Fortunately, the whole method can be institutionalized as a regular part of the operation at only a small additional cost in resources. In this way an effective evaluation procedure can be incorporated which can actually determine whether the classification system can predict deviance, whether the classification and security system can reduce violence, and how both can be improved.

### 3. DATA ANALYSIS

#### 3.1 Preliminary

Data analysis has two important functions to serve in evaluation research. In the first place, any experimental design must begin from some base of prior knowledge. This must either consist of intuition and experience or analysis of data at hand or some combination. In the second place, there are times when designed experiments are not feasible and in such cases the only course of action available involves analysis of historical data. In this



section we describe the analysis of a set of data consisting of 163 cases from (Oahu Community Correctional Center) for information about the questions at hand and for guidance in planning subsequent evaluation studies. Because the data were not the results of a designed experiment but represent only a convenient sample, any conclusions must be taken very cautiously and treated as strictly preliminary.

It is also important to note that the results here apply only to violence and not to other forms of security violations. Each other distinctive type of security violation could be investigated in the same way with results that would presumably differ among different sorts of infractions. Alternatively, if this were of interest, one could investigate security violations without distinguishing various kinds. Although the outcome of such analyses can not be projected from the results below, the methods of investigations should carry over with little problem.

The first stage in the analysis was to examine the relationship between each variable individually and the status of the inmate as having committed an act of violence (called infraction for short) or not. The goal here was to determine the worth of a variable as a predictor of infraction. Of course, the analysis cannot be said to accurately reflect the results of predicting by that variable since there could be intervening variables which are actually responsible for what occurred. The only way to investigate the predictability of infractions is to make ex ante predictions and then observe the outcome. Still, there is hope that a relationship which appears from the analysis to be so exists at least in some measure.

The tool of analysis used for this problem is a contingency table in which there are two rows for infractors and noninfractors and columns

corresponding to the categories of the variable being examined. The existence of a relationship will be judged by Pearsons Chi-squared statistic. This method assumes nothing about the validity of the scaling for the variable and so is quite suitable for an initial screening. Certain variables were omitted from the start because of insufficient variation in the sample ("Sex", "Sentence Limitations", "Type of Detainee") or inappropriateness for prediction as part of a classification system ("Race", "Additional Considerations").

"Severity of Offense" is classified low, low/moderate, moderate, high and greatest the table of frequencies and column percentages are given in Tables 1 and 2.

Table 1 Severity Frequencies

	Low	Low/Mod.	Moderate	High	Great	Total
Infraction	0	0	12	26	14	52
No Infraction	0	1	26	43	41	111
Total	0	1	38	69	55	163

Table 2 Severity -Column Percentages

	Low	Low/Mod.	Moderate	High	Great	Total
Infraction	0	0	32	38	25	32
No Infraction	0	100	68	62	75	68
Total	0	100	100	100	100	100

There appears to be little evidence of relationship from examination of the  $\chi^2$  statistic of 2.58 with three degrees of freedom calculated from Table 1.

The significance level here is  $p = .46$  meaning that evidence this strong would occur by chance about 46 percent of the time. Only low values of  $p$ , conventionally .05 or less are taken to indicate a real relationship. It may have been the case that a significant relationship would have been detected if there had been more low and low/moderate cases in the sample but such were not present in this facility.

Tables 3 and 4 show the frequencies and column percentages for "Projected Length of Incarceration."

Table 3 Length (in months)-Frequencies

	0-30	31-59	60-83	84-119	120+	Total
Infraction	7	20	13	3	9	52
No Infraction	3	32	25	28	23	111
Total	10	52	38	31	32	163

Table 4 Length - Column Percentage

	0-30	31-59	60-83	84-119	120+	Total
Infraction	70	38	34	10	28	32
No Infraction	30	62	66	90	72	68
	100	100	100	100	100	100

The chi-squared value of 15.06 with four degrees of freedom has a significance level of .005 so that the variations in column percentages must be taken seriously. Unfortunately, this finding is less illuminating than it first appears. The significant chi-squared value is due in part to a very high percentage of infractors in the 0-30 group, but this is based on only ten cases. The other contributor to the chi-squared is the very low percentage

of infractors in the 84-119 group--noticeably lower than the groups on either side. The origin of these anomalies is unknown but they seem to be of little use for predictive purposes. Ordinarily, we would require a steady trend of percentage of infractors across groups to produce a useful prediction tool.

Frequencies and column percentages for "Type of Prior Commitments" are shown in Table 5 and Table 6.

Table 5 Type of Prior Commitments-Frequencies

	None	Minor	Serious	Total
Infractions	26	8	18	52
No Infractions	47	14	50	111
Total	73	22	68	163

Table 6 Type of Prior Commitments-Column Percentages

	None	Minor	Serious	Total
Infractions	36	36	26	32
No Infractions	64	64	74	68
Total	100	100	100	100

There is no evidence in Table 6 that this variable is of any utility for predicting violence and this is supported by the chi-squared statistic of 1.589 with two degrees of freedom ( $p = .45$ ).

The frequencies and column percentages for "History of Escape or Attempts" are shown in Table 7 and 8.

Table 7 History of Escapes-Frequencies

	None	Past Minor	Recent Minor	Past Serious	Recent Serious	Total
Infractions	37	1	6	3	5	52
No Infractions	98	1	4	3	5	111
Total	135	2	10	6	10	163

Table 8 History of Escapes-Column Frequencies

	None	Past Minor	Recent Minor	Past Serious	Recent Serious	Total
Infractions	27	50	60	50	50	32
No Infractions	73	50	40	50	50	68
Total	100	100	100	100	100	100

The chi-squared statistic for this table is 7.603 with four degrees of freedom ( $p = .11$ ) suggesting only a weak relationship or none at all. However, several other things may be seen in these tables. The percentage of infractors is quite similar for all those with any history of escape and this is noticeably different from the percentage of infractors among those with no history of escape. Also, the number of inmates with any history of escape at all is very small and, when further subdivided into four groups, becomes even smaller. This suggests the variable should be recoded by grouping together all those with any history of escapes. Tables 9 and 10 show the result of this regrouping which has a chi-squared statistic of 6.16 (with Yates corrections) with one degree of freedom ( $p = .013$ ). It is in this form that the variable is used in later analysis.

Table 9 History of Escapes, Recorded-Frequencies

	None	Some	Total
Infractions	37	15	52
No Infractions	48	13	111
Total	135	28	163

Table 10 History of Escapes, Recorded-Column Percentages

	None	Some	Total
Infractions	27	54	32
No Infractions	73	46	68
Total	100	100	100

The frequencies and column percentages for "History of Violence" are shown in Tables 11 and 12. The chi-squared value of 1.548 with four degrees of freedom ( $p = .82$ ) confirms the first impression that prior history of violence is, surprisingly, of no use in predicting incidents of prison violence.

Table 11 History of Violence-Frequencies

	None	Past Minor	Recent Minor	Past Serious	Recent Serious	Total
Infractions	37	0	3	3	9	52
No Infractions	85	1	6	4	14	110
Total	122	1	9	7	23	163

Table 12 History of Violence-Column Percentages

	None	Past Minor	Recent Minor	Past Serious	Recent Serious	Total
Infractions	30	0	33	43	39	32
No Infractions	70	100	67	57	61	67
Total	100	100	100	100	100	100

This completes the analysis of those variables used in the initial classification. The poor individual relationship between most of these variables and violent prison behavior does not preclude the possibility that some combinations of them may do better and this is investigated later in this report. Nonetheless, the results are not, so far, encouraging to the idea that pre-prison behavior can be used to make effective predictions of violent infraction of the rules in prison.

The fact that there seems to be little predictive power in the preceding variables can be further examined by looking at the relationship between security level as determined from these variables and subsequent violent behavior. Tables 13 and 14 show the frequencies and column percentages for this comparison. The chi-squared value is 4.42 with five degrees of freedom showing a significance level of .49, confirming the original impression of no relationship.

Table 13 Security Level-Frequencies

	S1	S2	S3	S4	S5	S6	Total
Infractions	4	10	15	17	5	1	51
No Infractions	5	12	38	46	6	2	109
Total	9	22	53	63	11	3	161

Table 14 Security Level-Frequencies

	S1	S2	S3	S4	S5	S6	Total
Infractions	44	45	28	27	45	33	32
No Infractions	56	55	72	73	55	67	68
Total	100	100	100	100	100	100	100

We now begin examination of the variables used in reclassifications. The frequencies and column percentages associated with "Percentage of Time Served" are presented in Tables 15 and 16.

Table 15 Percentage of Time Served-Frequencies

	0-25 percent	26-75 percent	76-90 percent	91-100 percent	Total
Infractions	14	15	4	6	39
No Infractions	74	26	4	2	106
Total	88	41	8	8	145

Table 16 Percentage of Time Served-Column Percentages

	0-25 percent	26-75 percent	76-90 percent	91-100 percent	Total
Infractions	16	37	50	75	27
No Infractions	84	63	50	25	73
Total	100	100	100	100	100

Not only is the chi-squared value of 18.95 with three degrees of freedom significant ( $p = .0003$ ) but the column percentages show a steady progression of a most reassuring kind. A strong cautionary note must be introduced at this time, however. The dependent variable in this case describes whether a given individual has committed a violent infraction at any time during his stay. For a given amount of "violence proneness," the longer an individual has been in prison the greater chance that he has committed at least one violent security violation. This alone would result in some relationship between Infraction and Percentage of Time Served so that these tables, and probably these data however looked at, can not answer the question as to whether this variable can predict if an individual will commit an

infraction over a fixed period of time in the future. Later on, when examining multivariate models for predictions, we will use this variable to "control for" the effect of longer time in prison.

Table 17 and 18 show the frequencies and column percentages for Involvement with Drugs/Alcohol. The chi-squared value is 10.1 with two degrees of freedom ( $p = .007$ ) so that this variable is significantly related to infractions. A closer examination reveals the disturbing fact that

Table 17 Involvement with Drugs/Alcohol-Frequencies

	Current	Past	Never	Total
Infractions	17	9	13	39
No Infractions	76	14	16	106
Total	93	23	29	145

Table 18 Involvement with Drugs/Alcohol-Column Percentages

	Current	Past	Never	Total
Infractions	18	39	45	27
No Infractions	82	61	55	73
Total	100	100	100	100

infractions are less common among current drug users than among nonusers. The use of this variable to classify prisoners by giving positive weight to current drug use is so contrary to good sense that the variable is not further used in this report. The reasons for this anomaly, however, bear investigation since something very peculiar seems to be happening. Two speculations as to possible reasons for this unusual result are that: 1) prisoners involved with drugs may be cautious about becoming involved in

violence since this could lead to problems for them from the drug area and 2) drug using prisoners who become involved in violence may be written up for the drug infraction rather than for the violence itself.

Tables 19 and 20 present the frequencies and column percentages for Mental/Psychiatric Stability. The chi-squared value of .32 with one degree of freedom is not significant ( $p = .57$ ). There does not appear to be anything of interest here.

Table 19 Mental/Psychiatric Stability-Frequencies

	Unfavorable	Favorable or No Referral	Total
Infractions	7	32	39
No Infractions	15	91	106
Total	22	123	145

Table 20 Mental/Psychiatric Stability-Column Percentages

	Unfavorable	Favorable or No Referral	Total
Infractions	32	26	27
No Infractions	68	74	73
Total	100	100	100

Tables 21 and 22 show the frequencies and column percentages for "Most Serious Misconduct". As would have been expected, this variable seems to be a useful predictor of infractions with a chi-squared value of 17.42 with four degrees of freedom ( $p = .002$ ).

Table 21 Most Serious Misconduct-Frequencies

	Great	High	Moderate	Low Moderate	None	Total
Infractions	53	50	23	33	15	27
No Infractions	47	50	77	66	85	73
Total	100	100	100	100	100	100

A related variable is Frequency of Disciplinary Reports for which the frequencies and column percentages are shown in Tables 23 and 24. As in the previous case, the chi-squared value of 17.43 with three degrees of freedom is significant ( $p = .0006$ ).

Table 23 Frequency of Disciplinary Reports-Frequencies

	10+	6-9	2-5	0-1	Total
Infractions	6	3	14	16	39
No Infractions	2	7	20	77	106
Total	8	10	34	93	145

Table 24 Frequency of Disciplinary Reports-Column Percentages

	10+	6-9	2-5	0-1	Total
Infractions	75	30	41	17	27
No Infractions	25	70	54	83	73
Total	100	100	100	100	100

It is very likely that one or the other of these variables or both will prove of use in forecasting disrupting behavior. The reason why both might not be required is that they may both be reflecting essentially the same dimensions of behavior so that, given one of them, the other provides little additional leverage.

Tables 25 and 26 give the frequencies and column percentages for Responsibility of Inmate. The chi-squared value here is 4.64 with two degrees of freedom ( $p = .10$ ).

Table 25 Responsibility of Inmate-Frequencies

	Poor	Average	Good	Total
Infractions	11	20	8	39
No Infractions	14	62	30	106
Total	25	82	38	145

Table 26 Responsibility of Inmate-Column Percentages

	Poor	Average	Good	Total
Infractions	44	24	21	27
No Infractions	56	76	79	73
Total	100	100	100	100

A relationship may exist but it appears somewhat weak. Whether this variable in conjunction with other variables will provide good predictions is, however, still in question.

The final variable in the reclassification set is Family/Community ties, for which the frequencies and column percentages are shown in Tables 27 and 28. The chi-squared value of 8.18 with 1 degree of freedom has  $p = .004$  so this may prove of use in prediction.

Table 27 Family/Community Ties-Frequencies

	<u>None or Minimal</u>	<u>Average or Good</u>	<u>Total</u>
Infraction	27	12	39
No Infractions	45	61	106
Total	72	73	145

Table 28 Family Community Ties - Column Percentages

	<u>None or Minimal</u>	<u>Average or Good</u>	<u>Total</u>
Infraction	38	16	27
No Infractions	62	84	73
Total	100	100	100

### 3.2 Classification by Linear Discriminant Functions

As was discussed in the section on experimental methods, linear discriminant functions (LDF) provide one method of classification of prisoners. Each inmate is given a score on each of a number of variables and the criterion score is determined by adding up the variable scores or, more generally, taking a weighted sum. The security total and custody total are two examples of LDF scores that could be used for classification but it is quite possible that use of different weights or use of only a few of the variables could provide a better classification tool.

In addition to the security total and custody total methods, we will examine three other methods of classification. The first is chance assignment in which prisoners are assigned to security levels at random with no differentiation among cases. This is included for comparison purposes since it is only by improving on this chance method that a classification scheme can show its merit. The other two methods both consist of equations determined by

linear discriminant analysis; the first contains a minimal set of predictive variables while the second uses a somewhat larger set. The first equation is

$$\text{Score} = .66 + .15 (\text{Percent Time Served}) - .06 (\text{Most Serious Misconduct}) \\ - .20 (\text{Family/Community Ties})$$

The second equation adds History of Escapes in its recoded form (see previous section) and Time In, which is months between admission and reclassification. Both of these variables improve the predictability for only a small group of inmates, but that group is highly prone to security violations. The second equation is

$$\text{Score} = .55 + .14 (\text{History of Escapes}) + .20 (\text{Percent Time Served}) \\ - .06 (\text{Most Serious Misconduct}) - .18 (\text{Family/Community Ties}) - .005 (\text{Time In})$$

In the following analysis, these two methods will be referred to as LDF<sub>1</sub> and LDF<sub>2</sub>.

Before comparing these five classification methods, some thought should be given to the basis on which the comparison should be made. Given a score, establishing a cutoff classifies inmates into likely infractors and likely non-infractors. Those who subsequently commit an infraction are correctly classified if they had been put in the first group while those who do not commit an infraction are correctly classified if they had been put in the second group. Infractors form a relatively small part of the sample and an even smaller part of the prison population but correct classification of infractors is even more important than correct classification of non-infractors, who are far more numerous. Therefore, the single criterion of percentage of cases correctly (or incorrectly) classified is not appropriate here. Rather, we have two separate criteria: percentage of infractors

incorrectly classified and percentage of non-infractors incorrectly classified.

For a given score, changing the cut off point increases one while decreasing the other so that one has an explicit tradeoff between the dual goals of keeping potentially violent inmates securely held and allowing most inmates as much freedom of movement as possible. At one extreme, all prisoners could be classified in the high security group resulting in misclassification percentages of 0 percent and 100 percent. If all inmates were classified as minimum security, then these would be 100 percent and 0 percent. One way to compare various methods is to plot the misclassification percentages resulting from all possible cutoff points as a misclassification curve. For example, there are 145 inmates in the sample for whom custody totals are given. The custody totals range from 15 (least favorable) to 32 (most favorable). Table 29 below gives a summary of misclassifications for several possible cutoffs. Keep in mind that of the 145 inmates in the sample 39 were infractors and 106 were not.

Table 29 Misclassification Percentages for Several Cutoffs with Custody Total

Cut-off	Infractors		Non-Infractors	
	Number in Minimum Security	Misclassification Percentage	Number in Maximum Security	Misclassification Percentage
14.5	39	100	0	0
19.5	33	85	13	12
22.5	17	44	36	34
24.5	3	8	72	68
32.5	0	0	106	100

Thus, one can represent the potential performance of the custody total method of classification as a graph with infractor misclassification percentage along the horizontal axis and non-infractor misclassification percentage along the vertical axis; Figure 1 shows this plot for custody total. This plot, and quantities which can be calculated from it, will form the basic tool for comparing methods of classification. Keep in mind when making comparisons that it is desirable for curves to be as close to the axis as possible. Any method whose curve is entirely below another is superior, regardless of how the tradeoff problem is to be handled. When curves cross, the choice of which to use depends on the tradeoff decision (i.e., the relative value placed on holding eventual violators at a lower security level versus holding nonviolators at a higher level).

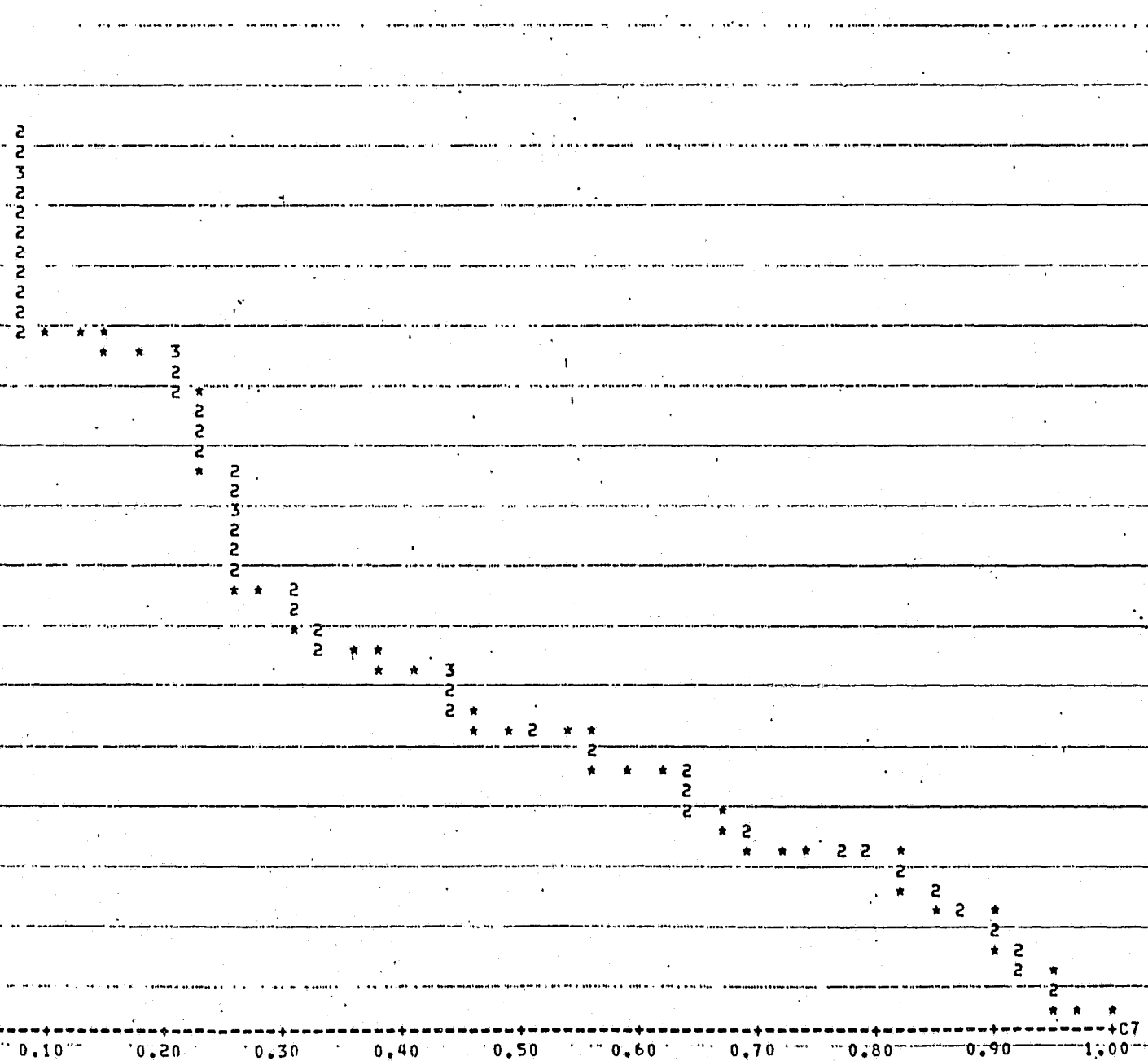
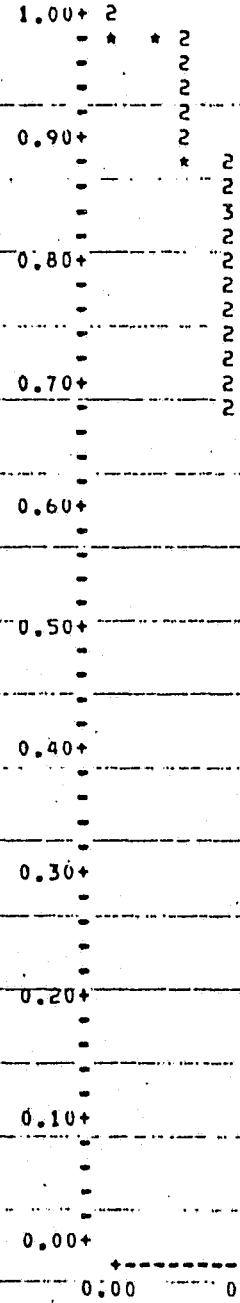
Figure 2 shows the plots for the five methods: Chance (A), Security Total (B), Custody Total (C), LDF<sub>1</sub> (D), and LDF<sub>2</sub> (E). Notice that Security Total is no better than chance and that Custody Total is uniformly better than either. This suggests (again) that pre-incarceration behavior as measured by the initial classification instrument is not predictive of violent behavior. Previous behavior in prison as measured by the reclassification variables seems to do better. Careful selection of variables and use of empirically determined weights can improve the performance still further as can be seen in the curves for LDF<sub>1</sub> and LDF<sub>2</sub>. Notice also that the two LDF curves cross so that there is no clear preference until the exact conditions are determined under which the rule would operate.

Another way to examine the information contained in Figure 2 is to convert it selectively into a table. Table 30 shows the misclassification percentages for non-infractors for each of the five methods at nine fixed

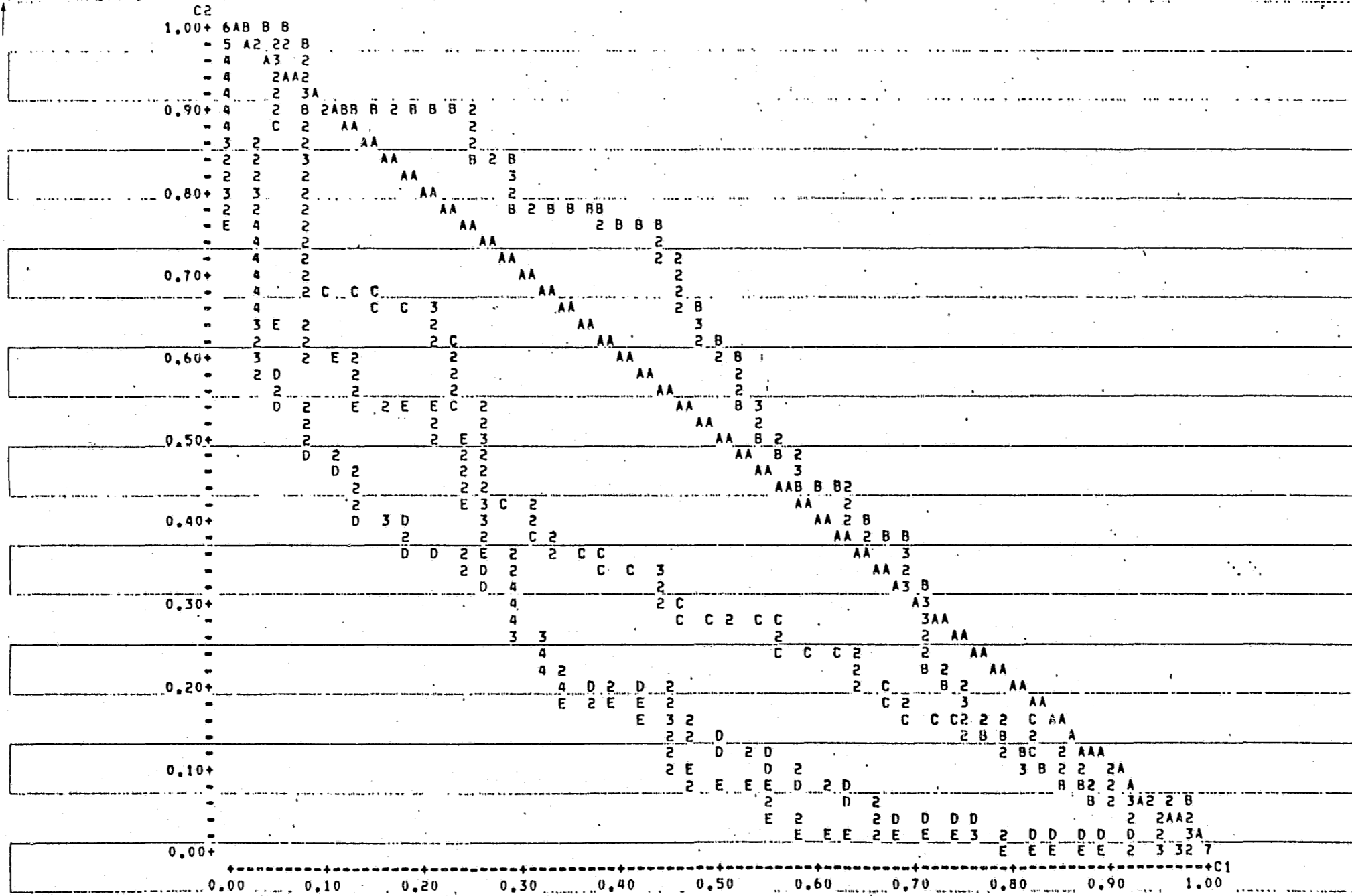


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CB  
1.00+ 2



-- M PLOT C2 C1 C5 C4 C8 C7 C11 C10 C14 C13



levels of misclassification for infractors. For example, if it were considered desirable to have 90 percent of infractors in maximum security, one way to do so would be to place 90 percent of all prisoners in maximum security, although this is unlikely to be the best way of accomplishing the objective. From Table 30 we can read that use of Security Total would result in placing 91 percent of non-infractors in maximum security and use of custody total would place 68 percent of non-infractors in maximum security. The two LDF methods would place, respectively, 49 percent and 60 percent in maximum security. This superiority of the LDF methods over the other three remains consistent but the comparisons between them change depending on the amount of infractor misclassification that can be tolerated. In the current example, LDF<sub>1</sub> is the preferred method, but it may be that 49 percent of non-infractors is still too many. In that case, one may wish to use the line corresponding to 40 percent infractor misclassification. Here, the preference is reversed and LDF<sub>2</sub> seems to do best with 17 percent non-infractors misclassified versus 20 percent for LDF<sub>1</sub>, 35 percent for Custody Total, 75 percent for Security Total and 60 percent for Chance.

Table 30 Misclassification Percentages for Five Classification Methods

Percent Infractors Misclassified	Percent Noninfractors Misclassified				
	Random Assignment	Security Total	Custody Total	LDF <sub>1</sub>	LDF <sub>2</sub>
10	90	91	68	49	60
20	80	90	67	36	53
30	70	78	42	26	27
40	60	75	35	20	17
50	50	60	28	13	8
60	40	44	25	9	3
70	30	32	17	4	2
80	20	12	15	2	1
90	10	6	7	2	1

Another way to make the comparison is in terms of specific scenarios. Table 31 gives the predicted results of using the five classification methods on a prison with 500 inmates and a maximum security facility holding 100 under the assumption that there will be 20 infractions committed in the period subsequent to classification. Note the wide disparity between the methods in the number of those who subsequently commit infractions that are placed in maximum security, where they presumably belong. It is quite possible that use of one of the improved classification methods could have a substantial positive impact on the minimum security environment.

Table 31 Classifications Under Scenerio 1 (500 inmates; Maximum Security holds 100; 20 infractors)

Method	Infractors		Non-Infractors	
	Maximum Security	Minimum Security	Maximum Security	Minimum Security
Random Assignment	4	16	96	384
Security Total	5	15	95	385
Custody Total	7	13	93	387
LDF <sub>1</sub>	9	11	91	389
LDF <sub>2</sub>	13	7	87	393

Another relevant scenario is presented in Table 32. Here the assumptions are a prison population of 500 divided into four security levels as follows: Maximum Security, 100; High Security, 100; Medium Security, 200; Low Security, 100. Given that 20 infractions will be committed in the period subsequent to classification, this table shows the predicted classifications of the five methods. Note that, while both LDF methods are uniformly superior to the other three, there are reasons for preferring each of LDF<sub>1</sub> and LDF<sub>2</sub>. In particular, LDF<sub>1</sub> provides the fewest infractors in medium and low security, while LDF<sub>2</sub> gives the largest number of infractors in maximum security. Which of these is to be preferred is a policy decision which relates to the desired custody conditions of the four security levels.

One final comment on the results seems appropriate here. The LDF methods are to be taken as examples of what might be accomplished by a coherent program of evaluation of the classification and security system. They are certainly not to be used as an actual means of classification until such a

Table 32 Classifications Under Scenerio 2 (500 inmates; Security Levels are Maximum, 100 inmates, High, 100 inmates, Medium, 200 inmates and Low, 100 inmates; 20 infractions)

Method	Infractors				Non-Infractors			
	Maximum Security	High Security	Medium Security	Low Security	Maximum Security	High Security	Medium Security	Low Security
Random Assignment	4	4	8	4	96	96	192	96
Security Total	5	2	7	5	95	97	193	94
Custody Total	7	7	5	1	93	93	195	99
LDF <sub>1</sub>	9	8	3	0	91	92	197	100
LDF <sub>2</sub>	13	2	5	0	87	98	195	100

progress evaluation is undertaken. What the results do demonstrate is the possible gains to be made from constructing a classification system using only those variables which are really useful in prediction and with empirically determined weights.

#### 4. CONCLUSIONS

Out of the preceding discussion we can extract three major themes. The first concerns the role of empiricism in determining a prisoner classification and security system. The knowledge available from experienced personnel and experts in criminal justice is extremely useful but tends to be of a very general sort. For the initial stages of choosing possibly relevant variables and some rough notions of weighting and scaling, there is no substitute for expert opinion. No amount of such information, no matter how collected, organized or presented is going to be able to settle the details of the classification and security system in a satisfactory way because data at that level is simply not available. Even if it were, it is likely that the ideal system would vary from place to place and time to time so that fine tuning needs to be done on site. The magnitude of the difference which may be expected was shown in the data analysis section. Such empirical information can clearly have a tremendous positive effect on the efficacy of the classification system.

The second major theme is that the only really satisfactory method of collecting and analyzing data involves careful controlled, randomized experimentation. Although there are difficulties involved, it is more than worth the effort to design experiments around these problems rather than using them as an excuse for employing some less satisfactory method. In this case,

this would involve employing the LOF design or some variant with careful use of randomization. While the direct costs of careful evaluation may be greater than the cost of alternatives, the costs involved in using poorer classification methods can be tremendous and are almost always greater the costs of doing the evaluation correctly. Under these circumstances, every effort should be made to do a careful planned evaluation of current and new procedures.

The third theme of this report is that in the interval before the results of careful evaluation are available, some progress can be made by analysis of available data. One should not, however, blindly implement the results of the analysis in the preceding part of the report. More data need to be collected which relate to propensity to commit an infraction over a specified period of time rather than over the entire period of confinement. Anomalies such as the strange relationship between infraction current drug use need to be explored. Data from other prisons needs to be included. With some additional effort of this kind, however, one can expect to alter the classification system in ways that should reduce serious infractions and increase the percentage of correct classification. This analysis, together with the results of the planned evaluation, can result in a classification and security system which is optimal for the given environment and constraints. A final point: pretrial classification has been explicitly dealt with as separate issue. Although the tradeoffs would be different, the methods of analysis would be similar.

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## APPENDIX A

1. Pretrial classification form
2. Initial classification form
3. Reclassification form

SECTION A: DEMOGRAPHICS

3. Name (Last, First, M.I.)		4. I.D. Number	
5. Sex M ( ) F ( )	6. Race	7. Date of Birth	8. Primary Language
9. Additional Considerations <input type="checkbox"/> None <input type="checkbox"/> Central Monitoring <input type="checkbox"/> Sexual Preference <input type="checkbox"/> Medical <input type="checkbox"/> Other _____			
10. Separatee (Name, I.D.)		11. Separatee (Name, I.D.)	

SECTION B: SECURITY SCORING

1. Identification	0 = Positive (fingerprints)	1 = confirmed document	3 = unconfirmed
2. Age	0 = 40 years and over	1 = 30-39 years	3 = 29 or less years
3. Family Ties	0 = Stable family ties	1 = intermittent family ties	3 = no family ties
4. Residence	0 = Current local over one year	1 = current less than one year	3 = transient/non-local
5. Employment History	0 = Current over one year	1 = current less than one year	3 = unemployed
6. Drug History	0 = No history 1 = past minor	3 = past serious/recent minor	5 = present serious
7. Mental Health Status	0 = No history 1 = Past minor problem	3 = past serious/present minor problem	5 = present serious problem
8. Type of Detainer	0 = No detainer 1 = Misdemeanor	3 = Class B and C felony	5 = Class A felony
9. Expected Release Status	0 = To receive OR 1 = Low bail/release likely	3 = high bail	5 = no bail
10. Type of Prior Convictions	0 = None 1 = Misdemeanor conviction	3 = felony conviction	5 = multiple convictions
11. Severity of Current Offense CR#	1 = Misdemeanor	3 = Class B and C felony	5 = Class A felony
12. History of Violence	0 = No history 1 = Past minor	3 = recent minor 5 = past serious	7 = recent serious
13. History of Escapes or Escape Attempts	0 = None 1 = Past minor	3 = recent minor	7 = recent serious
14. Security Total (Total items 1 - 13)			
15. Security Level	S1=(Minimum)	S2=(Medium)	S3=(Maximum)
16. Completed By:	(Name and Title)		

SECTION C: ADMINISTRATIVE ACTION

1. Date of Review	2. Facility Assigned	3. Security Assigned (Circle) Minimum    Medium    Maximum
4. Reason ( ) Security Total ( ) Management Override		5. Nature of Override
6. Reviewed by (Name)	7. Title	

SECTION D: EXECUTIVE REVIEW (Only if there is Management Override in Section C)

1. Date of Review	2. Security Level Recommended (Circle One) S-1    S-2    S-3
3. Security Status: If item 2 of this Section different from item 3 in Section C, check box in right hand column:	
4. State reason if item 3 above is checked:	
5. Corrections Division Administrator - Signature	

CLASSIFICATION: RM

SECTION A: DEMOGRAPHIC INFORMATION

2. EVALUATION DATE \_\_\_\_\_

3. NAME (Last Name, First Name, Middle Initial)		COMMITMENT NAME		4. ID NUMBER
5. SEX M ( ) F ( )	6. RACE	7. DATE OF BIRTH	8. PRIMARY LANGUAGE Other Language ( )	
9. SENTENCE LIMITATIONS <input type="checkbox"/> None <input type="checkbox"/> Consecutive Sentence <input type="checkbox"/> Mandatory Minimum <input type="checkbox"/> Definite Sentence <input type="checkbox"/> Life Without Parole		10. ADDITIONAL CONSIDERATIONS <input type="checkbox"/> None <input type="checkbox"/> Psychiatric <input type="checkbox"/> Detainers, Etc. <input type="checkbox"/> Medical <input type="checkbox"/> Central Monitoring <input type="checkbox"/> Other _____		
11. SEPARATEE (Name, ID #)		12. SEPARATEE (Name, ID #)		

SECTION B: SECURITY SCORING

TYPE OF DETAINER CHARGE _____	0 = None 1 = Lowest/Low Moderate	3 = Moderate 5 = High	7 = Greatest
SEVERITY OF CURRENT OFFENSE OFFENSE _____ CR# _____	0 = Lowest 1 = Low Moderate	3 = Moderate 5 = High	7 = Greatest
EXPECTED MONTHS OF INCARCERATION:	1 = 0 to 30 Months 3 = 31 to 59 Months	5 = 60 to 83 Months 7 = 84 to 119 Months	9 = 120+ Months
TYPE OF PRIOR COMMITMENTS OFFENSE _____ TIME SERVED _____	0 = None 1 = Minor	3 = Serious	
HISTORY OF ESCAPE OR ATTEMPTS	0 = None 1 = Past Minor	3 = Recent Minor 5 = Past Serious	7 = Recent Serious
HISTORY OF VIOLENCE	0 = None 1 = Past Minor	3 = Recent Minor 5 = Past Serious	7 = Recent Serious
UBTOTAL (Total Items 1 - 8)	RECOMMENDATION STATUS 0 = Not Applicable    3 = On Own Recognizance    6 = Self-Commitment (7-11 months)		
SECURITY TOTAL Subtract Item 8 from Item 7. If Item 8 is Greater, enter 0	SECURITY LEVEL S-1 = 0 to 6 Points    S-2 = 7 to 9 Points    S-3 = 10 to 13 Points    S-4 = 14 to 22 Points    S-5 = 23 to 29 Points    S-6 = 30 to 40 Points		
IF ELIGIBLE FOR FACILITY TRANSFER, ARE MEDICAL AND DENTAL RECORDS CLEAR?	Y = Yes N = No		

EXCEPTIONAL CASE  No  
 Yes, to be reviewed and forwarded  
 If Yes, check applicable box(es) for Management Reason(s) and complete CD Exceptional Case Form

<input type="checkbox"/> Release Residence	<input type="checkbox"/> Central Monitoring	<input type="checkbox"/> Detainers, etc.,
<input type="checkbox"/> Overcrowding	<input type="checkbox"/> Sentence Limitation	<input type="checkbox"/> Additional Considerations

SECTION C: ADMINISTRATIVE ACTION

1. DATE CASE	2. EXCEPTION CASE
1a. Date of Review	2a. Date of Review
1b. Facility Assigned	2b. Facility Assigned
1c. Security Level	2c. Security Level
1d. Action <input type="checkbox"/> Approve <input type="checkbox"/> Disapprove NAME _____ TITLE _____	2d. Action <input type="checkbox"/> Approve <input type="checkbox"/> Disapprove NAME _____ TITLE _____
1e. Branch Administrator Action if transferring facility: <input type="checkbox"/> Approve <input type="checkbox"/> Disapprove	2e. Branch Administrator Action <input type="checkbox"/> Approve <input type="checkbox"/> Disapprove
1f. ADMINISTRATOR _____ DATE _____	2f. BRANCH ADMINISTRATOR _____ DATE _____
	2g. CDAA Action: <input type="checkbox"/> Approve <input type="checkbox"/> Disapprove

CLASSIFICATION FORM

2. EVALUATION DATE \_\_\_\_\_

1. DEMOGRAPHIC INFORMATION

3. NAME (Last Name, First Name, Middle Initial)		COMMITMENT NAME		4. ID NUMBER
5. SEX (M/F)	6. RACE	7. DATE OF BIRTH	8. PRIMARY LANGUAGE Other Language ( )	
9. SENTENCE LIMITATIONS <input type="checkbox"/> None <input type="checkbox"/> Mandatory Minimum <input type="checkbox"/> Life Without Parole <input type="checkbox"/> Consecutive Sentence <input type="checkbox"/> Definite Sentence		10. ADDITIONAL CONSIDERATIONS <input type="checkbox"/> None <input type="checkbox"/> Medical <input type="checkbox"/> Other <input type="checkbox"/> Psychiatric <input type="checkbox"/> Central Monitoring <input type="checkbox"/> Detainers, Etc.		
11. PAROLE (Name, ID #)		12. SEPARATEE (Name, ID #)		

ON 3: SECURITY SCORING

13. TYPE OF DELINER AGE _____	0 = None 1 = Lowest/Low Moderate	3 = Moderate 5 = High	7 = Greatest
14. VARIETY OF CURRENT OFFENSE TYPE _____	0 = Lowest 1 = Low Moderate	3 = Moderate 5 = High	7 = Greatest
15. EXPECTED LENGTH OF INCARCERATION	1 = 0 to 30 Months 3 = 31 to 59 Months	5 = 60 to 83 Months 7 = 84 to 112 Months	9 = 120+ Months
16. TYPE OF PRIOR COMMITMENTS TYPE _____ TIME SERVED _____	0 = None 1 = Minor	3 = Serious	
17. HISTORY OF ESCAPE OR ATTEMPTS	0 = None 1 = Past Minor	3 = Recent Minor 5 = Past Serious	7 = Recent Serious
18. HISTORY OF VIOLENCE	0 = None 1 = Past Minor	3 = Recent Minor 5 = Past Serious	7 = Recent Serious
TOTAL (Total Items 1 - 8)			
19. COMMITMENT STATUS 0 = Not Applicable 3 = On Own Recognizance 6 = Self-Commitment (Voluntary)			
20. GROSS TOTAL Subtract Item 8 from Item 7. If Item 8 is Greater, enter 0			
21. CRIMINAL LEVEL S-1 = 0 to 6 Points S-2 = 7 to 9 Points S-3 = 10 to 12 Points S-4 = 14 to 22 Points S-5 = 23 to 29 Points S-6 = 30 to 40 Points			

1 0: CUSTODY SCORING

22. PERCENTAGE OF TIME SERVED	3 = 0 thru 25% 4 = 26 thru 75%	5 = 76 thru 90% 6 = 91%		
23. INVOLVEMENT WITH DRUGS/ALCOHOL	2 = Current 3 = Past	4 = Never		
24. MENTAL/PSYCHOLOGICAL STABILITY (Within Past Year)	2 = Unfavorable	4 = No Referral or Favorable		
25. TYPE OF MOST SERIOUS DISCIPLINARY REPORT OR CONDUCT CHARGE	1 = Greatest 2 = High	3 = Moderate 4 = Low Moderate	5 = None	
26. NUMBER OF DISCIPLINARY REPORTS	0 = 10+	1 = 6 to 9	2 = 2 to 5	3 = 0 to 1
27. CONSISTENCY THAT INMATE HAS DEMONSTRATED	2 = Poor	3 = Average	4 = Good	
28. IN/COMMUNITY TIES	3 = None or Minimal	4 = Average or Good		
29. ELIGIBLE FOR FACILITY TRANSFER, MEDICAL AND DENTAL RECORDS CLEAR?	Y = Yes N = No	9. CUSTODY TOTAL		

CRIMINAL LEVEL: Present Security Level	Consider Custody Increase if Point Range is:	Consider Present Custody if Point Range is:	Consider Custody Decrease if Point Range is:
S-1	13 - 19	20 - 22	23 - 30
S-2	13 - 19	20 - 23	24 - 30
S-3	13 - 19	20 - 24	25 - 30
S-4	13 - 19	20 - 25	27 - 30
S-5	13 - 19	20 - 27	28 - 30
S-6	13 - 19	20 - 27	28 - 30

National Criminal Justice Reference Service



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 United States Department of Justice  
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STATE OF HAWAII  
INTAKE SERVICE CENTER  
PRETRIAL SECURITY DESIGNATION  
POLICIES AND PROCEDURES  
JANUARY 6, 1981

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SECTION 1: POLICY STATEMENT

1.0 Purpose

To provide a mechanism for the systematic security designation of pretrial detainees within the State of Hawaii Adult Correctional Facilities.

2.0 References

1. State of Hawaii Department of Social Services and Housing, Rules and Regulations of the Corrections Division, 200.230 Classification.
2. United States Department of Justice, Federal Bureau of Prisons, Operations Memorandum Number 83-79 (5100), April 2, 1979, Custody Assignments.
3. National Institute of Corrections, United States Department of Justice: Bureau of Prisons, Classification in Criminal Justice: A National Survey of Screening Instruments, Volume I General Findings, Sacramento: American Justice Institute, September 30, 1978.
4. Hawaii Revised Statutes Chapter 353-1.4 Creation of Intake Service Center.

3.0 Policy

It is the policy of the State of Hawaii Intake Service Center to provide systematic and objective evaluations of pretrial status persons for their security designation while being detained in one of Hawaii's correctional facilities. Pretrial security designation differs from sentenced classification in that detainees are not convicted persons and by virtue of their status, will most likely be detained for shorter periods of time.

Each detainee shall be subject to the least restrictive supervision or confinement, consistent with the level of risk he/she presents to himself/herself, other detainees, ISC and CD staff, and the community. Also, while the primary objective of the pretrial security designation system is to assist in determining initial facility and housing assignments, the assessment may also include recommendations for institutional or community-based treatment and/or services. These recommendations will also be submitted to the Corrections Division with the security designation instrument to facilitate responsive action on behalf of the detainee by the Division and ISC. Also, pretrial security designation infor-

mation may be submitted at the request of the court to assist in judicial disposition.

4.0 Scope

This policy shall apply to the State Intake Service Center and all adult correctional facilities.

5.0 Responsibility

.1 The State Intake Service Center has the responsibility of administering the pretrial security designation policies and procedures.

.2 The Administrators of the Intake Service Centers (County Administrators) have the responsibility for providing pretrial security designation recommendations to the community correctional centers.

.3 The Intake Service Centers staff have the responsibility to complete pretrial security designation forms for all defendants admitted to the community correctional centers.

6.0 Action

Pretrial security designation shall be performed in accordance with the instructions contained within this policy.

Effective date of this policy: upon approval by the Executive Director of the State Intake Service Center and endorsement of the Corrections Division Administrator, and

the Director of the Department of Social Services and Housing.

APPROVED:

Wayne Y. Kanagawa, Executive Director  
State Intake Service Centers

Date

SECTION 2: DEFINITIONS

1. Pretrial Security Designation

The systematic method of evaluating pretrial status persons for the purpose of determining initial facility and housing assignment.

2. Pretrial Security Designation Instrument

The form used to recommend and designate security level for a pretrial status person to be detained. The instrument uses the following factors to assist in pretrial security designations:

- o defendant identification status
- o defendant's age
- o defendant's family ties
- o defendant's current residence
- o defendant's employment history
- o defendant's drug/alcohol use
- o defendant's mental health status
- o type of detainer
- o expected release status
- o type of prior commitments
- o severity of current charge
- o defendant's history of violence
- o defendant's history of escape or escape attempts

Each of the variables are weighted singularly and in relation to each other. For example, history of violence is weighted from zero to seven points while defendant's age is weighted from zero to three points. This indicates that violence is more significant as a security consideration than age. Violence also has five categories of point assignments while age has three categories. This indicates that the history of violence has a greater number of distinctive considerations than age.

All of the variables are used in conjunction with each other which is designed to result in a balanced and informed security recommendation.

4. Management Override

This decision is one which results in pretrial security designation at a level other than that recommended in Section B: Security Scoring of the Pretrial Security Designation Form. The reason for which this recommendation is made is indicated in item number five (5) of Section C on the form. Some considerations which may instigate a management override decision are facility overcrowding, medical condition (e.g. contagious health condition) protective custody, or release residence.

5. Security Area

That portion of the correctional facility bordered by a fence or other structures designed for containment.

6. Perimeter

The outermost boundary of the correctional facility.

7. History

The detainee's entire adult background of criminal convictions including institutional misconducts as determined by the Corrections Division Adjustment Committee as well as background of mental health or medical treatment, drug abuse, employment record, etc. The "history" does not include, however, any current offense or charge.

SECTION 3: LEVELS OF SECURITY

1.0 Minimum Security (PT-1)

PT-1 (Pretrial-Minimum) is the least secure housing area within an institution. PT-1 is equivalent to security designation S-1 for sentenced persons.

Possible Housing Designations:

- a. Keehi Annex
- b. Community Correctional Center -- Pretrial detainees scoring from zero to 15 points on the pretrial security designation form will

be recommended for minimum security.

2.0 Medium Security (PT-2)

PT-2 (Pretrial-Medium) is the lesser secure housing area within an institution. PT-2 is equivalent to security designations S-2 through S-4 for sentenced persons.

Possible Housing Designations:

- a. Halawa Correctional Facility
  1. Module B (as currently described).
- b. Oahu Community Correctional Center
  1. Holding Unit group cells (individual cells), if appropriate, such as protective custody situation.
  2. One of the pretrial designated modules (individual or group cells as appropriate).
  3. One of the old cell block dormitories designated for pretrial detainees.

Pretrial detainees scoring from 16 to 25 points on the pretrial security designation form will be recommended for medium security.

3.0 Maximum Security (PT-3)

PT-3 (Pretrial-Maximum) is the most secure housing available within an institution. PT-3 is equivalent to security designations S-5 through S-6 for sentenced persons.

Possible Housing Designations:

- a. Halawa Correctional Facility (Modules A, B,

or Special Holding Unit).

- b. Oahu Community Correctional Center (HSP).
  - 1. Holding Unit individual cells only.

Pretrial detainees scoring from 26 to 57 points will be recommended for maximum security.

SECTION 4: PRETRIAL SECURITY DESIGNATION PROCEDURES

- 1. Defendant is brought to the Correctional Facility with bail order.
- 2. Defendant is received at the facility and is visually screened for medical or psychiatric condition, pat searched for contraband, etc.
- 3. Defendant information is entered into admission log.
- 4. Defendant receives initial interview by Intake Service Center staff when referred by CCC.
  - a. Review defendant information received from CCC staff which includes copies of legal documents; request file if defendant previously incarcerated.
  - b. Assist defendant in placing telephone calls to attorney/family.
  - c. ISC staff obtain defendant information required for bail/ROR/SR evaluation and pretrial security designation.
  - d. ISC staff makes necessary record checks and

- e. ISC staff completes pretrial interview form (F-1) and other forms required of routine procedure.
  - f. ISC staff completes Sections A and B of the Pretrial Security Designation Form.
- 5. ISC Pretrial Services Unit Worker submits completed security designation recommendation to ISC County Administrator.
  - 6. ISC County Administrator reviews and approves recommendation; xeroxes copy for ISC file.
  - 7. ISC County Administrator submit recommendation within 48 hours of date of recommendation to the CD facility correctional care administrator or delegate.
  - 8. CD facility correctional care administrator or delegate reviews recommendation (Section B) and within 48 hours executes pretrial security designation (Section C).
    - a. If recommendation upheld, defendant is immediately placed in appropriate facility.
    - b. If management override is used, the pretrial security designation form and documentation supporting override is referred to the facility administrator.
  - 9. Facility Administrator reviews management



SECTION 5: PRETRIAL SECURITY DESIGNATION FORM

override within 72 hours of the date of the administrative action (Section-C).

- a. Facility Administrator determines final designation by completing Section D.
  - b. Facility Administrator transmits designation forms back to facility correctional care administrator for action.
10. Defendant placed in appropriate facility within 24 hours of date in Section D.
  11. ISC staff obtain security designation assigned to defendant from Community Correctional Center Care Administrator or delegate.
  12. ISC staff enter security designation assignment into defendant's file.

INTAKE SERVICE CENTER  
PRETRIAL SECURITY DESIGNATION

1. Facility \_\_\_\_\_  
2. Evaluation Date \_\_\_\_\_

SECTION A: DEMOGRAPHICS

3. Name (Last, First, M.I.)		4. I.D. Number	
5. Sex M ( ) F ( )	6. Race	7. Date of Birth	8. Primary Language
9. Additional Considerations <input type="checkbox"/> None <input type="checkbox"/> Central Monitoring <input type="checkbox"/> Mental Health <input type="checkbox"/> Medical <input type="checkbox"/> Other _____			
10. Separatee (Name, I.D.)		11. Separatee (Name, I.D.)	

SECTION B: SECURITY SCORING

1. Identification	0 = Positive (fingerprints)	1 = confirmed document	3 = unconfirmed
2. Age	0 = 40 years and over	1 = 30-39 years	3 = 29 or less years
3. Family Ties	0 = Stable family ties	1 = intermittent family ties	3 = no family ties
4. Residence	0 = Current local over one year	1 = current less than one year	3 = transient/non-local
5. Employment History	0 = Current over one year	1 = current less than one year	3 = unemployed
6. Drug/Alcohol Involvement	0 = No apparent drug/alcohol problem	3 = apparent drug/alcohol problem	
7. Mental Health Status	0 = No apparent mental health problem	3 = apparent mental health problem	
8. Type of Detainer	0 = No detainer 1 = Misdemeanor	3 = Class B and C felony 5 = Class A felony	7=Deportation
9. Expected Release Status	1 = Low bail/release likely	3 = high bail 5 = no bail	
10. Type of Prior Convictions	0 = None 1 = Misdemeanor conviction	3 = felony conviction 5 = multiple convictions/extended terms	
11. Severity of Current Charge CR#	1 = Misdemeanor	3 = Class B and C felony	5=Class A felony/ Federal charges/ extradition
12. History of Violence	0 = No history 1 = Past minor	3 = recent minor 5 = past serious	7 = recent serious
13. History of Escapes or Escape Attempts	0 = None 1 = Past minor	3 = recent minor 5 = past serious	7 = recent serious
14. Security Total (Total items 1 - 13)			
15. Security Level	PT1=(Minimum) 1-15 points	PT2=(Medium) 16-25 points	PT3=(Maximum) 26-57 points
16. Completed By:	(Name and Title)		

SECTION C: ADMINISTRATIVE ACTION

1. Date of Review	2. Facility Assigned	3. Security Assigned (Circle) Minimum Medium Maximum PT-1 PT-2 PT-3
4. Reason ( ) Security Total ( ) Management Override		5. Nature of Override <input type="checkbox"/> Protective Custody <input type="checkbox"/> Release Residence <input type="checkbox"/> Mental Health <input type="checkbox"/> Medical <input type="checkbox"/> Other
6. Reviewed by (Name)	7. Title	

SECTION D: FACILITY ADMINISTRATOR REVIEW (Only if there is Management Override in Section C)

1. Date of Review	2. Security Level Recommended (Circle One) Minimum Medium Maximum PT-1 PT-2 PT-3
3. Security Status: If item 2 of this Section different from item 3 in Section C, check box in right hand column:	
4. State reason if item 3 above is checked:	
5. Facility Administrator - Signature	

SECTION 6: PRETRIAL SECURITY DESIGNATION FORM INSTRUCTIONS

a. Top Right Corner of Form

1. Facility: Enter the three or four character abbreviation of the facility admitting the inmate:

- HCCC: Hawaii Community Correctional Center
- HCF: Halawa Correctional Facility
- KCCC: Kauai Community Correctional Facility
- MCCC: Maui Community Correctional Center
- OCCC: Oahu Community Correctional Center

2. Evaluation Date: Enter the month/day/year that the Pretrial Security Designation form is being initiated, e.g. 01/15/80.

b. Section A: Demographics

3. Name: Enter the defendant's last name first, then his/her first name and finally, middle initial. The name used should be the name the person is to be committed under, e.g. Chang, Dana M.

4. I.D. Number: Enter the State I.D. number, if known. Other numbers which may be used in order of preference are:  
(1) offender tracking number

(2) social security number

(3) date of birth (only if no other number can be used)

5. Sex: Check "M" if male, "F" if female.

6. Race: Enter race abbreviations as given on the inmate's initial intake form. Abbreviations are found below.

For persons of mixed racial origins, enter codes starting with the racial extraction of the greatest percentage.

<u>CODE</u>	<u>ITEM</u>	<u>DEFINITION</u>
A	Asian	A person having origins in any of the original peoples of the Far East, Southeast Asia or the Indian subcontinent, other than Chinese, Japanese, Korean, and Filipino, which are listed separately.
C	Chinese	A person having origins in any of the original peoples of China.
F	Filipino	A person having origins in any of the original peoples of the Philippine Islands.
G	Guamanian or other Pacific Islander	A person having origins in any of the Islands of the South Pacific other than Samoa. Includes Tahitians, Fijians.
H	Hawaiian	A person having origins in any of the original peoples of the Hawaiian Islands.
HX	Part Hawaiian	A person claiming to be part-Hawaiian has some of Hawaiian ancestry.
I	American Indian (or Alaskan Native)	A person having origins in any of the original peoples of North American, and who maintains cultural identification through tribal affiliation or community recognition.
J	Japanese	A person having origins in any of the original peoples of Japan.
K	Korean	A person having origins in any of the original peoples of Korea.
N	Negro (Black)	A person having origins in any of the Black racial groups of Africa.
P	Portuguese	A person having origins in the original peoples of Portugal.
S	Samoaan	A person having origins in the original peoples of Samoa.

<u>CODE</u>	<u>ITEM</u>	<u>DEFINITION</u>
W	White	A person having origins in any of the original peoples of Europe, North Africa, or the Middle East.
X	Other	A person of other origins than listed above. Central and South Americans will be included in this group.

7. DOB: Enter the numerical month, date, year of birth, e.g. 10/05/52.
8. Primary Language: Enter primary language if the inmate is not able to speak and understand English.
9. Additional Considerations: Check the appropriate box reflecting any of the following factors that may result in a management designation. Note: these items are not mutually exclusive; that is, more than one code may be appropriate.

<u>ITEM</u>	<u>COMMENTS</u>
None	None

<u>ITEM</u>	<u>DEFINITION</u>
Medical	If the individual has medical problems that cannot be treated at an institution that normally would have been designated for confinement, a management designation may be appropriate.
Central Monitoring	Use this for persons requesting separation from the general population. Otherwise, specify separatee (s) for the inmate who should not be placed in the same facility.
Other	For any other need for management designation. Specify reason in blank provided.

Mental Health

Check this item for persons who are determined to have behavioral problems related to a psychiatric/mental health condition. This is determined by court-ordered detention for psychiatric evaluation, documentation of mental health history or through observation by ISC worker during intake/screening.

- 10,11. Separatee: Give name and I.D. number of person(s) the inmate is not to be housed with because their association would be detrimental to the security of the facility or to individuals in the facility.

C. Section B: Security Scoring

1. Identification: This variable has been included to take into account the lack of positive identification for a defendant as a security risk.

Enter the number of points in the category applicable to the defendant:

<u>POINTS</u>	<u>DEFINITION</u>
0	Positive identification is readily available through fingerprints contained in any legal document accompanying the defendant to the facility.
1	A document or documents such as a bail order, state identification card, arrest record or any other document which confirms the identity of the defendant as is accompanying the defendant upon admission to the facility.
3	No legal document(s) accompany the defendant being admitted into the facility.
2.	<u>Age</u> : This variable is perceived as an indicator of the propensity to escape and is being included as a variable in

balance with other sociodemographic variables. The assumption behind age as a complementary predictor of escape is that younger defendants or offenders will more likely attempt escape than older defendants/offenders.

Age should be calculated to the birthdate; e.g. the evaluation date is 06-15-80, the defendant's birthdate is 07-15-50. The defendant is currently 29 and an assignment of three points should be made although his next birthday is within one month. This will assist in preventing defendants from being placed in higher security levels than necessary.

Enter the appropriate number of points for age based on the documented date of birth.

POINTS

0  
1  
3

DEFINITION

40 years and over  
30 to 39 years  
29 or less years

3. Family Ties: This variable is perceived as an indicator of personal/social stability. It is suggested that a defendant with strong and stable family ties (e.g. frequent visiting or residence with) will be

less inclined to escape or to present a security risk.

Enter the appropriate number of points in the right hand column:

POINTS

0  
1  
3

DEFINITION

Stable family/ties-defendant lives with or visits regularly (e.g. at least once weekly) with parents, spouse, or siblings.

Intermittent family ties - defendant visits with parents, spouse, or siblings occasionally (e.g. once every other week to once every four months).

No family ties - defendant has absolutely no contact with parents, spouse or siblings.

4. Residence: This variable is also perceived as an indicator of the defendant's personal/social stability and as an indication of the propensity to escape or present a security risk.

Enter the appropriate number of points in the right hand column.

POINTS

0

DEFINITION

Current, local over one year - the defendant has resided in the County of his/her arrest and the same residence for over one year.

- 1 Current - less than one year  
the defendant has resided in the same residence for over one year.
- 3 Transient, non-local - the defendant has not resided in the same residence nor the same County of his/her arrest for at least one year.
5. Employment History: This variable is perceived to be an indicator of the defendant's ability to hold a job and therefore demonstrate some responsibility and stability in his/her personal life.
- Enter the appropriate number of points in the right hand column:
- | <u>POINTS</u> | <u>DEFINITION</u>   |
|---------------|---|
| 0             | Current, over one year - the defendant has held his/her current job for more than one year, regardless of where (location) employed.      |
| 1             | Current, less than one year - the defendant has held his/her current job for less than one year, regardless of where (location) employed. |
| 3             | Unemployed - the defendant is currently unemployed.   |
6. Drug/Alcohol Involvement: This variable indicates whether current drug/alcohol presents a security risk.

Enter the appropriate number of points in the right hand column.

POINTS

DEFINITION

- 0 No apparent drug problem. The defendant does not appear to be under the influence of drugs/alcohol. This determination is made during the admission or intake process and is based on observations of defendant appearance and behavior made by CCC or ISC personnel or medical staff.
- 3 Apparent drug/alcohol problem. The defendant does appear to be under the influence of drugs/alcohol. His/her behavior is observed to be disruptive/dangerous during the course of admission or intake by adult correctional officers, medical staff or ISC personnel. This condition is recognized as one which may require closer supervision or immediate/ongoing medical attention or possibly, a court-authorized transfer to medical facility/detoxification center.
7. Mental Health Status: This variable is perceived as an indicator of security risk in that defendants having serious psychiatric or psychological illness, particularly violent or assaultive tendencies or other behavioral difficulties, may require greater supervision or differential treatment than other defendants.

Enter the appropriate number of points in right hand column:

No apparent mental health problem. The defendant does not appear to have a mental health problem or condition. This determination is made during the admission or intake process and is based on observations of appearance or behavior by CCC and ISC personnel or medical/psychiatric staff.

POINTS

DEFINITION

- 0 Apparent mental health problem. The defendant does not appear to have a mental health problem which is demonstrated through disruptive/bizarre behavior. This determination is made during the course of admission or intake by adult correctional officers, psychiatric staff or ISC personnel. This condition is recognized as one which may require a closer supervision or immediate/on-going psychiatric/psychological attention or possibly, a court-authorized transfer to a psychiatric facility.
8. Type of Detainer: This variable takes into account any pending criminal charges or jurisdictional holds against the defendant other than the current charge. It is perceived that a defendant committing a second offense or fleeing from a current charge poses a greater security risk.

Enter the appropriate number of points in the right hand column.

POINTS

DEFINITION

- 0 No detainer.
- 1 Misdemeanor - the defendant has pending misdemeanor

POINTS

DEFINITION

0

No apparent mental health problem. The defendant does not appear to have a mental health problem or condition. This determination is made during the admission or intake process and is based on observations of appearance or behavior by CCC and ISC personnel or medical/psychiatric staff.

3

Apparent mental health problem. The defendant does not appear to have a mental health problem which is demonstrated through disruptive/bizarre behavior. This determination is made during the course of admission or intake by adult correctional officers, psychiatric staff or ISC personnel. This condition is recognized as one which may require a closer supervision or immediate/on-going psychiatric/psychological attention or possibly, a court-authorized transfer to a psychiatric facility.

8. Type of Detainer: This variable takes into account any pending criminal charges or jurisdictional holds against the defendant other than the current charge. It is perceived that a defendant committing a second offense or fleeing from a current charge poses a greater security risk.

Enter the appropriate number of points in the right hand column.

POINTS

DEFINITION

0

No detainer.

- 1 Misdemeanor - the defendant has pending misdemeanor charge(s) or equivalent charge(s) (in another jurisdiction).
- 3 Class B and C felony - the defendant has pending Class B or C charge(s) or equivalent charge(s) (in another jurisdiction).
- 5 Class A felony - the defendant has pending Class A charge(s) or equivalent charge(s) (in another jurisdiction).
- 7 The defendant has a pending deportation charge for immigration or federal offense(s), in addition to a current charge.

9. Expected Release

Status: This variable, equivalent to the length of incarceration variable for sentenced felons, is considered as a management variable and one that may assist in preventing security problems for especially long-term detainees. It is hypothesized that the longer the length of detention, the greater the chance of behavioral problems.

Enter the appropriate number of points in the right hand column.

POINTS

DEFINITION

- 1 The defendant has received low bail (under \$10,000) and is likely to post bail within 72 hours.
- 3 The defendant has received high bail (exceeds \$10,000) and is not likely to post this bail.

5 The defendant has been denied the right to bail by the court.

10. Type of Prior

Convictions: The nature of previous convictions is thought to be an important consideration for determining security risk. It is believed that a defendant with a full history of violent crime or escape convictions will definitely present a serious security risk in the facility and particularly to the community. Also, those defendants who have received previous extended term sentences will be of concern with regard to security.

POINTS

DEFINITION

- 0 The defendant has absolutely no previous convictions.
- 1 The defendant has one to two previous misdemeanor convictions on record.
- 3 The defendant has a previous felony conviction on record.
- 5 The defendant has more than two misdemeanor or more than one felony conviction on record and/or has received previous extended term sentences (minimum sentences which exceed the maximum for that offense class).



11. Severity of Current

Charge: The nature of the defendant's current offense charge is considered to be important in assessing his/her security risk.

Enter the appropriate number of points in the right hand column to reflect the severity of the current charge (if there are multiple charges excluding detainer(s) for a previous charge, use the most severe):

POINTS

DEFINITION

- 1 For misdemeanor charge.
- 3 For Class B or C felony charge.
- 5 For Class A felony charge or any federal charge (e.g. extradition).

12. History of Violence: This variable is considered to be most predictive of security risk. History of violence is defined as the defendant's entire adult background of criminal convictions, excluding the current charge. However, institution discipline committee findings of guilt are to be recognized regardless of prosecution and conviction status, if known. Do not use behavior related to current offense for this item. The severity of violence is defined according to the degree of seriousness of the act which resulted in a fine or conviction. If there has been more than one incident of violence, use the most severe.

POINTS

DEFINITION

- 0 No history of violence.
- 1 Acts occurring more than five years ago involving persons or property which resulted in fines or misdemeanant convictions (e.g. simple fights, domestic squabbles).
- 5 Acts occurring more than five years ago involving persons or property which resulted in felony convictions (e.g. assaults, intimidation involving a weapon, incidents involving arson or explosives, etc.).
- 7 Acts within the last five years involving persons or property which resulted in felony convictions (e.g. assaults, intimidation involving arson or explosives, etc.).

13. History of Escapes or Escape Attempts:  
This variable is extremely important in determining the security risk of a detainee. Demonstrated escape tendencies present an excellent prediction mechanism.

Enter the appropriate number of points in the right hand column to reflect the escape history of the defendant. History is defined as the defendant's entire adult background of criminal convictions, excluding current offense. Escapes from institutions

are to be recognized if the defendant was found guilty of the escape or attempt by an institutional discipline committee, regardless of the prosecution and conviction status of the case. Additionally, consideration is to be given to behavior relating to the prior offenses, (such as flight to avoid prosecution) if reported in the Pre-Sentence Investigation Report. Do not use behavior related to current offense for this item. If there has been more than one escape attempt, use the most severe. To determine whether an incident is recent or past, use the date of conviction.

POINTS

DEFINITION

- 0 No escapes.
- 1 An escape more than five years ago from an open institution or program (e.g. CRC, work release, furlough) not involving any actual or threat of violence. Also includes military AWOL and flight to avoid pending charges, if documented.
- 3 An escape within the last five years from an open institution or program (e.g. CRC, work release, furlough) not involving any actual or threat of violence. Also includes military AWOL and flight to avoid pending

charges, if documented.

5 An escape more than five years ago from closed confinement, with or without threat of violence. Also includes escape from open facility or program with actual or threat of violence.

7 An escape within the last five years from closed confinement, with or without threat of violence. Also includes escape from open facility or program with actual or threat of violence.

14. Security Total: Add all numbers entered from Items 1-13 and fill in box in right hand column.

15. Security Level: Circle the appropriate security level according to the number of points in Item 14. The range of points of a certain security level must include the number of points totalled from Items 1-13.

16. Print or type your name and job title in the space provided and submit this form to your county administrator.

Note: The county administrator must review, xerox one copy of the form for ISC files, and then submit the original form to the CD branch facility administrator within 48 hours of when the evaluation is conducted.

D. Section C: Administrative Action

1. Date of Review: Enter the date of your review. This review must take place within 48 hours of the date of the evaluation as indicated in Item 2 on the upper right hand corner of the form.
2. Facility Assigned: Based on the security level recommended in Section B, Item 15, write the facility at which the defendant will be detained.
3. Security Assigned: Circle the level of security being recommended for the defendant.
4. Reason: If the security level being assigned is the same as that being recommended by the ISC, check "security total". If you are proposing that a different security level or facility be assigned, check "Management Override".
5. Nature of Override: Check the reason for the override and the new facility recommended. Additional space is available on the back of the form. If this item is not applicable, write "N/A". If "Other" is checked, write reason in blank line provided.
6. Print or type your name.
7. Print or type your position title.

E. Section D: Facility Administrator Review

1. Date of Review: Enter the date of your review. This date must be within 72 hours of the date entered in Item 1 of Section C.
2. Security Level: Circle the security level that you are designating for the defendant.
3. Security Status: Check this box if your recommended security level differs from that of the Correctional Care Administrator or delegate as indicated in Item 3, Section C. If your recommendation does not differ, enter "N/A".
4. State your reason for recommending that security level for the defendant be different than that of the Correctional Care Administrator or delegate entered in Item 3, Section C. If your recommendation does not differ, enter "N/A".
5. Sign your name.

**CONTINUED**

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OAHU INTAKE SERVICE CENTER  
MENTAL HEALTH DIVERSION PHASE I  
IMPLEMENTATION PLAN

I. INTRODUCTION

Mental health diversion has recently become an agency priority in light of the community concern with the increasing number of penal code patients at the Hawaii State Hospital facility. The ISC Board has also endorsed mental health diversion/services as one of several program areas which the agency should immediately address.

At the November 6, 1980 ISC County Administrators' meeting a decision was made to encourage the Oahu offender contact branch to address the problem of penal patient overcrowding by developing a mental health diversion program proposal. It was felt that other ISC offender contact branches had already developed their mental health diversion component within their current services structure.

The concern with penal patient overcrowding at the Hawaii State Hospital was first discussed in early July 1980. At that time the ISC Executive Director was invited by several criminal justice and mental health officials to address how the Intake Service Center may assist in providing alternative methods of dealing with mentally ill defendants. As proposed by the ISC Executive Director, the agency's involvement would be limited to diverting defendants, at a very early stage in the criminal justice process, to community-based mental health programs/services. The nature of this diversion would most likely be initial

screening, referral, and monitoring. It would also most likely be integrated with the current central intake/pretrial services function of the OISC. The ISC has agreed to investigate this possibility and will then report back to the members of the Hawaii State Hospital's Task Force.

Several events within the past few months should facilitate the Oahu Intake Service Center's efforts to identify a manageable level of mental health services. First, the development of the agency's Long and Short Range Plans clearly identify mental health diversion/services as a program area, target it for a 1984 full scale implementation, and present the range of activities that the agency will have to perform if implementation should be achieved. Secondly, Mr. Paul Isenstadt, a consultant from Pike's Peak Mental Health Center, has developed a mental health design proposal. This proposal clearly identifies what is perceived as the optimal program that the Intake Service Center should operate. Thirdly, through Dr. John Blaylock of the Courts and Corrections Team/Mental Health Division, the Oahu Intake Service Center has received a clear indication of his agency's support and commitment to participate in the development of a mental health diversion program.

The Intake Service Center has also, in recent months, experienced events which will adversely affect its efforts to develop a mental health diversion program. Like other state agencies the Intake Service Center has sustained drastic cuts in its operating budget for the next biennium. This will result in fewer line personnel to provide the service and less administrative/planning personnel to pro-

vide the necessary technical support vital to new programs. Also, with the election of a new Prosecuting Attorney and the continued disfavor of the public towards any form of release or community-based programming, it is expected that mental health diversion will not be a well-received program.

Thus at the current time the Oahu Intake Service Center is faced with conditions which will prevent the development of any comprehensive mental health program. As an alternative, the Oahu Intake Service Center, through the OISC/CCC Implementation Task Force, will develop some level of service. This service (entitled Phase I) will address and hopefully assist in easing the pressures of penal code patient overcrowding at the Hawaii State Hospital without compromising public safety.

II. PURPOSE

The purpose of this Implementation Plan is to facilitate the planning, development, and implementation of Phase I of the Oahu Intake Service Center's mental health diversion/ services.

OISC/CCC IMPLEMENTATION TASK FORCE  
MENTAL HEALTH DIVERSION

<u>ACTIVITY</u>	<u>TARGETED IMPLEMENTATION DATE</u>
1. Examine current utilization of mental health services and programs by ISC staff for defendants/offenders.	
a. Identify types of defendants/offenders referred to mental health services/programs.	
b. Identify community or institutional-based programs currently providing mental health services to ISC referrals.	
c. Identify outcomes of services defendants/offenders received (e.g. re-sentenced, re-committed, etc.).	
d. Discuss problems experienced in current referral process.	
2. Arrange meeting with Mental Health Division - Courts and Corrections.	
a. Identify types of defendants/offenders currently committed as penal code patients in Hawaii State Hospital.	
b. Identify nature of service currently provided to penal code patients.	
c. Identify community-based programs/services currently utilized or available to/by Mental Health Division or private agencies.	
d. Discuss problems experienced in current mental health referrals.	
e. Discuss extent to which Mental Health Division will be involved in planning, implementation and direct service for mental health diversion.	

<u>ACTIVITY</u>	<u>TARGETED IMPLEMENTATION DATE</u>
3. Determine which established mental health programs/agencies will be approached for proposed services.	
a. Develop criteria for screening/ selecting participating agencies/ programs.	
b. Meet with agency/program administrators to discuss mental health diversion.	
c. Determine level of interest in participating in mental health diversion program.	
4. Discuss eligibility/screening criteria for diverting defendants/offenders to mental health services/programs.	
a. Discuss point of intake/screening.	
b. Discuss type of defendant/offender by offense class, behavior, history, previous service/treatment received.	
5. Discuss with established mental health programs/agencies what might constitute acceptable methods of acceptable methods of referring/ receiving defendants/offenders for service.	
a. Discuss verbal (phone) and written/ documental methods of referral.	
b. Discuss source of referral (i.e. which staff are authorized to refer defendants/offenders).	
c. Discuss agency/program's eligibility requirements.	
d. Discuss additional staff and support services necessary in order to provide services/treatment to defendants/offenders.	
6. Establish acceptable methods of monitoring and reporting the progress of defendants/offenders placed in mental health programs with mental health agencies.	

<u>ACTIVITY</u>	<u>TARGETED IMPLEMENTATION DATE</u>
a. Discuss frequency, personnel responsible, level, method (verbal/documented), of monitoring.	
7. Discuss methods of documenting the screening, referral, placement, and progress of defendants/offenders placed in mental health services/programs with community-based mental health agencies.	
a. Discuss verbal/phone methods.	
b. Discuss desirable forms and information required.	
c. Discuss methods of screening (e.g. interview and intake process).	
d. Define "success" criteria (e.g. what constitutes successful treatment, program completion).	
8. Obtain program plan on mental health services and programs from Central Office.	
a. OISC/CCC Task Force staff prepare summary statement on discussions above.	
b. Central Office planning staff prepare mental health diversion program plan.	
9. Review program plan and modifications prepared by Central Office planning staff (task force).	
10. Arrange meeting with local administrators/representatives from the judiciary, corrections, mental health and other criminal justice and community agencies.	
a. Review each section proposed program plan.	
b. Discuss alternative proposals if plan unsatisfactory.	



ACTIVITY

TARGETED  
IMPLEMENTATION DATE

- c. Review each section of final program plan.
- d. Achieve consensus with final program plan.
- 11. Obtain consensus through interagency agreement with regard to the above services/programs and discuss how to strategize implementation of mental health diversion programs.
  - a. Discuss phasing/timetable, staffing, final program plan.
  - b. Agree to above.
- 12. Obtain agreement between ISC and participating agencies on content and format of all documents utilized for reporting purposes.
- 13. Develop internal policies and procedures for providing mental health screening, referral, placement, and monitoring as agreed to with the Task Force.
  - a. Review provisions in mental health diversion program plan.
  - b. Central Office planning staff draft policies and procedures for mental health diversion.
  - c. Program staff, Central Office staff and Task Force members review and approve mental health diversion policies and procedures.
- 14. Develop staff training package for mental health diversion with Central Office planning staff.
  - a. Central Office planning staff discuss the following with Task Force members and program staff.
    - (1) Training subjects/areas
    - (2) Training methods, aids
    - (3) Trainers
    - (4) Dates of training

ACTIVITY

TARGETED  
IMPLEMENTATION DATE

- (5) Trainees
- (6) Cost, time, location of training
- b. Central Office planning staff prepare training plan.
- 15. Provide necessary mental health diversion training for line/supervisory staff in mental health screening, referring, placing, monitoring, documenting and testifying in court.

**CONTINUED**

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**APPENDIX H  
ISC Needs Assessment Form**

State of Hawaii  
Office of the Governor  
Intake Service Center

ASSESSMENT OF CLIENT NEEDS

Client Name \_\_\_\_\_ SSN: \_\_\_\_\_  
 Last First MI Identification Number OTN: \_\_\_\_\_  
 SID: \_\_\_\_\_  
 Admission \_\_\_\_\_ Date \_\_\_\_\_ Intake Worker Last Name \_\_\_\_\_ Number \_\_\_\_\_  
 Month, Day, Year

Date of Evaluation \_\_\_\_\_ Select the appropriate answer and enter the associated weight in the score column. Higher numbers indicate more severe problems. Total all scores.

ACADEMIC/VOCATIONAL SKILLS				SCORE
High school or above -1 skill level	Adequate skills; able to handle everyday requirements	Low skill level causing minor adjustment problems	Minimal skill level causing serious adjustment problems	_____
EMPLOYMENT				
Satisfactory employment for one year or longer -1	Secure employment; no difficulties reported; or homemaker, student or retired	Unsatisfactory employment; or unemployed but has adequate job skills	Unemployed and virtually unemployable; needs training	_____
FINANCIAL MANAGEMENT				
Long-standing pattern of self-sufficiency; e.g., good credit rating -1	No current difficulties	Situational or minor difficulties	Severe difficulties; may include garnishment, bad checks or bankruptcy	_____
MARITAL/FAMILY RELATIONSHIPS				
Relationships and support exceptionally strong -1	Relatively stable relationships	Some disorganization or stress but potential for improvement	Major disorganization or stress	_____
COMPANIONS				
Good support and influence -1	No adverse relationships	Associations with occasional negative results	Associations almost completely negative	_____
EMOTIONAL STABILITY				
Exceptionally well adjusted; accepts responsibility for actions -2	No symptoms of emotional instability; appropriate emotional responses	Symptoms limit but do not prohibit adequate functioning; e.g., excessive anxiety	Symptoms prohibit adequate functioning; e.g., lashes out or retreats into self	_____
ALCOHOL USAGE				
_____	No interference with functioning	Occasional abuse; some disruption of functioning	Frequent abuse; serious disruption; needs treatment	_____
OTHER DRUG USAGE				
_____	No interference with functioning	Occasional substance abuse; some disruption of functioning	Frequent substance abuse; serious disruption; needs treatment	_____
MENTAL ABILITY				
_____	Able to function independently	Some need for assistance; potential for adequate adjustment	Deficiencies severely limit independent functioning	_____
HEALTH				
_____	Sound physical health; seldom ill	Handicap or illness interferes with functioning on a recurring basis	Serious handicap or chronic illness; needs frequent medical care	_____
SEXUAL BEHAVIOR				
_____	No apparent dysfunction	Real or perceived situational or minor problems	Real or perceived chronic or severe problems	_____
INTAKE WORKERS IMPRESSION OF CLIENT'S NEEDS				
-1 Minimum	0 Low	3 Medium	5 Maximum	_____

\* Use the reverse side to list any special circumstances which should influence the level of custody. TOTAL \_\_\_\_\_  
 Form No. 3511 (9/79)

**APPENDIX H - Sentenced Felon  
Classification Form**

1. CITY \_\_\_\_\_

2. EVALUATION DATE \_\_\_\_\_

**RECLASSIFICATION FORM**

**SECTION A: DEMOGRAPHIC INFORMATION**

3. NAME (Last Name, First Name, Middle Initial)		COMMITMENT NAME		4. ID NUMBER
5. SEX M() F()	6. RACE	7. DATE OF BIRTH	8. PRIMARY LANGUAGE Other Language ()	
9. SENTENCE LIMITATIONS [ ] None [ ] Consecutive Sentences [ ] Mandatory Minimum [ ] Definite Sentences [ ] Life Without Parole		10. ADDITIONAL CONSIDERATIONS [ ] None [ ] Psychiatric [ ] Detainers, Etc. [ ] Medical [ ] Central Monitoring [ ] Other.		
11. SEPARATEE (Name, ID #)		12. SEPARATEE (Name, ID #)		

**SECTION B: SECURITY SCORING**

1. TYPE OF DETAINER CHARGE	0 = None 1 = Lowest/Low Moderate	3 = Moderate 5 = High	7 = Greatest
2. SEVERITY OF CURRENT OFFENSE CR.#	0 = Lowest 1 = Low Moderate	3 = Moderate 5 = High	7 = Greatest
3. PROJECTED LENGTH OF INCARCERATION	1 = 0 to 30 Months 3 = 31 to 59 Months	5 = 60 to 83 Months 7 = 84 to 119 Months	9 = 120+ Months
4. TYPE OF PRIOR COMMITMENTS OFFENSE TIME SERVED		0 = None 1 = Minor	3 = Serious
5. HISTORY OF ESCAPE OR ATTEMPTS	0 = None 1 = Past Minor	3 = Recent Minor 5 = Past Serious	7 = Recent Serious
6. HISTORY OF VIOLENCE	0 = None 1 = Past Minor	3 = Recent Minor 5 = Past Serious	7 = Recent Serious
7. SUBTOTAL (Total Items 1 - 6)			
8. PRE-COMMITMENT STATUS	0 = Not Applicable	3 = On Own Recognizance	6 = Self-Commitment (Voluntary)
9. SECURITY TOTAL Subtract Item 8 from Item 7. If Item 8 is Greater, enter 0			
10. SECURITY LEVEL	S-1 = 0 to 6 Points S-2 = 7 to 9 Points	S-3 = 10 to 13 Points S-4 = 14 to 22 Points	S-5 = 23 to 29 Points S-6 = 30 to 40 Points

**SECTION C: CUSTODY SCORING**

1. PERCENTAGE OF TIME SERVED	3 = 0 Thru 25% 4 = 26 Thru 75%	5 = 76 Thru 90% 6 = 91%	
2. INVOLVEMENT WITH DRUGS/ALCOHOL	2 = Current	3 = Past 4 = Never	
3. MENTAL/PSYCHOLOGICAL STABILITY (Within Past Year)	2 = Unfavorable	4 = No Referral or Favorable	
4. TYPE OF MOST SERIOUS DISCIPLINARY REPORT MISCONDUCT CHARGE	1 = Greatest 2 = High	3 = Moderate 4 = Low Moderate	5 = None
5. FREQUENCY OF DISCIPLINARY REPORTS	0 = 10+ 1 = 6 to 9	2 = 2 to 5	3 = 0 to 1
6. RESPONSIBILITY THAT INMATE HAS DEMONSTRATED	2 = Poor	3 = Average	4 = Good
7. FAMILY/COMMUNITY TIES	3 = None or Minimal	4 = Average or Good	
8. IF ELIGIBLE FOR FACILITY TRANSFER, ARE MEDICAL AND DENTAL RECORDS CLEAR?	Y = Yes N = No	9. CUSTODY TOTAL	

10. CUSTODY LEVEL Present Security Level	Consider Custody Increase if Point Range is:	Consider Present Custody Point Range is:	Consider Custody Decrease Point Range is:
S-1	13 - 19	20 - 22	23 - 30
S-2	13 - 19	20 - 23	24 - 30
S-3	13 - 19	20 - 24	25 - 30
S-4	13 - 19	20 - 25	27 - 30
S-5	13 - 19	20 - 27	28 - 30
S-6	13 - 19	20 - 27	11 - 30

INTAKE SERVICE CENTER  
PRETRIAL SECURITY DESIGNATION

APPENDIX H - Pretrial Security  
Designation Form

1. Facility \_\_\_\_\_  
2. Evaluation Date \_\_\_\_\_

SECTION A: DEMOGRAPHICS

3. Name (Last, First, M.I.)		4. I.D. Number	
5. Sex M ( ) F ( )	6. Race	7. Date of Birth	8. Primary Language
9. Additional Considerations <input type="checkbox"/> None <input type="checkbox"/> Central Monitoring <input type="checkbox"/> Mental Health <input type="checkbox"/> Medical <input type="checkbox"/> Other			
10. Separatee (Name, I.D.)		11. Separatee (Name, I.D.)	

SECTION B: SECURITY SCORING

1. Identification	0 = Positive (fingerprints)	1 = confirmed document	3 = unconfirmed		
2. Age	0 = 40 years and over	1 = 30-39 years	3 = 29 or less years		
3. Family Ties	0 = Stable family ties	1 = intermittent family ties	3 = no family ties		
4. Residence	0 = Current local over one year	1 = current less than one year	3 = transient/non-local		
5. Employment History	0 = Current over one year	1 = current less than one year	3 = unemployed		
6. Drug/Alcohol Involvement	0 = No apparent drug/alcohol problem	3 = apparent drug/alcohol problem			
7. Mental Health Status	0 = No apparent mental health problem	3 = apparent mental health problem			
8. Type of Detainer	0 = No detainer 1 = Misdemeanor	3 = Class B and C felony	7 = Deportation/Extradition		
9. Expected Release Status	1 = Schedule bail	3 = Not schedule bail	5 = no bail		
10. Type of Prior Convictions	0 = None 1 = Misdemeanor conviction	3 = felony conviction	5 = multiple convictions/extended terms		
11. Severity of Current Charge CR#	1 = Misdemeanor	3 = Class B and C felony	5 = Class A felony/Federal charges/extradition		
12. History of Violence	0 = No history 1 = Past minor	3 = recent minor 5 = past serious	7 = recent serious		
13. History of Escapes or Escape Attempts	0 = None 1 = Past minor	3 = recent minor 5 = past serious	7 = recent serious		
14. Security Total (Total Items 1 - 13)					
15. Security Level	PT1=(Minimum) 1-15 points	PT2=(Medium) 16-25 points	PT3=(Maximum) 26-57 points		
16. Completed By: (Name and Title)					

SECTION C: ADMINISTRATIVE ACTION

1. Date of Review	2. Facility Assigned	3. Security Assigned (Circle) Minimum Medium Maximum PT-1 PT-2 PT-3
4. Reason ( ) Security Total ( ) Management Override		5. Nature of Override <input type="checkbox"/> Protective Custody <input type="checkbox"/> Release Residence <input type="checkbox"/> Mental Health <input type="checkbox"/> Medical <input type="checkbox"/> Other
6. Reviewed by (Name)	7. Title	

SECTION D: FACILITY ADMINISTRATOR REVIEW (Only if there is Management Override in Section C)

1. Date of Review	2. Security Level Recommended (Circle One) Minimum Medium Maximum PT-1 PT-2 PT-3
3. Security Status: If item 2 of this Section different from item 3 in Section C, check box in right hand column:	
4. State reason if item 3 above is checked:	
5. Facility Administrator - Signature	

APPENDIX H - Sentenced Felon  
Classification Form

RECLASSIFICATION FORM

1. CITY \_\_\_\_\_

2. EVALUATION DATE \_\_\_\_\_

SECTION A: DEMOGRAPHIC INFORMATION

3. NAME (Last Name, First Name, Middle Initial)		COMMITMENT NAME		4. ID NUMBER
5. SEX M ( ) F ( )	6. RACE	7. DATE OF BIRTH	8. PRIMARY LANGUAGE Other Language ( )	
9. SENTENCE LIMITATIONS <input type="checkbox"/> None <input type="checkbox"/> Consecutive Sentences <input type="checkbox"/> Mandatory Minimum <input type="checkbox"/> Definite Sentences <input type="checkbox"/> Life Without Parole		10. ADDITIONAL CONSIDERATIONS <input type="checkbox"/> None <input type="checkbox"/> Psychiatric <input type="checkbox"/> Detainers, Etc. <input type="checkbox"/> Medical <input type="checkbox"/> Definite Sentences <input type="checkbox"/> Other		
11. SEPARATEE (Name, ID #)		12. SEPARATEE (Name, ID #)		

SECTION B: SECURITY SCORING

1. TYPE OF DETAINER CHARGE	0 = None 1 = Lowest/Low Moderate	3 = Moderate 5 = High	7 = Greatest
2. SEVERITY OF CURRENT OFFENSE CR#	0 = Lowest 1 = Low Moderate	3 = Moderate 5 = High	7 = Greatest
3. PROJECTED LENGTH OF INCARCERATION	1 = 0 to 30 Months 3 = 31 to 59 Months	5 = 60 to 83 Months 7 = 84 to 119 Months	9 = 120+ Months
4. TYPE OF PRIOR COMMITMENTS OFFENSE TIME SERVED		0 = None 1 = Minor	3 = Serious
5. HISTORY OF ESCAPE OR ATTEMPTS	0 = None 1 = Past Minor	3 = Recent Minor 5 = Past Serious	7 = Recent Serious
6. HISTORY OF VIOLENCE	0 = None 1 = Past Minor	3 = Recent Minor 5 = Past Serious	7 = Recent Serious
7. SUBTOTAL (Total Items 1 - 6)			
8. RECOMMITMENT STATUS	0 = Not Applicable	3 = On Own Recognizance	6 = Self-Commitment (Voluntary)
9. SECURITY TOTAL Subtract Item 8 from Item 7. If Item 8 is Greater, enter 0			
10. SECURITY LEVEL S-1 = 0 to 6 Points      S-3 = 10 to 13 Points      S-5 = 23 to 29 Points S-2 = 7 to 9 Points      S-4 = 14 to 22 Points      S-6 = 30 to 40 Points			

SECTION C: CUSTODY SCORING

1. PERCENTAGE OF TIME SERVED	3 = 0 Thru 25% 4 = 26 Thru 75%	5 = 76 Thru 90% 6 = 91%		
2. INVOLVEMENT WITH DRUGS/ALCOHOL	2 = Current	3 = Past	4 = Never	
3. MENTAL/PSYCHOLOGICAL STABILITY (Within Past Year)				
2 = Unfavorable		4 = No Referral or Favorable		
4. TYPE OF MOST SERIOUS DISCIPLINARY REPORT MISCONDUCT CHARGE	1 = Greatest 2 = High	3 = Moderate 4 = Low Moderate	5 = None	
5. FREQUENCY OF DISCIPLINARY REPORTS	0 = 10+	1 = 6 to 9	2 = 2 to 5	3 = 2 to 1
6. RESPONSIBILITY THAT INMATE HAS DEMONSTRATED	2 = Poor	3 = Average	4 = Good	
7. FAMILY/COMMUNITY TIES		3 = None or Minimal	4 = Average or Good	
8. IF ELIGIBLE FOR FACILITY TRANSFER, ARE MEDICAL AND DENTAL RECORDS CLEAR?		Y = Yes N = No	9. CUSTODY TOTAL	

10. CUSTODY LEVEL Present Security Level	Consider Custody Increase if Point Range is:	Consider Present Custody Point Range is:	Consider Custody Decrease Point Range is:
S-1	13 - 19	20 - 22	23 - 30
S-2	13 - 19	20 - 23	24 - 30
S-3	13 - 19	20 - 24	25 - 30
S-4	13 - 19	20 - 25	27 - 30
S-5	13 - 19	20 - 27	29 - 30
S-6	13 - 19	20 - 27	11 - 30

# INTAKE SERVICE CENTERS

branch \_\_\_\_\_

STATE OF HAWAII vs.          Defendant.	CR. #	CHARGE DESCRIPTION/POLICE REP. #

ATTORNEY: \_\_\_\_\_ # OF COUNTS: \_\_\_\_\_ BAIL AMOUNT: \$ \_\_\_\_\_

## INTAKE SERVICE CENTERS CASE MONITORING INFORMATION

### INTERVIEW

WHERE: HPD ; DC ; CC ; HCF ; OTHER: \_\_\_\_\_

STATUS: COMPLETE ; INCOMPLETE ; REASON: \_\_\_\_\_

BY WHOM: \_\_\_\_\_ DATE: \_\_\_\_\_

### CUSTODY

ADMISSION DATE: \_\_\_\_\_ FACILITY: \_\_\_\_\_ STATUS: \_\_\_\_\_

RELEASE DATE: \_\_\_\_\_ TO: \_\_\_\_\_ STATUS: \_\_\_\_\_

### PTR APPLICATION

APPLICATION NUMBER: \_\_\_\_\_

DATE ARRESTED: \_\_\_\_\_

DATE OF APPLICATION: \_\_\_\_\_

DATE TO SUPERVISOR: \_\_\_\_\_

DATE TO STENO: \_\_\_\_\_

DATE TO JUDGE: \_\_\_\_\_

DATE OF FILING: \_\_\_\_\_

### A. IDENTIFICATION SECTION:

A-I IDENTIFIERS-			
TYPE OF IDENTIFIER	NUMBER	SOURCE	COMMENTS
ALPHA NUMBER (STATE ID.)			
SOCIAL SECURITY NUMBER			
OTHER: _____			

A-II CHARACTERISTICS-					
TYPE OF CHARACTERISTIC	DESCRIPTION	VERIFIED	UNABLE TO	INITIALS	COMMENTS
BIRTHDATE					
BIRTHPLACE					
AGE IN YEARS					
SEX					
RACE					
PRIMARY LANGUAGE					
CITIZENSHIP					
TIME IN STATE OF HAWAII					
TIME IN COUNTY OF ARREST					

B. RESIDENCE SECTION:

VERA SCALE POINTS: \_\_\_\_\_

B-I PRESENT ADDRESS- CHECK ONE BOX:  RENT;  OWN;  OTHER (SEE COMMENTS)

STREET NO. AND NAME: \_\_\_\_\_ CITY: \_\_\_\_\_ STATE: \_\_\_\_\_

ZIP: \_\_\_\_\_ TELEPHONE: \_\_\_\_\_ DATE STARTED: \_\_\_\_\_

VERIFIED  ; UNABLE TO VERIFY  ; INITIALS: \_\_\_\_\_ ; COMMENTS:

B-II COHABITANTS-

NAME	RELATIONSHIP	AGE

TOTAL NUMBER OF COHABITANTS: \_\_\_\_\_ VERIFIED  ; UNABLE TO VERIFY  ; INITIALS: \_\_\_\_\_

COMMENTS:

B-III PREVIOUS ADDRESS-

STREET NO. AND NAME: \_\_\_\_\_ CITY: \_\_\_\_\_ STATE: \_\_\_\_\_

ZIP: \_\_\_\_\_ DATE STARTED: \_\_\_\_\_ DATE MOVED: \_\_\_\_\_

LIVED WITH WHOM: \_\_\_\_\_ CURRENT TELEPHONE: \_\_\_\_\_

VERIFIED  ; UNABLE TO VERIFY  ; INITIALS: \_\_\_\_\_ ; COMMENTS:

C. FAMILY SECTION:

VERA SCALE POINTS: \_\_\_\_\_

C-I MARITAL STATUS-

STATUS: \_\_\_\_\_ HOW LONG: \_\_\_\_\_ NAME OF SPOUSE IF APPLICABLE: \_\_\_\_\_

VERIFIED  ; UNABLE TO VERIFY  ; INITIALS: \_\_\_\_\_ ; COMMENTS:

C-II NUMBER OF DEPENDENTS- (FINANCIALLY)

NUMBER: \_\_\_\_\_ VERIFIED  ; UNABLE TO VERIFY  ; INITIALS: \_\_\_\_\_ ; COMMENTS:

C-III PARENTS / NEXT OF KIN- (IF SAME AS COHABITANTS, CHECK BOX )

NAME(S): \_\_\_\_\_ RELATIONSHIP: \_\_\_\_\_

ADDRESS: \_\_\_\_\_ HOME TELEPHONE: \_\_\_\_\_

EMPLOYER: \_\_\_\_\_ EMPLOYER'S TELEPHONE: \_\_\_\_\_

VERIFIED  ; UNABLE TO VERIFY  ; INITIALS: \_\_\_\_\_ ; COMMENTS:

C-IV RELATIVES AND ASSOCIATES IN HAWAII- (EXCLUDING PARENTS)

NAME & RELATIONSHIP	ADDRESS	HOME PHONE	WORK PHONE

COMMENTS:

C-V EMERGENCY CONTACT- (IF SAME AS PARENTS, CHECK BOX )

NAME: \_\_\_\_\_ RELATIONSHIP: \_\_\_\_\_

ADDRESS: \_\_\_\_\_ TELEPHONE: \_\_\_\_\_

COMMENTS:

F. HEALTH SECTION:

F-I DO YOU HAVE A HEALTH PROBLEM OR DEFECT- (IF 'NO' THEN CHECK BOX )

DESCRIPTION OF PROBLEM OR DEFECT: \_\_\_\_\_

PHYSICIAN OR CLINIC NAME: \_\_\_\_\_ MEDICATION: \_\_\_\_\_

VERIFIED  ; UNABLE TO VERIFY  ; INITIALS: \_\_\_\_\_ ; COMMENTS:

F-II EVER RECEIVE TREATMENT FOR MENTAL ILLNESS- (IF 'NO' THEN CHECK BOX )

WHEN WERE YOU LAST TREATED: \_\_\_\_\_ WHERE: \_\_\_\_\_

VERIFIED  ; UNABLE TO VERIFY  ; INITIALS: \_\_\_\_\_ ; COMMENTS:

F-III DO YOU HAVE A DRINKING OR DRUG PROBLEM- (IF 'NO' THEN CHECK BOX )

DESCRIPTION OF PROBLEM: \_\_\_\_\_

COMMENTS: \_\_\_\_\_

F-IV EVER RECEIVE TREATMENT FROM A DRUG OR ALCOHOL PROGRAM- (IF 'NO' THEN CHECK BOX )

WHEN WERE YOU LAST TREATED: \_\_\_\_\_ WHERE: \_\_\_\_\_

VERIFIED  ; UNABLE TO VERIFY  ; INITIALS: \_\_\_\_\_ ; COMMENTS:

F-V WOULD YOU BE INTERESTED IN A DRUG OR ALCOHOL PROGRAM- (IF 'NO' THEN CHECK BOX )

CHECK ONE BOX: DRUG PROGRAM  ; ALCOHOL PROGRAM  ; BOTH

COMMENTS: \_\_\_\_\_

D. EMPLOYMENT SECTION:

VERA SCALE POINTS: \_\_\_\_\_

D-I PRESENT EMPLOYER- ( IF UNEMPLOYED, THEN JUST CHECK BOX  )

EMPLOYER: \_\_\_\_\_ TELEPHONE: \_\_\_\_\_

ADDRESS: \_\_\_\_\_ DATE STARTED: \_\_\_\_\_

POSITION: \_\_\_\_\_ HOURS PER WEEK: \_\_\_\_\_ SALARY: \_\_\_\_\_

VERIFIED  ; UNABLE TO VERIFY  ; INITIALS: \_\_\_\_\_ ; COMMENTS:

D-II PREVIOUS EMPLOYER- ( MOST RECENT )

EMPLOYER: \_\_\_\_\_ TELEPHONE: \_\_\_\_\_

ADDRESS: \_\_\_\_\_ DATE STARTED: \_\_\_\_\_

DATE TERMINATED: \_\_\_\_\_ POSITION: \_\_\_\_\_ HOURS PER WEEK: \_\_\_\_\_

SALARY: \_\_\_\_\_ VERIFIED  ; UNABLE TO VERIFY  ; INITIALS: \_\_\_\_\_ ;

COMMENTS: \_\_\_\_\_

D-III IF UNEMPLOYED-

HOW SUPPORTED: \_\_\_\_\_

VERIFIED  ; UNABLE TO VERIFY  ; INITIALS: \_\_\_\_\_ ; COMMENTS:

E. ARREST HISTORY SECTION:

VERA SCALE POINTS: \_\_\_\_\_

E-I EVER ARRESTED BEFORE THIS- ( IF NOT THEN CHECK BOX  )

WHEN	WHERE	CHARGE DESCRIPTION

COMMENTS: \_\_\_\_\_

E-II ARE YOU CURRENTLY ON PROBATION OR PAROLE- ( IF 'NO' THEN CHECK BOX  )

WHEN SENTENCED	WHICH JURISDICTION	OFFENSE DESCRIPTION	EXPIRATION DATE

NAME OF P. OFFICER: \_\_\_\_\_ VERIFIED  ; UNABLE TO VERIFY  ;

INITIALS: \_\_\_\_\_ ; COMMENTS:



G. REMARKS SECTION: DATE AND INITIAL ALL REMARKS !!!!!

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

H. VERA SCALE SUMMARY SECTION -

H-I	VERA SCALE SECTION	NUMBER OF POINTS	COMMENTS
	RESIDENCE SECTION		
	FAMILY TIES SECTION		
	EMPLOYMENT SECTION		
	PRIOR RECORD SECTION		
	TOTAL POINTS		

H-II PRE- TRIAL RELEASE RECOMMENDATION-

RECOMMENDATION: ROR ; SR ; BAIL AMT. \$ \_\_\_\_\_

OTHER: \_\_\_\_\_

SIGNATURE OF COUNSELOR: \_\_\_\_\_ DATED: \_\_\_\_\_

APPROVED BY: \_\_\_\_\_ DATED: \_\_\_\_\_

CONFIRMED  
 INCREASE  
 DECREASE

H-III COURT ACTION-

COURT ACTION TAKEN: ROR ; SR ; SET BAIL AT \$ \_\_\_\_\_

OTHER: \_\_\_\_\_

JUDGE'S NAME: \_\_\_\_\_ COURT LEVEL: \_\_\_\_\_ DATE OF ACTION: \_\_\_\_\_

**CONTINUED**

**11 OF 25**

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Jail Overcrowding Project  
IMPLEMENTATION PLAN  
April 19, 1979

Project Overview

The Jail Overcrowding Project is a federally funded effort, scheduled to undergo implementation during the 18 month period beginning on November 1, 1978 and culminating on April 30, 1980. The general purpose of the "overcrowding program," sponsored by the United States Department of Justice, Law Enforcement Assistance Administration, is to facilitate the exploration of alternatives to traditional jail incarceration.

To qualify for the jail overcrowding assistance the Intake Service Center as the representative for the State of Hawaii, was required to document that there were overcrowded conditions in the correctional facilities. Based on an analysis of the facility population reports for FY 1977-1978, it was determined that facility conditions were sufficiently serious to warrant participation in the program.

During the course of the project, Intake Service Center staff will be working in close alliance with the American Justice Institute (AJI) in Sacramento, California. AJI has been assigned as the agency which will monitor grant activities on behalf of the Federal Government.

Participation by the Intake Service Center, and the other criminal justice agencies in the State is expected to allow for more rationale use of the existing confinement space. This increased level of rationality will be achieved through

the use of added and more efficient diversionary programming for those offenders that represent the least risk to the community. In this way, the offenders who represent greater risks, either through the circumstances of the offense with which they are charged, or based on the probability of appearance at trial, can be detained without aggravating the incarcerated population level.

#### Inter-Organizational Ties

The Jail Overcrowding Project is organized to facilitate the development of the Intake Service Center and the Hawaii Master Plan for Corrections. As such, extensive inter-agency agreements will be initiated between the Intake Service Center and the police, Prosecutor, Public Defender, Judiciary, Probation, Corrections, and Paroling Authority. These agreements will center on proposals for criminal justice system improvement.

All of the inter-organizational contacts will be accomplished in conjunction with the ISC Branch Administrators, state-wide. In this way, there can be some assurance that project activities are consistent with the efforts of other ISC activities. A detailed breakdown of the projected target areas to be undertaken with each agency will be itemized in detail in the work plan portion of this document.

#### Problem Statement

The Jail Overcrowding Project for Hawaii is faced with a series of dilemmas within the State. On the one hand, we know that our correctional facilities currently house more prisoners than they are designed to hold comfortably; and then, on the other hand we face a change in penal philosophy in the State which seems to favor more primitive treatment for offenders. Coupled with the change in penal philosophy is the reality that the Hawaii Correctional System had not given up on the rehabilitation model as evidenced by the 30 million dollar expenditure (10 million State and 20 million Federal funding) for the Community Correctional Center facilities.

A further factor which aggravates the correctional dilemma is the ever-present scarcity of resources. It simply is not feasible to contemplate the construction of "warehouse" types of prison facilities. Such an action was defeated earlier in this decade, and prompted the drafting of the Hawaii Correctional Master Plan.

It is time for a maximization of State resources. This maximization policy can be facilitated by the Jail Overcrowding Project in the sense that efforts will be made to introduce greater efficiencies to the current system. In addition, new programs can be explored which are designed to refer the less serious offenders into community programs, rather than simply incarcerating them. Then, this will free

up more facility space for the serious/violent offenders who require incapacitation.

The overcrowding problem can be documented easily for the State of Hawaii. This problem is due in large part to the pretrial detention population. On the island of Oahu, for example, the Halawa Correctional Facility is used for detention purposes. This facility is designed to hold 72 high security individuals under the Hawaii Correctional Master Plan. As of February 2, 1979 there were 119 male prisoners assigned to Halawa, of which 103 were in actual residence. In addition to this detention space, the Keehi Annex (a series of temporary wooden structures) was built to house the jail overflow of male prisoners. Keehi Annex, on the same date had an assigned population of 77, with 67 persons in residence. Similarly, the Maluhia Facility, on the windward side of Oahu is used as an emergency cottage to house the overflow of female prisoners. On February 2, Maluhia had an assigned count of 32, with 31 persons in-residence. Thus, instead of having 72 pretrial detainees on Oahu, there are close to 200.

The pretrial detainee problem does not appear as acute on the neighbor islands as it does on Oahu, because there are much lower numbers of persons who are detained.

The jail overcrowding problem is not limited, however, to problems associated with pretrial detainees. The sentenced population contribute significantly to the overcrowding of

the correctional facilities. For example, the Hawaii State Prison which is designed to hold about 270 inmates, had an assigned count of 353 and an actual in-residence population of 321. Thus, the dormitory facilities are packed with an additional 50 people in restricted quarters.

From the project point of view, most of the activities which are designed to refer individuals to non-residential alternatives will be for the unsentenced or pretrial population. This is a practical priority because there is not much room to impact the number of people who are sentenced to prison. Also, persons who have not been convicted should be given a higher priority for release since they have not had their day in court.

The overcrowding problem should not be viewed narrowly. The problem stems from more than just an over-abundance of prisoners. Part of the problem lies in an inefficient or inadequate scheme for performing: (1) existing release practices, (2) intake diagnostic/classification, and (3) comprehensive monitoring of offender flow. As a result, the overcrowding project in addition to exploring methods of alleviating correctional facility conditions, must focus a great deal of effort to improving the Intake Service Center system processing function.

Introduction

The structure of objectives for the Jail Overcrowding Project is stated in this section. This structure is composed of outcome and process objectives. Outcome objectives are those objectives which state where the agency ultimately wants to end up. These objectives must be measurable and achievable. Process objectives are a reflection of the activities and tasks that are conducted to contribute to the achievement of outcome objectives. Achievement of a process objective alone is an end in itself, but it will not necessarily reflect the achievement of an agency's effectiveness.

A. Outcome Objectives

The outcome objective portion of the structure of objectives consist of a hierarchially ordered series of components. These components are: (1) the mission statement, (2) basic objectives, (3) transitional objectives, and (4) measurable objectives. The mission statement is a declaration of the ultimate goal or purpose of the agency. The basic objective is intended to state the primary outcomes pursued by the agency in general terms. Transitional objectives define the basic objectives with further precision, which is often required by logic to be able to comprehensively state an agency's measurable objectives. Finally, measurable objectives state basic objectives in more exacting detail, and with more precision than do transitional objectives. Measurable objectives possess the desired attribute of measurability, and achievability.

1. Mission Statement

The outcome objectives that have been specified for the Jail Overcrowding Project are consistent with those for the Intake Service Centers, generally. The first component of the hierarchy of outcome objectives is the mission statement. This component of the objective's structure reads as follows:

MISSION STATEMENT
TO FACILITATE, COORDINATE, AND ENHANCE THE PRESERVATION AND MAINTAINANCE OF PUBLIC AND SOCIAL ORDER, AND THE REPRESENTATION OF THE PUBLIC INTEREST BY ENSURING THE QUALITY OF JUSTICE.

2. Basic Objectives

The second component of the hierarchy contains the basic objectives for the Jail Overcrowding Project. These also are consistent with the outcome objectives of the Intake Service Centers as a whole. Each basic objective reflects a theme which the agency pursues. For example, basic objective 1.0 deals with Community Protection. It is believed that this is one of the primary outcome areas in which the Intake Service Center hopes to have a high level of achievement. A second basic objective, number 2.0 deals with a general set of Service Objectives. A third basic objective, number 3.0 deals with Conflict Resolution (i.e. the ability of the intake worker to intervene without some negative consequence occurring. Finally, the last basic objective (number 4.0) deals with Administration. All of these basic objectives, as pointed out earlier, state the primary outcomes of the agency in general terms.

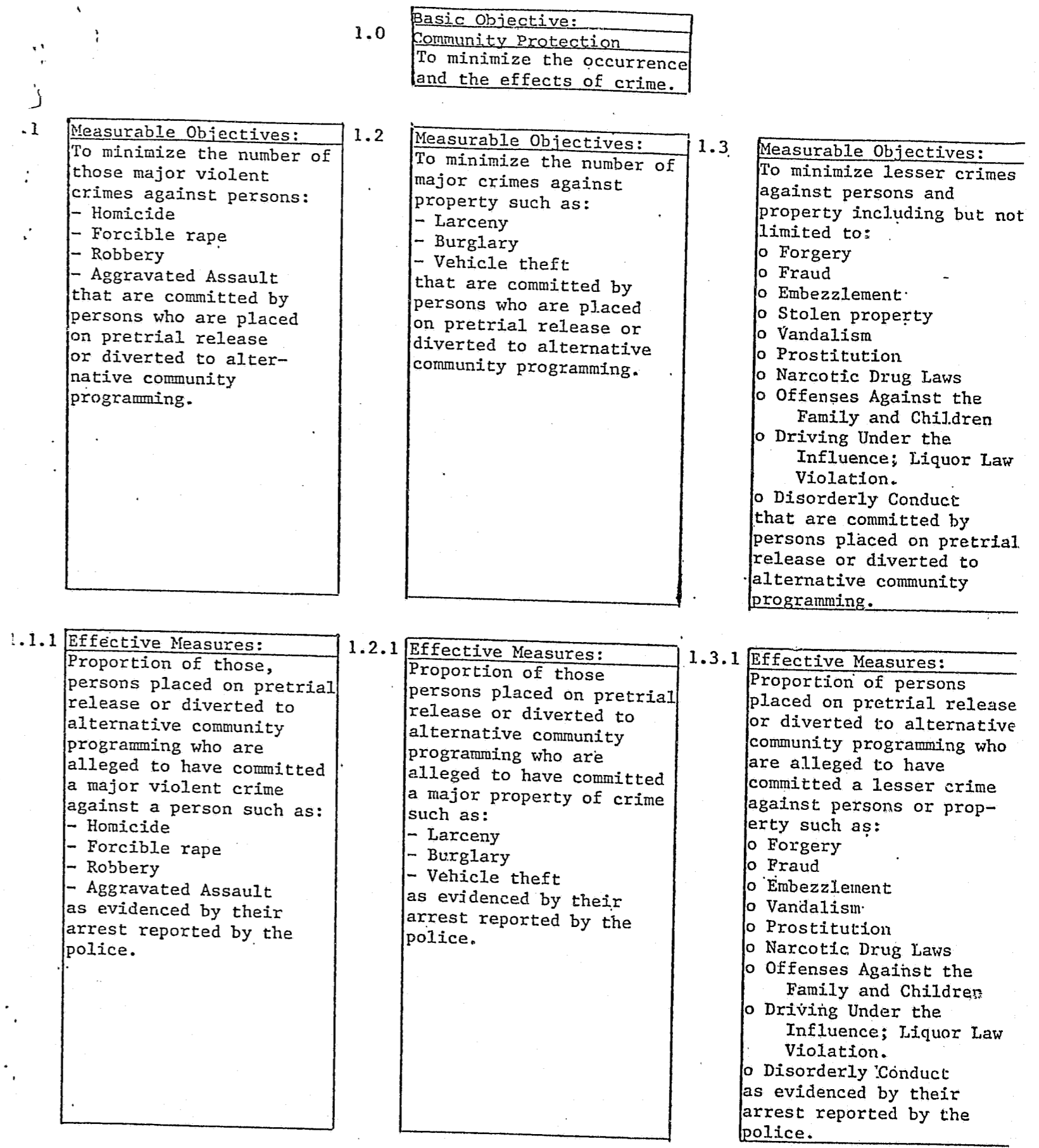
3. Transitional Objectives

The transitional objectives, for the Jail Overcrowding Project were deleted due to space limitations. The enumeration of this set of objectives was necessary to arrive at the measurable objective level, but is not critical to an understanding of what outcomes the project hopes to achieve.

4. Measurable Objectives

The measurable objectives that are itemized within the structure of objectives state with exact precision the outcomes that the Jail Overcrowding Project expects to achieve. Each measurable objective is accompanied by at least one measure of effectiveness. The effectiveness measure will reflect the extent to which the measurable objective has been achieved.

B. Hierarchy of Outcome Objectives





1.2 Effective Measures:  
Proportion of those, persons placed on pretrial release or diverted to alternative community programming who are alleged to have committed a major violent crime against a person such as:  
- Homicide  
- Forcible rape  
- Robbery  
- Aggravated Assault as evidenced by their conviction by the court.

1.2.2 Effective Measures:  
Proportion of those persons placed on pretrial release or diverted to alternative community programming who are alleged to have committed a major property of crime such as:  
- Larceny  
- Burglary  
- Vehicle theft as evidenced by their conviction by the court.

1.3.2 Effective Measures:  
Proportion of persons placed on pretrial release or diverted to alternative community programming who are alleged to have committed a lesser crime against persons or property such as:  
o Forgery  
o Fraud  
o Embezzlement  
o Vandalism  
o Prostitution  
o Narcotic Drug Laws  
o Offenses Against the Family and Children  
o Driving Under the Influence; Liquor Law Violation.  
o Disorderly Conduct as evidenced by their conviction by the court.

Measurable Objectives:  
To minimize negative consequences to citizens such as:  
- Property damage and loss  
- Injury  
- Injury requiring hospitalization  
- Death through the acts or persons on pretrial release.

1.5

Measurable Objectives:  
To minimize the number of escapes from custody.

4.1 Effective Measures:  
Rate of occurrence in which citizens experience negative consequences such as:  
- Property damage and loss  
- Injury  
- Injury requiring hospitalization  
- Death by persons on pretrial release per 100 persons released as verified by reports from the police.

1.5.1

Effective Measures:  
Proportion of persons admitted to correctional facilities who escape.

1.5.2

Effective Measures:  
Rate of persons who are admitted into correctional facility custody that escape per 100 persons admitted.

2.0 **Basic Objective:**  
**Service**  
 To maximize the level and quality of those pretrial release and intake/diagnostic services authorized by Federal, State, and/or local governments provided to the community and/or local governments.

.1 **Measurable Objectives:**  
 To maximize the quality of service to the client and to the community by referring to the court individuals who are deemed to be suitable candidates for pretrial release.

2.2 **Measurable Objectives:**  
 To maximize the quality of service to the community and State/local governments by ensuring that those persons released on pretrial recommendations appear as scheduled in court.

2.3 **Measurable Objectives:**  
 To maximize the quality of testimony given in legal proceedings.

.1.1 **Effective Measures:**  
 Proportion of persons recommended to the court for pretrial release that are accepted and approved.

2.2.1 **Effective Measures:**  
 Proportion of persons released on pretrial recommendations that appear as scheduled in court.

2.3.1 **Effective Measures:**  
 Proportion of instances in which the quality of pretrial services worker testimony is rated satisfactory by the judge.

.4 **Measurable Objectives:**  
 To minimize the number of instances in the institution in which there are negative consequences including:  
 -contraction of disease  
 -aggravation of injuries  
 -death  
 due to inadequate medical screening.

4.1 **Effective Measures:**  
 Proportion of medical screenings conducted in the correctional facility, which result in negative consequences including:  
 -contraction of disease  
 -aggravation of injuries  
 -death  
 due to inadequate medical screening.

2.5 **Measurable Objectives**  
 To minimize the number of instances in the institution in which there are negative consequences including:  
 -property damage  
 -injury  
 -death  
 due to inadequate social psychological screenings.

2.5.1 **Effective Measures:**  
 Proportion of psychological screenings conducted in the correctional facility which result in negative consequences including:  
 -property damage  
 -injury  
 -death  
 due to inadequate social psychological screenings.

2.6 **Measurable Objectives:**  
 To minimize the number of instances in which there are negative consequences including:  
 -commission of crimes, excluding death  
 -injury to others  
 -death  
 due to inadequate pre-release screening and post-release follow-up.

2.6.1 **Effective Measures:**  
 Proportion of pre-release screenings which result in negative consequences including:  
 -commission of crimes, excluding death  
 -injury to others  
 -death  
 due to inadequate pre-release screening and post-release follow-up.

3.0

Basic Objective:  
**Conflict Resolution**  
 To minimize disorder resulting from personal stress and disorganization subsequent to ISC intervention.

.1

**Measurable Objectives:**  
 To minimize deaths, injuries, property damage and criminal consequences brought about by personal stress or disorientation problems such as:  
 - Alcoholism  
 - Drug abuse  
 - Mental illness/other social problems subsequent to ISC intervention.

.1.1

**Effective Measures:**  
 Proportion of persons screened for intake services in which personal stress or disorientation is exhibited in which there was negative consequences subsequent to ISC intervention, including:  
 - Property damage  
 - Injury  
 - Injury requiring hospitalization  
 - Death

4.0

**Administration**  
 To maximize the achievement of those objectives which facilitate the fulfillment of the primary responsibilities of the ISC and other criminal justice and/or community service agencies for the State of Hawaii.

.1

**Measurable Objectives:**  
 To maximize the ISC community leadership role in the pretrial and intake/diagnostic service areas and to coordinate, cooperate, and plan with other elements of the criminal justice system, with appropriate public and private agencies, and with other units of State/local governments.

.1.1

**Effective Measures:**  
 Composite ratings of ISC community leadership role in pretrial and intake/diagnostic service areas and coordinating, cooperation, and planning with other elements of the criminal justice system with appropriate public and private agencies, and other units of State/local governments as determined by rating instrument administered to agency heads.

4.2

**Measurable Objectives:**  
 To maximize the number of instances in which:  
 - Other criminal justice agencies  
 - State/local government agencies  
 are persuaded to conduct activities that will facilitate the fulfillment of primary ISC responsibilities.

4.2.1

**Effective Measures:**  
 Proportion of instances in which other criminal justice agencies and other State/local government agencies are persuaded to conduct activities that will facilitate the fulfillment of primary ISC responsibilities.

4.3

**Measurable Objectives:**  
 To maximize the number of instances in which the ISC conducts activities that contribute to the achievement of the objectives of:  
 - Other criminal justice agencies  
 - Other State/local government agencies without interfering with the fulfillment of primary ISC responsibilities.

4.3.1

**Effective Measures:**  
 Proportion of instances in which the ISC agrees to conduct activities which contribute to the achievement of other criminal justice agencies and other State/local government agencies.

C. Process Objectives

This segment of the structure of objectives deals with the activities and tasks which contribute to the achievement of the outcome objectives. The objectives listed here are the same as those committed to in the grant application. A brief summary of the "grant" objectives are: (1) criminal justice coordination; (2) establishment of Central Intake, Assessment, and Classification Unit; (3) interim information system support and forms standardization; (4) Community Correctional Center staff training; and (5) Pretrial Services expansion and community alternatives.

Process objectives, unlike outcome objectives, do not deal with ultimate ends. They are best thought of as the day-to-day tasks which must be performed in order to carry on agency programs. Process objectives also differ from outcome objectives in the sense that they are not hierarchially ordered. Instead they are merely listed in a logical, time-phased sequence.

D. Process Objectives Listing

## Central Intake Assessment and Classification

### Process Objectives

1. To conduct initial interviews for all persons admitted to the CCC.
2. To provide emergency services, as needed, to all persons admitted to the CCC.
3. To classify all offenders admitted to the CCC for:
  - o Security level
  - o Medical needs
  - o Psychological needs
  - o Drugs and alcohol needs
4. To make conditional diversion referrals for offenders with psychological, medical, drug, and alcohol problems.
5. To reclassify all offenders sentenced to the CCC every 6 months, or as required.
6. To conduct pre-release interviews for all persons eligible for furlough or parole.
7. To conduct presentence investigations for all cases assigned to the Intake Service Center by the Judiciary.
8. To conduct special evaluations on request from agencies in the criminal justice system and other agencies in the community.

### Major Tasks and Activities

- Activity 1: Staff Recruitment
- Task 1: Establish and announce positions
  - Task 2: Review application
  - Task 3: Conduct interview
  - Task 4: Select candidates
  - Task 5: Submit applicant names for approval
  - Task 6: Establish start date
- Activity 2: Initial Staff Orientation
- Task 1: Background philosophy of Master Plan
  - Task 2: Review general orientation manual
  - Task 3: Review organization chart and request for appointment
  - Task 4: Review Hawaii Revised Statutes information sheet

- Task 5: Review fact sheet on alcohol and drugs
- Task 6: Review phasing of start at Halawa to move to CCC
- Task 7: Review Pretrial activities and detainee movement
- Task 8: Review memo of agreement between Intake Service Center and Corrections Division

- Activity 3: Select Unit Outcome Objectives from Agency Structure of Objectives
- Task 1: Review agency structure of objectives
  - Task 2: Adopt outcome objectives which characterize unit ultimate goals
  - Task 3: Determine if other outcome objectives need to be added
  - Task 4: Establish final structure of unit outcome objectives

- Activity 4: Assemble Available Intake and Classification Instruments
- Task 1: Solicit intake instruments from other jurisdictions
  - Task 2: Review intake instruments presently used by Corrections Division
  - Task 3: Review instruments gained from outside jurisdictions
  - Task 4: Rate desirable attributes to all instruments reviewed

- Activity 5: Consultant Selection
- Task 1: Request consultant recommendations from State Law Enforcement and Planning Agency, American Justice Institute, and other sources
  - Task 2: Review prospective consultant qualifications
  - Task 3: Rate consultants
  - Task 4: Select appropriate consultant
  - Task 5: Request consultant
  - Task 6: Consummate consultant agreement
  - Task 7: Repeat Task 5 if necessary
  - Task 8: Repeat Task 6 if necessary

- Activity 6: Establishing Intake, Assessment, and Classification Procedures
- Task 1: Review existing mechanisms
  - Task 2: Explore range of classification options available

- Task 3: Review practicality of existing versus proposed classification techniques
- Task 4: Review options with Corrections Division classification committee
- Task 5: Develop phased implementation schedule for establishing classification system:
  - Sub-Task 1: Security classification
  - Sub-Task 2: Medical classification
  - Sub-Task 3: Psychological classification
  - Sub-Task 4: Drug/alcohol classification
  - Sub-Task 5: Other classification
- Task 6: Implement classification procedures in accordance with schedule
- Task 7: Review classification procedures at regular intervals (every other month)

Activity 7:

- Draft Intake and Classification Guidelines
- Task 1: Prepare initial outline of guidelines required
- Task 2: Prepare rough draft
- Task 3: Send draft guidelines out for review
- Task 4: Amend draft as necessary
- Task 5: Prepare final draft and distribute

Activity 8:

- Staff Training on Intake and Classification Procedures
- Task 1: Discuss intake process
- Task 2: Discuss mental health laws
- Task 3: Hold de-briefing on Tasks 1-2
- Task 4: Orient staff to existing intake procedures as conducted by Corrections Division
- Task 5: Establish observation period for existing procedures
- Task 6: Utilize interviewing course for intake workers from Drug Abuse Agency
- Task 7: Make arrangements for technical assistance on intake procedures
- Task 8: Hold training sessions for Branch Administrators and line staff on procedures to be adopted for the central intake unit
- Task 9: Implement intake procedures for the intake unit
- Task 10: Monitor intake procedures and make changes as appropriate
- Task 11: Re-train as appropriate

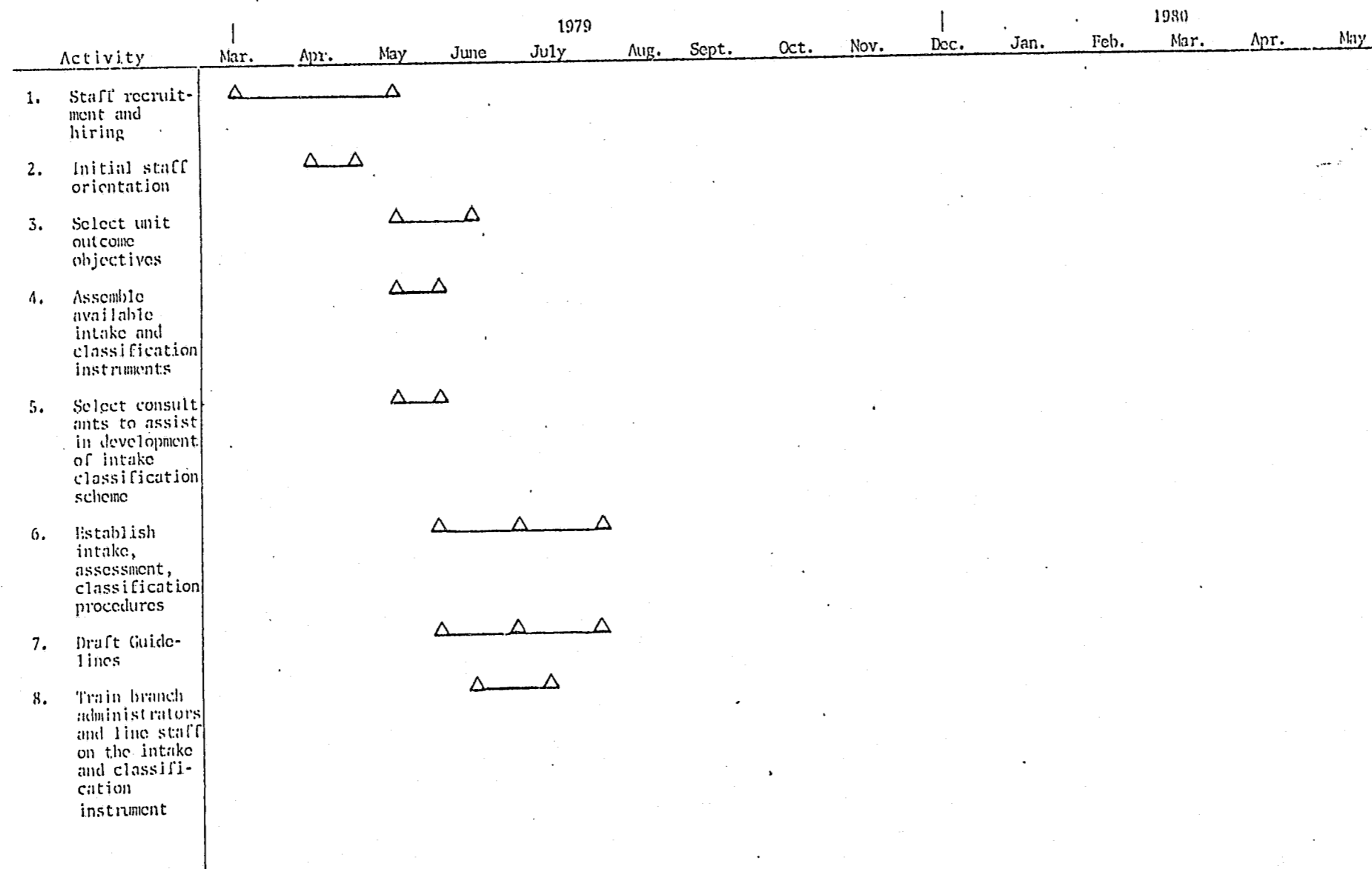
Activity 9:

- Physical Location of the Central Intake Unit
- Task 1: Space designation
- Task 2: Acquisition of new equipment
- Task 3: Identify existing inventory
- Task 4: Clear up all other necessary details associated with the move
- Task 5: Establish schedule for the move
- Task 6: Move equipment and personnel to new facility

Activity 10:

- Inter-Agency Agreements
- Task 1: Establish necessary cooperative arrangements with the Corrections Division
- Task 2: Establish method of prisoner transport to the CCC if separate from Task 1
- Task 3: Establish necessary cooperative arrangements with the Judiciary (including probation)
- Task 4: Establish necessary cooperative arrangements with the police
- Task 5: Establish necessary cooperative arrangements with Paroling Authority
- Task 6: Establish necessary cooperative arrangements with private community agencies
- Task 7: Monitor all agency agreements and alter as required

Central Intake, Assessment, and Classification



Central Intake, Assessment, and Classification

Activity	1979												1980		
	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May
9. Physical move to facility					△	△									
10. Develop inter-agency agreements	△														△



Expansion of Community Alternatives  
Pre-Arrest and Post-Sentence

Process Objectives

1. To work with the police to encourage the development of citation release for use with misdemeanants in (a) the field, (b) prior to booking, and/or (c) at the stationhouse.
2. To expand and make more efficient the Release on Recognizance function for: (a) regular release, (b) supervised release, and (c) 3rd party releases.
3. To establish the feasibility of the use of 10% station-house bail.
4. To work with the prosecutor and private community agencies to encourage the use of diversion programming in the areas of: (a) drug and alcohol dependency, (b) employment training, (c) psychological/psychiatric treatment, and (d) community service or restitution.
5. To work with the Judiciary to encourage sentenced diversion in the areas of: (a) drug and alcohol dependency, (b) employment training, (c) psychological/psychiatric treatment, and (d) community service or restitution.
6. To work with the Judiciary and the Probation Department to encourage the use of the probation status where there is: (a) regular supervision, (b) special conditions, and (c) the possibility of some administrative caseloads.
7. To work with the Judiciary in the area of sentence modification within the first 90 days of sentencing.
8. To work with the Corrections Division and the Paroling Authority in the use of three types of furlough: (a) week-end, (b) employment, and (c) extended.
9. To work with the Hawaii Paroling Authority on policies and procedures in the use of parole.

Activities and Tasks to Expand the Use of Community Alternatives

- Activity 1: Analysis of Existing Diversionary Services
- Task 1: Examine current status of police citation program
  - Task 2: Examine current ROR practices
  - Task 3: Examine current bail practices

- Task 4: Examine current deferred adjudication of guilty plea program
- Task 5: Examine current probation practices
- Task 6: Examine current sentence modification practices
- Task 7: Examine status of furlough program
- Task 8: Examine current parole practices

Activity 2:

- Prioritizing Program Expansion
- Task 1: Analyze program amenability in relationship to existing diversionary services
  - Task 2: Analyze program amenability in new service areas
  - Task 3: Orient Pretrial Services Unit regarding Jail Overcrowding focus
  - Task 4: Generate feedback from Pretrial Services Unit
  - Task 5: Develop a schedule for program expansion (including sub-tasks and time-table)
  - Task 6: Re-evaluate schedule monthly

Activity 3:

- Program Expansion Areas, by Agency, and Initial Tasks
- Task 1: Police citation
    - Sub-Task 1: Meet police regarding citation release
    - Sub-Task 2: Offer Pretrial Services Unit Assistance in verifying offender information
    - Sub-Task 3: Perform verification service
    - Sub-Task 4: Monitor citation usage
    - Sub-Task 5: Hold periodic meetings to discuss citation usage
  - Task 2: Police cooperation in ROR evaluation
    - Sub-Task 1: Meet with police regarding access to arrestees for release
    - Sub-Task 2: Hold second meeting to clarify program
    - Sub-Task 3: Draft proposed agreement with police field operations to send to the chief of police
    - Sub-Task 4: Send agreement to chief of police for approval
    - Sub-Task 5: Meet with chief of police to clarify proposal
    - Sub-Task 6: Implement program on a pilot basis

- Sub-Task 7: Review pilot program
- Sub-Task 8: Open program on a regular basis
- Sub-Task 9: Review program periodically
- Sub-Task 10: Make program changes as necessary
- Task 3: Judicial Release on Recognizance-Increase in efficiency (continged on success of Task 2)
  - Sub-Task 1: Meet with the District Court regarding access to felons at arraignment
  - Sub-Task 2: Hold second meeting to clarify program
  - Sub-Task 3: Draft proposal and submit to the administrative judge for approval
  - Sub-Task 4: Meet with administrative judge to discuss the proposal
  - Sub-Task 5: Implement program on a pilot basis
  - Sub-Task 6: Review pilot program
  - Sub-Task 7: Open program on a regular basis
  - Sub-Task 8: Review program periodically
  - Sub-Task 9: Make program changes as necessary
- Task 4: Judicial Release on Recognizance-Expansion of usage
  - Sub-Task 1: Meet with presiding criminal judge to discuss ROR program
  - Sub-Task 2: Explore strengths and weaknesses of program
  - Sub-Task 3: Have OCIS or SAC do analysis of ROR outcomes; i.e. appearance at trial
  - Sub-Task 4: Discuss with court possibility of expanding release for certain offense types
  - Sub-Task 5: Monitor any changes in release rates based on Pretrial Unit recommendations
  - Sub-Task 6: Recommend Pretrial Unit program plan for future
- Task 5: Prosecutorial Diversion
  - Sub-Task 1: Set up meeting with prosecutor to discuss diversion programming in lieu of prosecution

- Sub-Task 2: Compare potential diversion plan to deferred adjudication of guilt program
- Sub-Task 3: Set-up meeting with private community coalition to discuss opening of diversion slots
- Sub-Task 4: Discuss outcome of private agency meeting with the prosecutor
- Sub-Task 5: Establish joint meeting between the prosecutor, the ISC, and private agencies
- Sub-Task 6: Recommend plan of action for diversion programming
- Task 6: Judicial Use of Sentenced Diversion
  - Sub-Task 1: Set up meeting to discuss diversion programming in lieu of incarceration
  - Sub-Task 2: Compare potential diversion plan to deferred adjudication of guilt program
  - Sub-Task 3: Set-up private meeting coalition to discuss opening of diversion slots
  - Sub-Task 4: Discuss outcome of the private agency meeting with the Judiciary
  - Sub-Task 5: Establish joint meeting between the Judiciary, ISC, and private agencies
  - Sub-Task 6: Recommend plan of action for diversion programming
- Task 7: Judicial Use of Probation in Lieu of Incarceration
  - Sub-Task 1: Set-up meeting with the Judiciary to discuss use of probation in lieu of incarceration
  - Sub-Task 2: Determine type of offenders normally assigned regular probation
  - Sub-Task 3: Determine type of offender normally given probation with a condition of jail
  - Sub-Task 4: Explore possibility of the use of an administrative caseload technique for some misdemeanor probationers

- Sub-Task 5: Request Judiciary to consider maximization of probation assignment
- Sub-Task 6: Re-contact to discover extent of policy change
- Task 8: Judicial Use of Sentence Modification Procedures
  - Sub-Task 1: Set-up meeting with the Judiciary to discuss sentence modification policy
  - Sub-Task 2: Set-up meeting with public defenders office to discuss circumstances under which they request sentence modification
  - Sub-Task 3: Determine from OCIS and SAC statistics the profile of offender types that are grated sentence modification
  - Sub-Task 4: Hold joint meeting with Judiciary, ISC, and public defender to discuss sentence modification
  - Sub-Task 5: Submit plan for use of sentence modification
- Task 9: Corrections Division Use of Work Furlough
  - Sub-Task 1: Held meeting with Corrections to discuss the work furlough program
  - Sub-Task 2: Explore possibilities for expanding the use of furlough
  - Sub-Task 3: Explore possibility of expanded use of alternative residential treatment facilities for persons on furlough status
  - Sub-Task 4: Hold joint meeting with Corrections, private agencies, and ISC
  - Sub-Task 5: Submit plan for increased furlough usage
- Task 10: Paroling Authority Use of Parole
  - Sub-Task 1: Set-up meeting with the Paroling Authority to discuss parole policies

- Sub-Task 2: Determine from OCIS statistics average length of stay for incarcerated sentenced defendants
- Sub-Task 3: Explore possibility of paroling some lesser felons earlier
- Sub-Task 4: Submit proposal to Paroling Authority for consideration
- Activity 4: Establish Schedule for Program Expansion Based on Priorities
  - Task 1: Gain Consensus from Branch Administrators on Program Priorities
    - Sub-Task 1: Hold meeting to discuss priorities
    - Sub-Task 2: Have each branch administrator respond for their county
    - Sub-Task 3: Develop priorities for each county in conjunction with Executive Director
    - Sub-Task 4: Establish final list of priorities
  - Task 2: Develop Phased Implementation Schedule for Completion of Each Major Activity and Task
- Activity 5: Forms Development
  - Task 1: Meet with OCIS to Discuss Current Forms in Use
  - Task 2: Identify Data Element Needs to see what Information Should be Generated
  - Task 3: Discuss Data Needs with Branch Administrators and Corrections Division
  - Task 4: Discuss Data Needs with SAC
  - Task 5: Discuss Data Needs with Police
  - Task 6: Implement New Forms as Feasible
  - Task 7: Document Forms Deleted vs. Forms Implemented
  - Task 8: Integrate Forms Implementation with Program Development

Expansion of Diversionary Services

Activity	1979												1980				
	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May		
1. Analysis of existing diversionary services	△-----△																
2. Prioritizing program expansion			△-----△														
3. Program expansion areas																	
a. police citation																	
b. police ROR coop.																	
c. Judicial ROR increase in efficiency																	
d. expansion of ROR usage																	
e. Prosecutorial diversion																	
f. Judicial diversion																	
g. Probation																	
h. Judicial Sentence Modification in Corrections use of work furlough																	

Expansion of Diversionary Services

Activity	1979												1980		
	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May
i. Corrections use of work furlough															
k. Paroling Authority use of parole															
4. Formis develop- ment		△	—————	—————	—————	—————	—————	—————	—————	—————	—————	—————	—————	—————	△

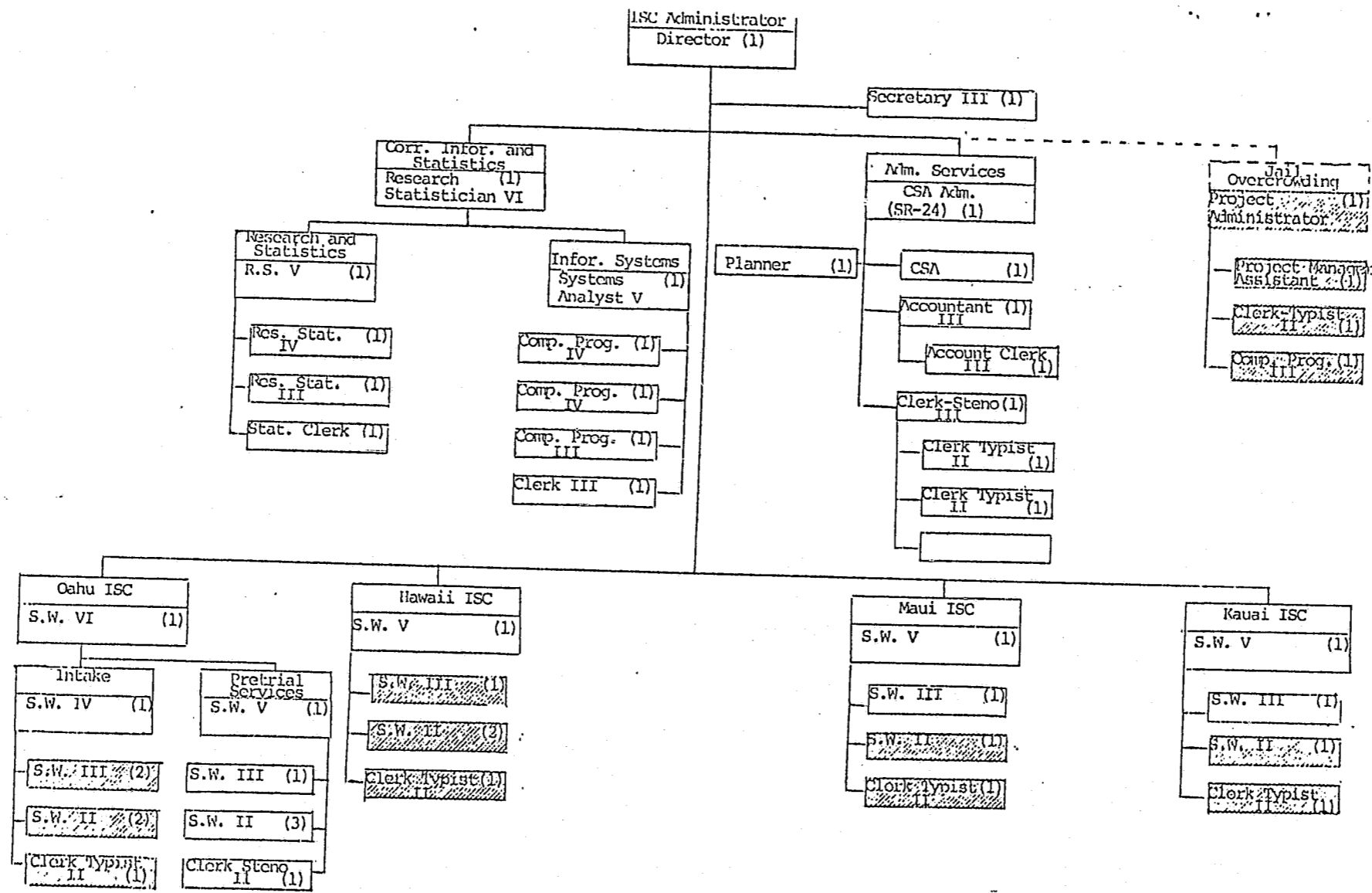
Project Organization

The Jail Overcrowding Project has been set up organizationally so that it interfaces with the general structure of the Intake Service Center. The organization chart, on page 33 shows how the overcrowding staff are distributed throughout the agency. The boxes that are shaded represent overcrowding staff positions.

The staffing distribution for the branches shows:

Oahu ISC	- 4 staff
Hawaii ISC	- 4 staff
Maui ISC	- 2 staff
Kauai ISC	- <u>2</u> staff
Total	12 staff

The staffing complement for central office includes 4 positions (Project Administrators, Project Management Assistant, Clerk Typist II, and Programmer III). Thus, there is a total project staff grouping of 16.



**CONTINUED**

**12 OF 25**



STATE OF HAWAII  
INTAKE SERVICE CENTER  
COUNTY SHORT-RANGE IMPLEMENTATION PLAN

77216  
11 of 19

7

INTRODUCTION

Earlier this year, the Intake Service Center completed its first Long Range Implementation Plan, which was expected to serve as a management tool that would facilitate the achievement of the Intake Service Center's goals. To date, this document has proved to be very helpful in identifying implementation targets that the agency can hope to achieve over the next 7-8 year period (1980-1987). As a practical matter, however, the Long Range Implementation Plan requires further definition before it can be used effectively by the offender contact branches. This further definition can be accomplished in part through the contents of this document which has been entitled "Intake Service Center, Short Range Implementation Plan FY 1980-84 and FY 1981-83."

The purpose of both Long and Short Range Implementation Plans is to facilitate a logical, sequential progression towards the fulfillment of the agency's mission and objectives. Long Range Plans are more general in nature and take a look at agency activities in an overall context. Short Range Plans, on the other hand, are intended to focus on objectives achievement for the fiscal biennium, with specific emphasis on a detailed work process which will be undertaken to achieve agency process objectives and ultimately to contribute to the achievement of agency outcome objectives.

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- INTRODUCTION
- I. APPROACH
- II. OUTCOME OBJECTIVES
- III. PROCESS OBJECTIVES
  - A. Overview
  - B. Service Area Textural Discussion and Implementation Outlines
- IV. ORGANIZATION
- V. BUDGET

The organization of the Short Range Plans is directly parallel to that of the Long Range Plans. The Short Range Plans basic difference is that we will be addressing the next three (3) years of agency effort, instead of the full seven (7) years examined in the Long Range Plans.

Section I of this Plan will address in same detail the approach adopted in the Short Range Plans and some of its underlying assumptions. This section, though bordering on the cardinal sin of being repetitive, is intended to clear up potential ambiguities that are anticipated.

Section II of this Plan will take a look at outcome objectives that are being given high priority during the next three (3) years. The objectives discussed here are the same as those reported to Budget and Finance for the FY 1981-83 biennium.

Section III will take a look at process objectives that will receive emphasis. These objectives are the same as those targeted for this time frame by the Long Range Plan. For the sake of simplicity, we have grouped in these objectives according to the pertinent service area. The service areas are:

- o pretrial services
- o pre-sentence investigation
- o mental health services
- o 10% bail
- o neighborhood justice centers
- o furlough programs
- o parole programs

- o parole programs
- o pre-trial not-sentenced facility intake
- o sentenced facility intake
- o community service restitution
- o drug/alcohol services

These service areas will be addressed in explicit detail, attempting in large part to portray implementation of the intended work process. Appropriate narrative will be inserted to provide as much added understanding as is possible and practical within the available space.

Section IV will discuss the organizational structure and any changes anticipated during the next three (3) years. This section will be affected heavily by the FY 1981-83 biennium budget request since massive staffing requests have been formulated.

Finally, Section V will discuss in painful detail, the budget of the Intake Service Center. This section will address the budget that is available for FY 1980-81, as well as the budget request that has been submitted to Budget and Finance for FY 1981-83. To maximize the usefulness and practicality of this document, this section will be written with close attention to the format requirements of the budget itself. It is hoped that this extra effort will encourage all agency administrators to view Short Range Plans within as realistic a light as possible.

## I. APPROACH

I. APPROACH

As mentioned in the Introduction to this document, the Short Range Plans are a further delineation of the Long Range Implementation Plan of the Intake Service Center. This is accomplished by dealing with only a portion of the time frame addressed by the Long Range Plan, and then addressing that shorter time frame in a very detailed fashion that will facilitate actual implementation of operational services and achievement of the associated process objectives that relate to those services.

The Intake Service Center has never had Short Range Plans of this nature before. This will be the first systematic breakdown of agency implementation efforts that were first conceptualized over a time continuum, and then reduced to a manageable implementation scheme.

The individual components of this Plan will differ substantially from the Long Range Implementation Plan in terms of the way the information is organized and discussed. This circumstance is partially due to the more detailed focus. However, more importantly, the sections will attempt to reflect short range implementation information directly in accordance with established State practice. For example, in the outcome objectives area the focus will be on the outcome measures reported to Budget and Finance rather than simply devoting the narrative to an esoteric discussion of outcome objectives structures. Similarly, the organization and budget sections will be addressed in a manner that is consistent with.

reorganization and budget submission requirements. It is hoped that this attempted linkage will provide added meaning to any individual who might want to review or utilize this document.

This document will also undergo systematic review, much in the same manner that the Long Range Plan will be modified. The only difference is that it is anticipated that more frequent modifications may be required for the Short Range Plans based on implementation obstacles or breakthroughs.

As a final note, it is expected that this document will dramatically increase the accountability of the Intake Service Center. Whether it be: the Governor, the Legislature, the Director of Social Services and Housing, other criminal justice agencies, or the general public, the Intake Service Center will be firmly on record as to its stated agency direction. This level of accountability will facilitate any evaluation of Intake Service Center operations that is desired, and will enhance the overall development of this agency.

## II. OUTCOME OBJECTIVES

## II. OUTCOME OBJECTIVES

The structure of objectives for the Intake Service Center are addressed in two (2) separate groups in the Long and Short Range Plans of the agency. This section will address in abbreviated fashion the importance of outcome objectives within the time frame covered by this document.

Outcome objectives, as discussed at length in the Long Range Implementation Plan, relate to the ultimate ends that the agency is trying to achieve. Outcome objectives consist of a hierarchially ordered series of components. These components are: (1) the mission statement, (2) basic objectives, (3) transitional objectives, and (4) measurable objectives. This section is concerned only with measurable outcome objectives and their related measures of effectiveness. For those individuals interested in viewing the mission statement and the remainder of the outcome objectives hierarchy, this may be accomplished through review of the Intake Service Center Long Range Implementation Plan.

### A. Program Budget Outcome Measure Reporting Requirements

Each year, the Budget and Finance asks each agency to submit a list of program budget measures so that the State can monitor and publish agency objectives achievement. This year for FY 1980-81, such a request was made of the Intake Service Center. In response to this request, a series of effectiveness measures were selected in relation to the outcome objectives structure and submitted.

For the sake of clarity, it should be noted that effectiveness measures are measurements of outcome objectives. Accordingly, effectiveness measurement reflects the extent to which outcome objectives are achieved and the extent to which the agency has progressed toward where it ultimately wants to end up. Effectiveness measurement, then, can be characterized as measures of agency success.

The following effectiveness measures will be used for the program budget format:

- 1) Proportion of persons placed on pretrial release who are alleged to have committed a major violent crime against the person while on release which is verified by their arrest reported by the police.
- 2) Proportion of persons placed on pretrial release who are alleged to have committed a major property crime while on release which is verified by their arrest reported by the police.
- 3) Proportion of persons placed in pretrial release who are alleged to have committed a lesser crime while on release which is verified by their arrest reported by the police.
- 4) Proportion of persons placed on pretrial release alleged to have committed a major crime against the person while on release which is verified by their conviction by the court.
- 5) Proportion of persons placed on pretrial release alleged to have committed a major property crime while on release which is verified by their conviction by the court.

- 6) Proportion of persons placed on pretrial release alleged to have committed a lesser offense while on release which is verified by conviction by the court.
- 7) Proportion of recommendations relating to pretrial release which are approved and accepted by the court.
- 8) Proportion of recommendations made in pre-sentence investigation reports which are approved and accepted by the court.
- 9) Proportion of persons released on pretrial release that appear as scheduled in court.

A review of the effectiveness measures reported to Budget and Finance reveals that most of the outcomes being reported (i.e. #1-6) are in the community protection area. The remainder of the effectiveness measures deal in the maximization of community service.

For those individuals who are intimately conversant with the entire outcome objectives structure of the Intake Service Center, it may have been noticed that no measures related to "conflict resolution" or "administration" were reported. Our explanation for these deletions is that we are not technologically capable of collecting the necessary outcome data in order to report on these areas. We hope that we will have such a capability in the next year or two.

From a measurement standpoint, the reader may be wondering why we report effectiveness expressed as "proportions"

or percentages. The answer for this is that it is the most intelligible to utilize. By keeping track of agency success on a percentage basis for discrete events, it becomes possible to establish discernible baseline data. Once developed, this baseline data can be used as a comparative base for future measurement periods. For example, if the Intake Service Center were to recommend release (and it was granted by the court) for 100 pretrial defendants, the agency would want these individuals to conduct themselves in a law abiding manner while they are on release. If out of the 100 defendants released, 15 individuals were arrested on charges, we would know that the agency experienced an 85% success rate in releasing individuals (i.e. 100 releases - 15 failures = 85 successes or  $85/100 = 85\%$ ). This, of course, assumes that our failure verification mechanism is arrest. The same success calculations could be done by looking at the proportion of people who are ultimately convicted of offenses that they committed while on a release initiated by the Intake Service Center.

Similar baseline data can be developed for the other effectiveness measures reported. These measures though instructive in painting a picture of success are not considered absolute measures. Rather they are considered to be mechanisms for triggering "red flags." For example, if we were experiencing a 95% success rate with persons placed on pretrial release and suddenly that rate dropped to 70%, it would not mean that the Intake Service Center has "failed."

But, it would give us a warning that something dramatic has temporarily gone wrong at the operational level which requires investigation.

Hopefully, during the course of the next three (3) year period, this type of baseline data will become readily available for operations so that it can be used as an on-going management tool. If this occurs, the Intake Service Center should have the first system of its type in operation within the State.

### III. PROCESS OBJECTIVES



### III. PROCESS OBJECTIVES

#### A. Overview

This section continues the discussion of the structure of objectives for the Intake Service Center. In section II of this document, the importance of outcome objectives for the purposes of short range planning was addressed. This section will delineate the process objectives that will be addressed for the remainder of the 1980-81 fiscal year, as well as for the next biennium (i.e. FY 1981-83). As noted in the introduction, this three (3) year time frame is the focus of these Short Range plans.

Process objectives are a reflection of activities that are conducted to contribute to the achievement of outcome objectives. Achievement of process objectives are ends in and of themselves, but this will not necessarily reflect the achievement of agency effectiveness.

In this section, the Short Range plans will continue to draw heavily from the work completed in the Long Range Plan. It should be remembered as the reader "wades" through this section that the Short Range Plans are attempting to become much more specific and explicit about the exact implementation processes that should be undertaken. Stated another way, it could be posited that when addressing process objectives in the Long Range Plan, we were primarily concerned with stating "what" the agency would do and generally "by when" (i.e. implementation targets); whereas, in the Short Range Plans, it is now important to address specifically the "how to do it" portion of the implementation planning process.

One characteristic of the content of this section, which was mentioned at the outset, is that we are attempting to discuss the implementation of the "intended work process." To some extent, the planning staff are stepping rather heavily into the operations area by adopting this style. To the extent that it is of interest, it should be noted that there were differing views in Central Office about whether or not it was appropriate for planners to take such liberties, since ultimately this decision should be left to operational administrators. The final decision resulted in trying to walk somewhat of a tightrope on this subject as we constructed this section. Accordingly, as each of the process objectives are addressed for each service area, we have limited this breakdown to the major activities that we see being undertaken. Any further breakdown of these activities, which of course will be modified based on county offender contact branch administrator input, will be left to the discretion of appropriate operations personnel (i.e. administrators and/or supervisors). The primary intent is to facilitate the planning effort and not to infringe on the operational perspective.

As a word of warning, it will be stated that this section is long. In fact, the amount of materials addressed in this section is massive. This is primarily due to the fact that eleven (11) service areas are: (1) discussed textually, (2) listed in outline format to illustrate the process objective implementation targets and their related activities; and (3) listed in detail on Gantt Charts will identify discrete, implementation milestones.

As an added dimension, Gantt Charts will have to be developed for the service areas by county. This will facilitate setting implementation dates that are realistic for the particular county.

The process objectives contained in this section address only those that relate to line operations. The sequence of the service areas is based primarily on the priorities by ISC administrators at the May 6, 1980 planning session on Maui. Process objectives which are appropriate to the Executive Director and staff units are articulated in the Long Range Plan. They have not been placed in this document because it would add yet more bulk to this document. The process objectives for staff units are generic in nature and will be tailored to fit the need of operations staff.

B. SERVICE AREA TEXTURED DISCUSSION AND IMPLEMENTATION OUTLINES

1. PRETRIAL SERVICE

a. Narrative

The pretrial service area is by far the most completely developed service performed by the Intake Service Center. This is demonstrated by the fact that services for misdemeanants and felons are now being administered statewide. Accordingly, at the May 6, 1980, ISC Planning Session held on Maui, all offender contact branch administrators agreed that pre-trial services should remain as the highest operational priority for the Intake Service Center.

The process objective implementation targets begin with identifying the activities that are critical to the maintenance of release on recognizance activities. These activities delve into the day-to-day work process that is required. Beyond this primary target, the process objectives begin to examine "impactible" areas for service expansion. A few of these targets include satellite operations at police departments, district, and circuit courts. Beyond these more traditional notions of service expansion, extensive consideration and emphasis is given to attempting to make the release process more efficient. Finally, the ISC is attempting to make its service delivery model more comprehensive by providing for systematic follow-up defendant services that will make the client and the agency more accountable to the courts and the general public.

the client and the agency more accountable to the courts and the general public.

b. PRETRIAL SERVICES

(Process Objectives Outline)

- PROCESS STATEMENT 1: To maintain the current release on recognizance function which provides evaluation services for defendants at correctional detention facilities.
- Activity 1: Obtain facility and legal documents for review.
- Activity 2: Review appropriate intake forms.
- Activity 3: Perform release on recognizance interview after arraignment in court.
- Activity 4: Complete necessary forms for ROR.
- Activity 5: Verify information obtained.
- Activity 6: Prepare ROR report.
- Activity 7: Submit ROR report to ISC supervisor for approval.
- Activity 8: Submit release on recognizance evaluation based on verified information.
- Activity 9: Upon judicial or attorney request, re-verify or complete verification of defendant information.
- Activity 10: Submit report to judge as soon as completed.
- Activity 11: Appear at second hearing, by request of judge or attorney on defendant release.
- Activity 12: Prepare summary report for court hearing.
- Activity 13: Upon grant of release on recognizance, explain terms and conditions of release to defendant.
- Activity 14: Hand carry court release or detention order to CCC.
- Activity 15: Notify defendant of scheduled court appearance.

- Activity 16: Document contact received from defendant.
- Activity 17: By request, meet with defense counsel.
- Activity 18: Prepare affidavit if defendant not complying with court order.
- Activity 19: Prepare prosecutor's motion to revoke bail/ROR and application for bench warrant for prosecuting attorney.
- Activity 20: Hand carry motion for revocation of bail/ROR and application for bench warrant to prosecuting attorney.
- Activity 21: Review case with prosecuting attorney.
- Activity 22: With prosecutor's approval, hand carry motion and application to appropriate court.
- Activity 23: Prepare letter of intent to revoke bail and affidavit claiming non-compliance with the terms of release.
- Activity 24: Submit letter of intent/affidavit to the appropriate court.
- Activity 25: Attend hearing on revocation.
- Activity 26: Testify at hearing upon judicial or prosecutorial request.

- PROCESS STATEMENT 2: To work with the police department to explore methods of expanding the ROR function which includes performing evaluation services for misdemeanants at the police cellblock.
- PROCESS STATEMENT 3: To work with the judiciary to explore methods of expanding the ROR function which includes performing evaluation services for misdemeanants at district court.
- PROCESS STATEMENT 4: To work with the judiciary to explore methods of expanding the ROR function which includes performing evaluation services for felons at circuit court.
- PROCESS STATEMENT 5: To work with the prosecutor, judiciary, and other criminal justice agencies to consider expanding the utilization of ROR functions for (a) regular release, (b) supervised release, and (c) third party release.
- Activity 1: Prepare alternative proposals for implementing the ROR evaluation function at proposed intake points in the criminal justice system.
- Activity 2: Arrange meetings with local agency administrators.
- Activity 3: Meet with local agency administrators on program alternatives.
- Activity 4: Develop a document which lists tentatively approved methods of expanding the ROR program, and any conditions which should guide the development of the programs.
- Activity 5: Submit document to Central Office Program Specialist II for review to assure statewide consistency in program development.

- PROCESS STATEMENT 6: To work with the police, prosecutor and judiciary to explore methods of making the release on recognizance function more efficient in terms of: (a) processing time and (b) judicial procedures.
- Activity 1: Draft proposed modifications to the current release on recognizance process in concept paper.
- Activity 2: Arrange joint meeting with judiciary and other pertinent criminal justice agencies to discuss alternative methods.
- Activity 3: Forward copies of concept paper on alternative methods to local agency administrators and the judiciary.
- Activity 4: Meet with local agency administrators to discuss alternative methods and document results.
- Activity 5: Modify proposal based on suggestions/ input from local agency administrators and the judiciary.
- Activity 6: Obtain modified alternative proposals and meet with local agency administrators and judiciary.
- Activity 7: Draft with the assistance of Central Office planning staff, implementation plans for modifications to judicial and other criminal justice agency procedures.
- Activity 8: Present implementation plans to local agency administrators and judiciary.
- Activity 9: Obtain approval to implement program from Central Office.
- Activity 10: Prepare written interagency agreement with assistance of Central Office.
- Activity 11: Have ISC and state-level/local agency administrators sign-off.

- PROCESS STATEMENT 7: To work with the police, prosecutor, judiciary and other criminal justice agencies in assessing the criteria utilized to perform release on recognizance evaluations in relation to (a) predictive capability, (b) assurance of public safety, and (c) other considerations deemed necessary or essential to determine eligibility for release.
- PROCESS STATEMENT 8: To work with the judiciary to develop acceptable release on recognizance interview, report, and other forms for the purpose of documenting information for the courts to determine pretrial disposition.
- PROCESS STATEMENT 9: To provide defendant information by request, to the courts, to assist in judicial dispositions in the form of oral testimony or a written report.
- Activity 1: Prepare summary document in cooperation with Central Office planning staff on the current status of the release on recognizance program.
- Activity 2: Contact and arrange meetings among the criminal justice agencies to assess release on recognizance criteria, procedures, and documentation.
- Activity 3: Meet with criminal justice agency administrators and document results.
- Activity 4: Negotiate and obtain closure on acceptable release on recognizance criteria, procedures and documentation.
- Activity 5: Provide release on recognizance (pretrial) investigations and other relevant/requested information to the court as agreed through the interagency closure document.

PROCESS STATEMENT 10: To develop with the judiciary, prosecutor, and other criminal justice agencies an acceptable procedure for relaying defendant information prior to and following judicial disposition.

PROCESS STATEMENT 11: To develop with the judiciary an acceptable method of reporting defendant progress while on release in terms of (a) general compliance with the terms and conditions of release, (b) response to treatment received or program placement, and (c) overall assessment of defendant adjustment.

PROCESS STATEMENT 12: To monitor defendants who have been released on recognizance according to (a) general compliance with the terms and conditions of release, (b) response to treatment received or program placement, and (c) overall assessment of defendant adjustment.

PROCESS STATEMENT 13: To document court appearance data for defendants screened by the Intake Service Center who are placed on release on recognizance.

PROCESS STATEMENT 14: To work with the police, prosecutor, judiciary, and other criminal justice agencies to monitor release on recognizance procedures and other operational deficiencies; this is to ensure consistent, efficient, and appropriate application of such procedures to pretrial defendants.

Activity 1: Identify current problems in the methods of reporting defendant information for pretrial release and program monitoring with ISC line staff.

Activity 2: Arrange a meeting with judiciary to address the issue of ISC pretrial reporting procedures to the courts.

Activity 3: Meet with the judiciary to discuss problems regarding reporting of defendant information for pretrial release and program monitoring.

Activity 4: Agree to methods and procedures for pretrial release reporting and program monitoring; all agreements should be documented.

Activity 5:

Review new methods and procedures with pretrial services staff as well as any other agency staff upon whom it may have an effect (e.g. Corrections Division, public defender, prosecutor).

PROCESS STATEMENT 15: To work with the judiciary in assessing and coordinating services and referrals for pretrial defendants.

PROCESS STATEMENT 16: To perform release on recognizance interviews and evaluations for misdemeanants at the police cellblock.

PROCESS STATEMENT 17: To perform release on recognizance interviews and evaluations for misdemeanants at District Court.

PROCESS STATEMENT 18: To perform release on recognizance interviews and evaluations for felons at Circuit Court.

PROCESS STATEMENT 19: To perform appropriate referrals for pretrial defendants buejct to release necessary.

Activity 1: Document current services provided.

Activity 2: Submit documentation to Central Office.

Activity 3: Obtain clearance to proceed with meeting and concept paper based on documentation.

Activity 4: Arrange meeting with judiciary to explore expansion of defendant services/referrals.

Activity 5: Meet with judiciary and document results.

Activity 6: Contact community agencies by phone which may serve as program placements or providers of service and arrange meeting.

Activity 7: Meet with community agency administrator or representative and document results.

Activity 8: Reconvene with judiciary to discuss expanding service referrals and program placement and document results.

Activity 9: Coordinate referrals and provision of as agreed between the Intake Service Center and judiciary.

Activity 10: Provide release on recognizance interviews and evaluations for misdemeanants as agreed to with the county police department.

Activity 11: Provide release on recognizance interviews and evaluations on location for misdemeanants as agreed to with the District Court.

Activity 12: Provide release on recognizance interviews and evaluations on location for felons as agreed to with the Circuit Court.

2. PRETRIAL NOT-SENTENCED FACILITY INTAKE

a. Narrative

This section deals with the activities required to implement pretrial not-sentenced facility intake. This concept is part of the overall Central Intake Concept which has been under negotiation with Corrections Division and the Hawaii Paroling Authority since fall of 1979.

The activities that will be discussed are the processing steps that must be completed on all pretrial not-sentenced individuals that enter a correctional facility. These processing steps are the combined responsibility of Corrections Division and the Intake Service Center.

From the stand-point of service implementation, not-sentenced intake is the second highest priority of our offender contact branch administrators (note: actually not-sentenced intake is tied with sentenced intake for second highest priority). This Short Range Plan time period is expected to afford the Intake Service Center the opportunity to establish intake operations in all four (4) counties (Oahu, Hawaii, Maui, and Kauai). Upon achieving the implementation of this service, the Intake Service Center will have established firmly its second major statewide operation. Successful implementation should give added stability to overall agency operations.

b. PRETRIAL NOT-SENTENCED FACILITY INTAKE

(Process Objectives Outline)

- PROCESS STATEMENT 1: To discuss with the Corrections Division and other criminal justice agencies the concept of pretrial not-sentenced facility intake in the framework of the central intake concept.
- PROCESS STATEMENT 2: To develop the full range of services and tasks required of the Intake Service Center during pretrial not-sentenced facility intake in cooperation with the Corrections Division and other criminal justice agencies.
- PROCESS STATEMENT 3: To discuss with the Corrections Division the pretrial not-sentenced facility intake functions and responsibilities of the Corrections Division and the Intake Service Center.
- PROCESS STATEMENT 4: To arrive at a consensus with regard to the pretrial not-sentenced facility intake functions and responsibilities of the Corrections Division and the Intake Service Center.
- PROCESS STATEMENT 5: To obtain mutual commitments between the Corrections Division and the Intake Service Center with regard to pretrial not-sentenced facility intake functions to be performed at the facility.
- PROCESS STATEMENT 6: To develop inclusive administrative and operational forms, policies, and procedures for use by the Corrections Division and Intake Service Center with regard to pretrial not-sentenced facility intake responsibilities at the facility.
- Activity 1: Meet with ISC branch administrators and Central Office planning staff to draft facility intake procedures.
- Activity 2: Discuss and order the elements of facility intake.
- Activity 3: Review proposed facility intake procedure with branch operations line staff.



- Activity 4: Discuss response/feedback obtained from ISC branch operations staff and CD branch administrators, with ISC branch administrators and Central Office planning staff.
- Activity 5: Discuss necessary documentation and forms for facility intake with Central Office planning and systems staff.
- Activity 6: Review proposed documentation and forms for facility intake with branch operations line staff.
- Activity 7: Prepare, in cooperation with Central Office, final pretrial not-sentenced facility intake procedure.
- Activity 8: Present to Corrections Division in meeting and obtain commitment with regard to intake procedure and responsibilities.
- Activity 9: Review drafts prepared by Corrections Division/ISC planning staff of facility intake and administrative and operational policies and procedures.
- Activity 10: Meet with Corrections Division facility administrator to review drafts of intake procedures and staff responsibilities.
- Activity 11: Submit comments to ISC/CD planners for revision.
- Activity 12: Review with Corrections Division facility staff, final operational policies and procedures.
- Activity 13: Agree to final content/format.
- Activity 14: Both agency representatives sign-off in agreement.

- PROCESS STATEMENT 7: To work with the Corrections Division in implementing pretrial not-sentenced facility intake forms, policies, and procedures which include: (a) staff training, (b) test/trial phase, and (c) reworking sections of the policies and procedures as well as revision of forms.
- Activity 1: Prepare staff training plan on pretrial not-sentenced facility intake with ISC and CD planning staff.
- Activity 2: Develop training mechanism for new and existing branch operations line staff.
- Activity 3: Meet with ISC/CD training coordinator to discuss methods of training and training schedule.
- Activity 4: Review and finalize training plan developed by ISC/CD training coordinator.
- Activity 5: Arrange for notification of staff trainees, and necessary travel arrangements for training.
- Activity 6: Conduct staff training in pretrial not-sentenced facility intake.
- Activity 7: Review and discuss facility intake procedures as developed by Central Office and CD planning staff.
- Activity 8: Review and discuss use of forms documentation for facility intake.
- Activity 9: Determine length of test/trial phase implementation phase in cooperation with ISC/CD planning and research staff.
- Activity 10: Assist in test/trial phase implementation in conjunction with ISC/CD planning and research staff.
- Activity 11: Review test/trial phase operations to determine necessary modifications regarding policies, procedures, and forms.
- Activity 12: Examine procedural problems, if any.
- Activity 13: Discuss problems along with CD facility administrator, document observations, and request modification in policies, procedures, and forms by Central Office.

- Activity 14: Review modifications in policies, procedures, and forms as provided by Central Office with the CD facility administrator.
- Activity 15: Implement not-sentenced facility intake operations using the Central Intake Concept activities as the base of operations.

PROCESS STATEMENT 8: To work with the Corrections Division to monitor the pretrial not-sentenced facility intake operations at the facility to assess (a) overall efficiency, (b) impact on custodial and program operations, and (c) judicial decision-making.

PROCESS STATEMENT 9: To work with the Corrections Division to revise pretrial not-sentenced facility intake in light of monitoring efforts in order to: (a) increase intake efficiency, (b) improve custodial and program operations, and (c) enhance judicial decision-making.

Activity 1: Meet with branch operations line staff to discuss intake procedures and forms, focusing on problems as well as potential solutions.

Activity 2: Meet with facility administrators and courts to discuss intake procedures and forms with regard to: (a) intake efficiency, (b) impact on CD custodial programs, and (c) impact on judicial decision-making (e.g. extent to which recommendations predict ROR success).

Activity 3: Revise pretrial not-sentenced facility intake based on information obtained from program monitoring.

Activity 4: Note modifications in policies, procedures, and forms required.

Activity 5: Submit notations to ISC planning staff for appropriate changes.

PROCESS STATEMENT 10: To conduct pre-release screening interview of defendants upon the determination of their eligibility for release on recognizance.

PROCESS STATEMENT 11: To document the release of the defendant on release of recognizance.

Activity 1: Check legal documents accompanying defendant.

Activity 2: Log release data.

Activity 3: Obtain facility clearance for release.

Activity 4: Return personal property to defendant from inventory/storage.

Activity 5: Verify identity of defendant through finger print or photo.

Activity 6: Conduct exit interview to verify where defendant will be living, telephone number, and so forth.

Activity 7: Make appropriate social service referrals.

Activity 8: Document release disposition by the court as agreed to.

Activity 9: Review release conditions with defendant.

Activity 10: Submit release documentation forms to OCIS branch.

### 3. SENTENCED FACILITY INTAKE

#### a. Narrative

Process objectives for sentenced facility intake are substantially the same as those for non-sentenced facility intake. The difference is that this section will deal with the activities required to implement processing for offenders sentenced to a correctional facility. This concept is also a part of the Central Intake Concept that has been under negotiation with Corrections Division and the Hawaii Paroling Authority.

Here, as with not-sentenced facility intake, the processing steps that are listed are those that are the combined responsibility of Corrections Division and the Intake Service Center.

From the standpoint of service implementation, sentenced facility intake is tied for being the second highest priority with pretrial not-sentenced facility intake.

Implementation of sentenced facility intake will afford much the same benefits to the Intake Service Center as with not-sentenced facility intake in the sense that: (a) it will establish another statewide service, and (b) it should provide added stability to agency operations.

b. SENTENCED FACILITY INTAKE

(Process Objectives Outline)

- PROCESS STATEMENT 1: To examine with the Corrections Division and other criminal justice agencies sentenced facility intake activities at the facility in light of the central intake concept.
- PROCESS STATEMENT 2: To discuss with the Corrections Division the sentenced facility intake functions and responsibilities of the Division and the Intake Service Center.
- PROCESS STATEMENT 3: To arrive at a consensus with regard to a delineation of sentenced facility intake responsibilities at the facility between the Corrections Division and the Intake Service Center.
- Activity 1: Meet with Corrections Division to determine sentenced facility intake activities/functions.
- Activity 2: Review sentenced facility intake activities from the central intake concept paper.
- Activity 3: Develop policies and procedures involved in performing the necessary intake activities and functions.
- Activity 4: Discuss ISC/CCC responsibilities with respect to sentenced facility intake.
- Activity 5: Determine information and forms required to perform sentenced facility intake.
- Activity 6: Obtain consensus with regard to activities/functions, respective agency responsibilities, information and forms required for sentenced facility intake.
- Activity 7: Hold summary discussion and document results of interagency meeting.
- Activity 8: Submit document to Central Office.
- Activity 9: Obtain draft policies and procedures (e.g. staff paper) from ISC/CD planning staff.
- Activity 10: Approve and sign-off by both CD and ISC.

PROCESS STATEMENT 4: To examine with the Corrections Division current forms, policies and procedures with regard to sentenced facility intake functions in light of (a) overall efficiency, (b) impact on custodial and diagnostic program operations, and (c) eventual determination of furlough and parole.

PROCESS STATEMENT 5: To work with the Corrections Division in revising and developing inclusive policies and procedures for sentenced facility intake and the facility which will enhance (a) overall efficiency, (b) increase custodial and diagnostic/program capability, and (c) further assist in determination of furlough and parole.

- Activity 1: Discuss problems in overall efficiency with current sentenced facility intake.
- Activity 2: Determine how custodial and diagnostic services can be enhanced.
- Activity 3: Discuss problems with current sentenced facility intake policies and procedures and impact on furlough and parole decision-making.
- Activity 4: Document discussion and submit documentation to ISC/CD planning staff.
- Activity 5: Obtain revised policies and procedures from ISC/CD planning staff.
- Activity 6: Agree to revised policies and procedures with Corrections Division.

- PROCESS STATEMENT 6: To work with the Corrections Division in implementing sentenced facility intake forms, policies, and procedures which includes (a) staff training, (b) test/monitoring phase, and (c) revision to enhance overall administrative and custodial/program operations.
- Activity 1: Develop training mechanism for new and existing branch operations line staff.
- Activity 2: Meet ISC/CD training coordinator to discuss methods of training and training schedule.
- Activity 3: Review and finalize training plan developed.
- Activity 4: Arrange for notification of staff trainees and necessary travel arrangements for training.
- Activity 5: Provide for staff training in sentenced facility intake.
- Activity 6: Review and discuss facility intake procedures, and use of forms documentation.
- Activity 7: Determine length of test/trial phase implementation period in cooperation with ISC/CD planning and research staff.
- Activity 8: Determine amount and accessibility of needed information.
- Activity 9: Meet with ISC/CD planning and research staff for briefing of test/trial phase.
- Activity 10: Discuss implementation procedures.
- Activity 11: Assist in test/trial phase with Corrections Division with regard to intake procedure and responsibility.
- Activity 12: Review results of test/trial phase with Corrections Division with regard to intake responsibilities and procedures.
- Activity 13: Prepare in cooperation with Central Office, sentenced facility intake policies and procedures draft.
- Activity 14: Present to Corrections Division in meeting for review of policies and procedures.

- Activity 15: Sign-off in agreement.
- Activity 16: Implement sentenced intake using the central intake concept paper as an operational base.

4. COMMUNITY SERVICE RESTITUTION PROGRAM

a. Narrative

The Community Service Restitution Program is a new service which the Intake Service Center will begin in late October of 1980. This service was ranked third in priority by the administrators of the offender contact branches.

The Community Service Restitution Program will be a new service to the judiciary on the neighbor islands only. Oahu will not participate for this Short Range Plan period. Part of the reason for this division of service is that the Intake Service Center recently received a grant from the Law Enforcement Assistance Administration to conduct an 18-month pilot program on the neighbor islands. This grant totals over \$185,000 and will pay for agency staffing. Oahu was excluded from this grant request because the Oahu judiciary is currently running a similar restitution program at this time.

The activities that will be reflected in the outline that follows will deal with the grant activities for the first 18 months of the grant. Successful implementation of this service will establish the first diversionary program mandated by Act 179 that is independent from pretrial services.

b. COMMUNITY SERVICE RESTITUTION  
(Process Objectives Outline)

PROCESS STATEMENT 1: To work with the prosecutor, public defender, judiciary, and other criminal justice agencies to explore community service restitution as a sentencing complement or alternative.

PROCESS STATEMENT 2: To work with the prosecutor, public defender, judiciary and other criminal justice agencies in determining criteria for screening and referrals of pre-sentence and post-conviction persons in community service restitution placements.

PROCESS STATEMENT 3: To work with the prosecutor, public defender, judiciary and other criminal justice agencies to determine standards of community service for use as sentencing complements or alternatives and for the purpose of monitoring program compliance.

- Activity 1: Examine current Hawaii sentencing statutes.
- Activity 2: Examine proposed and pending legislation regarding community service restitution.
- Activity 3: Determine current utilization of community service restitution as a sentencing complement or alternative.
- Activity 4: Document information from meeting with judiciary for concept paper.
- Activity 5: Distribute concept paper to potential program placement and criminal justice agencies.
- Activity 6: Follow-up contact through informal meetings or telephone conversations with criminal justice agencies.
- Activity 7: Request letters of support and commitment from program placement and criminal justice agencies regarding the program concept or willingness to participate as placement agencies or to support the implementation of the program.
- Activity 8: Submit letters of support or commitment to Central Office.

PROCESS STATEMENT 4: To identify private and public agencies or establishments which are receptive to the concept of community service restitution.

PROCESS STATEMENT 5: To obtain commitments from private and public agencies or establishments willing to accept placements of pre-sentence or post-conviction persons for the purpose of receiving community service restitution and from criminal justice agencies for the purpose of utilizing community service restitution as a prosecutorial and judicial diversion.

PROCESS STATEMENT 6: To establish the range of community service restitution placements available for prosecutorial and judicial consideration.

Activity 1: Interview representatives of agencies willing to participate in program.

Activity 2: Interview representatives of agencies which may decide to serve as community service placements.

Activity 3: Discuss desirable participant qualities and interface between ISC judiciary and the community agency; and document results.

Activity 4: Obtain letters of agreement from community agencies.

PROCESS STATEMENT 7: To assist in the preparation of a community service restitution program design for use in Hawaii as the subject of federal and/or local funding grant requests.

PROCESS STATEMENT 8: To determine the required staffing pattern for the agency in terms of administering and coordinating the community service restitution program for Hawaii.

Activity 1: Meet with Central Office administrators and planners regarding status of community service restitution in the county.

Activity 2: Meet with Central Office administrators and planners to design the program.

Activity 3: Review grant application as developed by the ISC planning staff.

PROCESS STATEMENT 9: To develop community service screening capability in the pre-sentence and post-conviction stages for the Intake Service Center in terms of assessment placement/referral, and documentation.

PROCESS STATEMENT 10: To recommend, at the request of the courts, appropriate community service . restitution placements for pre-sentence and post-conviction persons in the form of oral or written testimony or report.

PROCESS STATEMENT 11: To refer pre-sentence and post-conviction persons for community service restitution.

PROCESS STATEMENT 12: To monitor the performance of persons placed for community service restitution.

PROCESS STATEMENT 13: To document progress of persons placed for community service restitution.

Activity 1: Recruit and hire program personnel.

Activity 2: Develop appropriate screening forms and instructions with ISC planning staff and systems/research personnel.

Activity 3: Finalize community service program operational policies and procedures with community placement agencies and pertinent criminal justice agencies.

Activity 4: Train program personnel in community service assessment, placement, referral, reporting and documentation.

Activity 5: Screen, from records, all referrals by noting offense or charge and possible or present sentence, the propensity for violence or to inflict bodily injury or harm; potential for benefiting from the program.

Activity 6: Interview prospective program participants to determine personal service preference/interest and to obtain more detailed comprehensive sociodemographic data required by intake forms.

Activity 7: Verify, by phone or by further interviews with appropriate agencies/persons information obtained through interview or required for screening process.

Activity 8: Contact potential community service placement agencies and inform them of prospective participants.

Activity 9: Draft evaluation report and submit recommendation to staff supervisor.

Activity 10: Submit report/recommendation to the court through the pre-sentence investigation report or as a separate submission.

Activity 11: Testify, if requested by the court.

Activity 12: Inform program of defendant/offender of community service sentence.

Activity 13: Accompany defendant/offender to program, if necessary.

Activity 14: Monitor program participant progress.

Activity 15: Obtain evaluative information from community service placement/victim on program.

Activity 16: Compile program file statistical information for OCIS.

Activity 17: Compile administrative files information.

Activity 18: Review program reports as drafted by Central Office planning staff/program administrator.

Activity 19: Attend program coordination meetings with other criminal justice agencies and community placement agencies.



PROCESS STATEMENT 14: To conduct pre-release screening interviews of program participants upon their termination for cause or successful completion of the program .

PROCESS STATEMENT 15: To document the release of the offender from the program and to submit the documentation to the appropriate authority.

Activity 1: Investigate participant non-compliance with community service sentence.

Activity 2: Submit report to program administrator and ISC supervisor.

Activity 3: Submit approved report to court.

PROCESS STATEMENT 16: To work with the prosecutor, judiciary, and other criminal justice and community agencies to expand the scope and nature of community service restitution.

Activity 1: Examine rate of successful program completion.

Activity 2: Examine nature of "successful" participation.

Activity 3: Present above information to Central Office.

Activity 4: Discuss at branch administrators' meeting.

Activity 5: Assist in preparation of preliminary report.

Activity 6: Develop plan of action of modify program.

Activity 7: Obtain agreement to program modifications.

Activity 8: Agree to contact new programs/agencies for placement.

Activity 9: Prepare memorandum for record on agreement.

Activity 10: Submit memorandum to Program Specialist II.

Activity 11: Restructure operational policies and procedures.

Activity 12: Document above and submit to Central Office.

5. MENTAL HEALTH SERVICES

a. Narrative

Mental health services has recently emerged as a priority for the Intake Service Center based on input from Dr. Blaylock, Chief of the Courts & Corrections, Division of the Department of Health, who is also a member of the Intake Service Center Policy Board. The essence of Dr. Blaylock's input was that the Hawaii State Hospital at Kaneohe (Oahu) was experiencing an overcrowding problem due to penal code commitments from Malawa. Further, that many of the penal code commitments are not persons who have committed serious crimes, but rather, just individuals who needed mental health services who were arrested largely to get them off the streets and into treatment. Thus, Dr. Blaylock felt that the Intake Service Center should try to give assistance in this area under the ISC's diversionary program mandate under Act 179.

Accordingly, this matter was voted on at a ISC Policy Board Meeting and there was support for ISC to address this problem. The activities that follow are expected to contribute to the ultimate alleviation of some proportion of the current problem. Mental health services is now the fourth highest priority of the offender contact branch administrators. Successful implementation of program services in this area will contribute to progress in the development of diversionary programs for the State of Hawaii, and hopefully result in a more rational process for mental health commitments.

b. MENTAL HEALTH

(Process Objectives Outline)

- PROCESS STATEMENT 1: To assess the current availability, utilization, and nature of community-based mental health programs.
- Activity 1: Examine current utilization of mental health services and programs by ISC staff for defendants/offenders.
- Activity 2: Discuss utilization and mental health needs/problems with other branch administrators and Central Office staff.
- Activity 3: Obtain staff paper on mental health services and programs.
- Activity 4: Form criminal justice system task force with representatives from judiciary, prosecutor, public defender, corrections, and mental health division to address mental health services/programs utilization/needs for diversion.
- Activity 5: Arrange meeting with invited task force members.
- Activity 6: Discuss/identify system-wide perceived needs and problems with mental health and criminal justice; and document results.
- Activity 7: Review staff paper and modifications prepared by Central Office planning staff.

PROCESS STATEMENT 2: To consult the judiciary, corrections division, other criminal justice and community agencies in the areas of expansion or refinement required for comprehensive use of mental health programs as pre-sentence and post-conviction diversion.

PROCESS STATEMENT 3: To develop with criminal justice and community agencies designs for new and needed mental health programs in terms of (a) services, (b) staffing, (c) location, (d) community receptiveness, and (e) funding.

Activity 1: Arrange meeting with local administrators/representatives from the judiciary, corrections, mental health division and other criminal justice and community agencies.

Activity 2: Discuss staff paper prepared by Central Office planning staff.

Activity 3: Discuss problems with current utilization of mental health services/programs and consider service/treatment criteria, referral procedures, communication/documentation policies, costs, monitoring activity and other aspects essential to the efficient delivery of mental health services in the criminal justice system.

Activity 4: Discuss methods of alleviating problems identified in the above areas and identify viable alternatives.

Activity 5: Discuss new or needed mental health services for the criminal justice system.

Activity 6: Determine their financial and political viability and potential for effectively alleviating problems and needs of the current mental health services network by examining the: (a) nature of service, (b) objectives, (c) staffing/personnel required, (d) location of service/program, (e) community/criminal justice system receptivity, and (f) funding sources.

Activity 7: Obtain consensus through interagency agreement with regard to the above services/programs and discuss how to strategize implementation of new mental health services/programs.

Activity 8: Delegate tasks/responsibilities identified in above strategy to criminal justice and community agency representatives.

Activity 9: Document all meetings and discussions; document strategies and responsible participants.

Activity 10: Submit documentation to Central Office.

- PROCESS STATEMENT 4: To work with the prosecutor, judiciary, corrections division and other criminal justice and community agencies to determine eligibility/screening criteria for diversion of pre-sentence and post-conviction persons.
- PROCESS STATEMENT 5: To negotiate with currently established mental health programs acceptable methods of referral/placement of pre-sentence and post-conviction persons requiring mental health care.
- PROCESS STATEMENT 6: To work with the prosecutor, judiciary, and other criminal justice and community agencies in establishing judicial procedure in referring pre-sentence and post-conviction persons to mental health programs.
- PROCESS STATEMENT 7: To establish methods of monitoring and reporting progress of persons placed in mental health programs with the judiciary and community-based mental health programs.
- Activity 1: Reconvene mental health task force to discuss eligibility/screening criteria for diverting defendants/offenders to mental health services/programs.
- Activity 2: Determine which established mental health programs/agencies will be approached for proposed service expansion or for proposed services.
- Activity 3: Discuss with established mental health programs/agencies what might constitute acceptable methods of referring defendants/offenders for service.
- Activity 4: Discuss with established mental health programs/agencies the prospect of gaining their support for new mental health services which will be pursued through local efforts or through solicitation of federal funds.
- Activity 5: Discuss the prospect of optimizing direct judicial referral of defendants/offenders to mental health services/programs.
- Activity 6: Establish acceptable methods of monitoring and reporting the progress of defendants/offenders placed in mental health programs with mental health agencies and the judiciary.

- Activity 7: Discuss methods of documenting the screening, referral, placement, and progress of defendants/offenders placed in mental health services/programs.
- Activity 8: Obtain agreement on content and format of all documents utilized for reporting purposes.

PROCESS STATEMENT 8: To develop the Intake Service Center's diagnostic and assessment capability for determining appropriate recommendations to the judiciary.

PROCESS STATEMENT 9: To provide staff training in the area of screening, diagnosing, documenting, and referring pre-sentence and post-conviction persons to mental health programs.

Activity 1: Develop internal policies and procedures for providing mental health screening, referral, placement, and monitoring as agreed to with the task force.

Activity 2: If necessary, recruit, select and hire new staff needed to provide mental health diversion.

Activity 3: Develop staff training package for mental health diversion with Central Office planning staff.

Activity 4: Provide necessary mental health diversion training for line/supervisory staff in mental health screening, referring, placing, monitoring, documenting and testifying in court.

PROCESS STATEMENT 10: To screen pre-sentence and post-conviction persons to determine mental health program placement and referral as requested.

PROCESS STATEMENT 11: To document assessment of pre-sentence and post-conviction persons thought to require or receiving mental health treatment.

PROCESS STATEMENT 12: To monitor pre-sentence and post-conviction persons placed in mental health programs in terms of (a) general compliance with terms and conditions of the placement and (b) responses to treatment/service.

PROCESS STATEMENT 13: To provide information on pre-sentence and post-conviction persons placed in community-based mental health programs to the courts as requested in the form of oral or written testimony or report.

Activity 1: Arrange to interview defendants/offenders referred specifically for mental health screening or as processed through routine facility intake.

Activity 2: Conduct interview to screen defendants/offenders.

Activity 3: Determine extent of need for mental health services.

Activity 4: Refer defendants/offenders as stated in operational policies and procedures.

Activity 5: Place defendants/offenders as stated in operational policies and procedures.

Activity 6: Monitor defendants/offenders receiving mental health services or placed in mental health facilities according to operational policies and procedures.

Activity 7: Provide oral or written testimony on the defendant/offender receiving mental health treatment as requested by the court.

PROCESS STATEMENT 14: To conduct pre-release screening interviews of program participants upon their successful or unsuccessful treatment/rehabilitation by the program.

PROCESS STATEMENT 15: To document the release of the offender from the program to submit the documentation to the appropriate authority.

Activity 1: Upon notification of full compliance/successful mental health program completion or non-compliance, arrange for pre-release screening interview of defendant/offender.

Activity 2: Obtain papers on defendant/offender from mental health facility/program/professional indicating successful treatment/compliance or non-compliance.

Activity 3: Conduct pre-release screening interview according to operational policies and procedures.

Activity 4: Prepare required documentation for the ISC, judiciary, corrections division and other criminal justice or community agency as authorized through inter-agency agreements.

Activity 5: Submit documentation to the appropriate authority.

PROCESS STATEMENT 16: To assess with criminal justice agencies and mental health programs the efficiency of operational procedures in screening, referring, monitoring, and reporting on persons participating in mental health diversion.

Activity 1: Reconvene task force to discuss efficiency of operations of mental health.

Activity 2: Obtain statistical or informational data on mental health diversion by the agency and the relative success of those referrals.

Activity 3: Prepare an evaluation design for mental health diversion.

Activity 4: Conduct evaluation.

Activity 5: Discuss methods of improving screening, referring, monitoring, and reporting progress of defendants/offenders participating in mental health diversion.

6. PRE-SENTENCE INVESTIGATION SERVICES

a. Narrative

Pre-sentence investigation (PSI) has been a mandated function of the Intake Service Center since the passage of Act 179 in 1973. Despite this fact, implementation has been slow. The neighbor island offender contact branches have been implemented the PSI function to some extent, but not fully. If more staff were deployed to the neighbor islands, then they would probably be given an even larger chunk of the PSI caseload. Oahu, on the other hand, is handled completely by the 1st Circuit judiciary.

This fragmentation in PSI service has frustrated the Intake Service Center staff for some time, and there are continuing attempts by the agency to fulfill its mandate through full implementation. This Short Range Plan set of process objectives is yet another attempt to resolve this inefficiency. Accordingly, objectives staffing and organization requirements are addressed for the 1981-83 biennium. This request has been included at the behest of the Intake Service Center Policy Board and with the full support of agency administration.

Pre-sentence investigation, because of the years of problems in dealing with the judiciary, ranks fifth in agency priorities. Successful implementation of this service will end a long-standing inconsistency in provision of pre-sentence investigation services.

b. PRE-SENTENCE INVESTIGATION

(Process Objectives Outline)

PROCESS STATEMENT 1: To examine with the judiciary and other criminal justice agencies the pre-sentence investigation role of the Intake Service Center in terms of (a) full assumption of pre-sentence investigation responsibilities (b) format of pre-sentence investigation reports, (c) the information necessary and desirable for pre-sentence reports to assist in judicial disposition, (d) procedures for gathering/submitting information for sentencing disposition, and other issues of concern with regard to pre-sentence investigation.

PROCESS STATEMENT 2: To develop working agreements with the judiciary with regard to the performance of duties and responsibilities of the Intake Service Center within the framework of pre-sentence intake at the facility.

Activity 1: Arrange meeting with judiciary, and other criminal justice agency representatives to discuss pre-sentence investigation.

Activity 2: Discuss the role of pre-sentence investigation in criminal justice processing and in relation to the Hawaii Correctional Master Plan/ISC mandate.

Activity 3: Discuss the pre-sentence investigation function as currently performed by the judiciary including (a) current staffing pattern, (b) judicial and administrative procedure, (c) contents and format of report, (d) investigation interview process, and (e) other elements of the pre-sentence investigation process.

Activity 4: Discuss alternative methods of ISC assuming the pre-sentence investigation function including (a) transfer of judiciary pre-sentence investigation staff, (b) deployment of judiciary staff, (c) request for new personnel, and (d) other alternatives.

Activity 5: Determine preferred alternative from ISC and judiciary perspective.

Activity 6:

Once preferred and adopted alternative approved, develop joint agreements between ISC and judiciary regarding pre-sentence investigation reporting format and procedures.

PROCESS STATEMENT 3: To develop an organizational capability to perform pre-sentence investigation as required by agreements made between the judiciary and the Intake Service Center.

Activity 1: Develop internal operational forms, policies and procedures for the performance of pre-sentence investigation function based on agreement (s) with the judiciary with Central Office planners and research/systems staff.

Activity 2: Recruit and hire necessary line and support staff.

Activity 3: Develop pre-sentence investigation training package which covers (a) intake/screening, interviewing for pre-sentence status persons, (b) obtaining/verifying information, (c) drafting pre-sentence investigation report, (d) making necessary referrals, (e) submitting pre-sentence investigation report to the court, (f) preparing written/oral testimony by request to the court, (g) documenting required statistics and other information for the OCIS, judiciary, and other interested parties.

Activity 4: Provide pre-sentence investigation training/orientation for staff in (a) provision of service, (b) provision of referrals, (c) documentation on necessary forms.



- PROCESS STATEMENT 4: To conduct pre-sentence investigations for the judicial disposition of defendants.
- PROCESS STATEMENT 5: To submit pre-sentence investigation reports to the judiciary for disposition.
- Activity 1: Screen/interview offenders as referred by the courts or during routine facility intake process as agreed.
- Activity 2: Verify and document pre-sentence information as obtained during interview and during verification process.
- Activity 3: Make referrals for offenders as deemed necessary during interview/screening.
- Activity 4: Draft pre-sentence investigation report as instructed by policies and procedures.
- Activity 5: Submit pre-sentence investigation report to the appropriate court.
- Activity 6: Prepare, if requested, written or oral testimony for the court.

- PROCESS STATEMENT 6: To monitor with the cooperation of the judiciary the (a) effectiveness of the report based on the timely submission, accuracy, and pertinence of information and (b) overall assistance in judicial disposition.
- PROCESS STATEMENT 7: To continually examine, in cooperation with the judiciary, means of improving the pre-sentence investigation process.
- Activity 1: Review the outcomes of the pre-sentence investigation reports submitted by the ISC to the courts in terms of (a) timeliness of the report, (b) comprehensiveness of the report, (c) contribution to sentencing disposition, and (d) accuracy of pre-sentence recommendation and outcome.
- Activity 2: Discuss methods by which the above aspects may be improved/enhanced.
- Activity 3: Develop modifications and their methods of implementation including new forms, policies, procedures or other means which will enhance the pre-sentence investigation process.
- Activity 4: Provide re-training/orientation to PSI staff and other judiciary/ISC personnel as deemed necessary.
- Activity 5: Develop an on-going monitoring mechanism for the pre-sentence investigation process.

7. DRUG/ALCOHOL ABUSE SERVICES

a. Narrative

Drug and alcohol abuse services have long been needed for the criminal justice system in the State of Hawaii. However, with the youth of State government and especially the Intake Service Center, there are many services which are still unavailable. Recently, however, the Corrections Division in the Department of Social Services and Housing received a drug/alcohol treatment grant from the Law Enforcement Assistance Administration. This grant promises to provide drug/alcohol treatment for incarcerated inmates, but does not make provision for drug/alcohol addiction identification or external referral for pretrial defendants. Accordingly, the Intake Service is being pressured to provide these "front-end" services.

To facilitate the development of these services, the State Legislature has allocated \$40,000 to the Intake Service Center for treatment referrals. Though this amount of money will not go very far, it is a start.

The process objectives in this section are an attempt to dovetail front-end drug/alcohol treatment identification services with the correctional treatment services for sentenced inmates.

Due to the many priorities facing the Intake Service Center, drug/alcohol treatment services are the sixth highest priority of the agency. Successful implementation of an drug/alcohol identification and referral mechanism would be the first such mechanism within the Hawaii Criminal Justice System.

b. DRUG/ALCOHOL ABUSE

(Process Objectives Outline)

PROCESS STATEMENT 1: To explore and assess currently available and potential community drug and alcohol programs.

PROCESS STATEMENT 2: To work with the police, prosecutor, judiciary, corrections division, and other criminal justice agencies to discuss drug and alcohol diversion in terms of (a) currently available programs and services, (b) needed services and programs and (c) potential programs and services.

Activity 1: Formulate task force of representatives from the mental health, attorney general, corrections, judiciary, Intake Service Center, police, and other criminal justice and interested community agencies to discuss currently available and to explore means of expanding drug and alcohol programs/services as well as drug/alcohol diversion.

Activity 2: Discuss currently available drug/alcohol programs and services which are both community and institutional-based in terms of (a) utilization patterns, (b) screening criteria, (c) referral procedures, (d) costs, (both service and administrative), (e) current problems in management/coordination with the criminal justice system.

Activity 3: Define nature of problems experienced in management/coordination of drug and alcohol programs/services within the corrections/criminal justice system.

Activity 4: Define nature of problems experienced in management/coordination of drug and alcohol programs/services in the community.

Activity 5: Discuss drug/alcohol programs and services which can enhance currently existing services from the view point of the criminal justice system.

Activity 6: Discuss potential institutional-based drug/alcohol programs/services which will assist the criminal justice system.

Activity 7: Discuss potential community-based drug/alcohol diversion programs/services which will assist the criminal justice system.

Activity 8: Develop proposals for new programs or program expansion recommended/endorsed by the task force in terms of (a) sponsorship, (b) objectives, (c) screening criteria, (d) referral procedures, (e) services, (f) staffing, (g) funding, and (h) other aspects which will facilitate implementation.

Activity 9: Submit proposals to Central Office.

PROCESS STATEMENT 3: To work with the police, prosecutor, judiciary and other criminal justice agencies to discuss the use of drug and alcohol abuse diversion for pre-sentence and post-conviction persons.

PROCESS STATEMENT 4: To work with the police, prosecutor, judiciary, corrections division, and other criminal justice agencies to discuss criteria for screening and placement of pre-sentence and post-conviction persons in drug and alcohol programs and services.

Activity 1: Prepare developmental program plans in cooperation with other criminal justice and drug/alcohol agencies specifically for new diversionary programs or expansion of current programs.

Activity 2: Discuss concept of drug/alcohol diversion and its interface with programs developed by the task force.

Activity 3: Discuss intake points in criminal justice system which may be appropriate for drug/alcohol screening.

Activity 4: Discuss acceptable criteria for screening and placement of defendants/offenders for drug/alcohol diversion.

Activity 5: Discuss roles of criminal justice agencies in providing drug/alcohol screening and placement.

- PROCESS STATEMENT 5: To work with private and public community-based drug and alcohol programs to negotiate expansion of current services based on the direction indicated by the criminal justice system.
- PROCESS STATEMENT 6: To work with the police, prosecutor, judiciary, corrections division and other criminal justice agencies in designing new drug and alcohol programs as needed.
- PROCESS STATEMENT 7: To work with private and public community-based drug and alcohol programs to negotiate placement of pre-sentence and post-conviction persons.
- PROCESS STATEMENT 8: To work with the prosecutor, judiciary, corrections division and community-based drug and alcohol programs to determine screening and referral procedures for placement of pre-sentence and post-conviction persons.
- PROCESS STATEMENT 9: To negotiate and develop working agreements with drug and alcohol programs which will facilitate prosecutorial, judicial and agency referrals to community-based programs.
- Activity 1: Present proposed drug/alcohol program plans to private and public institutional as well as community-based drug/alcohol services/programs.
- Activity 2: Discuss services/programs objectives, screening criteria, referral procedures, services, monitoring, etc.
- Activity 3: Negotiate acceptable drug/alcohol program operations in the above aspects.
- Activity 4: Discuss acceptable operational policies and procedures for drug/alcohol services/programs re: (a) screening, (b) referral, (c) placement, (d) treatment, (e) monitoring, (f) documentation and other aspects of the proposed program (s).
- Activity 5: Develop operational policies and procedures (working agreements) between the necessary criminal justice and community agencies.

- Activity 6: Sign-off for preliminary closure on operational policies and procedures.
- Activity 7: Submit agreements to Central Office planning staff.

PROCESS STATEMENT 10: To assist in the preparation of grant requests for the purpose of pursuing federal and/or local funding for new drug and alcohol programs.

Activity 1: Review draft(s) of drug/alcohol program grant application(s) prepared by Central Office Planning staff.

Activity 2: Seek out and provide any additional information to be incorporated in grant application(s).

Activity 3: Approve final grant application(s).

PROCESS STATEMENT 11: To plan along with the community-based drug and alcohol programs staff training in the areas of screening, diagnosis, referral, and follow-up of pre-sentence and convicted persons for drug and alcohol programs.

Activity 1: Prepare plans to train staff in areas of screening, diagnosis, referral, placement, and monitoring of defendants/offenders for drug/alcohol programs/services.

Activity 2: Staff out training preparation and conduct of training.

Activity 3: Conduct training.

PROCESS STATEMENT 12: To develop with the judiciary, corrections and community-based drug and alcohol programs methods of monitoring, documenting and reporting the progress of persons placed in programs.

PROCESS STATEMENT 13: To monitor the progress of pre-sentence and post-conviction persons placed in community-based drug and alcohol programs.

PROCESS STATEMENT 14: To report to the courts, as instructed, of progress of pre-sentence and post-convicted persons placed in community-based drug and alcohol programs.

Activity 1: Finalize with the judiciary, corrections, and other criminal justice and drug/alcohol agencies monitoring, documenting, and reporting procedures for defendants/offenders placed in drug/alcohol services/programs.

Activity 2: Monitor defendants/offenders placed in drug/alcohol programs as stated in operational policies and procedures.

Activity 3: Document and report progress of defendants/offenders placed in drug/alcohol services and programs according to operational policies and procedures.

Activity 4: Submit documentation to OCIS, branch files, courts, or other agencies as required.

PROCESS STATEMENT 15: To prepare for the judiciary, by request, assessments of pre-sentence and post-conviction persons in terms of their need for drug and alcohol placement to assist in judicial disposition.

PROCESS STATEMENT 16: To directly refer persons requiring drug and alcohol treatment to programs who are on release on recognizance or are non-criminal justice types.

PROCESS STATEMENT 17: To provide liaison services for persons directed by the courts to receive drug and alcohol treatment.

Activity 1: Prepare written reports, as required, for the judiciary regarding recommended placement/referral of defendants/offenders to drug/alcohol programs/services.

Activity 2: Submit or provide written/oral testimony regarding the report if requested.

Activity 3: Following judicial disposition, refer defendants/offenders to drug/alcohol programs services.

Activity 4: Provide liaison services to defendants/offenders placed in drug/alcohol programs/services which includes periodic problem-shooting from both an administrative and short-term counseling perspectives.

PROCESS STATEMENT 18: To conduct pre-release screening interviews of program participants upon their termination for cause or successful completion of the program.

PROCESS STATEMENT 19: To document the release of the offender from the program to submit the documentation to the appropriate authority.

Activity 1: Arrange for pre-release screening interviews of defendants/offenders upon notification by program of successful completion/treatment.

Activity 2: Conduct pre-release screening interviews of defendants/offenders.

Activity 3: Contact program to verify pre-release information on defendant/offender.

Activity 4: Complete pre-release report on defendant offender.

Activity 5: Submit completed pre-release report to the appropriate court.

Activity 6: Prepare written or oral testimony upon request by the court.

Activity 7: Document, for ISC files, the release of the defendant/offender from the drug/alcohol program.

Activity 8: Document, for ISC files, judicial disposition.

PROCESS STATEMENT 20: To work with the prosecutor, judiciary, and community-based drug and alcohol programs to assess the operational procedures of drug and alcohol diversion for the criminal justice system in terms of (a) assessment/diagnostic capability, (b) report/referral appropriateness and expediency, and (c) effectiveness of follow-up/monitoring.

Activity 1: Arrange meeting with prosecutor, judiciary, corrections, and other criminal justice/drug/alcohol agencies to assess operations of drug/alcohol diversion programs/services.

Activity 2: Gather information, prior to meeting, on (a) alcohol/drug programs/services utilization, (b) intake statistics, (c) nature/frequency of referrals, (d) nature/accuracy of recommendations to the court, (e) efficiency of referral/placement procedures, (f) "success" rate, (g) impact on facility (both drug/alcohol and correctional) overcrowding, and (h) other aspects of providing drug/alcohol screening/diversion.

Activity 3: Meet with task force/representatives to review above data.

Activity 4: Discuss/prioritize operational problems.

Activity 5: Discuss methods of eliminating problems.

Activity 6: Strategize implementation of above methods.

Activity 7: Assign responsibilities of task force members/agencies regarding implementing solutions.

Activity 8: Document discussion and submit to Central Office.

Activity 9: Assist in improving operational policies and procedures for providing drug/alcohol intake, screening, and diversion for the criminal justice system.

INTAKE SERVICE CENTER  
SHORT RANGE PROGRAM PLAN

FY 1980-32

IV. Organizational Development

A. Introduction

The Organizational Development section of the Intake Service Center Short Range Plan Program Plan is intended to provide a discussion on how the agency structure will accommodate new programs and services. The development and implementation of new organizational services is expected to result in an expansion of staff positions as well as possible reorganization among the units and offices within the agency.

For the next three fiscal years, the Intake Service Center will continue its efforts to implement the Hawaii Correctional Master Plan. This will require the agency to assume a greater role in coordinating the criminal justice system. This effort will also result in the planning, development, implementation, and monitoring of new community-based diversion, and diagnostic/evaluation services.

As noted earlier, the Intake Service Center Long Range Implementation Plan provides the foundation for this Short Range Plan. The Long Range Plan notes that the following programs and services are slated for implementation during this short range period:

- (1) Pretrial Services
- (2) Pretrial Not-Sentenced Facility Intake
- (3) Sentenced Facility Intake
- (4) Community Service Restitution Program

IV. ORGANIZATION



- (5) Mental Health Services
- (6) Pre-Sentence Investigation Services
- (7) Drug/Alcohol Services

Implementation strategies will vary for each of the services slated for this short range period. Pretrial Services, for example, have been offered through the Intake Service Center for a number of years. Thus, service will be expanded from an already existing baseline. In Oahu county, Pre-Sentence Investigation will be an entirely new service which will require a significant increase in branch staffing. In Maui, Kauai, and Hawaii counties, however, the Pre-Sentence Investigation function has been partially implemented. Therefore, for the neighbor islands, implementation will be approached with an eye toward expanding an already existing service.

With the new policy-making role of the Intake Service Center Board, an increase in the level of coordination and planning activity is anticipated. This will result in the need to reorganize the Intake Service Center Central Office, a change expected for FY 1981-82. This change will require the creation of a new Office of Program Development and Evaluation (OPDE) to assume program planning, development, evaluation, and criminal justice system coordination responsibilities at the staff level. This Office will be housed in Central Office, and be split from the current Office of Administrative Services. The Office will be staffed with program specialists and field coordinators.

#### B. Current Fiscal Year 1980-1981 Organization

#### 1. Current Fiscal Year 1980-1981 Level of Service

The Intake Service Center currently consists of a central state office and offender contact branches in each of four counties - Oahu, Hawaii, Maui, and Kauai. The Central Office consists of three separate offices - the Office of the Executive Director, Office of Administrative Services, and the Office of Correctional Information and Statistics. The Office of the Executive Director (OED) provides overall guidance and direction to all operational and administrative/ Services (OAS) performs program planning and development functions. OAS also provides fiscal, personnel, and clerical support services for Central Office and the offender contact branches. The Office of Correctional Information and Statistics (OCIS) provides information systems and correctional research/statistics support to the Central Office and each of the four (4) counties. The offender contact branches each provide a level of service involving the performance of bail and release on recognizance evaluations at their facilities as well as needs assessment/referrals. The neighbor island offender contact branches also perform some level of Pre-Sentence Investigation for the judiciary.

The service demands are determined by the number of staff and respective cost required to provide the service to the predicted target population. One measure utilized in calculating the required level of service is caseload. Caseload estimates developed by the agency are included in Chart I. These estimates are statistically projected, based on past

practice and the anticipated increase in target population. These estimates were used for the biennium budget request for fiscal years 1981-83 and assist in determining staffing needs during that period.

The current FY 1980-1981 staffing distribution is reflected below. There are four (4) categories of staff positions -- permanent, permanent temporary, CETA, and temporary exempt (which includes federally-funded LEAA projects and the Executive Director, an appointee of the Governor). There are several categories of operating costs - personal services (salaries plus benefits), other current expenses (supplies, etc.), equipment, and motor vehicles. For FY 1980-1981, the staffing breakdown is as follows:

OFFICE	TOTAL	PERMANENT	PERMANENT TEMP.	CETA	TEMP. EXEMPT
OED	5	1			5
OCIS	16	11		2	3
OAS	10	9		1	
OISC	20	13	3		4
HISC	7	2	4	1	
MISC	6	2	3	1	
KISC	5	2	2	1	
<b>TOTAL</b>	<b>70</b>	<b>40</b>	<b>12</b>	<b>6</b>	<b>12</b>

Chart I

1.3 Caseload Estimates for Offender Contact Branches  
FY 1981-82

Function	Total	Oahu	Hawaii	Maui	Kauai
I. Initial Screening	5,378	3,764	914	323	377
II. Detainee Reception	5,069	3,599	811	304	355
III. Pre-trial Investigation	3,524	2,255	564	404	301
IV. Initial Security Classification	2,762	2,071	359	166	166
V. Initial Needs Assessment	2,762	2,071	359	166	166
VI. Pre-Sentence Investigation					
a. Circuit Courts	898	568	118	165	47
b. District Courts	7,158	5,217	921	756	265
VII. Alcohol/Drug Abuse Assessment	101	72	16	6	7
VIII. Program Services for Pre-trial Detainees					
o No. of pre-trial detainees process	1,698	1,437	123	74	64
o Average no. of not sentenced cases	234	180	14	26	14
o No. of group sessions	13	9	1	2	1
IX. Program Services and Monitoring of:					
o Supervised Release Cases	375	173	132	23	49
o Release on Own Recognizance, Bail, Bond, Other	3,116	2,197	400	286	233
X. Release Review	5,165	3,615	930	310	310

1.3 Caseload Estimates for Offender Contact Branches

FY 1982-83

Function	Total	Oahu	Hawaii	Maui	Kauai
I. Initial Screening	5,889	4,122	1,001	353	412
II. Detainee Reception	5,538	3,932	886	332	388
III. Pre-trial Investigation	3,677	2,330	582	437	328
IV. Initial Security Classification	3,008	2,256	390	181	181
V. Initial Needs Assessment	3,008	2,256	390	181	181
VI. Pre-Sentence Investigation					
a. Circuit Courts	927	584	122	171	47
b. District Courts	7,394	5,398	952	781	296
VII. Alcohol/Drug Abuse Assessment	111	79	18	7	7
VIII. Program Services for Pre-trial Detainees					
o No. of pre-trial detainees process	1,870	1,579	135	82	74
o Average no. of not sentenced cases	241	186	15	27	15
o No. of group sessions	14	10	1	2	1
IX. Program Services and Monitoring of:					
o Supervised Release Cases	387	178	136	23	50
o Release on Own Recognizance, Bail, Bond, Other	3,219	2,269	413	296	241
X. Release Review	5,651	3,956	1,017	339	339

2. Current Organizational Structure

The nature and distribution of staff among offender contact branches and Central Office are reflected in Charts II, III, and IV.

This organizational structure has been approved by Budget and Finance and serves as a guide to reporting relationships within the agency. If there are staff increases during the next biennium, then this chart will have to be modified in accord with state reorganization standards.

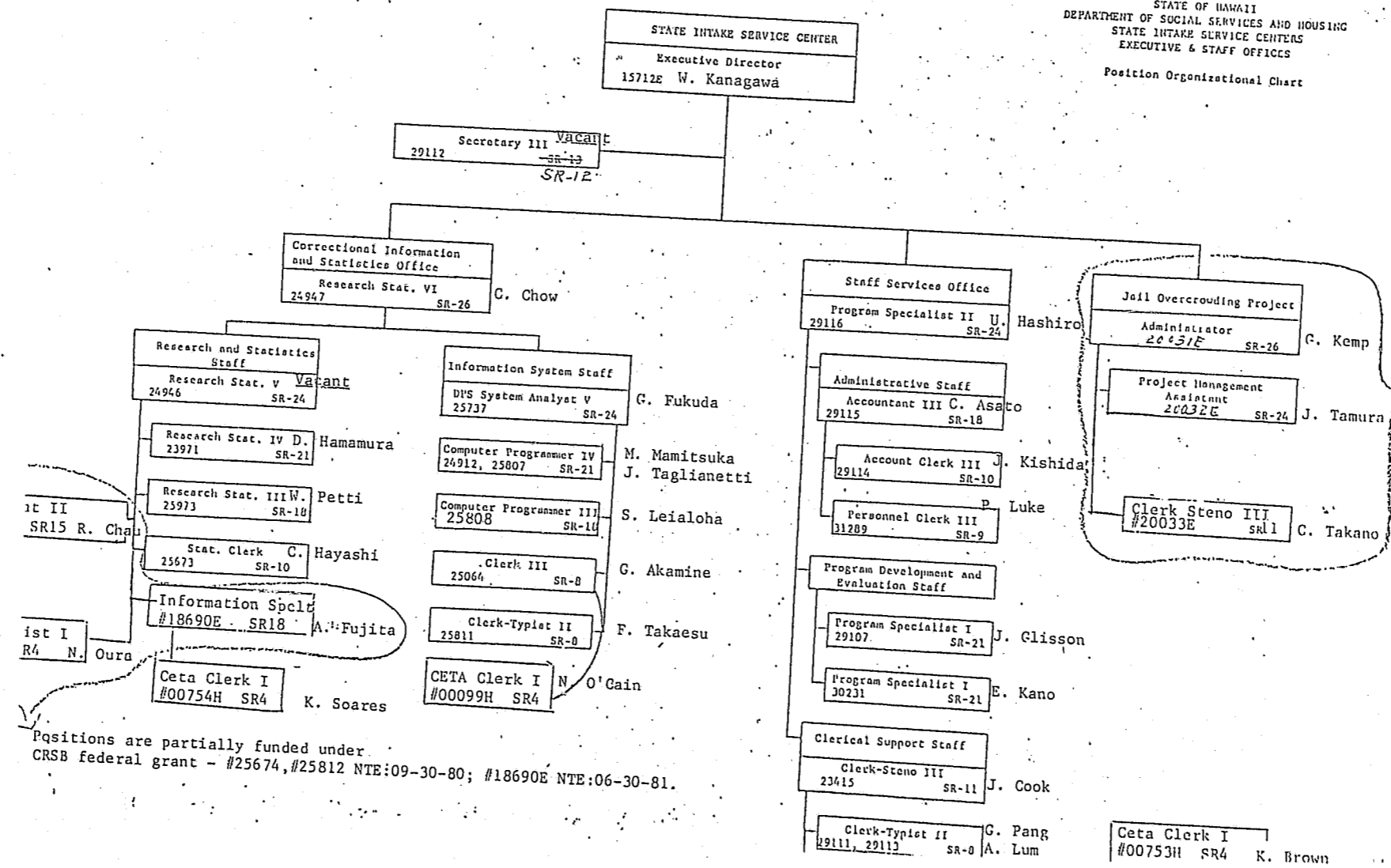
Chart II shows the current set-up for Central Office. Under the Office of the Executive Director, there is the Office of Administrative Services (OAS), the Office of Correctional Information and Statistics (OCIS) and the Jail Overcrowding Project (federally-funded).

Chart III shows the current organizational set-up for the Oahu offender contact branch. Due to the number of staff positions and diversification of services, the Oahu branch has formed a section with two (2) units. Staffing increases could result in the creation of more units or another section.

Chart IV shows the organizational set-up for the neighbor island offender contact branches. Due to the low staffing levels at these facilities, the organizational structure is very simple and does not require designation of sections or units (with the exception of the Kona section in Hawaii county).

Chart II

STATE OF HAWAII  
 DEPARTMENT OF SOCIAL SERVICES AND HOUSING  
 STATE INTAKE SERVICE CENTERS  
 EXECUTIVE & STAFF OFFICES  
 Position Organizational Chart



These positions are the Jail Overcrowding Project staff - NTE: 09-30-81.

Positions are partially funded under  
 CRSB federal grant - #25674, #25812 NTE:09-30-80; #18690E NTE:06-30-81.

Chart III

STATE OF HAWAII  
 DEPARTMENT OF SOCIAL SERVICES AND HOUSING  
 STATE INTAKE SERVICE CENTERS  
 OAHU INTAKE SERVICE CENTER BRANCH

Position Organization Chart

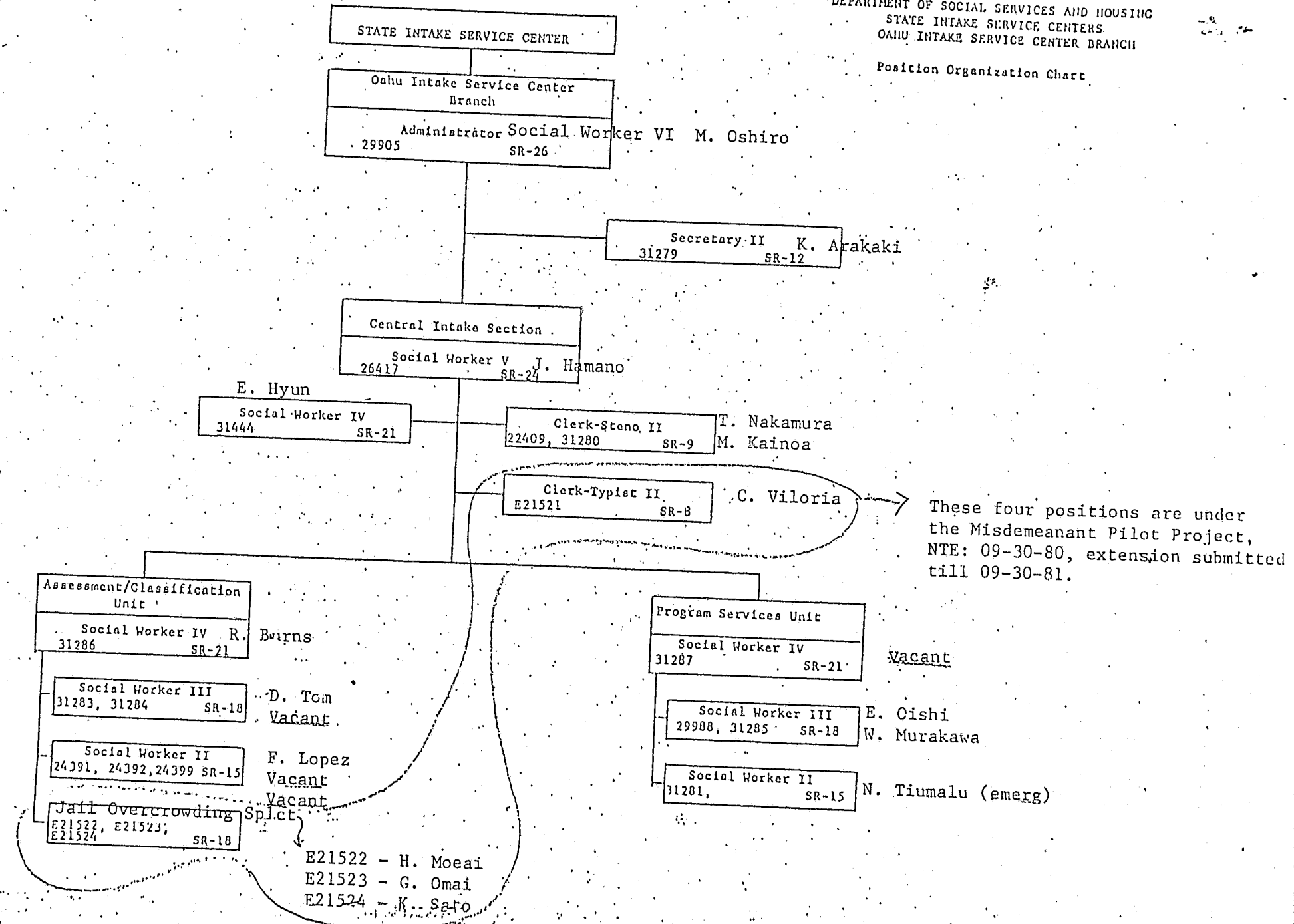
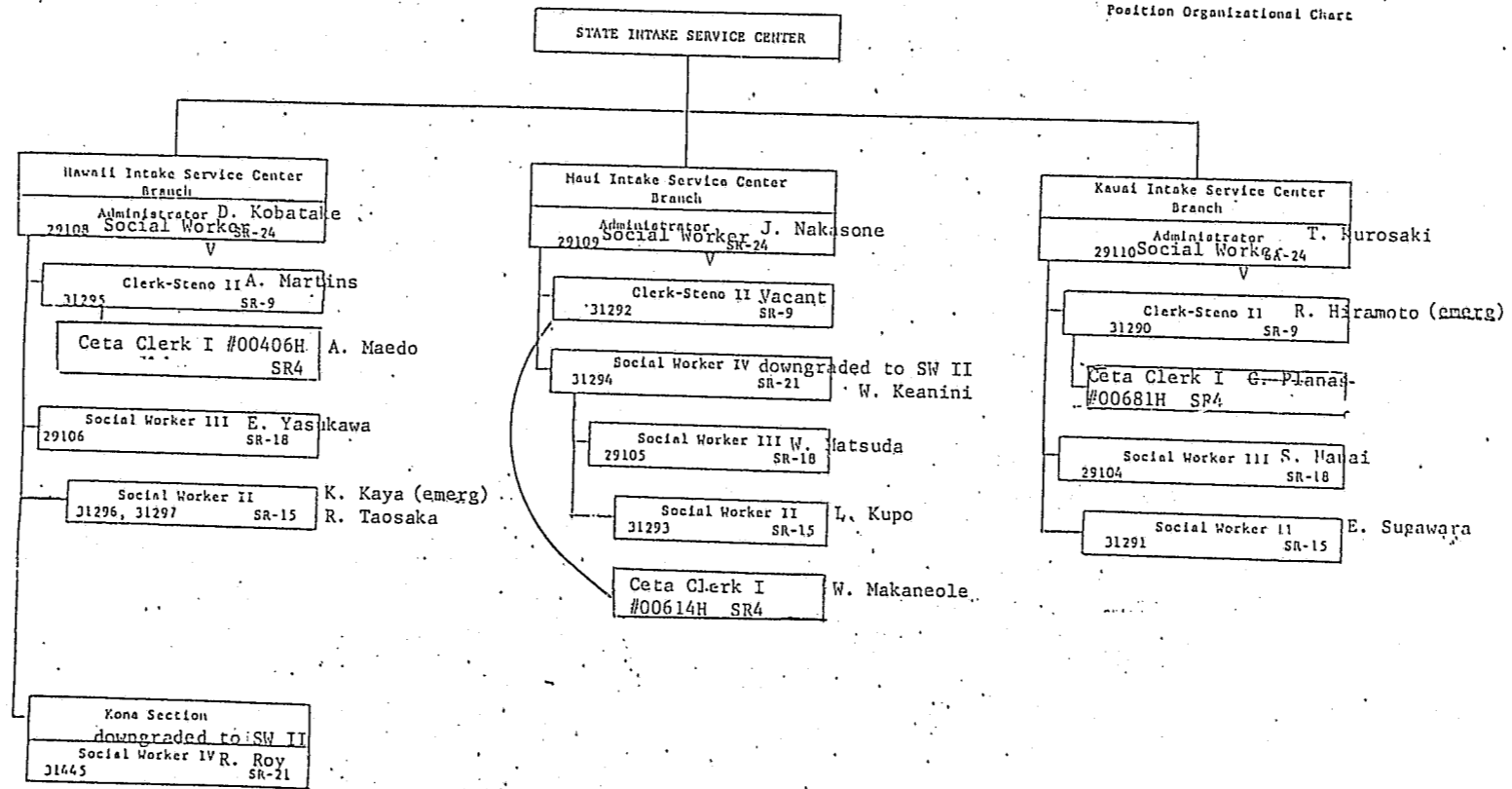


Chart IV

STATE OF HAWAII  
 DEPARTMENT OF SOCIAL SERVICES AND HOUSING  
 STATE INTAKE SERVICE CENTER  
 HAWAII, MAUI, AND KAUAI ISC BRANCHES  
 Position Organizational Chart



C. FY 1981-1982 and 1982-1983 Organization

1. FY 1981-1982 and 1982-1983 Level of Service

Both structural and personnel changes are anticipated for the upcoming biennium (FY 1981-1982/1982-1983) budget period. This is attributed mainly to the expansion of current programs and services, the development of new programs and services, and the new policy-making function of the ISC Board.

During the FY 1981-1983 biennium period, the ISC will experience the following program and service changes:

Pretrial Services

- o Increased utilization of the current release on recognizance status;
- o Expansion of the current release on recognizance function to the district and circuit courts;
- o Increased level of services/referrals for pretrial defendants at all points of intake;
- o Increased monitoring of pretrial defendants released to recognizance, supervision, or third party.

Drug/Alcohol Services

- o Negotiation and expansion of available community placements for drug/alcohol diversion and referrals;
- o Planning and development of new and needed drug/alcohol programs/services;
- o Increased drug/alcohol intake, screening, assessment, capability;
- o Negotiating with criminal justice agencies to utilize drug/alcohol diversion as alternative sentence;
- o Provision of screening, referral, liaison, and monitoring function for drug/alcohol diversion.

Community Service Restitution Program

- o Development of screening, referral, monitoring capability for community service placements;
- o Provision of community service restitution referrals, placements, and monitoring;
- o Provision of pre-release screening interviews of program participants;
- o Provision of pre-release screening interviews of program participants.

Mental Health Programs

- o Establishment of network of community and institutional-based mental health services for criminal justice diversion;
- o Negotiation of methods of referral, placement, monitoring of persons diverted to mental health programs/services;
- o Development of mental health intake/screening, assessment, and referral/monitoring capability;
- o Provision of mental health diversion services for pre-sentence and post-conviction persons.

Pretrial Not-Sentenced Facility Intake

- o Discussion/development of pretrial intake procedures in context of central intake concept;
- o Development of operational policies and procedures for use in pretrial intake;
- o Implementation of pretrial not-sentenced facility intake;
- o Performance of pretrial intake duties including screening, assessment, referral, monitoring, pre-release interviews.

Sentenced Facility Intake

- o Discussion/development of sentenced intake procedures in context of central intake concept;
- o Development of operational policies and procedures for use in sentenced intake;
- o Implementation of sentenced facility intake;

**CONTINUED**

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- o Performance of sentenced facility intake duties including screening, assessment, referral, monitoring, pre-release interviews.

Pre-Sentence Investigation

- o Examination of ISC role in conducting pre-sentence investigations;
- o Development of agreement with the Judiciary regarding the performance of pre-sentence investigation function;
- o Development of pre-sentence investigation capability;
- o Provision of pre-sentence investigation services.

Criminal Justice Planning/Coordination

- o Development of program/services implementation plans;
- o Preparation on concept and staff papers;
- o Performance of informational as well as evaluative research on programs/services;
- o Provision of staff work for the ISC Board and other interagency committees and task forces.

As a result of these service changes, the number of staff for the agency will increase the agency's staffing complement. This is indicated by the anticipated increases reflected below:

<u>OFFICE</u>	<u>TOTAL</u>	<u>PERMANENT</u>	<u>PERMANENT TEMP.</u>	<u>CETA</u>	<u>TEMP. EXEMPT</u>
OED	10	1	0	0	9
OCIS	14	11	3	0	0
OPDE	7	3	4	0	0
OSS	6	5	1	0	0
OISC	29	6	23	0	0
HISC	11	2	9	0	0
MISC	7	2	5	0	0
KISC	6	2	4	0	0
<b>TOTAL</b>	<b>80</b>	<b>32</b>	<b>49</b>	<b>0</b>	<b>9</b>

2. FY 1981-1982 and 1982-1983 Organizational Structure

The nature and distribution of staff among offender contact branches and Central Office will be modified to accommodate the agency's new level of service.

In addition to an increase in the actual number of staff (as indicated in the personnel chart due to caseload increases where the scope of tasks performed increase or where there is increased or new target groups) there will be an expected increase in workload. A change in workload is a change in the amount of time required to perform the

aggregate caseload tasks in relation to agency clients. A workload increase also contributes to an increase in the number of staff for the biennium budget period.

The proposed program change request regarding Central Office Reorganization will modify the existing Intake Service Center's organizational structure. With the conversion of the ISC Advisory Board into a Policy Board, it is expected that criminal justice coordination and planning functions will be emphasized during the 1981-1983 biennium period. Thus, the ISC reorganization proposal establishes a separate Office of Program Development and Evaluation and Office of Staff Services. These two offices perform functions previously were the responsibility of Office of Administrative Services. In the interest of efficiently managing criminal justice planning and coordination from both an agency and system-wide perspective, the coordination/planning and fiscal/clerical/personnel functions will be severed. The Office of Staff Services will exclusively handle all fiscal, personnel, and clerical support services. The Office of Program Development and Evaluation will be responsible for all program planning, development, implementation, monitoring and evaluation; as well as provide staff support to the ISC Board and Executive Director in the matters of public relations/information and program/agency policies.

Charts V, VI, and VII illustrate Central Office and offender contact branch organizational structure for the

FY 1981-1983 biennium period.

V. BUDGET

V. Budget

This section of the Short Range Plans addresses the the current budget for the Intake Service Center (FY 1980-1981) and the biennium budget request for FY 1981-1983. In examining the budget, the primary emphasis will be on budget categories and aggregate budget increases introduced by the proposed implementation of new or higher levels of service.

A. Current Budget FY 1980- 1981

The appropriating for FY 1980-1981 at the beginning of the biennium was \$719,644. This figure differed from the original budget request of \$1,102,005. The primary difference between what was appropriated and what was requested was the proposed addition of 20 permanent operational line staff. The money to pay for the salaries of 20 staff was restored for the supplemental budget request which essentially gave the agency the manpower that was needed. However, permanent positions were not allocated so that at the end of each fiscal year, it is necessary to request permanent positions again.

The present budget for FY 1980-1981 can be illustrated as follows:

FIGURE 1

State Budget FY 1980-1981

<u>Budget Categories</u>	<u>FY 1980-1981</u>
Personnel	\$811,747
Other Current Expenses	463,615
Equipment	4,684
Motor Vehicle	-0-
	<u>\$1,280,046</u>

The personnel category covers the salaries of 34 permanent staff, 20 temporary state-funded jobs, and 16 other employees (combination of federal grant and CETA workers). This allocation of funds essentially permitted the Intake Service Center to maintain the level of service from FY 1979-1980. Due to the "temporary" designation of 20 state-funded positions, however, there has been a high rate of personnel turnover and difficulty in establishing a stable Central Intake Program. It is hoped that the funding request for FY 1981-1983 will yield permanent positions and the stability that is required.

One added source of funding that was recently acquired from the Law Enforcement Assistance Administration will provide staff positions for the Community Service Restitution grant. The budget for this grant is illustrated below:

FIGURE 2

Community Service Restitution Budget

<u>Budget Categories</u>	<u>Total (in dollars)</u>
Personnel	\$144,748
Fringe Benefits	33,292
Travel	7,272
Equipment	-0-
Supplies	-0-
Contractual	-0-
Construction	-0-
Other	-0-
TOTAL	<u>\$185,372</u>

This grant will provide seven (7) operational line staff, a Project Administrator, and a Clerk. The project period is scheduled to run from October 1, 1980 to March 31, 1982. At the end of the grant period, it is hoped that the operations staff can be picked up on state funding.

B. Biennium Budget Request, FY 1981-1983

The biennium budget request represents a significant departure from the current budget of the Intake Service Center. This is primarily due to the planned implementation of a number of new agency services.

The breakdown of the biennium budget request is separated into three parts: (1) current services, (2) workload increase, and (3) program change request. According to budget tradition, current services are reported as one part of the budget and

program change requests are reported separately. Thus, for FY 1981-1983, the budget breakdown is as follows:

FIGURE 3

FY 1981-1983 Budget Request Summary

<u>Budget Components</u>	<u>Total (in dollars)</u>
Current Services, Workload Increase	\$3,220,636
Program Change Request	<u>860,238</u>
	\$4,080,874

A further breakdown of current services and workload increase is contained in Figure 4:

FIGURE 4

Current Services and Workload Increases  
Budget Request FY 1981-1983

<u>Budget Category</u>	<u>FY 1981-1982</u>	<u>FY 1982-1983</u>
Personnel Services	\$1,192,181	\$1,149,872
Other Current Expenses	395,750	461,642
Equipment	20,191	1,000
Motor Vehicles	<u>-0-</u>	<u>-0-</u>
TOTAL	\$1,608,122	\$1,612,514

This portion of the budget request will provide funding for the 34 permanent positions currently held by the agency, as well as, an additional 49 staff. These staff increases

are mainly prompted in the following service areas: (1) pretrial, (2) not-sentenced intake, (3) sentenced intake, (4) community service restitution, and (5) some central office support staff.

A further breakdown of the program change request in contained in Figure 5:

FIGURE 5

Program Change Request  
Budget Request FY 1981-1983

<u>Budget Category</u>	<u>FY 1981-1982</u>	<u>FY 1982-1983</u>
Personal Services	\$353,685	\$353,685
Other Current Expenses	63,358	68,427
Equipment	21,083	-0-
Motor Vehicles	<u>-0-</u>	<u>-0-</u>
TOTAL	\$438,126	\$422,112

This portion of the budget request will provide for 28 additional permanent staff to perform the pre-sentence investigation function statewide. Pre-sentence investigation is separated out into the program change request, because according to Budget and Finance definitions, it constitutes a major change in the Intake Service Center program.

C. Summary

As seen in the above sections, the FY 1981-1983

biennium budget request is quite large. In addition to the 34 permanent staff that the agency presently has, further request is made for 49 staff due to workload increase, and another 28 staff from the program change request. Thus, the total permanent personnel position request for FY 1981-1983 is 111. Though an ambitious increase of 326% in order for this Short Range Plan to be properly implemented.

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STATE OF HAWAII  
INTAKE SERVICE CENTER  
LONG RANGE IMPLEMENTATION PLAN  
MAY 16, 1980

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STATE OF HAWAII  
INTAKE SERVICE CENTER  
LONG RANGE IMPLEMENTATION PLAN  
MAY 16, 1980

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## Introduction

This Long Range Implementation Plan serves as a management tool designed to facilitate a logical, sequential progression towards the fulfillment of the Intake Service Center's goals. The Plan describes the goals of the ISC and the organizational, fiscal, and programmatic demands required to meet these goals. Chronological guidelines have been established to assist the ISC staff in evaluating their progress toward achieving the long-range goals.

Due to the dynamic nature of our community and the criminal justice system, it will be necessary to review and update the Plan every year. This does not assume necessity for change but, rather, assumes the need for being receptive to change if desired or needed.

Section I of the Plan explains the overall problem facing Hawaii's Criminal Justice System and the ISC's role in solving this problem. Section I also highlights other sections following it.

Section II is a descriptive narrative of the Hawaii Correctional Master Plan and the creation of the ISC. It provides a historical discussion of how and why the Master Plan and the ISC came into existence. It also provides a detailed description of the ISC's mandate regarding the rest of the criminal justice system.

Section III describes the organizational parameters within which the ISC has and will continue to develop. It discusses the assumptions guiding the development of the ISC Long Range Plan,

the legislative mandate of the ISC and the environmental factors that have and will impact on the agency's attempts to fulfill its mandate.

Section IV delineates the ultimate ends that the ISC hopes to achieve. The outcome objectives describe, in measurable terms, where the agency hopes to be at the end of this long-range period. The process objectives reflect the activities and tasks necessary to achieve these ends. The process objectives are grouped by offender contact program as well as functional areas within the three major divisions of ISC. Part C of Section IV indicates the time frame for implementing the programs and functional targets.

Sections V and VI present, in narrative and chart form, the organizational structure of ISC, and the projected budget, from FY 1980-81 through FY 1987-88. The structure and budget are based on the program areas that are projected for implementation during this period.

#### I. Problem Statement

The Intake Service Center is a criminal justice agency that was created under the provisions of Act 179, Session Laws of Hawaii, 1973. As a criminal justice agency, the Intake Service Center is faced with two fundamental levels of problems that it must address. The first problem level is somewhat abstract in the sense that it identifies what is believed to be the basic problem facing society as a whole. This problem centers on society's desire to be safe from harm either to their person or their property. Historically, this desire for safety has prompted mankind to formulate a multitude of laws to govern human behavior that society will not tolerate. In response to the passage of laws deeming certain types of behavior to be illegal, society, through government, has created a system to enforce and adjudicate these laws. This system has come to be known as the criminal justice system.

The second level of the problem is less abstract and has a strong bearing on the issue of public safety. Having created a criminal justice system, society quite reasonably asks that good service be provided, and that the workers who are hired within the system do their jobs properly. These concerns relate to a general insistence by the public for integrity and efficiency throughout government. These factors lead to the crux of the problem which ultimately faces all criminal justice systems:

how is it possible to make the criminal justice system a smooth running, coordinated entity, which does not suffer from fragmentation or disorganization?

The creation of the Intake Service Center under the auspices of the Hawaii Correctional Master Plan and Act 179 was this State's attempt to counteract traditional breakdowns in the offender flow process. The Intake Service Center was created in relationship to the other criminal justice agencies (i.e. police, judiciary, corrections, paroling authority) with the intent that the agency act as a system coordinator which would develop programs to maximize public safety and yet divert marginal offenders into alternative programs.

The overall problem of having to ensure public safety, and yet to implement a smooth running criminal justice system, is not easy to resolve. The reason for this difficulty lies somewhat in the way that the problem manifests itself. For example, public safety concerns are pushed to the forefront every time an offender is released into the community and that person commits a heinous crime. Further, system fragmentation problems arise when the legislature or the public sees duplication in system services or overcrowded correctional facilities with little hope for immediate relief.

These problems must be placed in perspective and addressed systematically. This Long Range Implementation

Plan is designed to illustrate agency direction in terms of its program objectives (both outcome and process); projected organizational and budget requirements.

The most important sections in this document which attempt to address these problem levels are the two sections which address agency outcome and process objectives. The outcome objectives section identifies the ultimate ends which the agency is striving to achieve. The process objectives section delineates the tasks and activities which must be undertaken in order to achieve agency outcomes.

II. Background and Historical Development of the Hawaii Correctional Master Plan and the Intake Service Center

A. The Hawaii Correctional Master Plan

The latest reform in the Hawaii Criminal Justice System essentially began with the passage of the Omnibus Crime Control and Safe Streets Act, which in turn established the Law Enforcement Assistance Administration and encouraged the formation of state planning agencies. In Hawaii, the State Law Enforcement and Planning Agency (SLEPA) was created in response to this legislation.

During the early existence of SLEPA a number of studies were made of the Hawaii Criminal Justice System, the most important being Correction in Hawaii: A Survey of Correctional Services in Hawaii by the National Council on Crime and Delinquency (NCCD) (1969), which emphasized a new "correction" concept that would utilize community-based treatment programs to reintegrate non-dangerous offenders into society.

The NCCD study was very influential in providing direction and content for system reform and culminated in the development of the Hawaii Correctional Master Plan (HCMP). This Master Plan yielded the following conclusions:

1. Individual correctional programs and institutions should be coordinated to function as a unified corrections system.

2. The function of corrections should be to help offenders return to productive lives in the community.
3. Community-based treatment programs that help offenders interact with the community offered the most promising approach to rehabilitation.
4. Corrections should be expanded to include integration of offenders at the earliest practicable time after they enter the criminal justice process.
5. The community and its resources should assume greater responsibility for rehabilitating offenders.
6. The system should have an information processing and system evaluation function to operate the information system computer, develop information requirements, safeguard against unauthorized access to data, and conduct on-going research and evaluation of the system based upon information system data.

The HCMP study found that there was considerable fragmentation of services within the Hawaii Criminal Justice System and recommended, in general, the following changes:

1. Make better use of correctional facilities, and use incarceration only for those persons who need it;

2. Improve the effectiveness of correctional treatment services for both pretrial and sentenced individuals;
3. Reduce the duplication of diagnostic evaluations and other services by fulfilling this obligation for multiple agencies as it is required throughout an offender's movement through the system; and
4. Make ultimate optimum use of personnel and resources to achieve greater effectiveness within the criminal justice system; and
5. It was hoped that one agency with the responsibility for coordinating services could accomplish this task. This is proposed on the basic premise that the most effective response to crime and its problems is through a statewide coordinated effort involving all criminal justice agencies and the community.

The completion of the Master Plan led to the enactment of Act 179, SLH, 1973 which adopted the plan and set-up a mechanism to implement it. This mechanism was the provision for the creation of the Intake Service Center.

The Legislature, through its passage of the HCMP has taken a major step forward in its attempt to address one of the major criticisms of every correctional system

in the United States. This criticism, essentially, is that criminal justice services suffer from a lack of coordination and as a result counteracts all attempts to achieve overall system effectiveness.

B. Intake Service Center

The Intake Service Center (ISC) was implemented in March of 1976 with the appointment of the Executive Director to form an organizational entity that was designed to plan, develop and implement programs provided for under Act 179 and the Hawaii Correctional Master Plan. The ISC was faced with the immediate task of translating the Master Plan concepts, which required an interpretation of the statutory functions of Act 179 and the translation of those concepts and functions. The intent behind this effort was to develop meaningful goals and objectives that would result in the successful implementation of the Master Plan. As a result, it was recognized early that the key tasks for the ISC were to coordinate the delivery of criminal justice system services by effecting a cooperative working relationship among the components of the criminal justice system; to develop a wide range of program alternatives for offenders throughout the correctional system and the community; and to provide direct contact services to offenders.

However, operationalizing statutory language and broad concepts is not often an easy task. It

was no different for the Intake Service Center in interpreting its relationship to the Master Plan and Act 179. This was true despite the fact that much of Act 179 was conducive to conceptual formulation. The reason for this is that defining and initiating new programs had to be strategized in relation to an apparent scarcity of resources. Historically, when the Intake Service Center first began operations, the agency funding was 90% Federal and 10% State of Hawaii (i.e. in 1976-1977), and the funding level only provided for the Director and a few central office staff.

The agency staffing level subsequently increased in February of 1977 when the three neighbor island ISC Administrators were hired and the First Circuit Court Pretrial Release function was transferred to the ISC. Shortly after that, in June of 1977, the Corrections Research and Statistics Bureau, an LEAA project located in the Department of Social Services and Housing (DSSH), was also transferred to the ISC. Then, finally, in July 1977 the ISC became a regular State program under GOV 894, Public Safety, and was appropriated 29.5 positions for FY 1977-78 and 34 positions for 1978-79.

Given this phased organizational development of the agency, the ISC adopted the initial strategy

of trying to get basic line services established and to begin to conduct activities to coordinate criminal justice services whenever possible. Thus, the initial organizational activities of the ISC focused primarily on two major service areas: (1) pretrial release, and (2) pre-sentence investigation services. The state-wide activities for these two areas were:

- o To conduct release on recognizance evaluations
- o To conduct bail reduction studies
- o To conduct supervised release evaluations
- o To conduct other bail studies
- o To supervise all individuals placed on supervised release by the Judiciary
- o To testify in court, as required, on pretrial release, and pre-sentence investigation cases.

Simultaneously, the agency was required to develop a sound organizational structure which was capable of providing the necessary support services to the offender contact branches. The support services required would aid in the implementation of agency programs and establish the necessary mechanisms for criminal justice service coordination. This support requirement resulted in the establishment of an office of Administrative Services and an Office of Correctional Research, Statistics, and Information Systems for the agency.

III. Long Range Plan Assumptions and Organizational Development Constraints

A. Long Range Plan Assumptions

In examining this Plan, it is important to be cognizant of the number of assumptions which govern the long range goals and objectives. In effect, the assumptions had a significant impact on both the development of the objectives and the development of priorities for each year. If one or more of the assumptions prove to be spurious, the objectives and priorities may have to be modified.

The following narrative addresses the assumptions that were made in five (5) areas: (1) social/value changes; (2) economic changes; (3) technological changes; (4) political changes; and (5) population changes.

1. Social/Value Changes

It is obvious that the public sentiment has begun to "swing back" towards a punitive posture. This posture is not favorable to the development of diversion programs and/or alternatives to incarceration. While the ISC staff assumes this "swing" will continue, we feel our mandate compels us to pursue alternatives to incarceration regardless of the public's sentiment.

When the public's sentiment changes, either towards certain offenses or towards offenders in general, there are often concomitant legislative changes. These changes are generally in response to public pressure resulting from overall attitudinal changes in the community. For example, there currently appears to be significant interest in the increased use of mandatory sentences. This interest seems to be in

response to the public attitude which favors more punitive treatment of offenders. If this trend continues, it would obviously have a significant impact on Hawaii's Criminal Justice System and the role of ISC.

Again, it is important to be cognizant of the potential changes in the public's attitude toward certain crimes and/or offenders and the potential legislative changes that may occur. However, for the purposes of developing the Long Range Plan, we assumed that these changes would not occur in the near future. If these changes do occur, it will possibly be necessary to modify the Long Range Plan. At present, the ISC plans to continue to develop diversion programs until such time as legislation mandates redirection.

In the Juvenile Justice System, there are currently significant changes in progress. It is not possible, however, to determine the impact of these changes. As the changes are clarified, the ISC staff will be better able to determine the impact on the ISC's Long Range Plan.

In general, it was assumed that the social values of the community will remain fairly constant over the next few years. Consequently, in the development of the Long Range Plan, we assumed no significant changes (except as noted) in this area.

2. Economic Changes

There are three (3) basic economic factors that had to be considered in the development of the Long Range Plan: (1) inflation/recession; (2) federal monies; (3) monies for major facility construction.



Except for the impact of inflation on the ISC's budget, we made no assumption regarding the state's economic growth or decline. However, the apparent recession may require reassessment during our next annual review.

Federal funds are not likely to continue to be available. Consequently, the ISC's budget reflects increased, and ultimately total reliance, on State funds as a revenue source. If federal funds are available, they will likely be only for specific program development. The ISC will continue to be aware of the availability of such funds and will attempt to utilize them when and if they are available.

The development of new facilities is probably inevitable and would, of course, have a significant impact on ISC. However, due to the lengthy process of planning such projects, the ISC staff did not feel that major construction is likely during the period covered by the Long Range Plan. Future developments in this area will be given serious attention by the ISC planning staff.

It should also be noted that economic changes may have a different impact on each of the four island branches. Consequently, each island will have to give future consideration to specific economic changes.

### 3. Technological Changes

In the Hawaii Criminal Justice System, the most significant technological changes/advancements appear to be in the area of computer assisted information processing. It is both necessary and inevitable that the system will experience

increased reliance on the use of computer assisted information processing. It is assumed that the refinement of our processing capabilities will increase efficiency and ultimately impact the ISC in the area of manpower utilization and budget allocation. The budget and staffing projections were developed in light of this assumption. If advancements are not realized, it may be necessary to increase both the staffing and budget projection.

Technological changes in other areas were also considered. The ISC assumes, however, that no significant advances will occur in the areas of : (1) social sciences and treatment of behavioral problems; (2) judicial processing; (3) law enforcement practices/capabilities; or (4) institutional or community-based correctional practices/capabilities. If such changes do occur, they will be considered during the annual review process.

### 4. Political Changes

In the preparation of the Long Range Plan, the ISC staff did not assume any significant political changes would occur. The political realities of the criminal justice system were given considerable attention and reflected in the phasing sequence of the program implementation priorities. Future changes in leadership, philosophy, or organization may require a reassessment.

### 5. Population Changes

In the preparation of the Long Range Plan, the ISC staff assumed no significant changes in the general demographics of the State's population. As trends become more clear, they will be addressed in the annual review and the forthcoming short-range plans.

- o Guidance and technical service for voluntary referrals and admitted persons.
- o Correctional diagnostic and evaluation services for diversionary determinations, pre-sentence investigations, post-sentence prescription program planning for committed persons.
- o Short term residential detention for persons awaiting judicial disposition and who have not been conditionally released.
- o Provide other personal and correctional services as needed.
- o Monitors and records the progress of persons admitted to the center who undergo further treatment or who participate in prescribed correctional programs.
- o Refer persons in selected cases to community programs: pending judicial disposition, where judicial proceedings are discontinued or where judicial proceedings are suspended.
- o Provide for adult persons, correctional services including but not limited to:
  - Orientation, social evaluations, psychiatric/psychological evaluations, employment counseling, social inventory and programming, medical services, community program referrals.

Many of the services identified above have not been fully implemented by the Intake Service Center (ISC). This

#### B. Organizational Development Constraints

The development of the Intake Service Center up until this point in time has been largely dependent on the acquisition of federal resources to support agency activities. For that reason, agency development has been slow.

In the last year or so, the Intake Service Center has been gaining momentum organizationally. This momentum was initiated, in part, through the development of a comprehensive system of outcome objectives which included a definitive mission statement. Later a specific delineation of process objectives was made and those activities were prioritized for implementation. This effort resulted in a clear decision on agency direction for 1979.

This Plan is much more ambitious than a short range implementation plan in the sense that agency objectives, organizational structuring, and anticipated budget requirements are projected over the next eight years.

The basic guide for this eight year Plan is Act 179, Session Laws of Hawaii, 1973. Through this legislation, as reiterated earlier, the Intake Service Center was created and general program requirements were identified.

The statutory language from Act 179 which mandates the provision of program services is specified in more detail below:

fact is largely due to duplicate mandates between the ISC and other criminal justice agencies. For example, the pre-sentence investigation function is assigned to both the Judiciary and the ISC. This has resulted in the ISC providing partial pre-sentence investigation services on the neighborislands, while the Judiciary provides all such services on Oahu. Similarly, the ISC is mandated to engage in prescriptive programming for persons committed to the correctional system. At the present time the Corrections Division, located in the Department of Social Services and Housing is the only agency providing this service.

From the point of view of Intake Service Center staff, the Hawaii Justice System is in a transitional stage in terms of fully implementing Master Plan concepts. The subsequent sections of this document will identify the projected program changes forseen during the next five years.

In July of 1976, the Intake Service Center Advisory Board formulated and recommended to the Governor the initial goals and objectives of the Intake Service Center. This early specification of agency direction was absolutely required to provide the newly appointed Executive Director with minimum guidelines on how to develop the agency.

The over-arching goal statement by the Advisory Board was: "to effect a cooperative working relationship

among the criminal justice system to achieve the goal of protection of society and provide the offender with an opportunity for rehabilitation or redirection." The Advisory Board went on to specify objectives which the Intake Service Center should strive to achieve.

The objectives were to:

1. "Establish intake screening that emphasizes the diversion of individuals."
2. "Provide diagnostic services and recommendations which will ensure appropriate disposition of individuals."
3. "Monitor the adjustment of individuals and effectiveness of programs."
4. "Promote the development of appropriate governmental and private treatment programs, both community-based and institutional."
5. "Provide appropriate coordination and referral services to criminal justice system and community agencies."

The stated goal and objectives by the Advisory Board were taken almost verbatim from Act 179 and provided the agency with initial guidelines to implement programs on a state-wide basis. However, it became evident by December 1978 upon the completion of the first ISC Advisory Board evaluation of the agency that the ISC required a clearer perspective on agency direction. This shortcoming was

also noted by the State Legislature during the 1979 session at which time a proviso was added to the agency budget which called for two separate evaluations of the agency. One evaluation was requested to determine the content, direction, and design of the ISC; and, the second evaluation called for a re-assessment of the Hawaii Correctional Master Plan and the role and function of the ISC in relation to it. In essence, these events encouraged ISC staff to develop a comprehensive structure of objectives to direct the agency in pursuing its mandated functions.

A major breakthrough came about in the third quarter of FY 1978-79 with the actual development of a hierarchy of outcome objectives of the ISC, thus establishing clearer program direction of the agency. It is anticipated that this hierarchy of objectives would enable the ISC to be evaluated by an objective standard in the future through the utilization of longitudinal, baseline data. In addition, these objectives will serve as a guide in meeting program planning budget system (PPBS) requirements. Quarterly reviews and annual assessments of the agency and its accomplishments will contribute to the improvement of the ISC. Finally, future assessments and evaluations of the ISC will be easier since the agency's hierarchy of objectives can be used to monitor the organizational performance of all ISC units.

The following Section presents the structure of outcome objectives which guides agency efforts in planning, research, and the provision of services.

#### IV. Structure of Objectives

The Intake Service Center has been striving to develop a comprehensive structure of objectives that would be inclusive of the ultimate ends that the agency seeks as well as the day-to-day processes that would be engaged in by agency units to contribute to the achievement of those ultimate ends. This effort has resulted in a systematic delineation of all agency objectives into two separable groups. The first group of objectives is composed of a hierarchical grouping of outcome objectives. This group of objectives represents the ultimate ends that the agency is striving to achieve. The second grouping of objectives has been termed process objectives. These objectives are representative of the processes that must be engaged in by the organizational units to contribute to the achievement of outcome objectives.

To assist in the explanation of the objectives structure, the following definitions have been developed to assist in distinguishing the difference between outcome and process objectives:

- o Outcome objectives --- those objectives which state where the agency ultimately wants to end up in measurable and achievable terms.
- o Process objectives --- a reflection of the activities and tasks that are conducted to contribute to the achievement of outcome

objectives. It should be emphasized that the achievement of a process objective alone is an end in itself, but it will not necessarily reflect the achievement of an agency's effectiveness.

A. Outcome Objectives

The outcome objectives portion of the structure of objectives consists of a hierarchically ordered series of components. These components are: (1) the mission statement, (2) basic objectives, (3) transitional objectives, and (4) measurable objectives.

The mission statement is a declaration of the ultimate goal or purpose of the agency. The basic objective is intended to state the primary outcomes pursued by the total agency in general terms as interpreted by the Intake Service Center. The transitional objectives define the basic objectives with further precision, which is often required by logic to be able to comprehensively state the agency's measurable objectives. Finally, measurable objectives state basic objectives in more exacting detail, and with more precision than do transitional objectives. Measurable objectives possess the desired attribute of measurability, and achievability. The effectiveness measure will reflect the extent to which the measurable objective has been achieved.

1. Mission Statement

The first component of the hierarchy of outcome objectives is the mission statement. This component of the objective's structure reads as follows:

<p>MISSION STATEMENT</p> <p>TO FACILITATE, COORDINATE, AND ENHANCE THE PRESERVATION AND MAINTENANCE OF PUBLIC AND SOCIAL ORDER, AND THE REPRESENTATION OF THE PUBLIC INTEREST BY ENSURING THE QUALITY OF JUSTICE; THE RESPECT FOR INDIVIDUALS; AND THE VIABILITY OF HUMAN POTENTIAL.</p>
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In developing the agency mission statement, ISC staff tried to conceive of the absolute, ultimate reason why the agency is in existence. To accomplish this an analysis was done through planning sessions to review from our perspective why each major agency in the Hawaii Criminal Justice System is in existence. After considerable debate it was decided that the role of the Intake Service Center should be viewed in relation to all other agencies in the system. Based on this perspective staff agreed that the ultimate purpose of the Intake Service Center was to facilitate, coordinate, and enhance . . . the functioning of other agencies in the system.

The wording in the mission statement which follows represents the staff view of the role of other agencies in the criminal justice agencies in Hawaii.

For example, the words "preservation of public and social order" could easily be attributed to all agencies in the criminal justice system. Such wording certainly would apply to the police and perhaps even to the National Guard from the most global perspective. Other agencies, like the judiciary and corrections, also play a role in pursuing this lofty goal, and the Intake Service Center staff feel that this is something that must be pursued by them as well.

The next phrase of the mission statement talks about "the representation of the public interest by ensuring the quality of justice...". This phrase perhaps applies most specifically to the prosecutor, public defender, and the judiciary who are involved most often in the adjudication of these types of issues. However, here again, staff felt that this ideal is one that must be pursued by this agency.

The next phrase "the respect for individuals..." is an attempt to infuse the notion of humanity into our endeavors. Staff felt that without the

enumeration of this basic human value that the rest of the mission statement would somehow seem hollow, and meaningless.

Finally, the statement "the viability of human potential ..." added the notion of a commitment to a service or rehabilitation concept which would provide meaning to the other actions of the agency. This agency position distinguishes itself readily from the preference for simple punishment of offenders, but not at the expense of public safety.

## 2. Basic Objectives

The second component of the hierarchy contains the basic objectives of the Intake Service Center. Each basic objective reflects a theme which the agency pursues. For example, basic objective 1.0 deals with community protection. This ultimate end that the agency is striving for relates directly to the problem statement, as do all the basic objectives. All criminal justice agencies that provide direct services to offenders have an obligation to strive for community protection in carrying out their program activities. This is especially true for the Intake Service Center since line staff contribute to decision making processes where an offender may be released on his/her own

recognizance or be diverted into some type of alternative programming.

Basic objective 2.0 deals with maximizing the level and quality of service that the agency provides. This objective ties in with community protection in the sense that in addition to being concerned about public safety, there should also be concern that all agency staff maximize their performance in relation to their clients and the community.

Basic objective 3.0 deals with the subject of conflict resolution. This objective urges that Intake Service Center staff try to minimize the extent of negative consequences that might result between the worker and the client. The presumption here is that the worker should be able to interact with justice system clients with a minimum amount of negative interaction. The extent to which this objective can be achieved will enhance the achievement of the service objective (2.0).

Finally, basic objective 4.0 deals with overall administration of the agency. This objective is perceived as a facilitative objective in the sense that it should enhance outcomes in the community protection, service, and conflict resolution areas. Much of this objective deals

specifically with outcomes in executive leadership and justice system coordination.

All of the basic objectives deal with agency outcomes in general terms. Transitional objectives and measurable objectives will deal with the objectives in more measurable terms.

3. Transitional Objectives

The transitional objectives are deleted due to space limitations. The enumeration of this set of objectives was necessary to arrive at the measurable objective level, but is not critical to an understanding of what outcomes the Intake Service Center intends to achieve.

4. Measurable Objectives

The measurable objectives that are itemized within the structure of objectives are those of the Intake Service Center. Measurable objectives have been developed for each basic objective area, based on the number of identifiable outcomes that the agency can foresee being held accountable.

Measurable objectives state basic objectives in more exacting detail and with more precision than do transitional objectives. They possess the desired attribute of measurability. Coupled with the measurable objectives in the outcome objectives structure are measures of effectiveness. Effectiveness is the extent to which an agency

achieves its outcome objectives. Each measurable objective will have at least one measure of effectiveness.

5. Hierarchy of Outcome Objectives



Basic Objective 1.0  
Community Protection  
To minimize the occurrence  
and the effects of crime.

Measurable Objectives 1.1  
To minimize the number of those major violent crimes against persons:  
- Homicide  
- Forcible rape  
- Robbery  
- Aggravated Assault  
that are committed by persons who are placed on pretrial release or diverted to alternative community programming.

Measurable Objective 1.2  
To minimize the number of major crimes against property such as:  
- Larceny  
- Burglary  
- Vehicle theft  
that are committed by persons who are placed on pretrial release or diverted to alternative community programming.

Measurable Objectives 1.3  
To minimize lesser crimes against persons and property including but not limited to:  
o Forgery  
o Fraud  
o Embezzlement  
o Stolen property  
o Vandalism  
o Prostitution  
o Narcotic Drug Laws  
o Offenses Against the Family and Children  
o Driving Under the Influence; Liquor Law Violation.  
o Disorderly Conduct  
that are committed by persons placed on pretrial release or diverted to alternative community programming.

Measurable Objectives 1.4  
To minimize negative consequences to citizens such as:  
- Property damage and loss  
- Injury  
- Injury requiring hospitalization.  
- Death  
through the acts or persons on pretrial release.

Measurable Objective 1.5  
To minimize the number of escapes from custody.

Effective Measures 1.1.1  
Proportion of those persons placed on pretrial release or diverted to alternative community programming who are alleged to have committed a major violent crime against a person such as:  
- Homicide  
- Forcible rape  
- Robbery  
- Aggravated Assault  
as evidenced by their arrest reported by the police.

Effective Measures 1.2.1  
Proportion of those persons placed on pretrial release or diverted to alternative community programming who are alleged to have committed a major property of crime such as:  
- Larceny  
- Burglary  
- Vehicle theft  
as evidenced by their arrest reported by the police.

Effective Measures 1.3.1  
Proportion of persons placed on pretrial release or diverted to alternative community programming who are alleged to have committed a lesser crime against persons or property such as:  
o Forgery  
o Fraud  
o Embezzlement  
o Vandalism  
o Prostitution  
o Narcotic Drug Laws  
o Offenses Against the Family and Children  
o Driving Under the Influence; Liquor Law Violation.  
o Disorderly Conduct  
as evidenced by their arrest reported by the police.

Effective Measures 1.4.1  
Rate of occurrence in which citizens experience negative consequences such as:  
- Property damage and loss  
- Injury  
- Injury requiring hospitalization  
- Death  
by persons on pretrial release per 100 persons released as verified by reports from the police.

Effective Measures 1.5.1  
Proportion of persons admitted to correctional facilities who escape.

Effective Measures 1.1.2  
Proportion of those persons placed on pretrial release or diverted to alternative community programming who are alleged to have committed a major violent crime against a person such as:  
- Homicide  
- Forcible rape  
- Robbery  
- Aggravated Assault  
as evidenced by their conviction by the court.

Effective Measures 1.2.2  
Proportion of those persons placed on pretrial release or diverted to alternative community programming who are alleged to have committed a major property of crime such as:  
- Larceny  
- Burglary  
- Vehicle theft  
as evidenced by their conviction by the court.

Effective Measures 1.3.2  
Proportion of persons placed on pretrial release or diverted to alternative community programming who are alleged to have committed a lesser crime against persons or property such as:  
o Forgery  
o Fraud  
o Embezzlement  
o Vandalism  
o Prostitution  
o Narcotic Drug Laws  
o Offenses Against the Family and Children  
o Driving Under the Influence; Liquor Law Violation.  
o Disorderly Conduct  
as evidenced by their conviction by the court.

Effective Measures 1.5.2  
Rate of persons who are admitted into correctional facility custody that escape per 100 persons admitted.

**Basic Objective 2.0**  
Service  
To maximize the level and quality of those pretrial release and intake/diagnostic services authorized by Federal, State, and/or local governments provided to the community and/or local governments.

**Measurable Objectives 2.1**  
To maximize the quality of service to the client and to the community by referring to the court individuals who are deemed to be suitable candidates for pretrial release.

**Effective Measures 2.1.1**  
Proportion of persons recommended to the court for pretrial release that are accepted and approved.

**Measurable Objectives 2.2**  
To maximize the quality of service to the community and State/local governments by ensuring that those persons released on pretrial recommendations appear as scheduled in court.

**Effective Measures 2.2.1**  
Proportion of persons released on pretrial recommendations that appear as scheduled in court.

**Measurable Objectives 2.3**  
To maximize the quality of testimony given in legal proceedings.

**Effective Measures 2.3.1**  
Proportion of instances in which the quality of pretrial services worker testimony is rated satisfactory by the judge.

**Measurable Objectives 2.4**  
To minimize the number of instances in the institution in which there are negative consequences including:  
- contraction of disease  
- aggravation of injuries  
- death  
due to inadequate medical screening.

**Effective Measures 2.4.1**  
Proportion of medical screenings conducted in the correctional facility, which result in negative consequences including:  
- contraction of disease  
- aggravation of injuries  
- death  
due to inadequate medical screening.

**Measurable Objectives 2.5**  
To minimize the number of instances in the institution in which there are negative consequences including:  
- property damage  
- injury  
- death  
due to inadequate social psychological screenings.

**Effective Measures 2.5.1**  
Proportion of psychological screenings conducted in the correctional facility which result in negative consequences including:  
- property damage  
- injury  
- death  
due to inadequate social psychological screenings.

**Measurable Objectives 2.6**  
To minimize the number of instances in which there are negative consequences including:  
- commission of crimes, excluding death  
- injury to others  
- death  
due to inadequate pre-release screening and post-release follow-up.

**Effective Measures 2.6.1**  
Proportion of pre-released screenings which result in negative consequences including:  
- commission of crimes, excluding death  
- injury to others  
- death  
due to inadequate pre-release screening and post-release follow-up.

**Basic Objective 2.0**  
Service  
To maximize the level and quality of those pretrial release and intake/diagnostic services authorized by Federal, State, and/or local governments provided to the community and/or local governments.

**Measurable Objectives 2.1**  
To maximize the quality of service to the client and to the community by referring to the court individuals who are deemed to be suitable candidates for pretrial release.

**Effective Measures 2.1.1**  
Proportion of persons recommended to the court for pretrial release that are accepted and approved.

**Measurable Objectives 2.2**  
To maximize the quality of service to the community and State/local governments by ensuring that those persons released on pretrial recommendations appear as scheduled in court.

**Effective Measures 2.2.1**  
Proportion of persons released on pretrial recommendations that appear as scheduled in court.

**Measurable Objectives 2.3**  
To maximize the quality of testimony given in legal proceedings.

**Effective Measures 2.3.1**  
Proportion of instances in which the quality of pretrial services worker testimony is rated satisfactory by the judge.

**Measurable Objectives 2.4**  
To minimize the number of instances in the institution in which there are negative consequences including:  
- contraction of disease  
- aggravation of injuries  
- death  
due to inadequate medical screening.

**Effective Measures 2.4.1**  
Proportion of medical screenings conducted in the correctional facility, which result in negative consequences including:  
- contraction of disease  
- aggravation of injuries  
- death  
due to inadequate medical screening.

**Measurable Objectives 2.5**  
To minimize the number of instances in the institution in which there are negative consequences including:  
- property damage  
- injury  
- death  
due to inadequate social psychological screenings.

**Effective Measures 2.5.1**  
Proportion of psychological screenings conducted in the correctional facility which result in negative consequences including:  
- property damage  
- injury  
- death  
due to inadequate social psychological screenings.

**Measurable Objectives 2.6**  
To minimize the number of instances in which there are negative consequences including:  
- commission of crimes, excluding death  
- injury to others  
- death  
due to inadequate pre-release screening and post-release follow-up.

**Effective Measures 2.6.1**  
Proportion of pre-released screenings which result in negative consequences including:  
- commission of crimes, excluding death  
- injury to others  
- death  
due to inadequate pre-release screening and post-release follow-up.

Basic Objective 3.0  
Conflict Resolution  
To minimize disorder  
resulting from personal  
stress and disorganization  
subsequent to ISC  
intervention.

Measurable Objectives 3.1  
To minimize deaths, injur-  
ies, property damage and  
criminal consequences  
brought about by personal  
stress or disorientation  
problems such as:  
- Alcoholism  
- Drug abuse  
- Mental illness/other  
social problems  
subsequent to ISC  
intervention.

Effective Measures 3.1.1  
Proportion of persons  
screened for intake  
services in which personal  
stress or disorientation  
is exhibited in which  
there was negative conse-  
quences subsequent to ISC  
intervention, including:  
- Property damage  
- Injury  
- Injury requiring  
hospitalization  
- Death

**Basic Objective 4.0**  
**Administration**  
To maximize the achievement of those objectives which facilitate the fulfillment of the primary responsibilities of the ISC and other criminal justice and/or community service agencies for the State of Hawaii.

**Measurable Objectives 4.1**  
To maximize the ISC community leadership role in the pretrial and intake/diagnostic service areas and to coordinate, cooperate, and plan with other elements of the criminal justice system, with appropriate public and private agencies, and with other units of State/local governments.

**Measurable Objectives 4.2**  
To maximize the number of instances in which:  
- Other criminal justice agencies  
- State/local government agencies  
are persuaded to conduct activities that will facilitate the fulfillment of primary ISC responsibilities.

**Measurable Objectives 4.3**  
To maximize the number of instances in which the ISC conducts activities that contribute to the achievement of the objectives of:  
- Other criminal justice agencies  
- Other State/local government agencies  
without interfering with the fulfillment of primary ISC responsibilities.

**Effective Measures 4.1.1**  
Composite ratings of ISC community leadership role in pretrial and intake/diagnostic service areas and coordinating cooperation, and planning with other elements of the criminal justice system with appropriate public and private agencies, and other units of State/local governments as determined by rating instrument administered to agency heads.

**Effective Measures 4.2.1**  
Proportion of instances in which other criminal justice agencies and other State/local government agencies are persuaded to conduct activities that will facilitate the fulfillment of primary ISC responsibilities.

**Effective Measures 4.3.1**  
Proportion of instances in which the ISC agrees to conduct activities which contribute to the achievement of other criminal justice agencies and other State/local government agencies.

B. Process Objectives

This section contains a complete enunciation of process objectives for line and staff units. Process objectives are a reflection of activities that are conducted to contribute to the achievement of outcome objectives. Achievement of process objectives alone are ends in and of themselves, but this will not necessarily reflect the achievement of agency effectiveness.

Process objectives for the Intake Service Center line units are sub-divided by program area. Within each program area, the process objectives have been identified by target areas that will be pursued between 1980-87. Process objectives for executive and staff units, on the other hand, are broken down by functional area since their efforts will tend to be more generic in relation to branch activities.

1. Office of the Executive Director Process Objectives by Functional Area

A. Program Planning

1. To direct central office and branch administrators to develop long and short-range agency implementation plans to guide all program, planning, and research/systems activity.
2. To direct the development of agency goals and objectives regarding programs and services which will be used in all program planning and policy documents.
3. To direct the use of agency fiscal and personnel resources in the design and implementation of programs.
4. To monitor the activities of programs and to direct corrective action which will alleviate any operational problems; and to ensure compliance with policies and plans.
5. To direct the preparation and control of Intake Service Center program budget plans.
6. To direct and monitor the development of program action grant applications to State or Federal law enforcement agencies.
7. To direct the preparation of program feasibility studies and staff concept papers.
8. To coordinate interagency joint program planning efforts.
9. To direct internal program evaluation efforts for the purposes of re-funding, re-organization, or modification of service.

B. Management/Administration

1. To conduct regular agency-wide staff meetings for the purpose of communicating information necessary for improved administration of all Intake Service Center offices and sections.
2. To conduct regular central office administrators' meetings for the purpose of communicating information necessary for improved central office administration.

3. To conduct regular branch administrators' meetings for the purpose of communicating information necessary for improved branch-level administration.
4. To direct recruitment and employment of the staff necessary for the effective operations of the State Intake Service Center.
5. To establish annual staff development and training priorities for the State Intake Service Center.
6. To direct the preparation of management-oriented policies and procedures with regard to training, personnel, grievance, work schedules, dissemination of information, etc.
7. To assist the Governor's Office in developing and negotiating effective labor-management relations capability.

C. Operations

1. To direct the development with branch administrators, operations policies and procedures for offender contact branches.
2. To direct and monitor services provided to offenders by Intake Service Center personnel through meetings with branch administrators and key line officers.
3. To work with other criminal justice agency administrators in developing interagency operations in the Criminal Justice System.
4. To direct and monitor the development of a comprehensive Intake Service Center information system which will collect, store, analyze, and display information for operational and planning administrative use.
5. To direct the monitoring of the adherence of operational units to agency methods, rules, regulations, policies, and procedures.

D. Public Relations/Liaison

1. To work with administrators of other criminal justice agencies in order to establish good public relations.
2. To meet regularly with the Governor or his designate(s) in discussing the programs of the State Intake Service Center.

3. To maintain a public education and outreach program which publicizes the activities and objectives of the State Intake Service Center or any of its programs and/or projects.
4. To develop and provide opportunities for students, offenders, or community members' involvement through field training or volunteer placement with the Intake Service Center.
5. To establish and maintain an effective relationship with the Hawaii State Legislature and its key committees which includes responding to informational requests, arranging visits to any of the Intake Service Center branches or program sites, and preparing and presenting testimony at committee or special hearings/meetings.
6. To direct the preparation of the Intake Service Center annual report before the opening of each Hawaii Legislative session.
7. To work with the Advisory Board in developing policies guiding the activities of the Intake Service Center.
8. To meet regularly with the Advisory Board and its chairperson in communicating information to the operations and administration of the Intake Service Center.

2. Line Unit Process Objectives By Program Area

a. Pretrial Services

1. To maintain the current release on recognizance function which provides evaluation services for felons at correctional detention facilities.
2. To work with the Police Department to explore methods of expanding the release on recognizance function which includes performing evaluation services for misdemeanants at the police cellblock.
3. To work with the Judiciary to explore methods of expanding the release on recognizance function which includes performing evaluation services for misdemeanants at District Court.
4. To work with the Judiciary to explore methods of expanding the release on recognizance function which includes performing evaluation services for felons at Circuit Court.
5. To work with the Police, Prosecutor, and Judiciary to explore methods of making the release on recognizance function more efficient in terms of (a) processing time and (b) judicial procedure.
6. To work with the Police, Prosecutor, Judiciary and other criminal justice agencies in assessing the criteria utilized to perform release

7. To work with the Prosecutor, Judiciary, and other criminal justice agencies to consider expanding the utilization of release on recognizance functions for (a) regular release, (b) supervised release, and (c) third party release.
8. To work with the Judiciary to develop acceptable release on recognizance interview, report, and other forms for the purpose of documenting information for the courts to determine pretrial disposition.
9. To develop with the Judiciary, Prosecutor, and other criminal justice agencies an acceptable procedure for relaying defendant information prior to and following judicial disposition.
10. To develop with the Judiciary an acceptable method of reporting defendant progress while on release in terms of (a) general compliance with the terms and conditions of release, (b) response to treatment received or program on recognizance evaluations in relation to (a) predictive capability, (b) ensurance of public safety, and (c) other considerations deemed necessary or essential to determine eligibility for release.



- placement, and (c) overall assessment of defendant adjustment.
11. To work with the Judiciary in assessing and coordinating services and referrals for pretrial defendants.
  12. To perform release on recognizance interviews and evaluations for misdemeanants at the police cellblock.
  13. To perform release on recognizance interviews and evaluations for misdemeanants at District Court.
  14. To perform release on recognizance interviews and evaluations for felons at Circuit Court.
  15. To perform appropriate referrals for pretrial defendants subject to release on recognizance evaluations as necessary.
  16. To monitor defendants who have been released on recognizance according to (a) general compliance with the terms and conditions of release, (b) response to treatment received or program placement, and (c) overall assessment of defendant adjustment.
  17. To provide defendant information, by request, to the courts to assist in judicial disposition in the form of written or oral testimony or report.

18. To document court appearance data for defendants screened by the Intake Service Center who are placed on release on recognizance.
  19. To work with the Police, Prosecutor, Judiciary and other criminal justice agencies to monitor release on recognizance in terms of procedural and other operational deficiencies to ensure its consistent application and efficient and appropriate use for pretrial defendants.
- b. Drug and Alcohol Abuse Diversion
1. To explore and assess currently available and potential community drug and alcohol programs.
  2. To work with the Police, Prosecutor, Judiciary and other criminal justice agencies to discuss the use of drug and alcohol abuse diversion for pre-sentence and post-conviction persons.
  3. To work with the Police, Prosecutor, Judiciary, Corrections Division, and other criminal justice agencies to discuss drug and alcohol diversion in terms of (a) currently available programs and services, (b) needed services and programs, and (c) potential programs and services.
  4. To work with the Police, Prosecutor, Judiciary, Corrections Division, and other criminal

- justice agencies to discuss criteria for screening and placement of pre-sentence and post-conviction persons in drug and alcohol programs and services.
5. To work with private and public community-based drug and alcohol programs to negotiate placement of pre-sentence and post-conviction persons.
  6. To work with private and public community-based drug and alcohol programs to negotiate expansion of current services based on the direction indicated by the criminal justice system.
  7. To work with the Police, Prosecutor, Judiciary, Corrections Division and other criminal justice agencies in designing new drug and alcohol programs as needed.
  8. To assist in the preparation of grant requests for the purpose of pursuing federal and/or local funding for new drug and alcohol programs.
  9. To work with the Prosecutor, Judiciary, Corrections Division and community-based drug and alcohol programs to determine screening and referral procedures for placement of pre-sentence and post-conviction persons.
  10. To develop with the Judiciary, Corrections Division and community-based drug and alcohol

- programs methods of monitoring, documenting and reporting the progress of persons placed in programs.
11. To plan along with the community-based drug and alcohol programs staff training in the areas of screening, diagnosis, referral, and follow-up of pre-sentence and convicted persons for drug and alcohol programs.
  12. To negotiate and develop working agreements with drug and alcohol programs which will facilitate prosecutorial, judicial, and agency referrals to community-based programs.
  13. To prepare for the Judiciary, by request, assessments of pre-sentence and post-conviction persons in terms of their need for drug and alcohol placement to assist in judicial disposition.
  14. To directly refer persons requiring drug and alcohol treatment to programs who are on release on recognizance or are non-criminal justice types.
  15. To provide liaison services for persons directed by the courts to receive drug and alcohol treatment.
  16. To monitor the progress of pre-sentence and post-conviction persons placed in community-based drug and alcohol programs.

17. To report to the courts as instructed, of progress of pre-sentence and post-convicted persons placed in community-based drug and alcohol programs.
18. To conduct pre-release screening interviews of program participants upon their termination for cause or successful completion of the program.
19. To document the release of the offender from the program and to submit the documentation to the appropriate authority.
20. To work with the Prosecutor, Judiciary, and community-based drug and alcohol programs to assess the operational procedures of drug and alcohol diversion for the criminal justice system in terms of (a) assessment/diagnostic capability, (b) report/referral appropriateness and expediency, and (c) effectiveness of follow-up/monitoring.

c. Neighborhood Justice Centers

1. To work with neighborhood justice centers, the Judiciary, and other criminal justice agencies to consider community mediation as a pre-sentence diversion and sentencing alternative.
2. To assist neighborhood justice centers, the Judiciary, and other criminal justice agencies in developing community mediation as a pre-sentence diversion and sentencing

- alternative for Hawaii.
3. To refer pre-sentence defendants on release directly to neighborhood justice centers who have either personally requested such service or have been directed by the court to be referred to centers.
  4. To develop methods of monitoring defendant referrals to neighborhood justice centers.
  5. To conduct post-mediation screening interviews of program participants.
  6. To document participant outcome from the program and to submit the documentation to the appropriate authority.

D. Community Service Restitution

1. To work with the Prosecutor, Public Defender, Judiciary and other criminal justice agencies to explore community service restitution as a sentencing complement or alternative.
2. To identify private and public agencies or establishments which are receptive to the concept of community service restitution.
3. To obtain commitments from private and public agencies or establishments willing to accept placements of pre-sentence or post-conviction persons for the purpose of receiving community service restitution as a prosecutorial and judicial diversion.

4. To work with the Prosecutor, Public Defender, Judiciary and other criminal justice and community agencies in determining criteria for screening and referral of pre-sentence and post-conviction persons in community service restitution placements.
5. To work with the Prosecutor, Public Defender, Judiciary and other criminal justice and community agencies to determine standards of community service for use as sentencing complements or alternatives and for the purpose of monitoring program compliance.
6. To assist in the preparation of a community service restitution program design for use in Hawaii as the subject of federal and/or local funding grant requests.
7. To establish the range of community service restitution placements available for prosecutorial and judicial consideration.
8. To determine the required staffing pattern for the agency in terms of administering and coordinating the community service restitution program for Hawaii.
9. To develop community service screening capability in the pre-sentence and post-conviction stages for the Intake Service Center in terms of assessment, placement/referral, and documentation.

10. To recommend, at the request of the courts, appropriate community service restitution placements for pre-sentence and post-conviction persons in the form of oral or written testimony or report.
  11. To refer pre-sentence and post-conviction persons for community service restitution.
  12. To monitor the performance of persons placed for community service restitution.
  13. To document progress of persons placed for community service restitution.
  14. To conduct pre-release screening interviews of program participants upon their termination for cause or successful completion of the program.
  15. To document the release of the offender from the program and to submit the documentation to the appropriate authority.
  16. To work with the Prosecutor, Judiciary and other criminal justice and community agencies to expand the scope and nature of community service restitution.
- e. Mental Health Programs
1. To assess the current availability, utilization, and nature of community-based mental health programs.

2. To consult the Judiciary, Corrections Division and other criminal justice and community agencies of the areas of expansion or refinement required for comprehensive use of mental health programs as pre-sentence and post-conviction diversion.
3. To work with the Prosecutor, Judiciary, Corrections Division and other criminal justice agencies and organizations to determine eligibility/screening criteria for diversion of pre-sentence and post-conviction persons.
4. To negotiate with currently established mental health programs acceptable methods of referral/placement of pre-sentence and post-conviction persons requiring mental health care.
5. To establish methods of monitoring and reporting progress of persons placed in mental health programs with the Judiciary and community-based mental health programs.
6. To develop with criminal justice and community agencies designs for new and needed mental health programs in terms of (a) services, (b) staffing, (c) location, (d) community receptiveness, and (e) funding.

7. To work with the Prosecutor, Judiciary and criminal justice and community agencies in establishing judicial procedure in referring pre-sentence and post-conviction persons to mental health programs.
8. To develop the Intake Service Center's diagnostic and assessment capability for determining appropriate recommendations to the Judiciary.
9. To provide staff training in the area of screening, diagnosing, documenting, and referring pre-sentence and post-conviction persons to mental health programs.
10. To develop with the Judiciary, Corrections Division and other criminal justice and community agencies appropriate documents for the purposes of screening, referring, and reporting information on pre-sentence and post-conviction persons either thought to require or placed in mental health programs.
11. To provide information on pre-sentence and post-conviction persons placed in community-based mental health programs to the courts as requested in the form of oral or written testimony or report.
12. To screen pre-sentence and post-conviction persons to determine mental health program placement and referral as requested.

13. To document assessment of pre-sentence and post-conviction persons thought to require or receiving mental health-treatment.
14. To monitor pre-sentence and post-conviction persons placed in mental health programs in terms of (a) general compliance with terms and conditions of the placement and (b) response to treatment/service.
15. To conduct pre-release screening interviews of program participants upon their successful or unsuccessful treatment/rehabilitation by the program.
16. To document the release of the offender from the program and to submit the documentation to the appropriate authority.
17. To assess with criminal justice agencies and mental health programs the efficacy of operational procedures in screening, referring, monitoring, and reporting on persons participating in mental health diversion.

f. Alternative Education/Vocational Programs

1. To assess the nature and scope of currently available alternative educational/vocational programs for pre-sentence and post-conviction persons.
2. To discuss with the Prosecutor, Judiciary and other criminal justice and community agencies the feasibility of educational/vocational diversion for pre-sentence and post-conviction persons.
3. To obtain commitments from the Prosecutor, Judiciary and other criminal justice and community agencies to participate in educational/vocational diversion for pre-sentence and post-conviction persons.
4. To identify with criminal justice and community agencies areas of expansion and/or refinement for the educational/vocational diversion program.
5. To determine with criminal justice and community agencies screening, selection/referral, and reporting criteria and procedures for educational/vocational program placement.
6. To work with criminal justice and community agencies to design educational/vocational diversion programs as needed.

7. To develop an educational/vocational assessment capability within the Intake Service Center involving staff recruitment/training and the development of an acceptable and integrated documentation format for the interviewing and screening process.
8. To perform educational/vocational assessments for pre-sentence and post-conviction persons.
9. To refer pre-sentence released persons to appropriate educational/vocational programs.
10. To submit educational/vocational assessments for pre-sentence detained and post-conviction persons as requested by the Judiciary.
11. To perform liaison functions on behalf of the Judiciary and other criminal justice and community agencies and pre-sentence and post-conviction persons with community-based educational/vocational programs upon placement.
12. To report to the Judiciary, as agreed or by request, on the progress of pre-sentence and post-conviction persons placed in community-based educational/vocational programs for the purpose of judicial disposition.
13. To monitor and document the progress of

- persons.
4. To obtain commitments from criminal justice and community-based employment programs to participate in the employment diversion program for pre-sentence and post-conviction persons.
5. To discuss areas of employment program expansion and refinement based on the perspectives of the Prosecutor, Judiciary, Corrections Division and other criminal justice and community agencies.
6. To determine acceptable eligibility criteria for placement in community-based employment programs through discussion with criminal justice and community-based employment programs.
7. To develop workable referral procedures for placement of pre-sentence and post-conviction persons in community-based employment programs in cooperation with the Prosecutor, Judiciary, Corrections Division and other criminal justice and community-based employment programs.
8. To establish methods of documenting and reporting the placement and progress of persons placed in community-based employment programs with the courts.

9. To develop a capability within the Intake Service Center for performing assessments of pre-sentence and post-conviction persons for placement in community-based employment programs which includes staff training and the development of necessary forms for interviewing and reporting.
10. To perform assessments for placements of pre-sentence and post-convicted persons in community-based educational programs.
11. To monitor the progress of persons placed in community-based employment programs in terms of (a) general compliance with the conditions and terms of their placement and (b) overall progress in response to program participation.
12. To report to the courts, as requested, the progress made by persons placed in community-based employment programs.
13. To conduct pre-release screening interviews of program participants upon their termination for cause or successful completion of the program.
14. To document the release of the offender from the program and to submit the documentation to the appropriate authority.
15. To work with criminal justice and community-based employment programs to assess the

- pre-sentenced and post-convicted persons placed in community-based educational/vocational programs.
14. To conduct pre-release screening interviews of program participants upon their completion or termination for cause from the program.
  15. To document the release of the offender from the program and to submit the documentation to the appropriate authority.
  16. To work with the Prosecutor, Judiciary, Corrections Division and other criminal justice and community agencies to expand and refine established educational/vocational diversion programs from both operational/procedural and programmatic perspectives.
- g. Employment Programs
1. To determine the nature and scope of currently available employment programs for pre-sentence and post-conviction persons.
  2. To discuss with the Prosecutor, Judiciary, Corrections Division and other criminal justice agencies the feasibility of community-based employment programs as prosecutorial and judicial diversion for pre-sentence and post-conviction persons.
  3. To approach currently existing and potential community-based employment programs regarding their participation in the employment diversion program for pre-sentence and post-conviction



operational and administrative efficiency of the community-based education diversion program.

h. Ten Percent Bail

1. To discuss the concept of ten percent bail with the Police, Public Defender, Prosecutor, Judiciary and other criminal justice agencies.
2. To obtain commitment from the Police, Public Defender, Prosecutor, Judiciary and other criminal justice agencies to support the ten percent bail program.
3. To obtain support from the State Legislature for the ten percent bail program.
4. To discuss procedures for performing and submitting evaluations for the ten percent bail program with criminal justice agencies.
5. To develop with criminal justice agencies methods and instruments for documenting information required to prepare ten percent bail release reports and for judicial decision-making.
6. To develop with the Judiciary criteria for evaluating and procedures for granting release on ten percent bail.
7. To monitor and document court appearance rates for persons released on ten percent bail.
8. To work with the Public Defender, Prosecutor, Judiciary and other criminal justice agencies

to assess and maximize the efficiency and efficacy of the ten percent bail program.

i. Furlough

1. To discuss the specific role that Intake Service Centers can play in the furlough release program with regard to performance of furlough eligibility interviews, records review, and reporting to Corrections Division Administrators.
2. To examine with the Corrections Division the current utilization of furlough for post-conviction persons in terms of the (a) nature of furlough release, (b) criteria used to determine eligibility, (c) individual assessment/evaluation procedure, (d) program success, and (e) operational policies and procedures.
3. To develop methods to expand and refine the current furlough program in terms of (a) nature of furlough release, (b) criteria used to determine eligibility, (c) individual assessment/evaluation procedure, and (d) operational policies and procedures.
4. To develop methods of improving the documentation of information for furlough evaluation in terms of instruments used to interview and report eligibility for furlough release.

5. To perform furlough release eligibility evaluations on post-convicted persons and to submit the evaluations for disposition determination by the Corrections Division.
6. To monitor post-convicted persons released on furlough status in terms of (a) general conditions and terms of release and (b) progress made if referred to community program.
7. To refer post-convicted persons eligible for furlough status to appropriate community-based programs and services, as deemed necessary.
8. To report to Corrections Division Administrators regarding the progress of persons placed on furlough.
9. To continuously work with the Corrections Division in improving the furlough program for Hawaii, particularly, the administrative policies and procedures, (b) operational activities, (c) eligibility criteria, (d) types of furlough granted, (e) conditions assigned to individual furlougees, (f) documentation of progress, (g) length of time for which furlough is granted, and (h) other factors which affect the program's operational efficacy and efficiency.
10. To document the successful completion or termination for cause of the offender by the Corrections Division from the furlough program.

j. Parole

1. To work with the Hawaii Paroling Authority and the Corrections Division to examine the Intake Service Center's role in preparing eligibility studies for parole release.
2. To work with the Hawaii Paroling Authority and Corrections Division in examining criteria used to determine eligibility for parole.
3. To work with the Hawaii Paroling Authority and Corrections Division in examining the methods used to document decision/evaluation regarding eligibility for parole.
4. To work with the Hawaii Paroling Authority and Corrections Division in examining current parole policies and procedures which govern (a) when evaluations are performed, (b) how evaluations are performed, (c) who is evaluated, and (d) other issues which pertain to the administration of parole.
5. To develop a parole evaluation instrument, instructions, revised policies and procedures, and relevant system of monitoring parole decisions with the Hawaii Paroling Authority and Corrections Division.
6. To perform parole eligibility evaluations and to submit such evaluations to the Hawaii Paroling Authority for disposition.
7. To document the release of the offender from the parole program.

k. Pretrial Not-Sentenced Facility Intake

1. To discuss with the Corrections Division and other criminal justice agencies the concept of pretrial not-sentenced facility intake in the framework of the central intake concept.
2. To develop the full range of services and tasks required of the Intake Service Center during pretrial not-sentenced facility intake in cooperation with the Corrections Division and other criminal justice agencies.
3. To discuss with the Corrections Division the pretrial not-sentenced facility intake functions of the Division and the Intake Service Center.
4. To arrive at a consensus with regard to the pretrial not-sentenced facility intake functions and responsibilities of the Corrections Division and Intake Service Center.
5. To obtain mutual commitments between the Corrections Division and the Intake Service Center with regard to pretrial not-sentenced intake facility functions to be performed at the facility.
6. To develop inclusive administrative and operational forms, policies, and procedures for use by the Corrections Division and Intake Service Center with regard to pretrial not-sentenced facility intake responsibilities at the facility.

7. To work with the Corrections Division in implementing pretrial not-sentenced intake forms, policies, and procedures which include (a) staff training, (b) test/trial phase, and (c) reworking sections of the policies and procedures as well as revision of forms.
8. To work with the Corrections Division to monitor the pretrial not-sentenced facility intake operations at the facility to assess (a) overall efficiency, (b) impact on custodial and program operations, and (c) judicial decisionmaking.
9. To conduct pre-release screening interviews of defendants upon the determination of their eligibility for release on recognizance/innocence.
10. To document the release of the defendants on release on recognizance/or determination of innocence.
11. To work with the Corrections Division to review and, when and where necessary, to revise pretrial not-sentenced facility intake activities and responsibilities at the facility in light of monitoring efforts in order to (a) increase intake efficiency, (b) improve custodial and program operations, and (c) enhance judicial decisionmaking.

1. Sentenced Facility Intake

1. To examine with the Corrections Division and other criminal justice agencies sentenced facility intake activities at the facility in light of the central intake concept.
2. To discuss with the Corrections Division the sentenced facility intake functions and responsibilities of the Division and the Intake Service Center.
3. To arrive at a consensus with regard to a delineation of sentenced facility intake responsibilities at the facility between the Corrections Division and Intake Service Center.
4. To examine with the Corrections Division current forms, policies, and procedures with regard to sentenced facility intake functions in light of (a) overall efficiency, (b) impact on custodial and diagnostic program operations, and (c) eventual determination of furlough and parole.
5. To work with the Corrections Division in revising and developing inclusive policies and procedures for sentenced facility intake and the facility which will enhance (a) overall efficiency, (b) increase custodial and diagnostic/program capability, and (c) further assist in determination of furlough and parole.

6. To work with the Corrections Division in implementing sentenced facility intake forms, policies, and procedures which includes (a) staff training, (b) test/monitoring phase, and (c) revision to enhance overall administrative and custodial/program operations.
7. To perform sentenced facility intake activities as designated by policies and procedures.
8. To conduct pre-release screening interviews of offenders upon their completion of sentence.
9. To document the release of the offender upon completion of his sentence.

m. Pre-Sentence Investigation

1. To examine with the Judiciary and other criminal justice agencies the pre-sentence investigation role of the Intake Service Center in terms of (a) full assumption of pre-sentence responsibilities (b) the format of pre-sentence investigation reports, (c) the information necessary and desirable for pre-sentence reports to assist in judicial disposition, (d) procedures for gathering/submitting information for sentencing disposition, and other issues of concern with regard to pre-sentence investigation.

- incarceration.
2. To discuss with the Judiciary the current guidelines, policies, and procedures utilized to assess and determine eligibility for probation.
  3. To discuss with the Judiciary a timetable for transferring the probation supervision function to the Intake Service Center.
  4. To discuss and determine with the Judiciary a desirable reporting format for judicial consideration of probation as a sentencing alternative.
  5. To discuss with the Judiciary desirable methods of documenting the activities/progress of probationers.
  6. To develop an organizational capability to provide supervision of probationers in terms of (a) staff recruitment and training, (b) development of internal policies and procedures, and other requirements.
  7. To perform the supervision of probationers function as agreed to between the Judiciary and the Intake Service Center.
  8. To refer the offender to the court upon discovery of non-compliance with the terms of probation.
  9. To conduct pre-release screening interviews for offenders upon their successful completion of probation.

2. To develop working agreements with the Judiciary with regard to the performance of duties and responsibilities of the Intake Service Center within the framework of pretrial not-sentenced intake at the facility.
  3. To develop an organizational capability to perform pre-sentence investigation as required by agreements made between the Judiciary and the Intake Service Center.
  4. To conduct pre-sentenced investigations for the judicial disposition of defendants.
  5. To submit pre-sentence investigation reports to the Judiciary for disposition.
  6. To monitor with the cooperation of the Judiciary, the (a) effectiveness of the report based on the timely submission and accuracy and pertinence of information and (b) overall assistance in judicial disposition.
  7. To continually examine, in cooperation with the Judiciary, means of improving the pre-sentence investigation process.
- n. Probation Supervision
1. To examine with the Judiciary, the responsibility of the Intake Service Center in performing supervision of probationers as well as the function of probation as a viable alternative or complement to sentenced

3. Individual Administrator Performance Process Objectives

a. Public Information

1. To establish the major objectives of a public information program.
2. To identify types of program and other pertinent information to be considered as "public" information.
3. To develop the methods and procedures by which public information will be disseminated.
4. To develop the methods and procedures by which the public can have access to agency information.
5. To monitor the dissemination of public information.
6. To assess the effectiveness of the public information program.
7. To modify the methods and procedures of the public information program, if necessary.

b. Public Education

1. To establish the major objectives of a public education program.
2. To identify the potential target groups of the public education program.
3. To determine the content of the public education program.
4. To develop the methods and procedures by which the public education program objectives can be accomplished.
5. To provide public education opportunities for the community regarding the Intake Service Center.
6. To monitor the public education efforts by the Intake Service Center.
7. To assess the effectiveness of the public education program.

10. To document the release of the offender from probation and to submit documentation to the appropriate authority.
11. To continually examine with the Judiciary methods of improving probation supervision in terms of (a) offender monitoring, (b) reporting probation performance, (c) revision of probation policy and procedures, and other aspects of this Intake Service Center responsibility.

8. To modify the methods and procedures of the public education program if necessary.

c. Public Relations

1. To establish the major objectives of the public relations program.
2. To identify the methods (strategies) by which good public relations may be fostered.
3. To identify the community agencies with whom public relations should be fostered.
4. To develop policies and procedures of the agency public relations program.
5. To promote public relations on behalf of the Intake Service Center.
6. To monitor the nature of public relations with other designated community agencies following implementation of the Intake Service Center public relations program.
7. To assess the effectiveness of the Intake Service Center public relations program.
8. To modify the methods and procedures of the public relations program, if necessary.

d. Criminal Justice System Coordination

1. To identify the function and nature of criminal justice coordination as a line administrative responsibility/activity.
2. To identify, in cooperation with the central office, the areas requiring coordination in the Hawaii Criminal Justice System.
3. To determine the methods and procedures by which criminal justice coordination can be achieved.
4. To implement the criminal justice coordination program of the Intake Service Center.
5. To monitor the criminal justice coordination efforts by the Intake Service Center.
6. To redefine areas, methods, and procedures of criminal justice coordination, if necessary.

4. OAS Process Objectives by Functional Area

a. Planning

1. Program Development

- a. To identify and assess the adequacy of ISC offender contact branch program services with the intent of establishing new program priority areas.
- b. To select new program priority areas based on their potential for fulfilling agency mandate requirements.
- c. To work with offender contact branches to develop appropriate program implementation plans including:
  - o Program milestones or outcome measures;
  - o Program key events or process objectives;
  - o Program personnel needs;
  - o Organizational needs;
  - o Program budget needs;
  - o Program implementation time frame.
- d. To secure the necessary state/federal funding to support new program priority areas.
- e. To secure the necessary technical and professional consultation services as needed in new program priority areas.
- f. To assist the offender contact branches in the implementation of new programs.

2. Program Coordination

- a. To review and provide feedback to the branches on activities, and to determine that the program

characteristics are consistent with the concept articulated in the implementation plan.

- b. To assess the impact of new progress on the functioning of other criminal justice or community agencies.
- c. To recommend changes in program characteristics based on the assessed impact on other criminal justice or community agencies.
- d. To revise the implementation plan in conjunction with the offender contact branches in accordance with recommended changes in program characteristics.

### 3. Program Evaluation

- a. Review program objectives.
- b. Identify key events that are crucial to the program attaining its objectives.
- c. To identify the logical linkages among the key events which are to be evaluated:
  1. Effectiveness
  2. Productivity
  3. Efficiency, or
  4. Workload
- d. Specify measure of success.
- e. Select evaluation methodology.
- f. Develop an evaluation plan.
- g. To work with OCIS to implement the plan and collect data.
- h. To work with OCIS to analyze and interpret the data.
- i. To write up the program evaluation.

### b. Administrative Support

#### 1. Policies and Procedures

- a. To assist the Executive Director in the development of policies and procedures governing the conduct of activities for the effective administration of the State Intake Service Centers.
- b. To assist the Executive Director in the development of inter-agency policies and procedures, agreements and contracts for the effective coordination of the ISC with external groups.

#### 2. Legislation

- a. To monitor and coordinate legislative matters relevant to the State Intake Service Centers.
- b. To assist the Executive Director in the development of suitable legislation for the effective administration of the State Intake Service Center.

#### 3. Organizational Development

- a. To assess the adequacy of the ISC organization and its components with the intent of identifying changes in organization structure.
- b. To assist the ISC organization and its components in analyzing and developing organizational changes in structure.



- c. To plan, develop, and process all recommended changes in organization structure.

4. Clerical Support

- a. To provide clerical support services for the effective administration of the State Intake Service Center.
  1. Screening, logging and distributing all mail.
  2. Maintaining correspondence and subject matter files.
  3. Provides clerical-steno typing services to Central office units.
  4. Greets and screens callers, handles requests involving standard information or refers callers as appropriate.
  5. Attends to procurement of office supplies, equipment, printing, maintenance services, etc, to see that the clerical services office is adequately provided for.
  6. Reviews correspondence and refers to appropriate persons; reviews all outgoing correspondence for clarity of format and typographical accuracy.
  7. Operates all office equipment, including but not limited to copy machines,

mag-card equipment, telephone equipment, etc.

c. Personnel Services

1. To develop a central system of recording and reporting all personnel transactions and movements.
  - a. Maintains a manning table.
  - b. Maintains individual personnel jackets.
2. To review, monitor and log all personnel action processes.
  - a. Leaves
  - b. Employment
  - c. Reallocations
  - d. Temporary assignments
  - e. Other personnel actions
3. To conduct process evaluations on manpower needs of the agency.
  - a. To secure data collection capabilities in conjunction with OCIS computer units.
  - b. To analyze data and recommend changes based on analysis.
4. To develop a central system of providing personnel information to all units.
  - a. Rules and Regulations
  - b. Policies and Procedures
  - c. Standard Operating Procedures

5. Training and Staff Development

- a. To assist the offender contact branches and offices in identifying and determining training and staff development needs with the intent of establishing priorities.
- b. To select training and staff development priorities on their potential of fulfilling agency mandated requirements.
- c. To work with offender contact branches/offices and develop appropriate training and staff development plans (individual or unit), including:
  1. Subject and content areas;
  2. Securing of training and resources;
  3. Training schedules.
- d. To secure necessary technical and professional consultation services in the area as needed.
- e. To assist the offender contact branches in implementing training and staff development programs.
- f. To monitor and provide feedback to offender contact branches/offices to determine that the program characteristics are consistent with the implementation plan.
- g. To assess the impact of the program on the personnel and units.

- h. To recommend changes to the program characteristics on the assessed impact of the program.
- i. To revise the implementation plan in conjunction with recommended changes.
- j. To evaluate the training and staff development program in:
  1. Effectiveness
  2. Productivity
  3. Efficiency, or
  4. Workload

d. Budget/Fiscal Services

1. Budget Preparation
  - a. To assist the offender contact branches/offices in identifying and selecting program budget requirements with the intent of selecting priorities.
  - b. To select priority areas based on their potential for fulfilling agency mandated requirements.
  - c. To work with offender contact branches/offices to develop appropriate program budget implementation plans, including:
    1. Linkages with outcome objectives and process objectives;
    2. Program description and/or approach;

3. Resource requirements;
  4. Implementation time frame.
  - d. To assist offender contact branches/ offices in analyzing program needs.
  - e. To coordinate the preparation of a central agency budget.
    1. Financial statements
    2. Justifications
    3. Data collection and submission
    4. Analysis
  - f. To submit budget requests and provide follow-up on budget preparation within State PPBS.
2. Budget Execution
    - a. To assist offender contact branches/ offices in establishing expenditure plans.
    - b. To provide financial planning guidance and analysis to offender contact branches/offices.
  3. Fiscal
    - a. To develop a central accounting and book-keeping system, including but not limited to:
      1. Process purchase orders;
      2. Preparation and control of warrant vouchers; central and administration of petty cash funds and disbursements, inventories and conduct of pre-audit functions.

- b. To develop appropriate records of all purchases and inventory items and prepares reports on these activities.
  - c. To develop central purchasing manual.
  - d. To monitor funds relative to contracts for private services, federal grant projects.
4. Variances
    - a. To coordinate variances with OCIS, other units and submit for processing.
  5. Evaluation
    - a. To provide on-going analyses of appropriations, expenditures, and deviations.
3. OCIS Process Objectives By Functional Area
    - a. Program Development
      1. Intake, Assessment, Classification
        - a. To assist in the development of a formal instrument for initial security classification for long term felons.
        - b. To assist in the development of a formal instrument for initial security classification for pretrial detainees.
        - c. To assist in the development of a formal instrument for security re-classification for long term felons.
        - d. To assist in the development of a formal instrument for security re-classification for pretrial detainees.

- e. To assist in the development of a formal instrument for needs assessment for all offenders.
- 2. Community Based Alternatives to Incarceration
  - a. To assist in the development and validation of a standard citation release form for use by State law enforcement agencies.
  - b. To assist in the validation and revision of the Vera Scale instrument utilized for release on recognizance decisions.
  - c. To conduct a survey of criminal justice and community-agency representatives to determine the feasibility of establishing 10% stationhouse bond procedures in lieu of traditional bondsman practices.
  - d. To assist in the development of a TASC type drug and alcohol abuse dependency referral system.
  - e. To assist in the development of a sentencing guidelines system for use by the Judiciary.
  - f. To assist in the development of a formal instrument for determining probation supervision level.
  - g. To assist in the development of a parole guidelines system.

- b. Administrative Support
  - 1. System of Measurement for the Outcome Objectives Structure
    - a. To develop a capability for determining the proportion of persons placed on pretrial release or diverted to alternative community programming who are arrested for: (a) a major violent crime against a person, (b) a major crime against property, or (c) a lesser specified offense.
    - b. To develop a capability for determining the proportion of persons placed on pretrial release or diverted to alternative community programming who are convicted for: (a) a major violent crime against the person, (b) a major crime against property, or (c) a lesser specified offense.
    - c. To determine the rate at which citizens experience negative consequences, such as: (a) property damage or loss, (b) injury, (c) injury requiring hospitalization, and (d) death by persons placed on pretrial release.
    - d. To develop a capability for determining the proportion of individuals who escape from correctional facility custody.

- e. To develop a reporting system for use with the Judiciary for determining the proportion of ROR recommendations approved and reasons for denial for those disapproved.
- f. To develop a capability for determining the proportion of persons released on: (a) recognizance, or (b) bail who appear in court as scheduled.
- g. To develop a rating instrument for use with the Judiciary to determine the quality of pretrial service worker testimony.
- h. To develop a reporting system for determining the proportion of negative consequences which result due to inadequate medical, social psychological, pre-release, and post-release follow-up screenings.
- i. To develop a reporting system for determining the proportion of instances in which negative consequences result due to offender stress or disorientation subsequent to ISC intervention.
- j. To develop a rating instrument for use with: (a) other elements of the criminal justice system, (b) appropriate public and private agencies, and (c) other units of state/local government to determine the quality of leadership exercised by the ISC.

- k. To develop a capability for determining the proportion of instances in which:
  - (a) other criminal justice agencies, and (b) other state/local agencies are persuaded to conduct activities that will facilitate the fulfillment of primary ISC responsibilities.
- l. To develop a reporting system which will determine the proportion of activities conducted by the ISC which contribute to the achievement of objectives of:
  - (a) other criminal justice agencies and (b) other state/local government agencies without interfering with the fulfillment of ISC primary responsibilities.
- 2. Fiscal Support
  - a. To conduct cost-effectiveness analysis as requested.
- 3. Program Evaluation
  - a. To conduct process evaluations for the Pretrial Services Unit on Oahu as requested.
  - b. To conduct process evaluations for all other branch activities as requested.
  - c. To conduct process evaluations for all fee-for-service programs funded by ISC.
  - d. To conduct process evaluations for other agencies as appropriate.

- c. Research Development
  - a. To maintain and further develop existing correctional data bases resulting from FOCUS, Monitoring, and Needs Assessment project efforts.
  - b. To provide correctional population projections to all interested criminal justice system agencies.
  - c. To develop and maintain in-house data analysis capabilities.
  - d. To maintain and up-date correctional statistics reporting capabilities.
  - e. To conduct periodic statistical and data user training sessions.
  - f. To up-date all research related policies and procedures as necessary.
- d. Systems Development
  - a. To maintain and update the Felony Offender Computerized Update System (FOCUS).
  - b. To maintain and update OBSCIS capabilities.
  - c. To implement a management information system for the Correctional Master Plan.
- e. Ad Hoc Requests
  - a. To respond to ad hoc requests from law enforcement agencies in a timely and accurate manner.

- b. To respond to ad hoc requests from the Judiciary in a timely and accurate manner.
- c. To respond to ad hoc requests from ISC branch and administrative personnel in a timely and accurate manner.
- d. To respond to ad hoc requests from the Prosecutor's Office in a timely and accurate manner.
- e. To respond to ad hoc requests from the Public Defender's Office in a timely and accurate manner.
- f. To respond to ad hoc requests from Corrections Division in a timely and accurate manner.
- g. To respond to ad hoc requests from Hawaii Paroling Authority in a timely and accurate manner.
- h. To respond to ad hoc requests from community agencies in a timely and accurate manner.
- i. To respond to ad hoc requests from the Hawaii State Legislature in a timely and accurate manner.

**CONTINUED**

**15 OF 25**

C. Program Implementation Targets

The following charts reflect process objectives by specific program areas for the Intake Service Center branches. These objectives reflect what can reasonably be accomplished at the operational level within a projected seven year time frame.

Each target (indicated by an open triangle,  $\Delta$ ) represents the year that a program will be expected to be initiated. The program areas are those that the Intake Service Center hopes to develop and implement in light of its legislative mandate.

It is important to be aware of the fact that program initiation dates must be preceded by a significant amount of staff work. This preparatory work may begin two to three months prior to program initiation.

Process objectives for the ISC administrative services (OAS) and information/research (OCIS) offices have been listed in Section B by functional area. Since these offices serve as support offices to the ISC branches, it is expected that they, too, will share the exact program implementation targets. Therefore, long range process objectives schedules are not included in this Section. Also, process objectives for the Executive Director (OED) are not included in this section.



INTAKE SERVICE CENTER  
LONG RANGE PROCESS OBJECTIVE SCHEDULE

PROGRAM/PROCESS OBJECTIVE AREA	1980	1981	1982	1983	1984	1985	1986	1987
<u>Pretrial Services</u>								
1. To maintain the current release on recognizance function which provides evaluation services for felons at correctional detention facilities.	△							
2. To work with the Police Department to explore methods of expanding the release on recognizance function which includes performing evaluation services for misdemeanants at the police cellblock.	△							
3. To work with the Judiciary to explore methods of expanding the release on recognizance function which includes performing evaluation services for misdemeanants at District Court.	△							
4. To work with the Judiciary to explore methods of expanding the release on recognizance function which includes performing evaluation services for felons at Circuit Court.	△							
5. To work with the Police, Prosecutor, and Judiciary to explore methods of making the release on recognizance function more efficient in terms of (a) processing time and (b) judicial procedure.					△			
6. To work with the Police, Prosecutor, Judiciary and other criminal justice agencies in assessing the criteria utilized to perform release on recognizance evaluations in relation to (a) predictive capability, (b) ensurance of public safety, and (c) other considerations deemed necessary or essential to determine eligibility for release.		△						
7. To work with the Prosecutor, Judiciary, and other criminal justice agencies to consider expanding the utilization of release on recognizance functions for (a) regular release, (b) supervised release, and (c) third party release.		△						

INTAKE SERVICE CENTER  
LONG RANGE PROCESS OBJECTIVE SCHEDULE

PROGRAM/PROCESS OBJECTIVE AREA	1980	1981	1982	1983	1984	1985	1986	1987
8. To work with the Judiciary to develop acceptable release on recognizance interview, report, and other forms for the purpose of documenting information for the courts to determine pretrial disposition.		△						
9. To develop with the Judiciary, Prosecutor, and other criminal justice agencies an acceptable procedure for relaying defendant information prior to and following judicial disposition.		△						
10. To develop with the Judiciary an acceptable method of reporting defendant progress while on release in terms of (a) general compliance with the terms and conditions of release, (b) response to treatment received or program placement, and (c) overall assessment of defendant adjustment.		△						
11. To work with the Judiciary in assessing and coordinating services and referrals for pretrial defendants.		△						
12. To perform release on recognizance interviews and evaluations for misdemeanants at the police cellblock.		△						
13. To perform release on recognizance interviews and evaluations for misdemeanant at District Court.		△						
14. To perform release on recognizance interviews and evaluations for felons at Circuit Court.								
15. To perform appropriate referrals for pretrial defendants subject to release on recognizance evaluations as necessary.		△						

INTAKE SERVICE CENTER  
LONG RANGE PROCESS OBJECTIVE SCHEDULE

PROGRAM/PROCESS OBJECTIVE AREA	1980	1981	1982	1983	1984	1985	1986	1987
16. To monitor defendants who have been released on recognizance according to (a) general compliance with the terms and conditions of release, (b) response to treatment received or program placement, and (c) overall assessment of defendant adjustment.		△						
17. To provide defendant information, by request, to the courts to assist in judicial disposition in the form of written or oral testimony or report.		△						
18. To document court appearance data for defendants screened by the Intake Service Center who are placed on release on recognizance.		△						
19. To work with the Police, Prosecutor, Judiciary and other criminal justice agencies to monitor release on recognizance in terms of procedural and other operational deficiencies to ensure its consistent application and efficient and appropriate use for pretrial defendants.		△						

INTAKE SERVICE CENTER  
LONG RANGE PROCESS OBJECTIVE SCHEDULE

PROGRAM/PROCESS OBJECTIVE AREA	1980	1981	1982	1983	1984	1985	1986	1987
<u>Drug and Alcohol Abuse Diversion</u>								
1. To explore and assess currently available and potential community drug and alcohol programs.	△							
2. To work with the Police, Prosecutor, Judiciary and other criminal justice agencies to discuss the use of drug and alcohol abuse diversion for pre-sentence and post-conviction persons.	△							
3. To work with the Police, Prosecutor, Judiciary, Corrections Division, and other criminal justice agencies to discuss drug and alcohol diversion in terms of (a) currently available programs and services, (b) needed services and programs, and (c) potential programs and services.	△							
4. To work with the Police, Prosecutor, Judiciary, Corrections Division, and other criminal justice agencies to discuss criteria for screening and placement of pre-sentence and post-conviction persons in drug and alcohol programs and services.	△							
5. To work with private and public community-based drug and alcohol programs to negotiate placement of pre-sentence and post-conviction persons.		△						
6. To work with private and public community-based drug and alcohol programs to negotiate expansion of current services based on the direction indicated by the criminal justice system.		△						
7. To work with the Police, Prosecutor, Judiciary, Corrections Division and other criminal justice agencies in designing new drug and alcohol programs as needed.		△						

INTAKE SERVICE CENTER  
LONG RANGE PROCESS OBJECTIVE SCHEDULE

PROGRAM/PROCESS OBJECTIVE AREA	1980	1981	1982	1983	1984	1985	1986	1987
8. To assist in the preparation of grant requests for the purpose of pursuing federal and/or local funding for new drug and alcohol programs.		△						
9. To work with the Prosecutor, Judiciary, Corrections Division and community-based drug and alcohol programs to determine screening and referral procedures for placement of pre-sentence and post-conviction persons.		△						
10. To develop with the Judiciary, Corrections Division and community-based drug and alcohol programs methods of monitoring, documenting and reporting the progress of persons placed in programs.		△						
11. To plan along with the community-based drug and alcohol programs staff training in the areas of screening, diagnosis, referral, and follow-up of pre-sentence and convicted persons for drug and alcohol programs.			△					
12. To negotiate and develop working agreements with drug and alcohol programs which will facilitate prosecutorial, judicial, and agency referrals to community-based programs.			△					
13. To prepare for the Judiciary, by request, assessments of pre-sentence and post-conviction persons in terms of their need for drug and alcohol placement to assist in judicial disposition.			△					
14. To directly refer persons requiring drug and alcohol treatment to programs who are on release on recognizance or are non-criminal justice types.			△					
15. To provide liaison services for persons directed by the courts to receive drug and alcohol treatment.			△					

INTAKE SERVICE CENTER  
LONG RANGE PROCESS OBJECTIVE SCHEDULE

PROGRAM/PROCESS OBJECTIVE AREA	1980	1981	1982	1983	1984	1985	1986	1987
16. To monitor the progress of pre-sentence and post-conviction persons placed in community-based drug and alcohol programs.			△					
17. To report to the courts, as instructed, of progress of pre-sentence and post-convicted persons placed in community-based drug and alcohol programs.			△					
18. To conduct pre-release screening interviews of program participants upon their termination for cause or successful completion of the program.				△				
19. To document the release of the offender from the program and to submit the documentation to the appropriate authority.				△				
20. To work with the Prosecutor, Judiciary, and community-based drug and alcohol programs to assess the operational procedures of drug and alcohol diversion for the criminal justice system in terms of (a) assessment/diagnostic capability, (b) report/referral appropriateness and expediency, and (c) effectiveness of follow-up/monitoring.				△				

INTAKE SERVICE CENTER  
LONG RANGE PROCESS OBJECTIVE SCHEDULE

PROGRAM/PROCESS OBJECTIVE AREA	1980	1981	1982	1983	1984	1985	1986	1987
<u>Neighborhood Justice Centers</u>								
1. To work with neighborhood justice centers, the Judiciary, and other criminal justice agencies to consider community mediation as a pre-sentence diversion and sentencing alternative.			Δ					
2. To assist neighborhood justice centers, the Judiciary, and other criminal justice agencies in developing community mediation as a pre-sentence diversion and sentencing alternative for Hawaii.			Δ					
3. To refer pre-sentence defendants on release directly to neighborhood justice centers who have either personally requested such service or have been directed by the court to be referred to centers.				Δ				
4. To develop methods of monitoring defendant referrals to neighborhood justice centers.				Δ				
5. To conduct post-mediation screening interviews of program participants.				Δ				
6. To document participant outcome from the program and to submit the documentation to the appropriate authority.				Δ				

INTAKE SERVICE CENTER  
LONG RANGE PROCESS OBJECTIVE SCHEDULE

PROGRAM/PROCESS OBJECTIVE AREA	1980	1981	1982	1983	1984	1985	1986	1987
<u>Community Service Restitution</u>								
1. To work with the Prosecutor, Public Defender, Judiciary and other criminal justice agencies to explore community service restitution as a sentencing complement or alternative.	△							
2. To identify private and public agencies or establishments which are receptive to the concept of community service restitution.	△							
3. To obtain commitments from private and public agencies or establishments willing to accept placements of pre-sentence or post-conviction persons for the purpose of receiving community service restitution and from criminal justice agencies for the purpose of utilizing community service restitution as a prosecutorial and judicial diversion.	△							
4. To work with the Prosecutor, Public Defender, Judiciary and other criminal justice and community agencies in determining criteria for screening and referral of pre-sentence and post-conviction persons in community service restitution placements.	△							
5. To work with the Prosecutor, Public Defender, Judiciary and other criminal justice and community agencies to determine standards of community service for use as sentencing complements or alternatives and for the purpose of monitoring program compliance.	△							
6. To assist in the preparation of a community service restitution program design for use in Hawaii as the subject of federal and/or local funding grant requests.	△							



INTAKE SERVICE CENTER  
LONG RANGE PROCESS OBJECTIVE SCHEDULE

PROGRAM/PROCESS OBJECTIVE AREA	1980	1981	1982	1983	1984	1985	1986	1987
7. To establish the range of community service restitution placements available for prosecutorial and judicial consideration.	△							
8. To determine the required staffing pattern for the agency in terms of administering and coordinating the community service restitution program for Hawaii.	△							
To develop community service screening capability in the pre-sentence and post conviction stages for the Intake Service Center in terms of assessment, placement/referral, and documentation.	△							
10. To recommend, at the request of the courts, appropriate community service restitution placements for pre-sentence and post-conviction persons in the form of oral or written testimony or report.		△						
11. To refer pre-sentence and post-conviction persons for community service restitution.		△						
12. To monitor the performance of persons placed for community service restitution.		△						
13. To document progress of persons placed for community service restitution.		△						
14. To conduct pre-release screening interviews of program participants upon their termination for cause or successful completion of the program.		△						
15. To document the release of the offender from the program and to submit the documentation to the appropriate authority.		△						
16. To work with the Prosecutor, Judiciary and other criminal justice and community agencies to expand the scope and nature of community service restitution.		△						

INTAKE SERVICE CENTER  
LONG RANGE PROCESS OBJECTIVE SCHEDULE

PROGRAM/PROCESS OBJECTIVE AREA	1980	1981	1982	1983	1984	1985	1986	1987
<u>Mental Health Programs</u>								
1. To assess the current availability, utilization, and nature of community-based mental health programs.			△					
2. To consult the Judiciary, Corrections Division and other criminal justice and community agencies of the areas of expansion or refinement required for comprehensive use of mental health programs as pre-sentence and post-conviction diversion.				△				
3. To work with the Prosecutor, Judiciary, Corrections Division and other criminal justice agencies and organizations to determine eligibility/screening criteria for diversion of pre-sentence and post-conviction persons.				△				
4. To negotiate with currently established mental health programs acceptable methods of referral/ placement of pre-sentence and post-conviction persons requiring mental health care.				△				
5. To establish methods of monitoring and reporting progress of persons placed in mental health programs with the Judiciary and community-based mental health programs.				△				
6. To develop with criminal justice and community agencies designs for new and needed mental health programs in terms of (a) services, (b) staffing, (c) location, (d) community receptiveness, and (e) funding.					△			
7. To work with the Prosecutor, Judiciary and other criminal justice and community agencies in establishing judicial procedure in referring pre-sentence and post-conviction persons to mental health programs.					△			

INTAKE SERVICE CENTER  
LONG RANGE PROCESS OBJECTIVE SCHEDULE

PROGRAM/PROCESS OBJECTIVE AREA	1980	1981	1982	1983	1984	1985	1986	1987
8. To develop the Intake Service Center's diagnostic and assessment capability for determining appropriate recommendations to the Judiciary.					△			
9. To provide staff training in the area of screening, diagnosing, documenting, and referring pre-sentence and post-conviction persons to mental health programs.					△			
10. To develop with the Judiciary, Corrections Division and other criminal justice and community agencies appropriate documents for the purposes of screening, referring, and reporting information on pre-sentence and post conviction persons either thought to require or placed in mental health programs.					△			
11. To provide information on pre-sentence and post-conviction persons placed in community-based mental health programs to the courts as requested in the form of oral or written testimony or report.						△		
12. To screen pre-sentence and post-conviction persons to determine mental health program placement and referral as requested.						△		
13. To document assessment of pre-sentence and post-conviction persons thought to require or receiving mental health treatment.						△		
14. To monitor pre-sentence and post-conviction persons placed in mental health programs in terms of (a) general compliance with terms and conditions of the placement and (b) response to treatment/service.						△		

INTAKE SERVICE CENTER  
LONG RANGE PROCESS OBJECTIVE SCHEDULE

PROGRAM/PROCESS OBJECTIVE AREA	1980	1981	1982	1983	1984	1985	1986	1987
15. To conduct pre-release screening interviews of program participants upon their successful or unsuccessful treatment/rehabilitation by the program.							△	
16. To document the release of the offender from the program and to submit the documentation to the appropriate authority.							△	
17. To assess with criminal justice agencies and mental health programs the efficiency of operational procedures in screening, referring, monitoring, and reporting on persons participating in mental health diversion.							△	

INTAKE SERVICE CENTER  
LONG RANGE PROCESS OBJECTIVE SCHEDULE

PROGRAM/PROCESS OBJECTIVE AREA	1980	1981	1982	1983	1984	1985	1986	1987
<u>Alternative Education/Vocational Programs</u>								
1. To assess the nature and scope of currently available alternative educational/vocational programs for pre-sentence and post-conviction persons.				△				
2. To discuss with the Prosecutor, Judiciary and other criminal justice and community agencies the feasibility of educational/vocational diversion for pre-sentence and post-conviction persons.				△				
3. To obtain commitments from the Prosecutor, Judiciary and other criminal justice and community agencies to participate in educational/vocational diversion for pre-sentence and post-conviction persons.				△				
4. To identify with criminal justice and community agencies areas of expansion and/or refinement for the educational/vocational diversion program.				△				
5. To determine with criminal justice and community agencies screening, selection/referral, and reporting criteria and procedures for educational/vocational program placement.				△				
6. To work with criminal justice and community agencies to design educational/vocational diversion programs as needed.				△				
7. To develop an educational/vocational assessment capability within the Intake Service Center involving staff recruitment/training and the development of an acceptable and integrated documentation format for the interviewing and screening process.					△			

INTAKE SERVICE CENTER  
LONG RANGE PROCESS OBJECTIVE SCHEDULE

PROGRAM/PROCESS OBJECTIVE AREA	1980	1981	1982	1983	1984	1985	1986	1987
8. To perform educational/vocational assessments for pre-sentence and post-conviction persons.					△			
9. To refer pre-sentence release persons to appropriate educational/vocational programs.					△			
10. To submit educational/vocational assessments for pre-sentence detained and post-conviction persons as requested by the Judiciary.					△			
11. To perform liaison functions on behalf of the Judiciary and other criminal justice and community agencies and pre-sentence and post-conviction persons with community-based educational/vocational programs upon placement.					△			
12. To report to the Judiciary, as agreed or by request, on the progress of pre-sentence and post-conviction persons placed in community-based educational/vocational programs for the purpose of judicial disposition.					△			
13. To monitor and document the progress of pre-sentenced and post-convicted persons placed in community-based educational/vocational programs.					△			
14. To conduct pre-release screening interviews of program participants upon their completion or termination for cause from the program.						△		
15. To document the release of the offender from the program and to submit the documentation to the appropriate authority.						△		

INTAKE SERVICE CENTER  
LONG RANGE PROCESS OBJECTIVE SCHEDULE

PROGRAM/PROCESS OBJECTIVE AREA	1980	1981	1982	1983	1984	1985	1986	1987
16. To work with the Prosecutor, Judiciary, Corrections Division and other criminal justice and community agencies to expand and refine established educational/vocational diversion programs from both operational/procedural and programmatic perspectives.						△		

INTAKE SERVICE CENTER  
LONG RANGE PROCESS OBJECTIVE SCHEDULE

PROGRAM/PROCESS OBJECTIVE AREA	1980	1981	1982	1983	1984	1985	1986	1987
<u>Employment Programs</u>								
1. To determine the nature and scope of currently available employment programs for pre-sentence and post-conviction persons.				△				
2. To discuss with the Prosecutor, Judiciary, Corrections Division and other criminal justice agencies the feasibility of community-based employment programs as prosecutorial and judicial diversion for pre-sentence and post-conviction persons.					△			
3. To approach currently existing and potential community-based employment programs regarding their participation in the employment diversion program for pre-sentence and post-conviction persons.					△			
4. To obtain commitments from criminal justice and community-based employment programs to participate in the employment diversion program for pre-sentence and post-conviction persons.					△			
5. To discuss areas of employment program expansion and refinement based on the perspectives of the Prosecutor, Judiciary, Corrections Division and other criminal justice and community agencies.					△			
6. To determine acceptable eligibility criteria for placement in community-based employment programs through discussion with criminal justice and community-based employment programs.					△			
7. To develop workable referral procedures for placement of pre-sentence and post-conviction persons in community-based employment programs in cooperation with the Prosecutor, Judiciary, Corrections Division and other criminal justice and community-based employment programs.					△			



INTAKE SERVICE CENTER  
LONG RANGE PROCESS OBJECTIVE SCHEDULE

PROGRAM/PROCESS OBJECTIVE AREA	1980	1981	1982	1983	1984	1985	1986	1987
8. To establish methods of documenting and reporting the placement and progress placed in community-based employment programs with the courts.					△			
9. To develop a capability within the Intake Service Center for performing assessments of pre-sentence and post-conviction persons for placement in community-based employment programs which includes staff training and the development of necessary forms for interviewing and reporting.						△		
10. To perform assessments for placement of pre-sentence and post-convicted persons in community-based educational programs.						△		
11. To monitor the progress of persons placed in community-based employment programs in terms of (a) general compliance with the conditions and terms of their placement and (b) overall progress in response to program participation.						△		
12. To report to the courts, as requested, the progress made by persons placed in community-based employment programs.						△		
13. To conduct pre-release screening interviews for program participants upon their termination for cause or successful completion of the program.							△	
14. To document the release of the offender from the program and to submit the documentation to the appropriate authority.							△	
15. To work with criminal justice and community-based employment programs to assess the operational and administrative efficiency of the community-based education diversion program.							△	

INTAKE SERVICE CENTER  
LONG RANGE PROCESS OBJECTIVE SCHEDULE

PROGRAM/PROCESS OBJECTIVE AREA	1980	1981	1982	1983	1984	1985	1986	1987
<u>Ten Percent Bail Program</u>								
1. To discuss the concept of ten percent bail with the Police, Public Defender, Prosecutor, Judiciary and other criminal justice agencies.			△					
2. To obtain commitment from the Police, Public Defender, Prosecutor, Judiciary and other criminal justice agencies to support the ten percent bail program.			△					
3. To obtain support from the State Legislature for the ten percent bail program.			△					
4. To discuss procedures for performing and submitting evaluations for the ten percent bail program with criminal justice agencies.				△				
5. To develop with criminal justice agencies methods and instruments for documenting information required to prepare ten percent bail release reports and for judicial decisionmaking.				△				
6. To develop with the Judiciary criteria for evaluating and procedures for granting release on ten percent bail.				△				
7. To monitor and document court appearance rates for persons released on ten percent bail.				△				
8. To work with the Public Defender, Prosecutor, Judiciary and other criminal justice agencies to assess and maximize the efficiency and efficacy of the ten percent bail program.					△			

INTAKE SERVICE CENTER  
LONG RANGE PROCESS OBJECTIVE SCHEDULE

PROGRAM/PROCESS OBJECTIVE AREA	1980	1981	1982	1983	1984	1985	1986	1987
<u>Furlough</u>								
1. To discuss the specific role that Intake Service Centers can play in the furlough release program with regard to performance of furlough eligibility interviews, records review, and reporting to Corrections Division Administrators.			△					
2. To examine with the Corrections Division the current utilization of furlough for post-conviction persons in terms of the (a) nature of furlough release, (b) criteria used to determine eligibility, (c) individual assessment/evaluation procedure, (d) program success, and (e) operational policies and procedures.			△					
3. To develop methods to expand and refine the current furlough program in terms of (a) nature of furlough release, (b) criteria used to determine eligibility, (c) individual assessment/evaluation procedure, and (d) operational policies and procedures.			△					
4. To develop methods of improving the documentation of information for furlough evaluation in terms of instruments used to interview and report eligibility for furlough release.			△					
5. To perform furlough release eligibility evaluations on post-convicted persons and to submit the evaluations for disposition determination by the Corrections Division.				△				
6. To monitor post-convicted persons released on furlough status in terms of (a) general conditions and terms of release and (b) progress made if referred to community program.				△				
7. To refer post-convicted persons eligible for furlough status to appropriate community-based programs and services, as deemed necessary.				△				

INTAKE SERVICE CENTER  
LONG RANGE PROCESS OBJECTIVE SCHEDULE

PROGRAM/PROCESS OBJECTIVE AREA	1980	1981	1982	1983	1984	1985	1986	1987
8. To report to Corrections Division Administrators regarding the progress of persons placed on furlough.				△				
9. To continuously work with the Corrections in improving the furlough program for Hawaii, particularly, the (a) administrative policies and procedures, (b) operational activities, (c) eligibility criteria, (d) types of furlough granted, (e) conditions assigned to individual furlougees, (f) documentation of progress, (g) length of time for which furlough is granted, and (h) other factors which affect the program's operational efficacy and efficiency.				△				
10. To document the successful completion or termination for cause of the offender by the Corrections Division from the furlough program.				△				

INTAKE SERVICE CENTER  
LONG RANGE PROCESS OBJECTIVE SCHEDULE

PROGRAM/PROCESS OBJECTIVE AREA	1980	1981	1982	1983	1984	1985	1986	1987
<u>Parole</u>								
1. To work with the Hawaii Paroling Authority and the Corrections Division to examine the Intake Service Center's role in preparing eligibility studies for parole release.			△					
2. To work with the Hawaii Paroling Authority and Corrections Division in examining criteria used to determine eligibility for parole.			△					
3. To work with the Hawaii Paroling Authority and Corrections Division in examining the methods used to document decision/evaluation regarding eligibility for parole.			△					
4. To work with the Hawaii Paroling Authority and Corrections Division in examining current parole policies and procedures which govern (a) when evaluations are performed, (b) how evaluations are performed, (c) who is evaluated, and (d) other issues which pertain to the administration of parole.			△					
5. To develop a parole evaluation instrument, instruction, revised policies and procedures and relevant system of monitoring parole decisions with the Hawaii Paroling Authority and Corrections Division.				△				
6. To perform parole eligibility evaluations and submit such evaluations to the Hawaii Paroling Authority for disposition.					△			
7. To document the release of the offender from the parole program.					△			

INTAKE SERVICE CENTER  
LONG RANGE PROCESS OBJECTIVE SCHEDULE

PROGRAM/PROCESS OBJECTIVE AREA	1980	1981	1982	1983	1984	1985	1986	1987
<u>Pretrial Not-Sentenced Facility Intake</u>								
1. To discuss with the Corrections Division and other criminal justice agencies the concept of pretrial not-sentenced facility intake in the framework of the central intake concept.	△							
2. To develop the full range of services and tasks required of the Intake Service Center during pretrial not-sentenced facility intake in cooperation with the Corrections Division and other criminal justice agencies.	△							
3. To discuss with the Corrections Division the pretrial not-sentenced facility intake functions of the Division and the Intake Service Center.	△							
4. To arrive at a consensus with regard to the pretrial not-sentenced facility intake functions and responsibilities of the Corrections Division and the Intake Service Center.		△						
5. To obtain mutual commitments between the Corrections Division and the Intake Service Center with regard to pretrial not-sentenced facility intake functions to be performed at the facility.		△						
6. To develop inclusive administrative and operational forms, policies, and procedures for use by the Corrections Division and Intake Service Center with regard to pretrial not-sentenced facility intake responsibilities at the facility.		△						
7. To work with the Corrections Division in implementing pretrial not-sentenced facility intake forms, policies, and procedures which include (a) staff training, (b) test/trial phase, and (c) reworking sections of the policies and procedures as well as revision of forms.		△						

INTAKE SERVICE CENTER  
LONG RANGE PROCESS OBJECTIVE SCHEDULE

PROGRAM/PROCESS OBJECTIVE AREA	1980	1981	1982	1983	1984	1985	1986	1987
8. To work with the Corrections Division to monitor the pretrial not-sentenced facility intake operations at the facility to assess (a) overall efficiency, (b) impact on custodial and program operations, and (c) judicial decisionmaking.		△						
9. To conduct pre-release screening interviews of defendants upon the determination of their eligibility for release on recognizance/innocence.			△					
10. To document the release of the defendant on release on recognizance/determination of innocence.			△					
11. To work with the Corrections Division to review, and when and where necessary, to revise pretrial not-sentenced facility intake in light of monitoring efforts in order to (a) increase intake efficiency, (b) improve custodial and program operations, and (c) enhance judicial decisionmaking.			△					

INTAKE SERVICE CENTER  
LONG RANGE PROCESS OBJECTIVE SCHEDULE

PROGRAM/PROCESS OBJECTIVE AREA	1980	1981	1982	1983	1984	1985	1986	1987
<u>Sentenced Facility Intake</u>								
1. To examine with the Corrections Division and other criminal justice agencies sentenced facility intake activities at the facility in light of the central intake concept.	△							
2. To discuss with the Corrections Division the sentenced facility intake functions and responsibilities of the Division and the Intake Service Center.	△							
3. To arrive at a consensus with regard to a delineation of sentenced facility intake responsibilities at the facility between the Corrections Division and Intake Service Center.		△						
4. To examine with the Corrections Division current forms, policies, and procedures with regard to sentenced facility intake functions in light of (a) overall efficiency, (b) impact on custodial and diagnostic program operations, and (c) eventual determination of furlough and parole.		△						
5. To work with the Corrections Division in revising and developing inclusive policies and procedures for sentenced facility intake and the facility which will enhance (a) overall efficiency, (b) increase custodial and diagnostic/program capability, and (c) further assist in determination of furlough and parole.			△					
6. To work with the Corrections Division in implementing sentenced facility intake forms, policies and procedures which includes (a) staff training, (b) test/monitoring phase, and (c) revision to enhance overall administrative and custodial/program operations.				△				



INTAKE SERVICE CENTER  
LONG RANGE PROCESS OBJECTIVE SCHEDULE

PROGRAM/PROCESS OBJECTIVE AREA	1980	1981	1982	1983	1984	1985	1986	1987
7. To perform sentenced facility intake activities as designated by policies and procedures.				△				
8. To conduct pre-release screening interview of offenders upon their completion of sentence.				△				
9. To document the release of the offender upon completion of his sentence.				△				

INTAKE SERVICE CENTER  
LONG RANGE PROCESS OBJECTIVE SCHEDULE

PROGRAM/PROCESS OBJECTIVE AREA	1980	1981	1982	1983	1984	1985	1986	1987
<u>Pre-Sentence Investigation</u>								
1. To examine with the Judiciary and other criminal justice agencies the pre-sentence investigation role of the Intake Service Center in terms of (a) full assumption of pre-sentence responsibilities, (b) the format of pre-sentence investigation reports, (c) the information necessary and desirable for pre-sentence reports to assist in judicial disposition, (d) procedures for gathering/submitting information for sentencing disposition, and other issues of concern with regard to pre-sentence investigation.	△							
2. To develop working agreements with the Judiciary with regard to the performance of duties and responsibilities of the Intake Service Center within the framework of pre-sentence intake at the facility.		△						
3. To develop an organizational capability to perform pre-sentence investigation as required by agreements made between the Judiciary and the Intake Service Center.			△					
4. To conduct pre-sentence investigations for the judicial disposition of defendants.				△				
5. To submit pre-sentence investigation reports to the Judiciary for disposition.				△				
6. To monitor with the cooperation of the Judiciary, the (a) effectiveness of the report based on the timely submission and accuracy and pertinence of information and (b) overall assistance in judicial disposition.				△				
7. To continually examine, in cooperation with the Judiciary, means of improving the pre-sentence investigation process.					△			

INTAKE SERVICE CENTER  
LONG RANGE PROCESS OBJECTIVE SCHEDULE

PROGRAM/PROCESS OBJECTIVE AREA	1980	1981	1982	1983	1984	1985	1986	1987
<u>Probation Supervision</u>								
1. To examine with the Judiciary, the responsibility of the Intake Service Center in performing supervision of probationers as well as the function of probation as a viable alternative or complement to sentenced incarceration.					△			
2. To discuss with the Judiciary the current guidelines, policies, and procedures utilized to assess and determine eligibility for probation.					△			
3. To discuss with the Judiciary a timetable for transferring the probation supervision function to the Intake Service Center.						△		
4. To discuss and determine with the Judiciary a desirable reporting format for judicial consideration of probation as a sentencing alternative.						△		
5. To discuss with the Judiciary desirable methods of documenting the activities/progress of probationers.						△		
6. To develop an organizational capability to provide supervision of probationers in terms of (a) staff recruitment and training, (b) development of internal policies and procedures, and other requirements.							△	
7. To perform the supervision of probationers function as agreed to between the Judiciary and the Intake Service Center.								△
8. To continually examine with the Judiciary methods of improving probation supervision in terms of (a) offender monitoring, (b) reporting probation performance, (c) revision of probation policy and procedures, and other aspects of this Intake Service Center responsibility.								△

INTAKE SERVICE CENTER  
LONG RANGE PROCESS OBJECTIVE SCHEDULE

PROGRAM/PROCESS OBJECTIVE AREA	1980	1981	1982	1983	1984	1985	1986	1987
8. To refer the offender to the court upon discovery of non-compliance with the terms of probation.								△
9. To conduct pre-release screening interviews for offenders upon their successful completion of probation.								△
10. To document the release of the offender from probation and to submit documentation to the appropriate authority.								△
11. To continually examine with the Judiciary methods of improving probation supervision in terms of (a) offender monitoring, (b) reporting probation performance, (c) revision of probation policy and procedures, and other aspects of this Intake Service Center responsibility.								△

The following chart is a summary of all ISC program efforts. The X's under a specific year indicate that the program to the left will receive ISC staff attention during that year. The years that are X'd indicate when the service area receive emphasis. To determine when efforts will be initiated or terminated, reference should be made to the short range plans.

During the annual reviews, it may be determined that (for whatever reason) it is no longer feasible or appropriate to emphasize a particular program during a particular year. If such a determination is made, we'll re-prioritize our efforts and reflect the change in the Long Range Plan.

	80	81	82	83	84	85	86	87
1. Pretrial Services	x	x			x			
2. Drug/Alcohol	x	x	x	x				
3. Neighborhood Justice			x	x				
4. Community Service	x	x						
5. Mental Health			x	x	x	x	x	
6. Education/Vocational				x	x	x		
7. Employment				x	x	x	x	
8. 10% Bail			x	x	x			
9. Furlough			x	x				
10. Parole			x	x	x			
11. Not-Sentenced Intake	x	x	x					
12. Sentenced Intake	x	x	x	x				
13. Pre-Sentence Investigation	x	x	x	x	x			
14. Probation					x	x	x	x

#### V. Organizational Projections

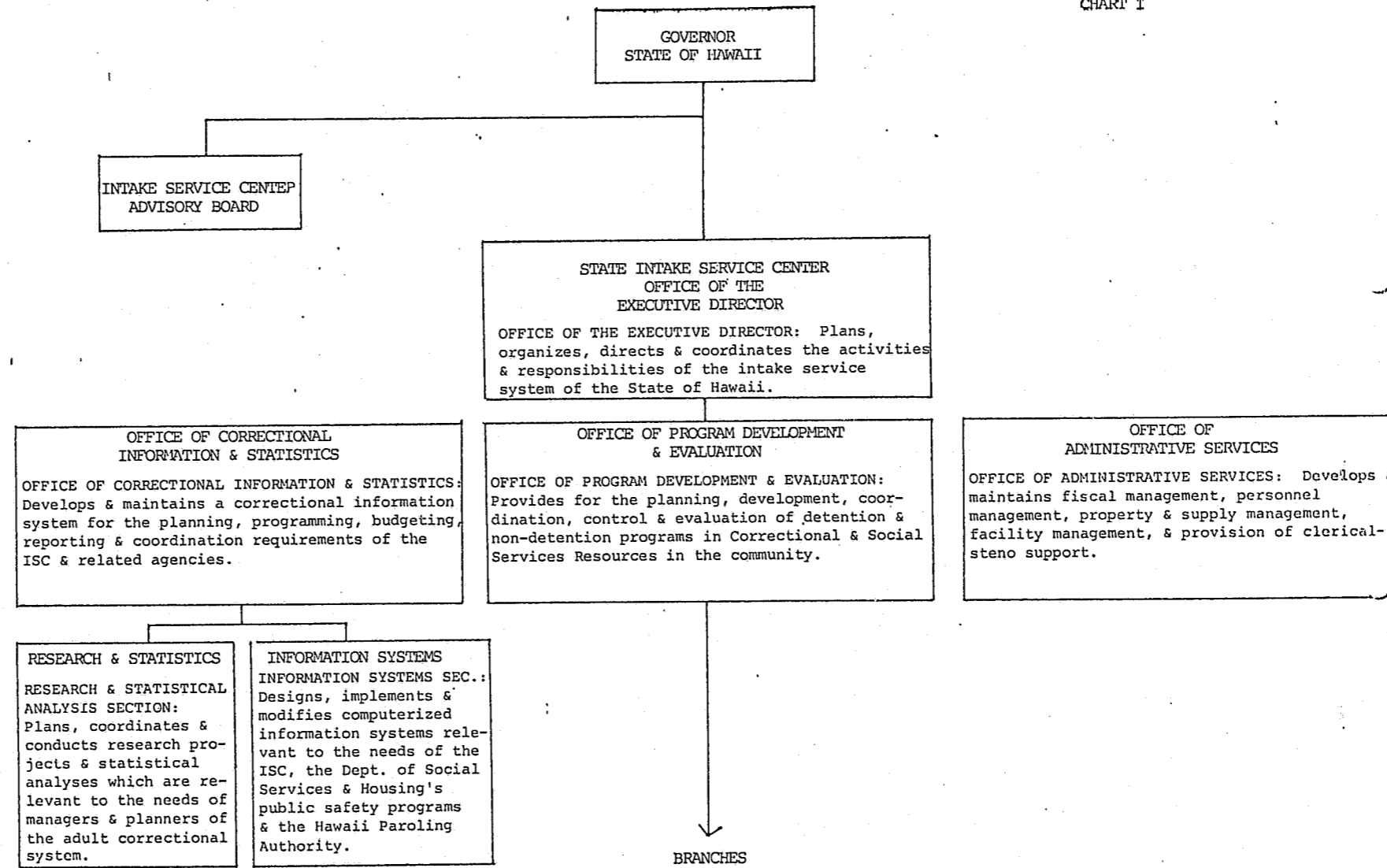
This section addresses the future organizational structure of the ISC based on functional areas for FY 1987-88. The structure incorporates functionally all of the fourteen (14) programs identified in the long range plan by the line organizations. It also shows the required structural changes to accommodate an expansion of administrative, management and other services to support the line organizations.

Chart I shows the functional organization of the central office. The functional assignments suggest that the ISC is able to operate as a large independent organizational entity to perform its own administrative and management functions and provide necessary support services to its line components.

Several major assumptions have been made to support the lay-out of the functional organization for the coming fiscal years:

1. The ISC will be attached administratively to the Department of Social Services and Housing and will continue to maintain and expand its administrative, management and operational functions.
2. There will be no major policy or statutory changes to warrant significant modifications in organization and/or operations.

CHART I



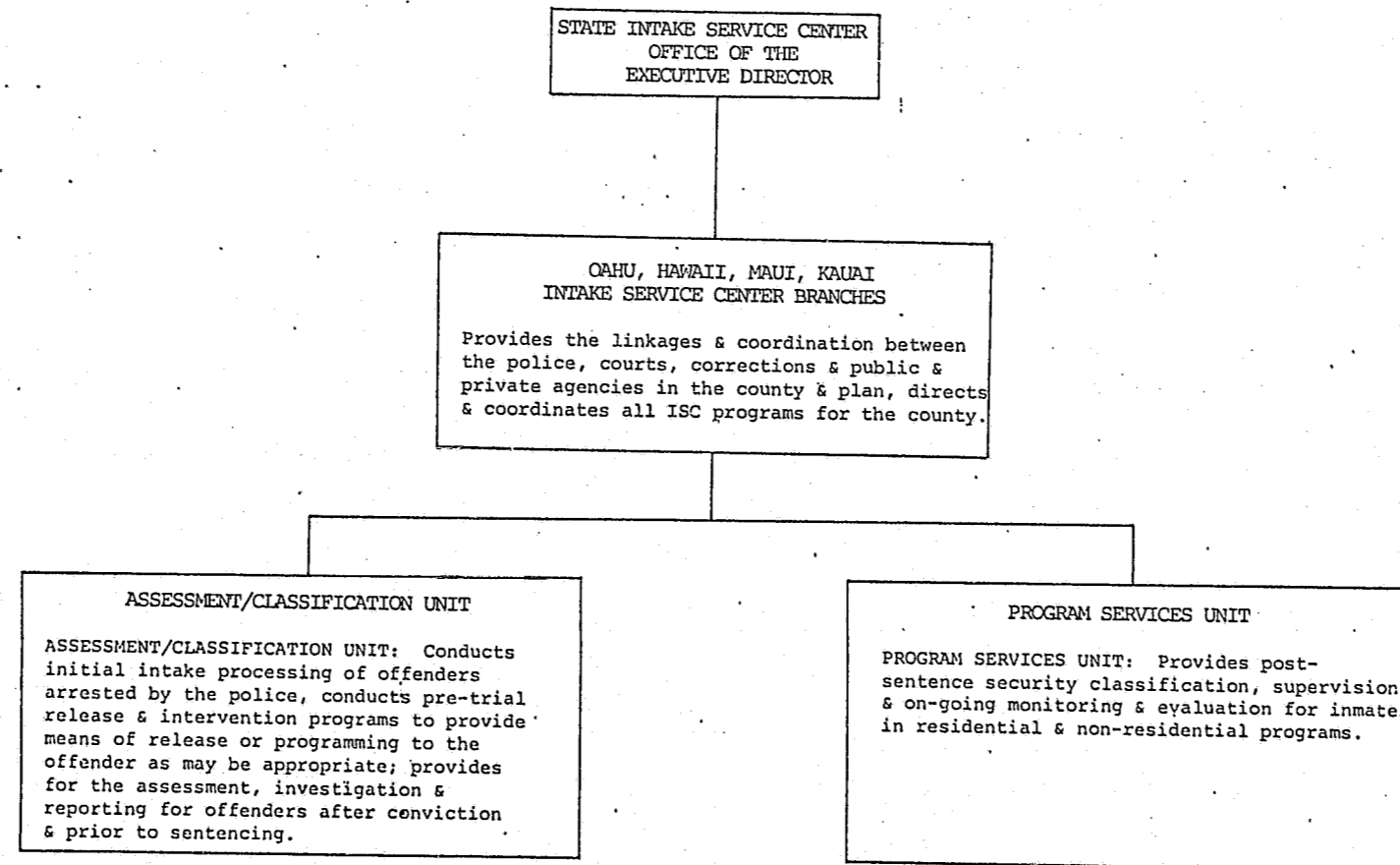
3. There will be no major obstacles in the next seven year time frame for the successful implementation of programs.

Chart II shows the functional organization of the line branches. Structurally, the line components are organized to handle the 14 programs identified.

A number of major assumptions have been made to support the lay-out of the functional organization of the line branches;

1. There will be no major program requiring 24 hour, seven-day-a-week coverage by full-time staff.
2. There will be a reliance on technology to increase productivity of clerical and data processing staff within the next five years.
3. There will be no major policy or statutory changes that will affect the target groups.

CHART II





VI. Organizational Budget Projections

A. Introduction

This section summarizes the projected costs of the ISC for FY 1980-81 through FY 1987-88. It explains, in general terms, the planned increase in current workload and change in resources as per program; and it provides a general breakdown of financial and staffing requirements for each program.

The budget projections are based on the 14 identified programs which are planned to be implemented during FYs 1980-81 through 1987-88. These programs are envisioned to be able to provide for and coordinate the total delivery of criminal justice services by the Intake Service Center Branch operations. The support service components of the ISC central office have been expanded to provide the various line operations with administrative and management services such as planning, coordination, and direction of operations and personnel.

The operating cost ("B" funds) projections are limited to an annual increase of 6%. The 14 programs and process objectives identified do not require a large outlay of operating costs as the activities projected can be provided primarily through personnel services.

A number of major budget assumptions have been made in developing the budget projections for the reported FYs:

1. The developmental activities requiring planning, staff work, and coordination will be assigned to current central office staff and branch administration staff.
2. There will be an efficiency of processing offenders through the standardization of forms.
3. There will be a use of technology to increase productivity of clerical and data processing staff.
4. The central intake concept will be operational and provide efficient processing of offenders in correctional agencies.
5. There will be no substantial increases in workload due to changes in policies or statutes.
6. There will be continuing reliance on federal funds to implement new program areas which are not an integral part of the central intake concept or where there are insufficient state funds.
7. There will be no requirement for major equipment purchases.

SUMMARY OF OPERATING EXPENDITURES (PROJECTIVE)  
FYS 1980-81 THROUGH 1987-88

COST ELEMENTS	1980	1981	1982	1983	1984	1985	1986	1987
Line Personnel A <sup>1</sup>	(32.0) \$ 455,861	(32.0) 487,000 (72.0)N 1,424,000	(104.0) 2,025,660	(104.0) 2,147,200	(104.0) 2,276,031 (2.0)N 24,000	(106.0) 2,438,033 (6.0)N 84,000	(112.0) 2,673,355	(112.0) 2,833,756
Central Office Personnel A <sup>2</sup>	(21.0) 342,861	(21.0) 367,000 (11.0)N 219,000	(32.0) 621,160	(32.0) 658,430 (2.0)N 18,000	(34.0) 717,016 (1.0)N 16,000	(35.0) 776,996 (1.0)N 17,000	(36.0) 841,636	(36.0) 892,134
Sub Total	(53.0) <u>798,722</u>	(136.0) <u>2,497,000</u>	(136.0) <u>2,646,820</u>	(138.0) <u>2,823,630</u>	(141.0) <u>3,033,047</u>	(148.0) <u>3,316,029</u>	(148.0) <u>3,514,991</u>	(148.0) <u>3,725,890</u>
Current Expenses- Line B <sup>1</sup>	34,000	117,900	124,974	132,472	140,420	148,845	157,776	167,242
Current Expenses- Central Office B <sup>2</sup>	<u>195,823</u>	<u>247,000</u>	<u>259,000</u>	<u>272,000</u>	<u>286,000</u>	<u>301,000</u>	<u>317,000</u>	<u>334,000</u>
Sub Total	<u>229,823</u>	<u>364,900</u>	<u>383,974</u>	<u>404,472</u>	<u>426,420</u>	<u>449,845</u>	<u>474,776</u>	<u>501,242</u>
Equipment-Line C <sup>1</sup>	2,684	5,000	4,000	-0-	1,000	2,000	1,000	-0-
Equipment-Central Office C <sup>2</sup>	<u>2,000</u>	<u>3,000</u>	<u>-0-</u>	<u>2,000</u>	<u>-0-</u>	<u>1,000</u>	<u>1,000</u>	<u>-0-</u>
Sub Total	<u>4,684</u>	<u>8,000</u>	<u>4,000</u>	<u>2,000</u>	<u>1,000</u>	<u>3,000</u>	<u>2,000</u>	<u>-0-</u>
GRAND TOTAL	(53.0) <u>\$1,033,229</u>	(136.0) <u>2,869,900</u>	(136.0) <u>3,034,794</u>	(138.0) <u>3,230,102</u>	(141.0) <u>3,460,467</u>	(148.0) <u>3,768,874</u>	(148.0) <u>3,991,767</u>	(148.0) <u>4,227,132</u>

N=New Positions

C. Explanation of Summary of Cost Elements (FYs 1980-1981 Through FY 1987-88)

The cost projections are separated by line and central office cost elements. A<sup>1</sup>, B<sup>1</sup>, and C<sup>1</sup> designate costs for personnel (A<sup>1</sup>), current expenses (B<sup>1</sup>) and equipment (C<sup>1</sup>) respectively for the offender contact branches while A<sup>2</sup>, B<sup>2</sup> and C<sup>2</sup> designate costs for personnel (A<sup>2</sup>), current expenses (B<sup>2</sup>) and equipment (C<sup>2</sup>) for central office costs. A<sup>1</sup> cost projections were calculated from the program/process objectives of the line operations. Each of the 14 programs and their individual process objectives were reviewed and assessed according to the following criteria:

1. Current Services - Resources needed to maintain the current level of services for X period of time. No new positions and large outlay of funding are required in the current services budget.
2. Workload Increase - This resource request provides for uncontrollable workload growth. Growth may be attributed to inadvertent oversights in planning and predictions, phased development restrictions, excessive increase in target groups, etc.
3. Program Expansion or Program Change Request (PCR) - Any request to improve the quality

or quantity of services, or to initiate new programs. Change or adjustments may be attributed to change in statutes, policies, and new target groups.

Based on the above criteria, three (3) programs have been identified as program expansion; four (4) as workload increase; and twelve (12) as current services. (See Appendix A for details.)

Increases in personnel resources (A<sup>1</sup>) are estimated only for the identified PCR and workload increase programs. No increases in A<sup>1</sup> were assessed for the remainder of the programs on the basis that sufficient "current service" resources should be available to carry out and implement the programs.

A<sup>2</sup> personnel costs have been gradually increased during the fiscal years to support the organizational development of the agency and to supplement workload increases in coordination, monitoring and provision of general administration and management services.

B<sup>1</sup>, B<sup>2</sup>, C<sup>1</sup> and C<sup>2</sup> costs do not reflect workload and program change requirements. A straight 6% increase for "B" costs has been projected for each FY. Equipment costs ("C") have been estimated for replacement of equipment or office equipment for new personnel.

FY 1980-81 As Baseline

FY 1980-81 is being used as the baseline to plan for subsequent years. The assumption is that the nineteen (19) temporary line positions (A<sup>1</sup>) requested in the supplementary budget for FY 1980-81 will be appropriated by the Legislature. It is also assumed that the supplemental funding for other current expenses ("B" funds) will be appropriated for FY 1980-81.

FY 1980-81 reflects a year of maintaining and consolidating current services as planned, and to accelerate planning development and coordination phases with criminal justice system agencies both on the line and central office levels in the following program areas:

1. Pretrial Services
2. Drug and Alcohol Abuse Diversion
3. Community Service Restitution
4. Pretrial Not-sentenced Facility Intake
5. Pre-sentence Investigation
6. Sentenced Facility Intake

FY 1981-82

The first year of the FY 1981-82 biennium will mark a dramatic change in the level and types of service offered by the Intake Service Center. As a result, the level of planning development and coordination will be accelerated by both the line

and central office planning and coordination personnel.

Two (2) major program changes (PCR) are recommended for this FY. They are the implementation by line branches of the Community Service Restitution program, and the transfer of pre-sentence investigation and probation function. The Community Service Restitution program has been identified as a major sentencing alternative and a key function of the ISC. This program will require eight (8) monitoring personnel to monitor the performance of persons placed for community service restitution at an estimated salary of \$12,000 per worker. No additional personnel are seen as being required to complete the screening and referral activities.

The Pre-sentence Investigation and Probation Supervision Program activities will require sixty four (64) line personnel, including clerical support personnel to provide services on a statewide basis.

It is estimated that ten (10) additional administrative and support staff will need to be established within the State ISC central office to provide various administrative, management, and other support services to the line operations.

<u>Staff Breakdown (10)</u>	
4	- Administrators
1	- Secretary
4	- Clerical Workers
1	- Office Manager
<u>10</u>	

In addition, the proposed budget requests the establishment of a personnel technician for the State Intake Service Center central office. This position was temporarily funded for FY 1979-80 only and subsequently eliminated.

A<sup>1</sup> and A<sup>2</sup> cost projections for FY 1981-82 include a 7% projected increase for salary increases. B<sup>1</sup> and B<sup>2</sup> project a 6% increase from that of FY 1980-81. No equipment outlays are seen as required.

Major planning development and coordination activities with CJS agencies both in the offender contact branches and central office levels for this period will be in the following program areas:

1. Pretrial Services
2. Drug and Alcohol Abuse Diversion
3. Pretrial Not-Sentenced Facility Intake
4. Sentenced Facility Intake
5. Mental Health
6. 10% Bail
7. Furlough
8. Parole

FY 1982-83

The second half of FY 1982-83 biennium is projected to be one of maintaining current services, consolidating services and continued planning development and coordination of identified program areas.

Planning and coordination activities by both line and central office personnel will be in the

following program areas:

1. Drug and Alcohol Abuse Diversion
2. Mental Health Programs
3. 10% Bail Program
4. Neighborhood Justice Centers
5. Furlough
6. Parole
7. Sentenced Facility Intake

Salary and operating costs ("B" fund) increase of 7% and 6% respectively are estimated for the FY. \$4,000 is planned for equipment requirements.

It is expected that the drug/alcohol diversion, neighborhood justice, and furlough programs will be fully implemented in 1983.

FY 1983-84

FY 1983-84 is projected to be one of maintaining current services and continued planning development and coordination of identified programs. Projection also is for the implementation of four programs; the 10% bail, pretrial services, sentenced facility intake program, and parole.

Planning and coordination activities by both line and central office personnel will be in the following program areas:

1. Mental Health Program
2. Alternative Education/Vocational Program
3. Employment Program
4. Parole
5. Pre-sentenced Investigation

Two (2) clerical personnel for the central office steno-pool are required to provide state-wide steno-clerical support services. Salary and operating costs ("B") increases of 7% and 6% respectively are estimated for this FY. A \$2,000 outlay for office equipment is projected.

FY 1984-85

Projection is for the implementation of the alternative education/vocational program. It is estimated that two (2) new staff will be required to provide monitoring and supervision of pre-sentence and post-conviction persons placed in community-based education/vocational programs. One (1) field coordinator position to be located within the central office is projected to be required for coordinating the expansion of services within the institutions and expansion of diversionary services in the community. Salary and operating costs increases of 7% and 6% respectively are also projected for FY 1984-85. A \$1,000 outlay for equipment replacement is projected.

Planning and coordination activities by both line and central office personnel will be in the following program areas:

1. Mental Health Program
2. Employment Program
3. Education/Vocational
4. Probation Supervision

FY 1986-87

Projection is for the implementation of the mental health and employment programs. It is estimated that four (4) new monitoring and follow-up personnel will be required for the implementation of the mental health program. Two (2) additional personnel will be required to monitor and supervise the placement and progress of persons placed in the community-based employment programs. In addition, a second field coordinator position is projected for the central office to coordinate expansion of services within and outside the institutions. Salary and operating costs increases of 7% and 6% respectively are estimated for this FY. An outlay of \$3,000 in office equipment is estimated for new personnel.

Planning development and coordination during this FY will be primarily with the Judiciary in finalizing the transfer of probation supervision functions to the ISC by FY 1986-87.

FY 1987-88

FY 1987-88 will require a projected budget of \$4,227,132 and 148 personnel for the full implementation of ISC programs envisioned for the next seven years. During 1987-88 itself, it is estimated that this year will be primarily devoted to the maintenance of a full range of services for the Intake Service Center program.

APPENDIX A:  
IDENTIFICATION OF PROGRAM SERVICES

APPENDIX A:

Identification of Program Services.

	<u>Program</u>	<u>Current</u>	<u>Workload</u>	<u>PCR</u>
1.	Pretrial Services	X		
2.	Drug & Alcohol Abuse Division	X		
3.	Neighborhood Justice Center	X		
4.	Community Service Restitution			X
5.	Mental Health Program	X	X	
6.	Education/Vocational Program	X	X	
7.	Employment Program	X	X	
8.	10% Bail	X		
9.	Furlough Program	X		
10.	Parole Program	X		
11.	Pretrial Not-sentenced Facility Intake	X		
12.	Sentenced Facility Intake	X		
13.	Pre-Sentence Investigation	X	X	X
14.	Probation Supervision			X

Three Program Change Requests (PCRs) are identified, representing new program and/or services and required need for large investment in resources. The pre-sentence investigation program is unique in that the ISC is currently maintaining this program (neighbor islands - limited basis); it anticipates a large increase in caseload; and for Oahu, it will be a new program.

Four workload increases are reported, including pre-sentence investigation. They do not reflect a new target

group, but an expansion of functions and require additional resources.

Twelve programs (less Community Service Restitution and Probation Supervision) are reported as "Current Services." By definition, this means that the ISC should be capable of providing most of these program services with existing resources for X period of time with the exception of PCR and workload increase requirements stated above.

#### Identification by Individual Program and Process Objectives

Each process objective within a program area was reviewed as to the following:

1. Availability of current resources by target dates to provide services.
2. Additional services required due to workload increase.
3. New resources required due to change in programs.

#### 1. Pretrial Services

A review of each of the process objectives indicated that the current 32 line staff (County Administrators and all branch personnel) and resources assigned are sufficient to maintain this program through 1987. No expansion of resources except for salary and other current ("B" fund) support funding increases per FY are required - 7% and 6% respectively.

#### 2. Drug/Alcohol

No additional resources except salary and support "B" funds increases of 7% and 6% per annum are required.

The 32 line personnel should be enough to carry this program through 1987. This program is part of ISC normal operations.

#### 3. Neighborhood Justice Center

No additional resources except for annual salary and "B" fund increases are required to plan and implement program. Program is more referral by nature and can be handled by current planned staff.

#### 4. Community Service Restitution

This program has been identified as a PCR on the basis that new resources are required to "monitor the performance of persons placed for community service restitution and determine the progress of the offender." These new functions entail a large investment of 8 additional personnel for FY 1981.

All other functions other than monitoring of offenders can be carried out by existing personnel.

#### 5. Mental Health

Four (4) personnel will be required in FY 1985 to handle workload increase due to additional monitoring functions. All other activities identified can be carried out by current personnel. This program is an integral part of ISC operation.

#### 6. Alternative Education/Vocational Program

Two (2) additional staff are required in FY 1984 to handle workload increases due to additional monitoring functions. All other activities can be carried



out by current personnel. This program is an integral part of ISC operations.

7. Employment Program

Two (2) additional staff are required in FY 1985 to handle workload increases due to additional monitoring functions. All other activities can be handled by current personnel. This program is an integral part of ISC operations.

8. 10% Bail Program

No additional personnel is required through FY 1987. The current line and central office personnel in planning and coordination can maintain the program. Monitoring activities identified can be handled by pre-trial workers.

9. Furlough

Current resources can handle evaluation activities within the institutions and monitoring activities for those released and referred. This program can be made an integral part of ISC operations.

10. Parole

No additional resources are required to provide these activities. Evaluations for parole eligibility can be performed by ISC personnel.

11. Sentenced Facility Intake

No additional resources are required to provide these activities. Current intake/assessment and program services personnel of the ISC can provide these activities.

The program is an integral part of ISC operations.

12. Pretrial Not-Sentenced Facility Intake

No additional resources are required to implement this program.

13. Pre-Sentence Investigation

It is estimated that 30 new line personnel (probation officers and clerical permanent) are required to carry out the program on a State-wide basis. In addition, 2 administrative and 1 support (clerical) staff are required to administer and manage the program.

The impact will be on the Oahu ISC, a unit which has no experience with pre-sentence operations. The neighbor islands will be affected by workload increases as current ISC personnel are not sufficient to meet workload increases.

14. Probation

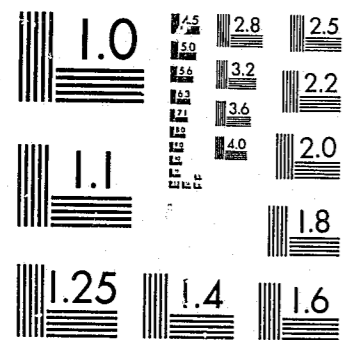
Approximately 34 new line personnel (probation officers and clerical) are required to provide this new program services. In addition, 2 administrative and 1 support (clerical) personnel are required to administer and manage the program.

**CONTINUED**

**16 OF 25**



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National Institute of Justice  
United States Department of Justice  
Washington, D. C. 20531

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APPENDIX L - LEAA National Jail  
Overcrowding Program Objectives

UNITED STATES DEPARTMENT OF  
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
WASHINGTON, D. C. 20531



28 APR 1978

Director of Corrections  
Hawaii Department of Social  
Services and Housing  
P.O. Box 339  
Honolulu, Hawaii 96809

RE: Guidelines on LEAA "Jail  
Overcrowding and Pretrial  
Detainee Program"

Dear Corrections Official:

The Law Enforcement Assistance Administration of the U.S. Department of Justice has focused on a major program to address the problem of the pretrial detainee and jail overcrowding.

Purpose

This program concentrates LEAA's past research and training efforts related to jails into a cohesive package that can be utilized by jurisdictions facing a "jail crisis". It concentrates resources of a number of LEAA divisions, including Adjudication and Corrections and the LEAA National Institute (NILECJ), as well as organizations such as the National Institute of Corrections (Bureau of Prisons), and the Pre-trial Services Resource Center.

The "Jail Overcrowding Program" recognizes that courts have an inherent responsibility to monitor pre-trial detainees in local jails and correctional institutions. It is linked to the current Court Delay Reduction Program, because speedy case dispositions have a direct impact on jail populations. This program follows on the extensive "Alternatives to Jails" research project completed by NILECJ, as well as past efforts to improve jail management and pre-trial services. Significant achievements in pre-trial services and jail improvements to date have been underwritten by State Planning Agencies under the LEAA block grant program.

Gene S/10  
11/7



2

Related Programs

The "Jail Overcrowding" program is linked to LEAA's Corrections efforts for Jail Improvement Technical Assistance and Half-way House Training. It forms an integral part of the total Adjudication effort by complementing our Court Delay Reduction, Career Criminal, State Judicial Information System, Fundamental Court Improvements, and Sentencing Guidelines activities.

Contacts

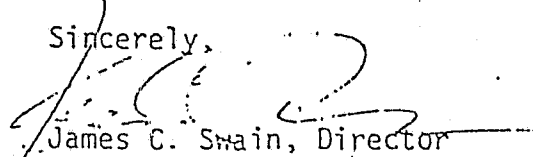
Jurisdictions with severely overcrowded jails and a substantial population of pretrial detainees are encouraged to contact LEAA, as follows:

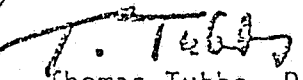
Jail Overcrowding and Pretrial  
Detainee Program  
Nicholas Demos, Program Manager  
Adjudication Division, OCJP  
LEAA, U.S. Department of Justice  
633 Indiana Avenue, Room 1100  
Washington, D.C. 20531

Telephone: (202) 376-3615

Assistance will be coordinated with appropriate State Planning Agencies, Departments of Corrections, and Judicial Planning Committees. The goal of the Jail Overcrowding Program is to demonstrate that system-wide planning and policy-making can ease overcrowding and excessive pretrial custody time, thereby cutting local jail costs and improving the quality of justice.

Sincerely,

  
James C. Swain, Director  
Adjudication Division

  
Thomas Tubbs, Director, Corrections Division  
Office of Criminal Justice Programs  
LEAA

Enclosures M 4500.IF

(1) Reduction of Jail Overcrowding and  
Pretrial Detainee Custody Time

PROGRAM DESCRIPTION: "JAIL OVERCROWDING AND PRETRIAL  
DETAINEE PROGRAM"\*

A. Program Objective: To reduce jail overcrowding in selected jurisdictions which have demonstrated jail overcrowding caused, in large part, by a sizeable pretrial population.

B. Program Description

1. Relation With Other LEAA Programs

This program concentrates LEAA's past research and training efforts related to jails into a cohesive package that can be utilized by jurisdictions facing a "jail crisis." It concentrates resources of a number of LEAA divisions, including Adjudication and Corrections, the LEAA National Institute, and national organizations such as the National Institute of Corrections and the Pretrial Services Resource Center. This program forms a link in LEAA's court improvement strategy, since it recognizes that courts have an inherent responsibility to monitor pretrial detainees in local jails and correctional institutions. It is thus linked to the current Court Delay Reduction Program, because speedy case dispositions have a direct impact on jail populations. This program incorporates past LEAA efforts to address improved jail management and pretrial services, efforts which have been furthered mostly under block grants.

2. Problems Addressed

Two interrelated problems exist: First, there are a number of this nation's 4,000 jails which are severely overcrowded. A growing number of these local jails are under court orders (or the threat of court orders) to reduce population levels. Secondly, as a direct result of the excessive length of time required by some courts to process cases, some detainees experience an excessive custodial period prior to adjudication.

These conditions raise legitimate legal and constitutional questions for states and local jurisdictions, as well as practical supervision issues for jail administrators. The costs to society, not to mention the individual detainee, are enormous.

\*See Guide for Discretionary Grant Programs N4500.1F, page 63.

Jail overcrowding must be viewed as a systemic problem, not as the problem of one key official such as the sheriff. The range of improvements that might impact jail overcrowding under this program include the following:

- Improved jail-intake, including experimentation with the central intake process;
- Expanded pretrial services, including release, screening, social services and alternatives to jail;
- Improved jail management, including an appropriate jail MIS, and a jail-population monitoring system;
- Early appointment of legal defense to expedite cases;
- A coordinating committee of system officials in jail policies, (sheriff/jail administrator; chief judge/court administrator; county board liaison; prosecutor; defender; pretrial agencies.).

3. Assumptions

- a. There are a significant number of local jails with overcrowding and pretrial detention problems.
- b. The court is a key to any comprehensive solution to reduce jail overcrowding and excessive detainee custody time, since it: a) can effectuate and encourage the release of arrestees; b) can expedite the flow of criminal cases; and c) can employ sentencing alternatives. However, the court operating alone cannot accomplish these goals to their fullest extent. The sheriff, police, prosecutor, and defense counsel must play an instrumental role.
- c. Most jurisdictions, even those faced with a pressing jail overcrowding problem, may not be inclined to take comprehensive and drastic steps to reduce jail intake and court delay. A first inclination will be to build more jail facilities or hire more staff. This inclination can be overcome in many cases through data collection, analysis, and strategic technical assistance.
- d. "Crash" court programs designed to handle large numbers of jailed defendants with additional court resources will have transitory effects, but the problem is likely to reoccur.

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APPENDIX L - LEAA National Jail  
Overcrowding Program Objectives  
UNITED STATES DEPARTMENT OF  
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
WASHINGTON, D. C. 20531



28 APR 1978

Director of Corrections  
Hawaii Department of Social  
Services and Housing  
P.O. Box 339  
Honolulu, Hawaii 96809

RE: Guidelines on LEAA "Jail  
Overcrowding and Pretrial  
Detainee Program"

Dear Corrections Official:

The Law Enforcement Assistance Administration of the U.S. Department of Justice has focused on a major program to address the problem of the pretrial detainee and jail overcrowding.

Purpose

This program concentrates LEAA's past research and training efforts related to jails into a cohesive package that can be utilized by jurisdictions facing a "jail crisis". It concentrates resources of a number of LEAA divisions, including Adjudication and Corrections and the LEAA National Institute (NILECJ), as well as organizations such as the National Institute of Corrections (Bureau of Prisons), and the Pre-trial Services Resource Center.

The "Jail Overcrowding Program" recognizes that courts have an inherent responsibility to monitor pre-trial detainees in local jails and correctional institutions. It is linked to the current Court Delay Reduction Program, because speedy case dispositions have a direct impact on jail populations. This program follows on the extensive "Alternatives to Jails" research project completed by NILECJ, as well as past efforts to improve jail management and pre-trial services. Significant achievements in pre-trial services and jail improvements to date have been underwritten by State Planning Agencies under the LEAA block grant program.

Line 5/10  
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Related Programs

The "Jail Overcrowding" program is linked to LEAA's Corrections efforts for Jail Improvement Technical Assistance and Half-way House Training. It forms an integral part of the total Adjudication effort by complementing our Court Delay Reduction, Career Criminal, State Judicial Information System, Fundamental Court Improvements, and Sentencing Guidelines activities.

Contacts

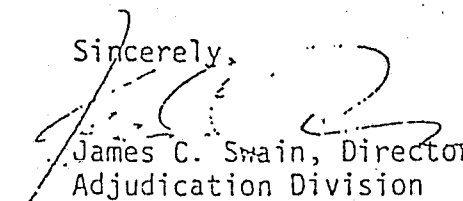
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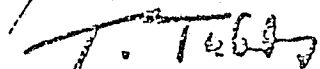
Jail Overcrowding and Pretrial  
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Nicholas Demos, Program Manager  
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Assistance will be coordinated with appropriate State Planning Agencies, Departments of Corrections, and Judicial Planning Committees. The goal of the Jail Overcrowding Program is to demonstrate that system-wide planning and policy-making can ease overcrowding and excessive pretrial custody time, thereby cutting local jail costs and improving the quality of justice.

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James C. Swain, Director  
Adjudication Division

  
Thomas Tubbs, Director, Corrections Division  
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LEAA

Enclosures M 4500.IF

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Pretrial Detainee Custody Time

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2. Problems Addressed

Two interrelated problems exist: First, there are a number of this nation's 4,000 jails which are severely overcrowded. A growing number of these local jails are under court orders (or the threat of court orders) to reduce population levels. Secondly, as a direct result of the excessive length of time required by some courts to process cases, some detainees experience an excessive custodial period prior to adjudication.

These conditions raise legitimate legal and constitutional questions for states and local jurisdictions, as well as practical supervision issues for jail administrators. The costs to society, not to mention the individual detainee, are enormous.

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3. Assumptions

- a. There are a significant number of local jails with overcrowding and pretrial detention problems.
- b. The court is a key to any comprehensive solution to reduce jail overcrowding and excessive detainee custody time, since it: a) can effectuate and encourage the release of arrestees; b) can expedite the flow of criminal cases; and c) can employ sentencing alternatives. However, the court operating alone cannot accomplish these goals to their fullest extent. The sheriff, police, prosecutor, and defense counsel must play an instrumental role.
- c. Most jurisdictions, even those faced with a pressing jail overcrowding problem, may not be inclined to take comprehensive and drastic steps to reduce jail intake and court delay. A first inclination will be to build more jail facilities or hire more staff. This inclination can be overcome in many cases through data collection, analysis, and strategic technical assistance.
- d. "Crash" court programs designed to handle large numbers of jailed defendants with additional court resources will have transitory effects, but the problem is likely to reoccur.

e. The most cost-effective approach to reducing jail overcrowding is to either decriminalize certain classes of offenses (e.g., diversion of the public inebriate) or intervene prior to or shortly after arrest with early release options. Often these options do not exist in practice, and many that do exist are underutilized. The costs of booking, jailing, and other system processing grow more sizeable each day, and while the cost for any individual may be relatively low, the cumulative cost is enormous.

f. Excessive detention time is costly in economic terms, may lead to frustration and inmate disturbances, and is illegal for some classes of defendants.

g. The exclusive reliance upon money bail, even when a ten percent deposit scheme is employed, discriminates against the poor. Current money bail practices sometimes lead to improper influences of public policy.

#### 4. Program Approach

This program will be divided into two phases, described below. Grant awards will be made in each phase to support projects in local jurisdictions to coordinate and focus efforts, under the leadership of the local judiciary, aimed at reducing jail overcrowding and improving pretrial services.

#### 5. Results Sought

a. Reduce jail overcrowding and jail costs.

b. Reduce pretrial detainee custody time.

c. Increase alternatives to arrest and incarceration in appropriate cases.

d. Establish active judicial concern for jail population levels.

e. Improve jail management.

#### C. Program Strategy

This program employs a two phased approach. Phase I is a planning and analysis period where local jurisdictions, with LEAA sponsored assistance, will select appropriate methods to address their overcrowding and pretrial detention problems.

Phase II is an implementation stage for a small number of selected sites. LEAA assistance will be available for Phase II efforts to increase efficient pretrial decision making through additional pretrial services, staffing, training and technical assistance. Re-allocation of local resources may be essential.

#### PHASE I: PLANNING AND ANALYSIS

a. Objective: To assess current jail overcrowding and pretrial detention problems and develop a comprehensive strategy addressing the needs of the particular jurisdiction. This will include the following sub-objectives;

(1) Identify and assess the roles played by various system components who impact the jail population under current arrest-to-trial procedures (i.e., police, judge, sheriff, jail administrator, prosecution, defense counsel, pretrial staff, etc.).

(2) Collect and standardize jail population statistics (i.e., intake, length of stay, average daily population, etc.).

(3) Develop routinized jail population reporting procedures.

(4) Develop a local comprehensive jail management strategy.

b. Problems Addressed: The following problems will be addressed under Phase I:

(1) Lack of jail population classification system.

(2) Lack of jail management information system.

(3) Inadequate reporting procedures for proper oversight function.

(4) Inadequate planning structure to ensure interface of key agencies that impact jail population.

c. Phase I Strategy: LEAA, through a national Program Coordinator, will provide assistance to:

- collect and analyze jail population data,
- facilitate local planning and coordination,
- help identify training and technical assistance needs within the jurisdiction,
- schedule and coordinate training and technical assistance.

A national Program Coordinator for the jail overcrowding program will be retained in May, 1978, through an LEAA technical assistance grant for \$200,000. The Coordinator will serve as the grantee for Phase I of the program, and provide on-call assistance and evaluation of local sites. Other duties will include assistance with data collection, and recommendations on training and technical assistance.

The national Program Coordinator will assist with screening of potential sites. \$400,000 of Part E funds will be sub-granted in up to 20 local jurisdictions selected by LEAA. Each applicant site will be invited to participate in a data collection and planning phase (Phase I). Each local site may receive up to \$20,000 for such Phase I planning purposes. The Program Coordinator will also coordinate activities between participating sites.

d. Phase I Site Selection Criteria

Local jurisdictions will be chosen by LEAA according to the following prioritized criteria:

1. A six-month or more documented history of jail overcrowding generated, in large part, by pretrial detainees;
2. The existence of, or willingness to provide, community-based or other release options to jail and bail, and a six month or more documented history of underutilization of these alternatives;
3. Evidence of Sheriff/Department of Corrections, County Board and Judicial sponsorship and participation.

4. The documented willingness to apply local financial assistance to this overall detainee/jail overcrowding reduction effort;
5. An information system capability (manual or automated) to support program management and accountability needs;
6. Willingness to experiment with a central jail intake concept, or variation.
7. Pending or past legislation which facilitates or promotes pretrial release alternatives.

Additional consideration will be given to jurisdictions participating in one or more of the following national LEAA programs where they can be shown to impact either pretrial detention or jail overcrowding:

- Prosecutor Management Information System (PBOMIS)
- Restitution Program
- Career Criminal Program
- Integrated Criminal Apprehension Program (ICAP)
- Court Delay Reduction Program
- Treatment Alternatives to Street Crime Program (TASC)

e. Phase I Application Procedure and Deadline:

Applicants should submit to LEAA a short paper indicating interest in the program, the existence of established alternatives to jail, and support from key county, court and enforcement officials. These papers will be accepted by LEAA from May 1 through, ~~JUNE~~ JUNE 15, 1978. Applicants will then be contacted for additional information needed for selection purposes. If necessary, site visits will be arranged by the National Coordinator to assist in preliminary data collection and rudimentary program development. Selection of participants for Phase I of the Pretrial Detainee Program is expected to be made by July 1, 1978.

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PHASE II: COMPREHENSIVE PROGRAM IMPLEMENTATION

- a. Objective: To implement comprehensive strategies to reduce pretrial detainee custody time and jail overcrowding as identified under Phase I. This will involve the following sub-objective:
1. Begin routinized reporting procedures to monitor jail population and system flow.
  2. Promulgate and implement court rules and policies with respect to pretrial release criteria and early appointment of defense counsel.
  3. Expand alternatives to jail in cooperation with community agencies.
  4. Develop improved jail management and oversight procedures.
  5. Establish central intake unit, or variation, to coordinate, process and administer a comprehensive jail reduction strategy.
  6. Continue coordination and planning activities among system components.
  7. Evaluate project strategy and effectiveness in meeting project goals.
- b. Problems Addressed
- The following problems will be addressed under Phase II of the Pretrial Detainee Program:
1. Lack of stated policy with respect to eligibility criteria for release, and appointment of defense counsel resulting in unnecessary detention and the late entry into the case of defense counsel.
  2. Lack of single administrative unit with screening and reporting responsibilities to the court to fulfill the judicial decision making process at the critical pretrial stage.
  3. Lack of jail population and system flow accountability.
  4. Lack of on-going coordination among system actors to address pretrial issues.

c. Phase II Strategy:

LEAA, with the assistance of the National Program Coordinator, and other national organizations, will provide financial, technical assistance and training support to:

1. Establish a central intake unit, or variation, to process, monitor and administer the jail reduction strategy developed under Phase I.
2. Increase the sensitivity of the judiciary to the importance of pretrial decisions and increase the leadership of the court in establishing and implementing policies affecting the release or control and custody of pretrial defendants.
3. Improve jail management.
4. Develop and expand the capabilities of information systems to track population and case flow through the system.
5. Expand alternatives to pretrial detention.
6. Monitor program efficiency and effectiveness.
7. Coordinate efforts between jurisdictions nationally.

d. Nature and Scope of Assistance:

5 to 7 jurisdictions will be selected by LEAA to participate in Phase II of the Jail Overcrowding Program. Phase II grant awards will range in size from \$50,000 to \$250,000. Phase II grant awards will be used to support the full range of alternatives to jail, improve pretrial services and jail management improvements including information systems.

e. Phase II Selection Criteria;

Jurisdictions will be chosen by LEAA on a competitive basis according to the following prioritized criteria:

- (1) The comprehensiveness of approach and likelihood of addressing the problems mentioned above.
- (2) Evidence of Judicial leadership
- (3) Evidence indicating maximum use of alternatives to pretrial detention.
- (4) Firmly established procedures to guarantee inmate population control and accountability.

- (5) Documented procedures to assure early entry into case processing by prosecuting and defense counsel.
- (6) Evidence of willingness to apply local financial assistance to help support these efforts.

f. Application Procedure; Deadline:

Applications for Phase II of the Pretrial Detainee Program will be negotiated with the jurisdictions participating in Phase I during the month of August, 1978. Applications for jurisdictions not participating in Phase I are due on August 15, 1978. Grant awards are expected to be made by September 15, 1978.

D. Special Requirements and Program Eligibility:

Eligibility for participation in this program is generally limited to jurisdictions with populations from 200,000 to 1,000,000. Applicants must meet Part E assurance requirements in program areas as defined in the (amended) Omnibus Crime Control and Safe Streets Act of 1968. Applications must have the endorsement of state and local planning authorities. Applicants will normally be metropolitan counties in cooperation with the court of general jurisdiction. Letters of cooperation from the Sheriff/Department of Corrections and the Chief Judge will be required.

E. Contact:

For further information, contact the Jail Overcrowding and Pretrial Detainee Program, Adjudication Division, Office of Criminal Justice Programs, LEAA, Washington, D.C. 20531 (Telephone - 202/376-3615).

**CONTINUED**

**17 OF 25**



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PART IV PROGRAM NARRATIVE

I. OBJECTIVES AND NEED FOR ASSISTANCE

The project seeks to reduce jail overcrowding caused by a sizeable pre-trial population. The basic statistics for the State of Hawaii show certain facilities whose majority population is comprised of not sentenced individuals. According to the following table the Halawa Correctional Facility and the Kauai Community Correctional Facility have more than 50% of their inmate population who are not sentenced.

TABLE I  
Average daily population Assigned Counts for the Community Correctional Facilities of the State of Hawaii for the first three Quarters of FY 1977-1978

FACILITY	Daily Average Population	NOT Sentenced %	SENTENCED Misdemeanant %	SENTENCED Felons %
Halawa Correctional Facility	179.6	68.3	19.8	11.9
Maui Comm. Corr. Facility	15.2	25.6	29.6	44.7
Hawaii Comm. Corr. Facility	22.2	34.7	22.5	42.8
Kauai Comm. Corr. Center	9.0	55.2	12.2	35.6

At the present time only in the County of Honolulu can "jail overcrowding" be attributed to pre-trial detainees. The Hawaii Correctional Master Plan facility construction will reduce the total number of bed spaces available to both not sentenced and sentenced inmates. An emergency female cottage had to be established during the construction at the Halawa Correctional Facility site. In order to accomodate additional inmates due to renovations and reduced bed capacity at Halawa, temporary annex housing units at the State

Prison site were constructed to handle the overflow of pre-trial detainees, misdemeanants and felons who pose minimum public safety risks.

The State Prison cannot handle the overflow because of construction and renovations which are occurring. Eventually, the State Prison will be converted to the Oahu Intake Services Center/Community Correctional Center which will house all pre-trial detainees, sentenced misdemeanants and medium security felons. In all probability, due to the anticipated increase in inmate population, the current "dormitory buildings" housing inmates will not be demolished, but be renovated in order to house inmates. Initial analyses of the Corrections Division population indicate that the increase in population on a state-wide basis is due to the sentenced felon category. However, the unusually high not-sentenced population at Halawa may suggest that this population can be reduced somewhat by implementing the program strategies suggested in the program guidelines.

A joint letter pointing out the overcrowding problem of the correctional facilities was sent to the Judiciary from the Director of the Department of Social Services and Housing and the Intake Service Center. See ATTACHMENT I. A positive reply from the Administrative Director of the Chief Justice indicated a willingness to inform the criminal judges to take into account the housing conditions at the Halawa Correctional Facility. See ATTACHMENT II.

The Judiciary of the State of Hawaii is recognized as being innovative and willing to try new programs and concepts. In September, 1967, the First Circuit Adult Probation Division initiated the "Collateral Services" or ROR program which was later funded by the State Law Enforcement Planning Agency in September, 1973. On February 1, 1977 the LEAA grant was transferred to the newly created Intake

Service Center.

The basic problems being addressed relate to not only the "Jail overcrowding Program" problems identified but to the basic concepts and assumptions of the Hawaii Correctional Master Plan: (1) developing diversion programs and alternatives to incarceration as soon as is practicable after arrest, (2) establishing central intake, service delivery and classification scheme to process offenders, (3) coordinating the various criminal justice agencies and community services, and (4) establishing an offender monitoring information system and research capability to assess system effectiveness and contribute to individual offender decision making.

The five volumes of the Hawaii Correctional Master Plan and Pre-Design form the basis upon which the Hawaii adult Correctional System is being modified. The basic functions of the Intake Service Center which will contribute solutions to jail overcrowding are:

(1) Conduct Intake interviews to screen defendants' situation for early diversion of those who do not need to be incarcerated and to provide such services or make referrals for such services, (2) Provide Pretrial services to assess circumstances of a person arraigned in order to develop recommendations to the court for possible release from incarceration pending trial, (3) Conduct presentence investigations and reports to provide the sentencing judge with information and recommendations relevant to sentencing a convicted person, (4) Develop or assist in developing program recommendations at various phases (pre-trial, pre-sentence, post-sentence) by providing and coordinating assessment services, (5) Refer and coordinate needs of offenders with programs and agencies with the proper services, (6) Develop an information system to effectively monitor offenders, treatment

programs and management decision-making, (7) Provide research and statistical services to correctional agencies to contribute to effective planning by criminal justice agencies relating to system effectiveness and efficiency and (8) Establish offender records archives to ensure the continued availability, accuracy, completeness, privacy and security of offender records.

The above major functions identified by the Intake Service Center would contribute to the understanding, planning and determination of solutions to the "Jail overcrowding" problem.

The major objective of the grant is to accelerate the implementation of the Hawaii Correctional Master Plan concepts and ISC functions to reduce the number of individuals incarcerated in the pre-trial, pre-sentence or sentenced categories without endangering the safety of the public.

## II. RESULTS OR BENEFITS EXPECTED

It is anticipated that this grant will assist the Intake Service Center in accelerating (1) the establishment of a system-wide intake, assessment and classification scheme from the point of arrest through adjudication, incarceration and final discharge, (2) the establishment of unit management teams in all community correctional facilities in the State, and (3) develop, implement and expand the capabilities of the ISC correctional information system to monitor offenders through the adult correctional system.

The grant would also contribute to (1) increasing the sensitivity of the judiciary to the importance of pretrial decisions (2) increasing the courts' participation in establishing and implementing policies affecting the release and custody of both pretrial and sentenced offenders, (3) providing the State with the capability to review and assess system program efficiency and effectiveness

in dealing with "Jail Overcrowding", and (4) providing the impetus to expand alternatives to pretrial detention through the increase of community resources.

The above major functions and activities would contribute to reducing the jail population on all islands. The key result area is the reduction of the jail population of the facility or the daily head count of the community correctional centers in the State of Hawaii. The scope of this grant addresses the needs of the entire State of Hawaii, but major emphasis will be placed on the Halawa Correctional Facility and the Keehi Annex. (As part of the Hawaii Correctional Master Plan implementation, the local county jails were transferred to the State.

The subobjectives listed above should contribute towards the reduction of the community correctional center head counts. A distinction is being made between those offenders assigned to the facility, but who may not be in the facility as opposed to the head count or those who are physically housed in the facility and occupying a bed or cell.

The overall impact of reducing the jail population will contribute to improving the quality of justice, reducing the effects of incarceration on pretrial defendants, and improving system effectiveness and efficiency by defining common criminal justice system goals and by improving offender monitoring.

**CONTINUED**

**18 OF 25**

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Cust. Date	Appl. Date	Appl. No.	Defendant's Name	Offense(s)	Case or Crim. No.	Recommendations	Dispositions			Court Appearance	
							Date	Bail	Other	Date	Y or N
5/2			/	Sexual Abuse, 1°				1,000	Charges dropped by K.P.D.		
5/4	6/5		/	Harassment				25.00	Bailed out		
5/6	6/9		/	PDD, 3°				25.00	Released per Court trial	6/24	
5/6	6/9		/	Criminal Assault, 3°				50.00	Sentenced 6/10/80; PSI ordered 7/15/80		
5/6	6/9		/	Burglary, 1°; PDD, 1°				2,500	Court: charges dismissed		
5/6	6/9		/	Burglary, 1°; PDD, 1°					SR		
5/7	6/9		/	DUI (Alcohol)				100.00	Bailed out		
5/7			/	Attempted Theft, 3°				25.00	Bailed out		
5/8			/	DUI (Alcohol)				100.00	Bailed out		
5/8			/	Attempted Burglary, 1°				1,500	Bailed out		
5/6			/	Theft, 1°					D.C. referral; already on OR D.C. requested follow-up rept; OR rpt. submitted		
5/9	6/10		/	Burglary, 1°				1,500	Bailed out		
5/10	6/10		/	UCPMV				1,000	Released per Judge Nakea		
5/11			/	2 counts: Sexual Abuse, 1°				2,000	Released by Prosecutor unable to proceed		
5/17	6/17		/	Theft, 3°				25.00	Sentence Served.		
5/19			/	DUI				100.00	Bailed out		
5/21			/	Harassment				25.00	Bailed out		
5/23	6/23		/	Disorderly Conduct				25.00	Sentence Served		
5/23	6/23		/	Attempted Murder				20,000			

COPY

APPENDIX N: Release On Recognizance/Bail Form

INMATE SERVICE CENTER

PRE-TRIAL RELEASE - REFERRALS AND DISPOSITIONS

FOR PERIOD 7/1 1979 TO 6/30 1980

FISCAL YEAR 79-80

161800

MONTH	(1) TOTAL REFERRALS	(2) STATUS WHEN REFERRED			(3) DISPOSITION RECOMMENDED/ACCEPTED						(4) RELEASE BEFORE DISP			(5) REMARKS				
		a) In Custody	b) Temp Custody	c) Other	a) ROR	b) Sup Rel.	c) Bail Red.	d) Bail Set	e) Bail Conf.	f) Other	a) Bail Release	b) RTA	c) Disch.					
JULY	15	15		1	3	3	1	0	0	0	0	0	2*	6		3	* 2 - Pending	
AUGUST	34	34			14	14	3	3	1	0	0	0	4*	14		1	* 1 - Pending 1 - sentenced at arraignment 2 - MIA/IDM	
SEPTEMBER	24	19		5	1	1	2	2	0	0	0	0	2*	13		1	* 1 - Pending 1 - sentenced at arraignment	
1st QUARTER	73	68		5	15	15	6	6	1	0	0	0	8	33		5		
OCTOBER	18	18			2	2	0	0	2	2*	0	0	0	1*	12		1	1 - Pending * - 1 - ROS w/SR
NOVEMBER	20	20			3	3	2	1	1	2	0	0	0	6		8		
DECEMBER	30	29		1	4	6	0	0	1	1	0	0	2*	14		7	* - Pending	
2nd QUARTER	68	67		1	9	11	2	1	4	5	0	0	0	32		16		
JANUARY	17	16		1	2	4	1	1	1	1	0	0	0	3*	8		0	* - Pending
FEBRUARY	25	23		2	6	6	4	5	3	3*	0	0	0	8*	5		1	* - not to be added to total * - pending * - sentenced & released
MARCH	20	19		1	5	5	0	0	0	0	0	0	1	3*	7		4	
3rd QUARTER	62	58		4	13	15	5	6	4	4	0	0	1	14		20	5	
APRIL	24	22		2	7	7	3	3	1	1	0	0	0	2*	7		4**	* pending ** discharged, dismissed
MAY	18	18			3	3	2	2	0	0	0	0	0	4*	5		4	* pending * sentenced & released
JUNE																		
4th QUARTER																		
TOTAL YEAR																		



Custody Date	Release Date	SR No.	Defendant's Name	Offense(s)	Case or Crim. No.	Court Date	Disposition	Term. Date	Conditions
9/17/79	9/26/79			✓ Burglary, 2°					PC Weekly
10/17/79	10/26/79			✓ PDD, 2° Permit to Acquire					Courtesy supervision to OISC
11/3/79	11/19/79			✓ Reckless Endan., 1°					PC weekly
C.C. Referral	10/30/79			✓ Extradiction - non-support					PC Weekly
1/21/80	1/22/80			✓ Theft, 1°; PDD, 3°; CP, 3°					PC weekly
2/1/80	2/4/80			✓ Burglary, 2°					PC weekly
2/10/80	2/15/80			✓ Three Counts, Theft, 1°					Courtesy supervision to OISC
2/10/80	2/19/80			✓ Three Counts, Theft, 1°					PC weekly
2/20/80	3/4/80			✓ UCPMU					Courtesy supervision to MISC
4/15/80	4/8/80			✓ UCPV					PC weekly
4/13/80	4/24/80			✓ Attempted Assault, 2°					PC weekly
4/27/80	4/29/80			✓ Burglary, 1°					PC weekly
5/20/80	5/22/80			✓ Sodomy, 2°					PC weekly
4/22/80	6/13/80			✓ Burglary, 1°					PC weekly
6/24/80	6/26/80			(F) Theft, 3°					None

APPENDIX N: Supervised  
Release Log Form

**CONTINUED**

**19 OF 25**

APPENDIX O - Modular Training  
for Classification of Sentenced  
Felons

MODULAR TRAINING FOR  
CLASSIFICATION OF SENTENCED FELONS

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16 of 19

MODULAR TRAINING FOR  
CLASSIFICATION OF SENTENCED FELONS

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INTRODUCTION

This training package is made up of five (5) training modules to be used in connection with the State of Hawaii Inmate Classification System. Each module addresses an important aspect of inmate classification that we feel each intake worker should be well aware of. The modules are based on a self-study design utilized by the Federal Bureau of Prisons in case management. To our knowledge, we believe that this is one of the first self-study packages for an objective classification system.

The study design is set so that each worker will be asked to thoroughly demonstrate their knowledge of the material contained in the packet as evidenced by their ability to get 100% of the performance questions answered correctly. It is further expected that each worker, upon successful completion of the packet, will be asked to discuss concepts verbally with a training committee made up of that worker's supervisor and two other agency representatives. Once the worker has shown mastery of classification concepts through the written test and verbal performance, the worker will be considered "certified" to perform inmate classification. This process will be repeated annually for each worker, with appropriate updates in the training material as required.

## TOPIC:

OBJECTIVE VERSUS SUBJECTIVE SECURITY CLASSIFICATION

## TIME FRAME:

One hour

## LEARNING OBJECTIVES:

1. To understand the importance of restricting subjective discretion in classification.
2. To be able to discuss verbally, the reason why an inmate classification system was developed for Hawaii.
3. To be able to identify the perceived value in the new classification system over the old method.
4. To understand how objective classification affects agency accountability and consistency in decision-making.

100% accuracy.

## PERFORMANCE OBJECTIVES:

1. Each worker will be conscious of discretion utilized and will be aware of its effects during inmate classification.
2. Each worker will strive for a more objective outlook in documenting offender information.
3. Each worker will be able to explain how documented recommendations for security level designation help make the worker and the agency more accountable for custodial housing decisions.

## REFERENCES:

Corrections Division, Department of Social Services and Housing, Classification Manual, March 13, 1980; Act 179, Hawaii Revised Statutes, 1973.

## OBJECTIVE VS. SUBJECTIVE INMATE CLASSIFICATION

### A. Introduction

Traditionally, in the United States, there has been sporadic usage of instruments for classifying criminal offenders as they are processed through the criminal justice system. This training module takes the position that objective classification through the use of a formal instrument is preferable to a subjective method of classification where a practitioner's pure "common sense" guides the decision. Discretion plays an important role in classification, but only when specific limits can be placed on it to reduce and control inconsistent decision-making.

### B. Objective Classification Distinguished from Subjective Classification

Objective classification is defined here as the utilization of an instrument that employs a fixed set of variables considered in the decision-making process according to explicit written instructions. These variables are expected to limit the discretion of the decision-maker to the point that if another worker were to classify the offender with the instrument that the results would be essentially identical.

An additional requirement is that the criteria that are used in the instrument be weighted in accordance with the extent to which the variable under consideration contributes to the successful prediction of the desired outcomes (i.e. in this case, escape or violence). This weighting process assists in making as objective a decision as possible since all criteria

that are selected for use are chosen on the basis of their ability to accurately predict failures.

From an operational worker's point of view, objective classification can be looked at as a process whereby clients are interviewed and asked questions about their backgrounds for a given set of characteristics. The response that the offender gives will result in the appropriate notation being made within set categories on the classification instrument. Based on the response checked, there will be an assigned number of points that the offender will score for each criteria examined.

After the interview is completed, then the points for the criteria will be totalled and that aggregate score will determine the type of custodial setting in which the offender will be placed. Persons considered dangerous will probably be placed at Halawa with less serious offenders being placed in a community correctional center or Kulani.

### C. THE REASON FOR DEVISING A CLASSIFICATION SYSTEM

A common question that line workers have is: why do we need a classification instrument like this? And equally often, the reason this question is asked is because line workers tend to feel that their own subjective discretion is just as good as an interview instrument.

The answer to the original question is that research studies have shown: (1) that objective instruments that are tested statistically are more accurate than subjective determinations; (2) that objective instruments reduce disparities in security decisions between offenders of similar types; (3) that it is possible to be consistently accountable for security assignment decisions; and (4) it helps predict which offenders are most likely to escape or commit a violent act while in the institution.

Now, this may sound hard to believe, so each of these points will be explained in more detail. For example, when we say that objective instruments have been shown to be more accurate than subjective decisions, we mean: in terms of predicting which offenders are most likely to escape or be violent, instruments that have been created through a research process have done it better than people can do just by evaluating individuals based on "gut feelings." This is not to say that the instruments will always be right, but they tend to predict success better than mere chance alone.

When we say that objective instruments tend to reduce disparities in decisions, we mean that an objective instrument should result in the same types of offenders with similar

backgrounds being assigned to custody settings that are similar. This notion is one of "fairness". Take for example, a situation where we have two (2) offenders charged with burglary, no prior offense history, and so forth. If one (1) man was placed in high security and one (1) medium security, it would raise immediate questions about the reason for the disparity; and if there were not hard facts to back-up the decision, then it might be hard to justify. An objectified instrument should virtually eliminate disparities of this type with no further risk to the community. Whereas, workers left to a "gut feeling" analysis might come up with different results.

Next, when we say that it is possible to be consistently accountable for security assignment, decisions that are made, we mean that: (1) all decisions will be recorded on paper, (2) the criteria that are taken into account are explicitly set out, (3) how the offender scored on each criteria is shown, and (4) there is assurance that each offender processed is examined or rated on the same factors.

This notion of accountability is one that is very important. It permits a worker to sit with the inmate and to explain exactly why they are being assigned to a particular custody setting. It also permits the agency to study admissions and security assignments for the purpose of improving custody housing decisions.

Finally, when we say that the instrument helps us predict which offenders are most likely to try to escape or commit a violent act in the institution, we mean that the research



which created the instrument is based on criteria which most strongly relates to these acts. This is where the research process is very important in creating the instrument, because we have to study offenders who have escaped or been violent in order to develop the instrument. These concerns are primarily based on public safety and the orderly management of the institution.

This latter concern, with regard to developing the ability to predict offenders who might be violent or an escape risk is an important one. It will assist in the utilization of space in the high security facility, which is quite limited. In this way, the more dangerous offenders can be housed in the high security setting, while the less serious felons can be placed in a community correctional center or Kulani.

D. OBJECTIVE VS. SUBJECT SECURITY CLASSIFICATION

"POST TEST"

1. How is objective classification distinguished from subjective classification?
2. What are the advantages in using an objective classification instrument?
3. When we say that an objective classification instrument is more accurate than subjective classification, what do we mean?
4. How does an objective classification instrument reduce disparity in decision-making?
5. When we use an objective classification instrument, what are we trying to predict?
6. How does objective classification assist in accountability?

E. OBJECTIVE VS. SUBJECTIVE SECURITY CLASSIFICATION"ANSWERS TO POST TEST"

1. Use of an instrument with a fixed set of variables, a set of explicit instructions, and criteria that are weighted according to the extent to which they can predict escape or violent acts in the institution.
2. Advantages are: (a) objective instruments have been shown to be statistically more accurate than subjective classification; (b) objective instruments reduce disparity in security decisions; (c) permits consistent accountability in making security assignment decisions; (d) it helps predict which offenders are most likely to escape or commit violent acts.
3. We mean that objective instruments are more likely to predict who will escape or be violent than a worker who assesses that prospect based on "gut feelings" alone.
4. It will reduce disparity by giving the same consideration to persons of similar backgrounds, with similar offense histories. Workers left to a "gut feeling" appraisal might easily come up with a different result.
5. Escape from or violence within a correctional facility.
6. It assists in accountability by: (a) recording decisions on paper, (b) setting out explicit criteria, (c) documenting how the offender scored on each criteria, and (d) serves as objective proof that each offender is processed and rated on the same factors.

## TOPIC:

SECURITY DESIGNATION CRITERIA FOR INITIAL CLASSIFICATION

## TIME FRAME:

One hour

## LEARNING OBJECTIVES:

1. To gain an understanding of each of the security designation criteria.
  2. To be able to discuss verbally, each criteria and its importance.
  3. To be able to identify the pertinent source documents from which the criteria information will be drawn.
- 100% accuracy

## PERFORMANCE OBJECTIVES:

1. To be able to complete the security classification instrument for incoming sentenced felons in an accurate and informal manner.
2. To be able to discuss logically with the inmate, the outcome of the evaluation.

A. THE CLASSIFICATION PROCESS

Classification is divided into two (2) major components in the State of Hawaii: (1) initial classification which is a security designation, and (2) reclassification which is a consideration for change in custody level. It is important to get these distinctions clear at the outset. Initial classification is an evaluation which is done on an offender prior to their first assignment to a correctional facility. Therefore, initial classification is often called security designation, and relates to institutional placement. This means that the initial classification score will determine which correctional facility the offender should be placed in.

Reclassification which will be discussed in a later module, on the other hand, relates to the behavior of the inmate after he/she has been in the correctional facility for a set period of time (usually every six months). This evaluation of inmate behavior results in consideration for a change in custody level or the amount of staff supervision that is required within the correctional facility where the inmate is housed.

B. INITIAL CLASSIFICATION OR SECURITY DESIGNATION CRITERIA

There are six different essential criteria that are scored on each sentenced felon in the security designation process. These are:

- type of detainer
- severity of current offense
- expected length of incarceration
- type of prior commitment
- history of escapes or attempts
- history of violence

By examining the initial classification form, (see Attachment I), it can be seen that each of these criteria are contained in Section B entitled "Security Scoring". Further, it should be noted that each criteria is broken down into sub-categories, and each of the sub-categories has been weighted (i.e. assigned a certain number of points).

1. Type of detainer: This criterion refers to the number of pending charges that are known about the offender from other jurisdictions. The larger the number of charges, the greater the number points that will be scored.

This criterion is important because it may present a reason for an offender to try to escape. Knowing that another jurisdiction has charges against the inmate may be impetus for that person to try to escape current incarceration and ultimately avoid further prosecution.

2. Severity of Current Offense: This criterion takes into account the severity of the conviction offense and assigns

points in accordance with offense class (e.g. Class A felonies = 7 pts., Class B felonies = 5 pts.). This criterion is important because it is assumed that the offense behavior of the defendant is predictive of potential future violence in the institution. For example, if the offender was convicted of murder, it could be assumed that it is within the capacity of the inmate to kill again.

3. Expected Length of Incarceration: This criterion takes a look at how long the offender is expected to stay in the correctional facility. The estimate of time is based on the first parole consideration date which is one-third of the minimum sentence. So, if an inmate is convicted of a Class A felony and sentenced to 20 years in a correctional facility, it would be expected that an inmate would spend 7 years or 84 months.

This criterion is considered important because it is assumed that the longer an inmate has to spend in the institution, the more likely that individual will be to try to escape.

4. Type of Prior Commitments: This criterion takes a look at the type of prior adult institutional commitments that an offender has experienced. This means that there will first be a look to see if the inmate has been institutionalized. If the answer is "no", then the "none" category is checked. If the answer is "yes", then there is a look to see what the seriousness of the previous commitment offense was. This is gauged by using the severity of offense scale. Misdemeanors

will result in a notation of a "minor" previous commitment, while a previous felony commitment will rate a score on "serious".

The importance of this criterion is that there is an assumption that prior institutional commitments is one measure of recidivism. Therefore, an inmate may be more likely to either try to escape or to commit a violent act while in the institution.

5. History of Escapes or Attempts: This variable takes into account prior escapes or attempts from an institution (excluding current offense), where there was a finding of guilty either by a court of law or by the institutional adjustment committee.

This variable is important because there is an assumption that it is possible to predict escapes based on past behavior of this type.

6. History of Violence: This variable is considered to be of great importance in terms of predicting violent institutional behavior. A documented history of violence (excluding current offense) based on past conviction offenses or findings of guilt by an institutional adjustment committee are considered to valid indications of a violent history.

#### C. SOURCE DOCUMENTS

The source documents for initial classification are primarily the pre-sentence investigation report and the Intake Service Center/Community Correctional Center (ISC/CCC)

Intake Form. The pre-sentence investigation is by far the most comprehensive and will provide information on severity of current offense, type of prior commitments, history of escapes or attempts, and history of violence. The ISC/CCC Intake Form is useful for detainer information.

Finally, one last document which should be consulted is the court mittimus which documents the conviction charge and the sentence. This can be used to calculate the expected length of incarceration.

D. SECURITY DESIGNATION CRITERIA FOR INITIAL CLASSIFICATION

"POST TEST"

1. What is initial classification?
2. Identify the six criteria used in initial classification.
3. Identify the importance of each criteria by what it attempts to predict.
4. Identify the source documents used for initial classification. Match-up the source document with the criteria.

E. SECURITY DESIGNATION CRITERIA FOR INITIAL CLASSIFICATION

"ANSWERS TO POST TEST"

1. Initial classification is a process of evaluating an offender for institutional placement and is due prior to the first institutional assignment.
2.
  - a. Type of detainer
  - b. Severity of current offense
  - c. Expected length of incarceration
  - d. Type of prior commitments
  - e. History of escapes or attempts
  - f. History of violence
3.
  - a. Detainer = escapes
  - b. Severity of offense = violence
  - c. Expected length of incarceration = escape
  - d. Type of prior commitments = escape or violence
  - e. History of escape = escape
  - f. History of violence = violence
4.
 

<u>Criteria</u>	<u>Source Document</u>
a. Detainer	ISC/CCC Intake Form
b. Expected length of incarceration	Court Mittimus
c. Severity of offense	PSI
d. Type of prior commitments	PSI
e. History of escape	PSI
f. History of violence	PSI

TOPIC:

LEVELS OF SECURITY

TIME FRAME:

45 minutes

LEARNING OBJECTIVES:

1. To be able to distinguish between security levels in verbal discussion.
2. To ultimately be able to distinguish between security level and custody level.
3. To understand how security classification scores are arrived at.  
100% accuracy.

PERFORMANCE OBJECTIVES:

1. Each worker will understand how security assignments are made.
2. Each worker will know how each State Correctional Facility is rated on security and be able to identify them.
3. Each worker will be able to explain to an offender how facility assignment was arrived at.

REFERENCES:

Corrections Division, Department of Social Services and Housing, Classification Manual, March 13, 1980; Act 179, Hawaii Revised Statutes, 1973.

## LEVELS OF SECURITY

### A. Introduction

Each correctional facility in the State of Hawaii has been rated for security level and range between S-1 and S-6. The differences in facility rating have to do with housing accommodations at the correctional facility and the extent of inmate access to the community. A common distinction that is often made is between what is called an "open" versus a "closed" facility.

An open facility indicates that inmates may have access to the community from an institution for various purposes (e.g. work or educational furlough). A closed facility indicates that inmates housed in such institutions are not eligible for community programs.

### B. Security Levels

In the State of Hawaii, there are six security levels that are utilized for sentenced felons:

- S-1 (minimum security)
- S-2 (medium security)
- S-3 (medium security)
- S-4 (medium security)
- S-5 (high security)
- S-6 (high security)

Inmates housed in an S-1 facility may be housed within the least secure housing area within an institution, be assigned to a community-based residential program, or reside in the

community. The key to this security level is that inmates have freedom of movement to go into the community escorted or on furlough status. S-1 facilities are considered "open" facilities.

Persons assigned to an S-2, S-3, or S-4 institution receive higher levels of supervision. While inmates may be housed in less secure portions of the facility, trips into the community must be escorted and probably will be limited to recreation, work on the facility grounds, and so forth. These facilities are also considered "open".

Finally, inmates assigned to an S-5 or S-6 facility are in a "closed" institution. Inmates here are excluded from community programs. Also inmate movement is controlled and under escort at all times in the facility. For escorted trips outside the facility for any reason, handcuffs and leg restraints will be used at all times.

### C. Security Level Scoring

Security level is determined in accordance with the results of the initial classification evaluation discussed in Module 2. Point assignments and cut-offs are as follows:

<u>Points</u>	<u>Security Levels</u>
0-6	S-1
7-9	S-2
10-13	S-3
14-22	S-4
23-29	S-5
30-40	S-6

After initial classification has been performed, a security total is summed. Based on the point score, a security level

is assigned. For example, if an inmate were to score 21 points, then a security level of S-4 would be assigned to the inmate. This would be a medium security classification.

From the discussion in Module 2, it should be remembered that initial classification results in facility assignment. This section reinforces that concept by advising the worker that facility assignment is made based on the security score total.

D. Hawaii Correctional Facilities Security Ratings

Hawaii correctional facilities and their respective security ratings are as follows:

<u>Facility</u>	<u>Security Rating</u>
Kamehameha Conditional Release Center	S-1
Laumaka Conditional Release Center	S-1
Oahu Community Correctional Facility	S-2 thru S-4
Hawaii Community Correctional Facility	S-2 thru S-4
Maui Community Correctional Facility	S-2 thru S-4
Kauai Community Correctional Facility	S-2 thru S-4
Kulani Honor Camp	S-2 thru S-4
Halawa High Security Facility	S-5 /S-6

E. LEVELS OF SECURITY

"POST TEST"

1. How many different levels of security are there and what is their alpha-numeric designation?
2. What is the security classification breakdown (i.e. which of the levels relate to high, medium, and minimum)?
3. How is it decided what security level an offender shall be placed in?
4. What does initial classification result in?
5. Name the eight correctional facilities and identify their respective security ratings?



F. LEVELS OF SECURITY  
"ANSWERS TO POST TEST"

1. S-1, S-2, S-3, S-4, S-5, S-6
2. S-1 = Minimum  
 S-2, S-3, S-4 = Medium  
 S-5, S-6 = High
3. Based on the number of points scored through initial classification.
4. Facility assignment.
5. Kamehameha Conditional Release Center; S-1  
 Laumaka Conditional Release Center; S-1  
 Oahu Community Correctional Center; S-2, S-3, S-4  
 Hawaii Community Correctional Center; S-2, S-3, S-4  
 Maui Community Correctional Center; S-2, S-3, S-4  
 Kauai Community Correctional Center; S-2, S-3, S-4  
 Kulani Honor Camp; S-2, S-3, S-4  
 Halawa High Security Facility; S-5, S-6

TOPIC:

CUSTODY CLASSIFICATION CRITERIA FOR  
 OFFENDER RE-CLASSIFICATION

TIME FRAME:

One hour

LEARNING  
 OBJECTIVES:

1. To gain an understanding of each of the custody classification criteria.
2. To be able to discuss verbally, each criterion and its importance.
3. To be able to identify the pertinent source documents from which the criteria information will be drawn.

100% accuracy

PERFORMANCE  
 OBJECTIVES:

1. To be able to complete the custody classification instrument for sentenced felons in an accurate and informed manner.
2. To be able to discuss logically with the inmate, the outcome of the evaluation.

A. THE CLASSIFICATION PROCESS

Classification, as noted in Module 2, is divided into two (2) major components in the State of Hawaii: (1) initial classification which is a security designation, and (2) reclassification which is a consideration for change in custody level. It is important to get these distinctions clear. Initial classification is an evaluation which is done on an offender prior to their first assignment to a correctional facility. Therefore, initial classification is often called security designation, and relates to institutional placement. This means that the initial classification score will determine which correctional facility the offender should be placed in. This concept was discussed in Module 2.

Custody reclassification, which is the subject of this training module, on the other hand, relates to the behavior of the inmate after he/she has been in the correctional facility for a set period of time (usually every six months). This evaluation of inmate behavior results in consideration for a change in custody level or the amount of staff supervision that is required within the correctional facility where the inmate is housed.

B. CUSTODY CLASSIFICATION OR RE-CLASSIFICATION CRITERIA

There are seven different essential criteria that are scored on each sentenced felon as part of the reclassification process. These are:

- Percentage of time served
- Involvement with drugs/alcohol
- Mental/psychological stability
- Type of most serious disciplinary report
- Frequency of disciplinary reports
- Responsibility that inmate has demonstrated
- Family/community ties

By examining the reclassification form (see attachment), it can be seen that each of the criteria are contained in Section C entitled "Custody Scoring." These criteria, as for initial classification, are broken down into sub-categories, and each of the sub-categories has been weighted (i.e. assigned a certain number of points).

1. Percentage of Time Served: This criterion refers to the percent of the parole minimum that the offender has actually served at the time of reclassification. There is an assumption that the more time that has been served by the offender, the less likely they are to commit a major violation.

2. Involvement with Drugs/Alcohol: This criterion makes a distinction between current substance abuse (within the past

five years), past abuse (longer than five years), and no history of above. There is an assumption here that a history of substance abuse may result in aberrant behavior.

3. Mental/Psychological Stability: This refers to the results of a psychological exam given within the past year preceding reclassification. An unfavorable rating indicates that the offender has been diagnosed by the psychiatrist as having schizoid, depressive, or manic tendencies which might contribute to the offender acting out physically.

4. Type of Most Serious Disciplinary Report: This criterion rates offender behavior while in the institution and is classified based on a misconduct severity scale. Misconducts like escape or violence are deemed of "greatest" severity. Other misconducts like being in an unauthorized area or refusing to obey an order receive lower ratings. This criterion should show propensity for violence or escape.

5. Frequency of Disciplinary Report: This criterion refers to the number of misconduct reports filled out on the offender during his/her institutional stay preceding the custody reclassification. It is assumed that the greater the number of reports, the greater the likelihood of danger or escape.

6. Responsibility That Inmate Has Demonstrated: This variable permits the evaluator to assign an overall subjective rating of inmate behavior. It is felt that the discretion of the evaluator should be limited, but yet taken into account. This factor is an overall estimate of inmate behavior either positive or negative.

7. Family/Community Ties: This variable takes into account whether the offender has family locally. It is assumed that unstable local ties could cause the offender to act out and be a greater risk of escape or violence.

The reclassification criteria are expected to predict risk essentially based on institutional behavior. Good behavior could be rewarded with more privileges, while negative behavior could result in more restrictive custody measures.

C. SOURCE DOCUMENTS

The source documents for custody classification are primarily: the institutional misconduct reports, the court mittimus, individual evaluation summaries, and offender psychological examination reports. The misconduct reports are by far the most comprehensive and will provide information on: involvement with drugs/alcohol, type of most serious disciplinary report, frequency of disciplinary reports, and an estimate of the responsibility that an inmate has demonstrated. The court mittimus is useful for percentage of time served information and the latest psychological exam will provide information on mental/psychological stability.

Finally, one last document which should be consulted is the individual evaluation summary, which documents the family-community ties, as well as involvement with drugs/alcohol.

D. CUSTODY CLASSIFICATION CRITERIA FOR OFFENDER RE-CLASSIFICATION

" POST TEST "

1. What is custody classification?
2. Identify the seven criteria used in custody classification.
3. Identify the importance of each criterion by what it attempts to predict.
4. Identify the source documents used for custody classification. Match up the source document with the criteria.

E. SECURITY DESIGNATION CRITERIA FOR INITIAL CLASSIFICATION

"ANSWERS TO POST TEST "

1. Custody classification is a process of evaluating an offender for a change in custody level or the amount of staff supervision required and is done usually after each six months of institutional stay.
2.
  - a. Percentage of time served
  - b. Involvement with drugs/alcohol
  - c. Mental/psychological stability
  - d. Type of most serious disciplinary report
  - e. Frequency of disciplinary reports
  - f. Responsibility that inmate has demonstrated
  - g. Family/community ties
3.
  - a. Percent of time served = escapes or violence
  - b. Involvement with drugs/alcohol = violence
  - c. Mental/psychological stability = violence
  - d. Type of most serious disciplinary reports = escape or violence
  - e. Frequency of disciplinary reports = escape or violence
  - f. Responsibility that inmates has demonstrated = evaluation of inmate behavior, positive or negative.

4. Criteria

Source Document

- |  |                                  |
|--|----------------------------------|
| a. Percentage of time served.                  | Court mittimus                   |
| b. Involvement with drugs/alcohol              | Institutional misconduct reports |
| c. Mental/psychological stability              | Psychological evaluations        |
| d. Type of most serious disciplinary report    | Institutional misconduct reports |
| e. Frequency of disciplinary reports           | Institutional misconduct reports |
| f. Responsibility that inmate has demonstrated | Institutional misconduct reports |
| g. Family/community ties                       | Individual evaluation summaries  |

- TOPIC: LEVELS OF CUSTODY
- TIME FRAME: One hour
- LEARNING OBJECTIVES:
1. To be able to distinguish between custody levels in verbal discussion.
  2. To ultimately be able to distinguish between custody level and security level.
  3. To understand how custody classification scores are arrived at.  
100% accuracy
- PERFORMANCE OBJECTIVES:
1. Each worker will understand how custody level changes are made.
  2. Each worker will know custody level attributes.
  3. Each worker will be able to explain to an inmate how custody level changes are arrived at.
- REFERENCES: Corrections Division, Department of Social Services and Housing, Classification Manual; March 13, 1980. Act 179, Hawaii Revised Statutes, 1973.

LEVELS OF CUSTODY

A. Introduction

Within each correctional facility in the State of Hawaii there are four levels of custody which can govern inmate movement. These levels are:

- o Maximum
- o In
- o Out
- o Community

The material that is contained below is intended to distinguish the various custody levels from one another, and to provide cross reference between custody and security level. This information is not complicated in and of itself, but due to the quantity of material, close study will be required.

B. Custody Levels

1. Maximum:

Inmate requires maximum control and supervision. This custody is for individuals who, by their behavior, have identified themselves as assaultive, predacious, riotous, or serious escape risks. Such inmates have demonstrated an inability to relate with the general population without being dangerous to other inmates, or are disruptive to the orderly running of the institution. These individuals may be restricted from some work assignments, as well as parts of the institution as deemed

appropriate. For escorted trips outside the institution, handcuffs and leg restraints will be used at all times for these individuals.

2. In:

Inmate is eligible for all regular work assignments and activities under normal level of supervision; may also be eligible for work details or programs outside the institution's perimeter; participates in in-community recreational activities once or twice a month under escort.

3. Out:

Inmate is eligible for work details outside the institution's perimeter with a minimum of 2 hour intermittent supervision. Escorted trips into the community for recreational activities and programs may be as often as weekly or more if applicable.

4. Community:

Inmate is eligible for work details outside the institution's perimeter with minimal supervision and for community based program activities without escort (on furlough status) or escorted without restraints. These individuals may also be eligible to reside in the community with family, relatives, or friends on extended furlough status.

C. Relationship between Security Level and Custody Level

As noted in Module 3, correctional institutions in the State of Hawaii are given a security level rating from 1

through 6, with levels 5 and 6 being indicative of high security. Accordingly, each security level has corresponding custody levels. The table below illustrates how these two variables match up:

<u>Security Levels</u>	<u>Custody Levels</u>
S-1	Out, Comm.
S-2	Max, In, Out, Comm.
S-3	Max, In, Out
S-4	Max, In, Out.
S-5	Max, In
S-6	Max, In

D. Custody Level Scoring

Custody level change is determined in accordance with the results of the re-classification instrument discussed in Module 4. Point assignments and cut-offs are as follows:

<u>Present Security Level</u>	<u>Consider Custody Increase If Point Range Is</u>	<u>Consider Present Custody If Point Range Is</u>	<u>Consider Custody Decrease If Point Range Is</u>
S-1	13-19	20-22	23-30
S-2	13-19	20-23	24-30
S-3	13-19	20-24	25-30
S-4	13-19	20-26	27-30
S-5	13-19	20-27	28-30
S-6	13-19	20-27	28-30

This chart shows for any particular security level what point total should determine either increase, decrease or no

change in custody status.

E. LEVELS OF CUSTODY

"POST TEST"

1. How many different custody levels are there and how are they labelled?
2. What is the custody level breakdown (i.e. which levels are most restrictive)?
3. Match up security levels with the appropriate custody levels.
4. Based on the custody score, three decisions can be made. What are they?



F. LEVELS OF CUSTODY

"ANSWERS TO POST TEST"

1. 4 - Maximum, in, out, and community.
2. Maximum is most restrictive; followed by in, out, and community.

3.	<u>Security Levels</u>	<u>Custody Levels</u>
	S-1	Out, Comm.
	S-2	Max, In, Out, Comm.
	S-3	Max, In, Out
	S-4	Max, In, Out
	S-5	Max, In
	S-6	Max, In

4. - Consider custody increase.
- Consider custody decrease.
- Consider keeping custody the same.

ATTACHMENT I

INITIAL  
CLASSIFICATION FORM

1. FACILITY \_\_\_\_\_  
2. EVALUATION DATE \_\_\_\_\_

SECTION A: DEMOGRAPHIC INFORMATION

3. NAME (Last Name, First Name, Middle Initial)		COMMITMENT NAME		4. ID NUMBER
5. SEX M( ) F( )	6. RACE	7. DATE OF BIRTH	8. PRIMARY LANGUAGE Other Language ( )	
9. SENTENCE LIMITATIONS <input type="checkbox"/> None <input type="checkbox"/> Mandatory Minimum <input type="checkbox"/> Life Without Parole		10. ADDITIONAL CONSIDERATIONS <input type="checkbox"/> Consecutive Sentence <input type="checkbox"/> Definite Sentence <input type="checkbox"/> None <input type="checkbox"/> Medical <input type="checkbox"/> Other _____ <input type="checkbox"/> Psychiatric <input type="checkbox"/> Central Monitoring <input type="checkbox"/> Detainers, Etc.		
11. SEPARATEE (Name, ID #)		12. SEPARATEE (Name, ID #)		

SECTION B: SECURITY SCORING

1. TYPE OF DETAINER CHARGE	0 = None 1 = Lowest/Low Moderate	3 = Moderate 5 = High	7 = Greatest
2. SEVERITY OF CURRENT OFFENSE CR.#	0 = Lowest 1 = Low Moderate	3 = Moderate 5 = High	7 = Greatest
3. EXPECTED LENGTH OF INCARCERATION:	1 = 0 to 30 Months 3 = 31 to 59 Months	5 = 60 to 83 Months 7 = 84 to 119 Months	9 = 120+ Months
4. TYPE OF PRIOR COMMITMENTS OFFENSE TIME SERVED	0 = None 1 = Minor	3 = Serious	
5. HISTORY OF ESCAPE OR ATTEMPTS	0 = None 1 = Past Minor	3 = Recent Minor 5 = Past Serious	7 = Recent Serious
6. HISTORY OF VIOLENCE	0 = None 1 = Past Minor	3 = Recent Minor 5 = Past Serious	7 = Recent Serious
7. SUBTOTAL (Total Items 1 - 6)			
8. PRECOMMITMENT STATUS	0 = Not Applicable	3 = On Own Recognizance	6 = Self-Commitment (Voluntary)
9. SECURITY TOTAL Subtract Item 8 from Item 7. If Item 8 is Greater, enter 0			
10. SECURITY LEVEL	S-1 = 0 to 6 Points S-2 = 7 to 9 Points	S-3 = 10 to 13 Points S-4 = 14 to 22 Points	S-5 = 23 to 29 Points S-6 = 30 to 40 Points
11. IF ELIGIBLE FOR FACILITY TRANSFER, ARE MEDICAL AND DENTAL RECORDS CLEAR? Y = Yes N = No			

EXCEPTIONAL CASE <input type="checkbox"/> No <input type="checkbox"/> Yes, to be reviewed and forwarded		
If Yes, check applicable box(es) for Management Reason(s) and complete CD Exceptional Case Form		
<input type="checkbox"/> Release Residence	<input type="checkbox"/> Central Monitoring	<input type="checkbox"/> Detainers, etc.,
<input type="checkbox"/> Overcrowding	<input type="checkbox"/> Sentence Limitation	<input type="checkbox"/> Additional Considerations

SECTION C: ADMINISTRATIVE ACTION

<p>1. REGULAR CASE</p> <p>1a. Date of Review _____</p> <p>1b. Facility Assigned _____</p> <p>1c. Security Level _____</p> <p>1d. Action <input type="checkbox"/> Approve <input type="checkbox"/> Disapprove</p> <p>1e. Branch Administrator Action if transferring facility: <input type="checkbox"/> Approve <input type="checkbox"/> Disapprove</p> <p>BRANCH ADMINISTRATOR _____ DATE _____</p>	<p>2. EXCEPTION CASE</p> <p>2a. Date of Review _____</p> <p>2b. Facility Assigned _____</p> <p>2c. Security Level _____</p> <p>2d. Action <input type="checkbox"/> Approve <input type="checkbox"/> Disapprove</p> <p>2e. Branch Administrator Action <input type="checkbox"/> Approve <input type="checkbox"/> Disapprove</p> <p>BRANCH ADMINISTRATOR _____ DATE _____</p> <p>2f. CDAA Action: <input type="checkbox"/> Approve <input type="checkbox"/> Disapprove</p>
---	--

ATTACHMENT II

1. CITY \_\_\_\_\_  
 2. EVALUATION DATE \_\_\_\_\_

RECLASSIFICATION FORM

SECTION A: DEMOGRAPHIC INFORMATION

3. NAME (Last Name, First Name, Middle Initial)		COMMITMENT NAME		4. ID NUMBER
5. SEX M( ) F( )	6. RACE	7. DATE OF BIRTH	8. PRIMARY LANGUAGE Other Language ( )	
9. SENTENCE LIMITATIONS <input type="checkbox"/> None <input type="checkbox"/> Mandatory Minimum <input type="checkbox"/> Life Without Parole <input type="checkbox"/> Consecutive Sentences <input type="checkbox"/> Definite Sentences		10. ADDITIONAL CONSIDERATIONS <input type="checkbox"/> None <input type="checkbox"/> Medical <input type="checkbox"/> Other. <input type="checkbox"/> Psychiatric <input type="checkbox"/> Central Monitoring <input type="checkbox"/> Detainers, Etc.		
11. SEPARATEE (Name, ID #)		12. SEPARATEE (Name, ID #)		

SECTION B: SECURITY SCORING

1. TYPE OF DETAINER CHARGE	0 = None 1 = Lowest/Low Moderate	3 = Moderate 5 = High	7 = Greatest
2. SEVERITY OF CURRENT OFFENSE CR. #	0 = Lowest 1 = Low Moderate	3 = Moderate 5 = High	7 = Greatest
3. PROJECTED LENGTH OF INCARCERATION	1 = 0 to 30 Months 3 = 31 to 50 Months	5 = 60 to 83 Months 7 = 84 to 119 Months	9 = 120+ Months
4. TYPE OF PRIOR COMMITMENTS OFFENSE TIME SERVED		0 = None 1 = Minor	3 = Serious
5. HISTORY OF ESCAPE OR ATTEMPTS	0 = None 1 = Past Minor	3 = Recent Minor 5 = Past Serious	7 = Recent Serious
6. HISTORY OF VIOLENCE	0 = None 1 = Past Minor	3 = Recent Minor 5 = Past Serious	7 = Recent Serious
7. SUBTOTAL (Total Items 1 - 6)			
8. PFCOMMITMENT STATES	0 = Not Applicable	3 = On Own Recognizance	6 = Self-Commitment (Voluntary)
9. SECURITY TOTAL Subtract Item 8 from Item 7. If Item 8 is Greater, enter 0			
10. SECURITY LEVEL	S-1 = 0 to 6 Points S-2 = 7 to 9 Points	S-3 = 10 to 13 Points S-4 = 14 to 22 Points	S-5 = 23 to 29 Points S-6 = 30 to 40 Points

SECTION C: CUSTODY SCORING

1. PERCENTAGE OF TIME SERVED	3 = 0 Thru 25% 4 = 26 Thru 75%	5 = 76 Thru 90% 6 = 91%
2. INVOLVEMENT WITH DRUGS/ALCOHOL	2 = Current	3 = Past 4 = Never
3. MENTAL/PSYCHOLOGICAL STABILITY (Within Past Year)	2 = Unfavorable	4 = No Referral or Favorable
4. TYPE OF MOST SERIOUS DISCIPLINARY REPORT MISCONDUCT CHARGE	1 = Greatest 2 = High	3 = Moderate 4 = Low Moderate 5 = None
5. FREQUENCY OF DISCIPLINARY REPORTS	0 = 10+ 1 = 6 to 9	2 = 2 to 5 3 = 0 to 1
6. RESPONSIBILITY THAT INMATE HAS DEMONSTRATED	2 = Poor	3 = Average 4 = Good
7. FAMILY/COMMUNITY TIES	3 = None or Minimal	4 = Average or Good
8. IF ELIGIBLE FOR FACILITY TRANSFER, ARE MEDICAL AND DENTAL RECORDS CLEAR?	Y = Yes N = No	9. CUSTODY TOTAL

10. CUSTODY LEVEL Present Security Level Consider Custody Increase if Point Range is: Consider Present Custody Point Range is: Consider Custody Decrease Point Range is:

S-1	13 - 19	20 - 22	23 - 30
S-2	13 - 19	20 - 23	24 - 30
S-3	13 - 19	20 - 24	25 - 30
S-4	13 - 19	20 - 25	27 - 30
S-5	13 - 19	20 - 27	28 - 30
S-6	13 - 19	20 - 27	11 - 12

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**CONTINUED**

**20 OF 25**

Report to the Legislature  
on Senate Resolution 169

REPORT  
TO THE SENATE  
TENTH STATE LEGISLATURE  
X STATE OF HAWAII  
ON SENATE RESOLUTION NUMBER 169  
✓ REQUESTING A REVIEW OF ALTERNATIVES  
TO JAIL INCARCERATION

DECEMBER 14, 1979

SUBMITTED BY: STATE OF HAWAII  
OFFICE OF THE GOVERNOR  
STATE INTAKE SERVICE CENTERS  
WAYNE Y. KANAGAWA, EXECUTIVE DIRECTOR

Office of the Governor

Intake Service Centers

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I. A FEASIBILITY STUDY ON ALTERNATIVE TO JAIL INCARCERATION PROGRAMS

A. Introduction

The Intake Service Center has been requested to study and evaluate the potential for use of "alternatives to jail incarceration." This request was transmitted to the Intake Service Center through Senate Resolution 169. The resolution posits that:

The Hawaii State Prison, the Halawa Correctional Facility, and the Keehi Annex are presently filled beyond a manageable inmate capacity; that national studies have attributed much of the jail overcrowding problem to pretrial detainees, rather than to sentenced individuals; that it is neither desirable to detain all pretrial defendants in advance of criminal adjudication, nor is it feasible to expect unlimited public funding to construct massive detention facilities; and finally, that jail space should be maximized to house those pretrial defendants that represent the greatest danger to the community and less serious offenders should be considered for release pending adjudication.

The resolution further requests that the Intake Service Center report and make recommendations to the legislature on the potential value of "alternative to incarceration" programs to the State of Hawaii.

The basic premise of this report is that the State of Hawaii faces a very difficult decision with regard to the substance of its criminal incarceration policy. On the one hand the State has expressed commitment to a Correctional Master Plan which provided for a community correctional center concept for inmate confinement. On the other hand, the pendulum of public sentiment seems to favor a strong incarceration policy where many offenders would spend time in a correctional facility.

This report will approach the criminal incarceration policy dilemma from the stand-point that some rational combination of considerations be employed. The type of "rationality" referred to would involve a policy which would favor the incarceration of those offenders perceived as being most dangerous and thereby result in less serious offenders being referred to "alternative to incarceration" programs.

The need for an explicit policy on offender incarceration is eminently clear given the

assumptions stated in Senate Resolution 169. Determining the viability of an "alternatives to jail incarceration" concept may unearth cost-effective methods of assisting in the alleviation of overcrowded correctional facilities. The development of such programs, if feasible, would displace an immediate need for added correctional confinement space. Without relief, the correctional facilities in the State of Hawaii will experience overcrowding problems due to unmanageable inmate population levels.

B. Problem Statement

Correctional facilities around the United States currently face a problem of crisis proportion. This problem has come to be known popularly as jail overcrowding. This problem is not limited, however, to jails. In fact, many of the nation's prisons are experiencing problems of similar magnitude.

The number of offenders being incarcerated in both the pretrial and post-conviction stages of the adjudication process is steadily on the rise. This increase is due in large part to a change in penal philosophy which now emphasizes public safety and punishment, rather than less restrictive concepts associated with rehabilitation. Offenders in the

pretrial stages are scrutinized much more closely now with a high probability of many release on recognizance recommendations being denied, and bail being set higher than the normal bail schedule would demand. This type of judicial policy results in more offenders being held in detention. Furthermore, with the advent of determinate sentencing philosophies which have been passed into law in a number of states, more offenders are being sentenced to prison, thus, forcing prison populations to soar as well.

In Hawaii, the correctional facilities are overcrowded. Fortunately, however, it has not as yet reached the crisis stage. Yet, such a crisis may occur in the near future if action is not taken to alleviate the overcrowded conditions.

In Hawaii, state-wide there are a total of 632 bed spaces available for both pretrial and sentenced offenders. These bed spaces are divided among 10 separate facilities, of various size, on the islands of Oahu, Hawaii, Maui, and Kauai.

In-residence populations for correctional facilities in Hawaii for fiscal year 1978-79 averaged 629 offenders. Based on this figure an



assumption might be made that there is no overcrowding problem in the State. However, this picture is misleading.

When an analysis is done of individual correctional facilities it shows that some facilities are overcrowded and some are not. This is primarily due to regional considerations for pretrial defendants and the security design of each individual facility.

Oahu has been most hard hit by the overcrowding problem. This fact is easily predictable since the vast majority of the State's population is located there. Correctional facility population statistics for Oahu facilities show a dramatic increase in the number of persons placed in-residence at the Halawa Correctional Facility and the Hawaii State Prison.

Halawa Correctional Facility experienced an increase in the number of offenders placed in-residence during fiscal year 1978-79. In July of 1978 there was an average of 99.26 offenders for the month. This figure rose steadily during the year and capped off in June of 1979 with an average of 121.17 offenders in-residence. This change in population represents an increase of 18%.

The rated capacity of the Halawa Correctional Facility is 72 offenders. This means that the facility was designed to handle 72 offenders on an around-the-clock basis. Any additional offenders placed in the facility requires the creation of additional accommodations. Based on this rated capacity figure, Halawa Correctional Facility has been overcrowded for the entire 1978-79 fiscal year, with the most severe level of overcrowding occurring in June (121.17 or 40.5% more offenders than the facility was designed to hold).

Of the offenders housed at Halawa Correctional Facility 62.5% were of the not sentenced type and the remaining 37.5% were either sentenced felons or misdemeanants. This means that much of the overcrowding can be attributed to pretrial defendants.

A similar set of circumstances has occurred at the Hawaii State Prison for fiscal year 1978-79. At the start of the fiscal year the number of offenders incarcerated averaged 275.48. This figure rose steadily to a high average of 311.50 in June of 1979. This change in population represents an increase of 11.5%.

The rated capacity of the Hawaii State Prison is 286 for all offenders incarcerated, of which 36

beds are for special holding away from the general inmate population. During fiscal year 1978-79, the State Prison technically did not exceed the rated capacity until September of 1978 when the population averaged 289.07. By June of 1979, however, the offender population had risen to 311.50, resulting in the State Prison holding 8.1% more offenders than the designed bed space capacity. This population group is made up of all male, felony offenders.

Other island correctional facilities experienced some overcrowding as well. The Hawaii, Maui, and Kauai Community Correctional Centers averaged 5-20% more offenders than their facilities were designed to hold during fiscal year 1978-79.

The population trends in the Hawaii correctional facilities should stand as a clear warning of the potential for serious problems in the near future if the facility overcrowding cannot be alleviated. Population projections for the Hawaii correctional facilities verifies this observation. Inmate projections for felons that would normally be incarcerated at the Hawaii State Prison or Kulani Correctional Facility is estimated to reach an average of 401.6 by January 1 of 1980. Based on

this estimate about 420 bed spaces would be needed to handle periodic variations in the offender population. As noted earlier, the current bed space capacity at Hawaii State Prison is 286 with an added bed space potential of 110 at Kulani. Kulani, however, has averaged only about 50 offenders which does not provide enough relief. Quite clearly this presents a problem.

Similarly, the Oahu not sentenced male population is estimated to rise to an average of 139.2 by January 1, 1980. The average not sentenced population held in detention during fiscal year 1978-79 was 132. This population was housed at Halawa Correctional Facility (80) and Keehi Annex (52). Thus, the not sentenced population for Oahu is expected to rise at the rate of about one offender, on the average, each month. This estimated increase in the not sentenced population is expected to require at least 158 bed spaces to house pretrial offenders. The current facility allocation of bed space on Oahu would not be able to accommodate the additional fluctuation in the offender population. This fact is largely due to existing overcrowding problems related to the existing rate of pretrial detention.

Population predictions for all correctional facilities in the State of Hawaii are estimated to reach a total of 666.3 by January 1, 1980; with a total bed space requirement of 750. This population increase would require an additional 118 bed spaces.

The trend of the correctional population forecasts in the State of Hawaii raises the issue of what might reasonably be done to deal with these added demands in the correctional system. The common suggestion that is heard is that more facility bed space should be built. This seems on the surface to be the simplest solution to the overcrowding problem, given the current tenor of community attitude which seems to favor harsher treatment of criminals. However, if construction costs are examined, it becomes obvious that the building of correctional space is very expensive.

For example, the new construction completed in the last few years has cost over 27 million dollars. Fortunately, 11 million dollars of this was provided to the State by the Federal government with Hawaii paying for the balance of 16 + million dollars.

These capital improvement expenditures will have resulted in the addition of approximately 289

new bed spaces. Of this number, 85 (29.4%) will replace old spaces or are already in use (e.g. Hawaii, Maui, Kauai Community Correctional bed space); 96 (33.2%) spaces will be for offenders designated for furlough status (Oahu ISC/CCC); and the remaining 108 bed spaces will be for pretrial and sentenced felony offenders at the Oahu ISC/CCC. (Note: Halawa renovations have been excluded from this count since they had a net reduction in bed space.) The addition of this latter bed space is expected to assist in the alleviation of existing problems at the Halawa Correctional Facility. However, since Halawa currently averages about 50 offenders more than it is designed to hold the actual amount of added bed space that was expected has been significantly diminished.

Whether or not it is reasonable to expect that more correctional facility space will be built in the near future is unknown. What is known, however, is that if the correctional facilities are to be built, then it will have to be done with State money, since there are no additional Federal funds available for such expenditures.

The solution that seems more reasonable to the immediate problems associated with the overcrowding

of correctional facilities is to continue to explore the viability of "alternative to jail incarceration" programs. For the most part, this option has largely remained unexplored in the State of Hawaii. It has only been in recent years that the Intake Service Center was created and that there has been an attempt to determine how an effective system of alternative programs might be developed, implemented, and enhanced. The subsequent sections of this report will explore the potential for this type of programming in detail.

## II. HISTORICAL DEVELOPMENT OF THE INTAKE SERVICE CENTER

### Background and Historical Development

The latest reform in the Hawaii Criminal Justice System essentially began with the passage of the Federal Omnibus Crime Control and Safe Streets Act, which in turn established the Law Enforcement Assistance Administration (located in the United States Department of Justice) and encouraged the formation of state planning agencies. In Hawaii, the State Law Enforcement and Planning Agency (SLEPA) was created in response to this legislation.

During the early existence of SLEPA a number of studies were made of the Hawaii Criminal Justice System, the most important being Corrections in Hawaii: A Survey of Correctional Services in Hawaii by the National Council on Crime and Delinquency (NCCD), which emphasized a new "correction" concept that would utilize community-based treatment programs to reintegrate non-dangerous offenders into society.

The NCCD study was very influential in providing direction and content for system reform and culminated in the development of the Hawaii Correctional Master Plan (HCMP). This Master Plan yielded the following conclusions:

1. Individual correctional programs and institutions

should be coordinated to function as a unified corrections system.

2. The function of corrections should be to help offenders return to a productive life in the community.
3. Community-based treatment programs that help offenders interact with the community offered the most promising approach to rehabilitation.
4. Corrections should be expanded to include integration of offenders at the earliest practicable time after they enter the criminal justice process.
5. The community and its resources should assume greater responsibility for rehabilitating offenders.
6. The Intake Service Center should have an information processing and system evaluation function to operate the information system computer, develop information requirements, safeguard against unauthorized access to data, and conduct on-going research and evaluation of the system based upon information system data.

The Intake Service Centers (ISC) as envisioned by the Correctional Master Plan (CMP) is the primary agency in the Hawaii Criminal Justice System with the responsibility for coordinating criminal justice services. The

ISC is intended to reduce fragmentation within the criminal justice system by: (1) making better use of correctional facilities, and using incarceration only for those persons who need it; (2) improving the effectiveness of correctional treatment services for both pretrial and sentenced individuals; (3) to reduce the duplication of diagnostic evaluations and other services by fulfilling this obligation for multiple agencies as it is required throughout an offender's movement through the system; and (4) the ultimate optimum use of personnel and resources to achieve greater effectiveness within the criminal justice system.

The incentive for the adoption of the Master Plan was to restrict and hopefully eliminate the duplication of services in the State. It was hoped, by the Legislature, that one agency with the responsibility for coordinating services could accomplish this task. This is based on the basic premise that the most effective response to crime and its problems is through a state-wide coordinated effort involving all criminal justice agencies and the community.

In order to reduce fragmentation within the criminal justice system, the key tasks for the ISC are to coordinate the delivery of services of the criminal justice system by effecting a cooperative working relationship among the components of the criminal justice

system; by developing a wide range of program alternatives for offenders throughout the correctional system and the community; and to provide direct contact services to offenders.

The Legislature, through its passage of the CMP has taken a major step forward in its attempts to address one of the primary criticisms of every correctional system in the United States. This criticism, essentially, is that criminal justice services suffer from a lack of coordination and as a result counteracts all attempts to achieve overall system effectiveness.

The completion of the Master Plan led to the enactment of Act 179, SLH, 1973 which adopted the plan and set-up a mechanism to implement it. This mechanism was the provision for the creation of the Intake Service Center which would provide those services which are necessary to improve the diagnostic and evaluation services at the entry point to the criminal justice system; to direct the marginal or less serious offender to non-incarceration alternatives rather than processing all offenders into detention; and to develop a "system-wide" orientation to agency activities which would monitor offender dispositions from the entry point, to the eventual exit from the system.

Once Act 179 was passed into law, the Intake Service

Center was faced with the task of taking the statutory language and translating those concepts into meaningful goals and objectives that would result in the successful implementation of the Master Plan.

Operationalizing statutory language is not often an easy task. It was no different for the Intake Service Center and Act 179. This was true despite the fact that much of the Act was conducive to conceptual formulation. The reason for this is that defining and initiating new programs had to be strategized in relation to an apparent scarcity of resources. When the Intake Service Center first began operations, the agency funding was 90% Federal and 10% State of Hawaii (i.e. in 1976-1977), and the funding level only provided for the Director and a few central office staff.

The agency staffing level increased in February of 1977 when the three neighbor island ISC Administrators were hired and the first Circuit Court Pretrial Release function was transferred to the ISC. Shortly after that, in June of 1977, the Corrections Research and Statistics Bureau, an LEAA project located in the Department of Social Services and Housing (DSSH) was also transferred to the ISC. Then, finally, in July 1977 the ISC became a regular State program under GOV 894, Public Safety, and was appropriated 29.5 positions for FY 1977-78 and 34 positions for 1978-79.

Given this phased development of the agency, the ISC adopted the strategy of trying to get basic line services established and to conduct activities to coordinate criminal justice services whenever possible. Thus, the initial organizational objectives of the ISC focused primarily in two major areas: (1) pretrial release, and (2) pre-sentence investigation services. The objectives for these two areas were:

- o To conduct release on recognizance evaluations
- o To conduct bail reduction studies
- o To conduct supervised release evaluations
- o To conduct other bail studies
- o To supervise all individuals placed on supervised release by the Judiciary
- o To testify in court, as required, on pretrial release, and pre-sentence investigation cases.

In addition to these line service objectives, objectives were also established for the administrative services, research, and information systems groups. Largely it was the role of the Office of Administrative Services in the ISC to chart out its future implementation plans for the HCMP. In the early part of 1979 this was accomplished, and the plan was presented to the ISC Advisory Board on July 1, 1979 as a biennium plan for line and staff operations: FY 1979-81. Thus, although all services mandated under the Master Plan have not

been implemented, the continued phased implementation of Master Plan concepts has been specified in detail.

Similarly, the Intake Service Center's Office of Correctional Information and Statistics (formerly the Correctional Research and Statistics Bureau) has focused on: (1) research and statistical analysis and (2) information systems development and support to correctional agencies. The primary function of this Office is to provide accurate, complete and timely information for both administrative and operational decision-making. Further, the primary process objectives for the Office are to develop and establish research capabilities for adult correctional agencies, and to develop, implement, and maintain an adult correctional information system. Major research and information system activities and resources are oriented and allocated towards supporting the basic data needs of adult correctional agencies.

### III. THE STRATEGY BEHIND ALTERNATIVES TO INCARCERATION

The Intake Service Center is currently in the process of exploring the potential for the use of alternative programs to traditional jail incarceration. It is believed by Intake Service Center staff that such programs are rational and consistent with the strong public safety stance that exists within the State.

Alternative programming focuses on more than just diverting offenders out of jail. Such programming takes into account: (1) the amount of correctional bed space available; (2) the ever-present scarcity of resources to build additional facilities; and (3) the types of programs that can effectively serve certain not-sentenced offenders who would normally be placed in an institution to await further judicial proceedings. These factors are looked at with the conscious intent of introducing more manageability into pretrial detention practices.

It is time for a maximization of State resources. This maximization policy can be facilitated by the Intake Service Center in the sense that efforts will be made to introduce greater efficiencies to the current system. In addition, new programs can be explored which are designed to refer the less serious offenders into community programs, rather than simply incarcerating them. Then, this will free up more facility space for the serious/violent offenders who require incapacitation.

From the point of view of this report, all of the activities discussed are designed to refer individuals to community-based program settings which would serve the unsentenced or pretrial population. This is a practical priority when addressing facility overcrowding in Hawaii, because there is not much room to impact the number of persons who are sentenced to prison. Also, persons who have not been convicted should be given a higher priority for release since they have not had their day in court.

The overcrowding problem, from the perspective of this report is not viewed narrowly. The problem stems from more than just an over-abundance of prisoners. Part of the problem lies in an inefficient or inadequate scheme for performing: (1) existing release practices (2) intake diagnostic/classification; and (3) comprehensive monitoring of offender flow. As a result, this report, in addition to exploring methods of alleviating overcrowding correctional facility conditions, must focus on improving the system processing function. Hopefully, this will offer some helpful input to other segments of the criminal justice system as well.



#### IV. THE DYNAMICS OF OVERCROWDING FACILITIES

One factor that is seldom explored in correctional facilities until there is a crisis is the internal dynamics affecting the facility workers and inmates. Presumably, this occurs because the situation is treated as status quo until a tangible problem manifests itself. In many jurisdictions the type of problem that generally arises is the filing of a law suit by the American Civil Liberties Union (ACLU), or a related group, citing deplorable prison/jail conditions, or at worst, a riot by the inmates themselves.

The facility conditions in Hawaii have been spared this type of "crisis" largely because the facilities have not reached the "breaking point" as yet. All correctional facilities have some potential to "balloon" or temporarily expand its inmate residence capacity for short periods of time, as long as the facility receives relief from the strain at the right moment.

There are, however, warning signs that are emerging that point to the potential for problems in the near future. For example, there was a inmate sit-down demonstration at the Hawaii State Prison from October 31 to November 9, 1979. The grievances were in part related to and aggravated the overcrowding conditions. For example, the athletic field that once was utilized

was removed to make way for new facility space in the form of the new Oahu Intake Service Center/Community Correctional Center and the adjacent parking requirements. These may not seem like major problems from a citizen's point of view, but it can mean a great deal to an inmate who has a period of years to serve and very little outlet for his energy.

Besides the problems that inmates experience, corollary problems develop for the correctional facility staff as well. When the inmates are unhappy with their conditions of incarceration it is the facility staff that must deal with it. Generally, Corrections Division staff report that they have been able to cope with the problems that have occurred. Constant communication has been on-going between the Corrections Division Administration and the Prison Legal Services Project under the Public Defender's Office that represent the inmates.

It is expected that an "alternative to incarceration" program approach, continuously supported and pursued, will impact the problem of overcrowded facilities and alleviate the problems discussed above.

V. ALTERNATIVES TO JAIL INCARCERATION: Introduction

In pursuing an alternative to jail incarceration concept the underlying assumptions must be stated at the outset to insure clarity in the specification of program type and purpose. The guiding assumption for this report is to explore the feasibility of alternative programs in the pretrial segment of the adjudication process which are public safety oriented on the one hand, and yet maximize the rights of those offenders that are presumed innocent until proven guilty. Through exploring programs of this type it is expected that incarceration policies might be impacted to the extent that the least dangerous offenders are considered for placement in alternative programs, while the more serious offenders are processed for detention.

Naturally, this process can be circumvented to a certain extent by virtue of our bail system which permits most offenders to post bond as a promise of appearance at trial in lieu of detention. The only offenders who are not able to access bail release are those who are charged with offenses punishable by life imprisonment without possibility of parole, or those offenders who cannot muster sufficient financial resources to meet the bail amount.

This report deals with the estimated impact that

alternative programs might have on correctional facility populations if they were released or diverted by programs implemented by the State, Cities, and Counties of Hawaii. Specific treatment given to the island of Oahu on the potential impact on Oahu correctional facilities that house pretrial offenders. Oahu was chosen as the single jurisdiction to address for program feasibility because it is the largest judicial district with the most pretrial offenders processed, and it is the island most acutely affected by overcrowding facility conditions.

The types of programs identified in Senate Resolution 169 for analysis and discussion are those which are believed to offer the most relief to the Hawaii Criminal Justice System, as a whole, without jeopardizing public safety. As stated in the resolution the Intake Service Center has been asked to study and evaluate the potential for: (1) reducing the amount of time required to effect the release of defendants on their own recognizance; (2) expanding the use of additional diversionary programs; such as: police citation; (3) prosecutorial diversion; (4) 10% stationhouse bail; and (5) higher levels of release on recognizance.

This report has adopted a common analytical approach for the examination of each area. Each section will concentrate on: (1) program content, (2) the target population that the program is intended to serve,

(3) the effect that the target population has on the overcrowding of Oahu correctional facilities, and (4) the potential relief or impact that the implementation of such programs might provide to the State to alleviate the overcrowding of correctional facilities.

A. Increasing the Efficiency in Release on Recognizance Processing

The classification of offenders within the criminal justice system based on the risk that they represent to the community, occurs at many different decision points. This section will focus on a review of the release on recognizance process as performed by the Pretrial Services Unit of the Intake Service Center.

The definition of risk, as it relates to the classification process, is usually operationalized to include general recidivism, dangerousness or violence, and the likelihood of appearance at trial. Adherence to one or all of the risk definitions for use in classification varies by program and jurisdiction. For purposes of this discussion, risk will be defined solely as the likelihood of the defendant appearing at trial.

The specific purpose of this section is to explore the feasibility of increasing the processing

efficiency of the release on recognizance process. This section is approached from the basic premise that if there has been little or no attempt to make existing practices better, then there is a high probability of realizing substantial gains by streamlining existing services as a condition precedent to the development of added services. This is not to say, of course that all other alternative program development should cease, but simply that it should be the primary point of departure.

1. Pretrial Release: Development Of The Point Scale

There has been a good deal of attention devoted to pretrial programs in this country due to the emerging problem of jail overcrowding. The controversy which has developed matches the interest of society in protecting itself from the acts of law violators and the state prosecution interest of assuring defendant appearance at trial against the constitutional rights of the defendant to equal protection of the laws,<sup>1</sup> to be presumed innocent until proven guilty,<sup>2</sup>

<sup>1</sup> United States Constitution, Amendments V and XIV.

<sup>2</sup> United States Constitution, Amendment V.

and to be secure from acts which might constitute cruel and unusual punishment.<sup>3</sup> The solution to this dilemma is not a simple one as there are valid interests on both sides. Thus, in recent years there have been concentrated research efforts to develop fair and effective methods for screening arrestees for release.

Two programs which have emerged in the pretrial area and employ formal screening instruments<sup>4</sup> as a means of establishing release eligibility are the police or station-house citation<sup>5</sup> (see Section V.B) and release on recognizance.<sup>6</sup> Both programs use instruments which have become known as point scales.

The point scale was first developed in the early 1960's by the VERA Foundation in New York City (now the VERA Institute of Justice). The development of the point scale was facilitated by a three-year grant which funded a jail operated program known as the Manhattan Bail

<sup>3</sup> United States Constitution, Amendment VIII

<sup>4</sup> Here a formal instrument means that there are written criteria which are weighted (scored) and combined in a logical manner to arrive at an aggregate eligibility score. This score is then used as a primary factor in the classification process.

<sup>5</sup> See Instead of Jail: Alternatives to Pretrial Detention, Volume II, United States Department of Justice, Law Enforcement Assistance Administration (1976).

<sup>6</sup> Ibid.

Project. The purpose of the Bail Project was to develop a method for determining which offenders could be safely released without posting monetary bond (bail). This effort was the beginning of what now has become known as the "bail reform movement."

The results of the Bail Project indicated that persons who possess verifiable roots in the community are good risks to voluntarily appear at trial. These findings were tested further in the Manhattan Summons Project (1964) where minor offenders were released if they could show that they had strong community ties. This project further corroborated the claim that it was possible to predict good release risks.<sup>7</sup>

The product of the VERA Foundation research resulted in the formulation of the VERA Point Scale as it is known today. The scale has experienced widespread usage for both citation and ROR programs with many of the first jurisdictions adopting the scale verbatim. Later, jurisdictions began to modify aspects of the criteria that were used.

<sup>7</sup> "Citation Release: An Alternative to Pretrial Detention," Concepts and Guidelines, Walter H. Busher, American Justice Institute (March 1978).

The criteria first used by the VERA Foundation to classify offenders considered the community ties information illustrated in Figure 1.

FIGURE 1

Original Vera Point Scale- Manhattan Bail Project

To be recommended, defendant needs:

1. A New York area address where he can be reached, and
2. A total of five points from the following categories:

Interview	Verified	
		<u>Prior Record</u>
1	1	No convictions.
0	0	One misdemeanor conviction.
-1	-1	Two misdemeanor or one felon convictions.
-2	-2	Three or more misdemeanor or two or more felony convictions.
		<u>Family Ties (In New York Area)</u>
3	3	Lives in established family home and visits other family members (immediate family only).
2	2	Lives in established family home (immediate family).
		<u>Employment or School</u>
3	3	Present job 1 year or more, steadily.
2	2	Present job 4 months or present and prior 6 months.
1	1	Has present job which is still available. OR Unemployed 3 months or less and 9 months or more steady prior job. OR Unemployment Compensation. OR Welfare.
3	3	Presently in school, attending regularly.
2	2	Out of school less than 6 months but employed, or in training.
1	1	Out of school 3 months or less, unemployed and not in training.
		<u>Residence (In New York area steadily)</u>
3	3	1 year at present residence
2	2	1 year at present or last prior residence or 6 months at present residence.
1	1	6 months at present and last prior residence or in New York City 5 years or more.
		<u>Discretion</u>
+1	+1	Positive, over 65, attending hospital, appeared on some previous case.
-1	0	Negative - intoxicated - intention to leave jurisdiction.

TOTAL INTERVIEW POINTS

REC. NOT REC.

INTERVIEW VERIFIED

RECOMMENDED NOT RECOMMENDED

The focus of the VERA criteria required that the defendant have a local address where he could be reached and that he accumulate a score of +5 to qualify for release. As indicated by Figure 1, the highest point assignments were made to defendants that lived in an established family home (+3); had held a steady job for a year or more (+3), or were attending school on a regular basis (+3); and that had spent at least one year at their present residence (+3).

As each defendant was evaluated on the VERA Scale, attributes were recorded and scored on the form with the point total entered at the bottom. If the defendant scored a total of five points and had a local address, then a release was effectuated.

Modified instruments that are in use today have altered certain aspects of the VERA criteria. For example, one jurisdiction raised the length of residence requirement to two years at the present address before a defendant could score three points toward a release. Similarly, another jurisdiction liberalized the employment criteria to award four points to a defendant who has held a job for a

year or more. In Hawaii the scale was adopted with the same categories of information, excluding discretion. Other jurisdictions have added factors which act as exclusions and bar an individual from release. Examples include: defendants who were on pretrial release, had outstanding warrants pending at the time of arrest, or who had a prior willful failure to appear.

These efforts at point scale modification attempted to localize the instruments to the jurisdictions employing them. The changes were intended to improve the prediction power of the instruments and thereby lower the uncertainty of the release process.

2. Pretrial Screening

Screening and classification for risk at the pretrial stage can occur at a number of locations prior and subsequent to the preliminary hearing or arraignment. For citation release, police officers have the authority to release arrestees in the field, or at the stationhouse before or after booking for most misdemeanants.<sup>8</sup> Similarly, ROR programs permit misdemeanants and most felony

<sup>8</sup> See Hawaii Revised Statutes §803-6(b) (1975) and California Penal Code §853.6 (1974).

offenders to be considered for release after booking has occurred.<sup>9</sup>

The screening process that is utilized to determine eligibility for release is substantially the same for both citation and ROR. Once an arrestee is taken into custody, the releasing authority uses a point scale to evaluate the strength of the offender's community ties. Commonly, arrestees are asked to give information pertinent to their background. This information is then verified to the extent feasible by the person conducting the screening.

Once all information has been collected and verified then a release decision/recommendation is made. In the case of a citation, either the police officer or his/her supervisor can usually authorize a release; whereas a judge or magistrate usually must decide for persons who are released under an ROR program. Persons granted release then sign an agreement to appear at a judicial hearing (arraignment and/or trial) and are permitted to re-enter the community. Persons not qualifying are placed in detention where they will remain until they post bond (if permitted) or adjudication of guilt is completed.

<sup>9</sup> See Hawaii Revised Statutes §804-1 (1972); California Penal Code §1318.

3. Adoption Of Release Guidelines

The development of criteria for use in arriving at pretrial release decisions has been the subject of some controversy. The bulk of the jurisdictions around the country feel that pretrial risk classification should focus only on factors that are indicative of a defendant's likelihood to appear at trial. Other jurisdictions are highly sensitive to the danger that a released offender might represent to the community, either through future criminal acts or violence. As a result the field seems to have split into two basic camps. One interest group, composed primarily of federal jurisdictions, supports and follows the provisions of the Bail Reform Act.<sup>10</sup> This Act provides that "any person charged with an offense, other than an offense punishable by death, shall at his appearance before a judicial officer, be ordered released pending trial on his personal recognizance... unless the officer determines, in the exercise of his discretion, that such a release will not reasonably assure the appearance of the person at trial ..." The Act explicitly states that the risk to be evaluated is the defendant's likelihood of appearance. Factors regarding the danger that the defendant represents are implicitly excluded

<sup>10</sup>18 U.S.C.A. 3146 (a).

from consideration.

In the case United States v. Leathers,<sup>11</sup> the U.S. Court of Appeals for the District of Columbia Circuit interpreted the provisions of the Bail Reform Act of 1966 and stated that they created a presumption in favor of release on personal recognizance or upon execution of unsecured appearance bond, and that only if such release does not reasonably assure appearance of the person as required may other conditions of release be imposed. The effect of this decision raised a query as to whether or not the Act was binding on the states. This question was resolved in Kelly v. Springett<sup>12</sup> where a defendant brought suit against the California Bureau of Narcotics Enforcement and the California Franchise Tax Board for unfairly depriving the appellant of the right to bail by seizing funds from his bank account at the time of arrest. The court ruled as a part of its decision that the appellant was not deprived of bail and that right to release under the Bail Reform Act of 1966 applies only to federal prisoners.

Logically enough the other camp which exists is composed of a large number of the states. Not

<sup>11</sup>412 F. 2d 169 (1969).

<sup>12</sup>527 F. 2d 1090 (9th Cir. 1975).



being bound by the Bail Reform Act, the States are free to establish conditions of released based on likelihood of appearance or the danger that an offender may represent to the community.

4. Release Processing Time Frame

Current release on recognizance processing practices in Hawaii show that felony offenders are (1) arrested by the police; (2) usually held for investigation which can be for up to 48 hours; (3) taken to district court for charging; and (4) transported to Halawa Correctional Facility before the release on recognizance evaluation can be conducted. Then once the evaluation is conducted, all of the information must be investigated and verified by the pretrial release worker before the report can be submitted to the Circuit Court judge for the release decision. Further, once the release on recognizance evaluation is submitted to the court, the judge has to review the report and transmit the decision to the correctional facility.

Based on the current processing flow, it is known that defendants who are released on recognizance may be held in custody for a number of days before the final decision is rendered.

For those defendants that are released, the average length of time spent in detention varies a great deal. It is not uncommon for an offender to spend up to seven days in confinement before the release is effectuated. Furthermore, in some cases the delay in release may be substantially longer.

Based on a study that was completed in 1976, pretrial release data revealed that the median number of days between arrest and release on recognizance application (to the court) was eight days, while the median time between application and actual release was another seven days. This set of figures indicates that the median length of stay for persons released on recognizance between the time of arrest and actual release on recognizance was 15 days.

One factor that should be pointed out regarding this release distribution, is that of 82 offenders who applied for release on recognizance, 4 were released within one day and 25 were released within five days of their application. It was the remaining 53 offenders that accounted for the added variance in the distribution. Though the distribution is not evenly distributed in this study, it seems fair

to say that offenders are spending a significant amount of time in jail awaiting release. Further, it is anticipated by Intake Service Center staff that if the number of days which pass between: (1) arrest and release on recognizance application; and (2) application and actual release can be impacted that it will have a positive effect on freeing up more detention space. Such a positive impact would be an encouraging step toward uncrowding the Hawaii Correctional Facilities.

5. Impact That Delays In Release On Recognizance Processing has In the Detention Population

A study completed with 1975 data indicates that persons processed into detention spend varying amounts of time in detention, based on their charge classification. Table 1 illustrates the average length of stay for each group.



Based on this table it is clear that not sentenced felony offenders spend an average of 45.3 - 64.6 days in detention at Halawa Correctional Facility. This fact results in correctional bed spaces being occupied for long periods of time. This group of felons, during 1975, accounted for 41,374.9 bed space days having been occupied. This figure compared with the estimated 26,280 bed space days available at Halawa annually (72 offender capacity x 365 days) demonstrates that any delay in processing offenders contributes to added overcrowding pressure.

To add to the pressure at the Halawa Correctional Facility, misdemeanor offenders must also be taken into account. In 1975, 184 misdemeanants spent an average of 16.5 days in detention for a total of 3,036 bed space days. Thus, the combined not sentenced felony and misdemeanor bed space requirement totaled 44,410.9 days.

6. Potential For Impact On Overcrowding

The key question which must be addressed is what impact will increasing the efficiency of the release on recognizance process have on overcrowding facilities? One way of addressing this

question is to look at the point at which the release on recognizance evaluation is conducted which is the Halawa Correctional Facility. By virtue of this fact alone it is reasonable to expect that offenders who will be released will spend, at a minimum, several days in detention.

One method of impacting this problem would be to move the release evaluation closer to the point of arrest. For not-sentenced misdemeanants this would probably mean an interview at the police cellblock so that a report could be ready for the district court judge at the time of arraignment. For not-sentenced felons, the earliest access point would probably be subsequent to the preliminary hearing in district court where defendants are bound over to circuit court. By effecting these changes, the offender evaluation for release would be in process prior to detention at the correctional facility.

The number of days that might be saved by making these changes in the release evaluation process cannot be estimated with exact precision. However, if the average length of stay could be reduced by one day for not-sentenced felons and misdemeanants, it would free up about 959 bed

space days (based on 1975 data). At that rate, reducing the average length of stay by 5 days would free up 4,796 bed space days which is equivalent to 13.13 bed space years. Such a reduction should not be terribly difficult to bring about. Mostly it requires cooperation from the court on turn-around time for reports submitted to them. Also, the Intake Service Center can do its part by trying to conduct release on recognizance evaluations at earlier points in time for both felons and misdemeanants, by achieving faster turn around time on verifying offender data, and by keeping in close contact with the judge on the case. Further efficiencies will depend on the good cooperation of the Judiciary in impacting the overcrowded correctional facilities.

B. Police Citation Release

1. Program Content

a. Introduction

What is a citation release?<sup>13</sup> It is an alternative to bail?<sup>14</sup> Or, how about an alternative to jail incarceration? The seemingly elusive purpose of citation release programs and their potential for impacting correctional facility populations is the subject of this section.

For the purpose of discussion, California's Penal Code 853.6 has been chosen to illustrate citation release guidelines that have been developed statutorily in that state. Although the State of Hawaii has passed a citation release statute (See Appendix A) it is still in its developmental infancy. So, to facilitate a discussion of citation release as a viable mechanism, the California statute (See Appendix B) has been chosen as a model to draw on the experiences of California jurisdictions

<sup>13</sup>NAC-ABA - See National Advisory Commission 1973 on Criminal Justice Standards and Goals. Correctional Standard No. 4.3, Courts Standard No. 4.2 ABA - Standards For Criminal Justice - Standard No. 2.2, 1973.

<sup>14</sup>See Mahoney, Patrick J. Jr., "An Alternative to the Bail System: Penal Code Section 853.6." Hastings Law Journal. Vol.18, page 644 (1967).

operating under the guidance of this law.

Citation release is a pretrial release strategy. The operative definition derived from the California legislation interprets citation release as: the power of the police officer to exercise discretion at or subsequent to a valid arrest<sup>15</sup>, for the purpose of releasing a misdemeanor on pretrial release<sup>16</sup> in lieu of physical custody arrest/detention. The release takes effect upon written promise by the misdemeanor to appear for arraignment (initial hearing) at a time and place specified on the citation form.

This definition is not taken verbatim from the statute and does not include all of the issues that could be addressed. However, it does provide a general overview which characterizes citation release as a police function that can permissibly occur at different stages of the arrest process. The ultimate purpose and design of citation release will be explored with the aim of recommending

<sup>15</sup> Valid arrests are defined under 836 of the California Penal Code. For the arrest of a misdemeanor, the officer must have reasonable cause to believe that a public offense has been committed in his presence.

<sup>16</sup> Pre-trial release is used here to designate any release made during the time period between arrest and initial hearing (arraignment), other than a discharge.

acceptable parameters for use in the Hawaii Criminal Justice System.

b. Historical Overview

Traditionally, the normal flow of arrestees into the criminal justice system is accomplished by the arrest of an individual who has: (1) committed a misdemeanor in the presence of a police officer or (2) given the police officer probable cause to believe that a felony has been committed. Arrests are for the most part made physically at the scene of the alleged offense, although a significant number of arrests are made by warrants when there is a probable cause to believe that the person named has committed the specified offense.

A normal incident of arrest has historically included detention to insure the appearance of the arrestee at trial. This practice is still considered to be the normative approach, although there have been some alternatives to physical arrest and detention utilized over the years.

In the 1960's the Manhattan Bail Project (1961) sponsored by the VERA Foundation was established to test the relationship of non-monetary bond release and the likelihood of

appearance at trial. The Manhattan Project was initially established separately from the court and served in an advisory capacity. Background characteristics based on residency, length of employment, nature of the offense, and so forth, were used to estimate the strength of the arrestee's ties with the community as an indicator of reliability that the arrestee would appear voluntarily at trial if released. The first such program was termed release on recognizance (ROR) which occurred only after booking and served as an alternative to the posting of bail.<sup>17</sup>

The VERA Foundation reported favorably on the appearance rates of persons released under the ROR program and later (1964) established a program for the release of misdemeanants on citation release. The citation release program, while resembling ROR, was an expansion of that notion in the sense that a citation release could be given at either the scene of arrest

<sup>17</sup>See "Manhattan Bail Project: An Interim Report on the Use of Pre-trial Parole," NYU L. Rev. 38:67 (1963).

or at a precinct stationhouse after booking.<sup>18</sup>

Initially, citation release was utilized in New York on a limited basis (i.e., in only one borough). But, by 1967 the success experienced through its utilization led to its city-wide adoption with over 300 offenses designated as being eligible for citation release. Citation release in lieu of detention as initiated by this program, was a dramatic change in philosophy with regard to the release of persons, pretrial.

As early as 1915 in California,<sup>19</sup> citation programs were instituted as a means of coping with high numbers of arrests for traffic violations. It is hypothesized that this release procedure for traffic offenders was a spin-off of the summons concept first used in England, and was designed to release large numbers of offenders on the faith that failure would be tolerable while substantial savings would accrue as a result of not having to detain every violator. Citation release

<sup>18</sup>Programs in Criminal Justice Reform. Vera Institute of Justice. Ten-Year Report 1961-1971. Page 50. The Vera program designated the citation a Desk Summons.

<sup>19</sup>See Cal. Veh. Act 22(c), C.188 (May 19, 1915).

programs as discussed in this report go beyond the concerns originally weighed in releasing traffic offenders, and concentrate on the release of violators, petty misdemeanants, and the alleged criminal misdemeanor.

Statutory authorization for citation release is the latest development in the conceptualization of pretrial release programs. California's statute ( 853.6) is representative of statutes enacted in other states and appears to be the most comprehensive. California allows the release of misdemeanants in the field, and at any point up to arraignment. Similarly, Hawaii permits citation release in any case where it is lawful to arrest a person without a warrant for a misdemeanor, petty misdemeanor, or a violation. Other states have like statutes (e.g., Connecticut authorizes release forailable offenses, i.e., those offenses not punishable by death;<sup>20</sup> Oregon for misdemeanors or felonies which may be a misdemeanor after sentencing;<sup>21</sup> and New York for misdemeanors or other petty offenses<sup>22</sup>).

<sup>20</sup>Conn. Gen. Stat. Rev. - 54-63(c) (Supp. 1969)

<sup>21</sup>Oregon Rev. Stat. 133.045 (1959)

<sup>22</sup>NY Code of Crim. Procedure 150.20 (1971)

Acceptance of the citation release concept has been sporadic, although a number of California jurisdictions have instituted programs. Open resistance to the concept is not expressed publicly, but some hesitation in program adoptions exists and is undoubtedly related to the lack of sanction imposed by a non-monetary bond release program (i.e., a lack of posting bail as security, or detention as a safeguard to assure appearance at trial).

There are, at the same time, indications of a growing acceptance of citation programs. In 1975, California amended the drug laws to provide for expanded use of citation release for certain drug offenses that have been decriminalized by the legislature.<sup>23</sup> If action of this type is an indication of the legislative confidence in California toward citation release as a viable mechanism for the release of misdemeanants prior to arraignment, some level of usage in Hawaii should be possible without too much public anxiety.

<sup>23</sup> See Stats. 1975, c. 248, Senate Bill No. 95, amending, among others, Health and Safety Code 11357 and 11360 to require release by the arresting officer of certain persons pursuant to 853.6.



Citation release as mentioned at the outset is essentially a program for misdemeanants. The misdemeanor offense, by definition, is a lesser offense. Although it is difficult to predict the appearance of the arrestee on the basis of the offense committed, it seems plausible to assume that the risk of non-appearance will be lower for those offenders whose potential punishment upon conviction may be a fine, a short stay in a correctional facility or no punishment at all.

To accomodate the demands of the arrest process, various forms of pretrial release have been conceptualized and are now increasingly coming into use. This is especially enlightening given the alarming statistics of the National Jail Census published by LEAA in 1971 which reported that "70 percent to 90 percent of all persons admitted to jails in this country are held only after arrest and before trial, and are released no later than the point of conviction. What this means is that three quarters or more of all people in the United States who ever spend time in jails, cells, or cages, do so only during the

period in which they are presumed to be innocent.<sup>24</sup> "

Heavy detention figures such as those published above, and dispositional estimates present a persuasive argument for the use of citations and other forms of pretrial release. "This approach commits itself to a basic non-penal technique for controlling behavior among consenting parties which should not be viewed as a soft approach to lesser offenses, but as a realistic route to meaningful sanction."<sup>25</sup>

c. Citation Release Decision Points

There are three distinct locations in the pre-arraignment process where a citation release can be issued. These locations are: (1) in the field, (2) prior to booking at a police sub-station, or (3) subsequent to booking at the main stationhouse.

1. Field Release

One way to look at citation release is an alternative to the normative pre-

<sup>24</sup> See Daniel J. Freed - "How do we Divert more Offenders from the Criminal Justice System." National Conference on Corrections (1971) p. 140

<sup>25</sup> See note 1 at p.270.

arraignment process.<sup>26</sup> After an arrest occurs the officer has the option, as prescribed by statute, to release any misdemeanor who does not demand to be taken before a magistrate. To effectuate the release, the officer weighs the facts and makes the decision in accordance with criteria established by the local police department,<sup>27</sup> the booking authority, and by statute.<sup>28</sup>

A release made in the field is the most informal non-penal technique available. This is so because the officer is not required to transfer the arrestee to an intermediate location or to the detention facility, and it presumes that the arrestee will comply with a system requirements on his own initiative (e.g. reporting to the police station to be booked prior to judicial hearing.) Release as indicated earlier is conditioned on the misdemeanor's written promise to appear.<sup>29</sup>

<sup>26</sup> Alternatives to the normative pre-arraignment process are designed to insure appearance without imposing penal sanctions (i.e. detention).

<sup>27</sup> See Oakland Police Department General Order M-70. Citations for Adult Misdemeanors, February 18, 1970, III-A.

<sup>28</sup> See California Penal Code Section 853.6(i).

<sup>29</sup> See California Penal Code Section 853.6(d).

If a release is made in the field, the date of initial hearing in California must be at least five days subsequent to arrest.<sup>30</sup> The officer may, if he feels that it is appropriate, require the arrestee to report for booking<sup>31</sup> prior to arraignment, and if the arrestee fails to do so before appearing at arraignment, the magistrate shall require him to be booked before the proceedings are concluded.<sup>32</sup>

## 2. Pre-Booking Citation Release.

Pre-booking citation release refers to those releases that can be made anywhere between the scene of arrest and the main police facility where final booking takes place. This particular type of release resembles post-booking release in the sense that the arrestee is taken to a formalized law enforcement facility for a further check into his background before a release is effectuated.

Often times a police officer will transport the arrestee to one of the

<sup>30</sup> See California Penal Code Section 853.6(b).

<sup>31</sup> Booking here refers to the administrative procedures undertaken in finger-printing, photographing, etc.

<sup>32</sup> California Penal Code Section 853.6(g).

police stations where a quick check will be made into the information that the arrestee has provided. This allows the police officer, or his superior at the department, to verify the information provided by the arrestee prior to the issuance of the citation.

Arrestees who are cited out prior to booking are subject to the same requirements as a person released in the field (i.e., booking and appearance requirements). The release process is also the same (i.e., written promise to appear, etc.).

### 3. Post-Booking Citation Release

The third type of citation release which can be utilized is the post-booking release. According to the California statute, the release may be made by either the officer in charge of the booking or his superior.<sup>33</sup> The post-booking citation is the only citation release procedure which is authorized

<sup>33</sup> California Penal Code Section 853.6(a).

after booking and serves as a system check on field officer discretion. Arrestees not released prior to booking are entitled to an immediate investigation into their background to see if a release should be made.<sup>34</sup> This requirement to this code section (1974) which requires the arresting officer to give reasons for the non-release of the arrestee.<sup>35</sup>

Release of the arrestee at the detention facility serves merely as an alternative to detention prior to arraignment. Once the arrestee is released under this program, again on written promise to appear, he is required to show up for arraignment on his own volition. Failure to show up at arraignment under any of the citation release programs will result in the magistrate issuing a warrant for arrest of the releasee.<sup>36</sup>

If each of the citation release

<sup>34</sup> California Penal Code Section 853.6(i).

<sup>35</sup> California Penal Code Section 853.6(j).

<sup>36</sup> California Penal Code Section 853.8. Note: Some arrestees who post bail in accordance with Section 853.6 are exempt from this provision as the posting of bail may amount to a plea of guilty and payment of fine simultaneously.

decision points are looked at closely, in light of the statute, it seems evident that citation release was designed to divert those misdemeanor arrestees who would be most likely to appear at arraignment without exercise of a pre-trial penal sanction. The further an arrestee enters the pre-arraignment cycle, the more costly it is for the system and the arrestee.

Releases early in the system produce savings to the police officer in terms of the amount of time needed for transporting and processing arrestees; to the correctional facility in terms of care and custody costs. (Note: it may not save the processing costs if the arrestee has to report for booking before or after his first appearance); and to the arrestee in the sense that he is allowed to return to his job, to care for his family, and he is not deprived, unnecessarily, of his freedom prior to arraignment or trial. On the other hand, releases occurring subsequent to initial court appearance produce fewer savings

and reduced benefits over those that would be realized through any form of non-monetary bond release obtained earlier.<sup>37</sup>

d. Impact That Citation Release Programs Could Have On Overcrowded Correctional Facilities.

Citation Release is designed for use at the first end of the criminal justice system by police officers. Further, since this option is meant to be offered to the arrestee with minimum penetration into the system, it is designed for use only with lesser offenders (e.g. misdemeanants, petty misdemeanants, and violators).

Based on 1975 calendar year data, it can be seen that 184 misdemeanants spent an average of 16.5 days in detention. Periods of detention ranged from less than a day for some misdemeanants, to a high of 265 days for others. This range of detention is unusually broad for offenders whose maximum length of incarceration, if convicted and sentenced would be 365 days.

<sup>37</sup> To get maximum utility out of the citation release program, releases should be made at the front end of the system. Releases later in the system will provide advantages, but far below program potential.

Use of citation release by the Honolulu Police Department would eliminate detention at a correctional facility for all citation release recipients. Due to the fact that many misdemeanants offenders post bail (often as low as \$25) it is difficult to say how many offenders who would otherwise end up detained if not released would be affected. However, for every misdemeanant diverted, approximately 16.5 bed space days would be conserved. Even if only 25% of the 184 (46) misdemeanants held in detention at Halawa had been impacted, it would have resulted in a savings of 759 bed space days (46(misdemeanants) x 16.5 (days)= ). It seems that the usage of this release device could have a favorable impact on the presently overcrowded detention space, and serve as a valuable resource to the police in the sense that they would not have to transport the least serious offenders from the scene of arrest to the police facility.

C. Prosecutorial and Judicial Diversion

A major alternative which is available to the criminal justice system in alleviating or relieving overcrowding in Hawaii's correctional facilities is the use of prosecutorial and judicial diversion to community programs. Like police citation and release on recognizance programs, prosecutorial and judicial diversion seeks an early intervention on behalf of a defendant who appears to require services in addition to, or in lieu of the traditional judicial processing. Prosecutorial and judicial diversion can be effectively used to relieve detention facility tensions as well as prevent a drain on custodial resources, thus, allowing courts to focus on deterrence-oriented criminal prosecution. Such diversion programs assist in reducing the time and cost involved in disposing of cases brought to the courts, and enhances the appropriateness of dispositions both from a correctional rehabilitation and a public safety point of view.

A range of diversion programs could be made available at various points in the criminal justice process. Prosecutorial and judicial diversion programs, in particular, can be made available

between arrest and sentencing. They offer advantages to both the system and the individual in that they are flexible dispositional alternatives that provide varying degrees of supervision, custody, and treatment without compromising judicial accountability to the safety of the public or for the responsibility of adjudicating the crime.

Prosecutorial diversion entails the evaluation of a defendant to determine the best possible disposition. The Prosecuting Attorney determines, with the cooperation of the police and pretrial services staff, whether a defendant is in need of special services or treatment and whether she/he is a suitable candidate for release to receive such services or treatment. Upon complete assessment, the prosecutor determines whether to divert the defendant out of custody, pending adjudication. Judicial diversion also entails evaluating a defendant based upon the report and recommendation of the prosecutor, defense, court services and pretrial services representatives and either deferring, suspending or modifying the sentence.

Recently, a number of offender target populations have been identified as particularly appropriate candidates for prosecutorial and judicial diversion.

These candidates include drug and alcohol abusers and addicts, vocationally (employment) handicapped, learning or educationally handicapped, and emotionally handicapped. There are also non-offender or potential offender populations that can benefit from prosecutorial and judicial diversion programming which may be successfully settled without adjudication through community mediation centers.

Most prosecutorial and judicial diversion programs have select and limited target populations. First, defendants should be evaluated for pretrial release prior to determining an appropriate diversion program. Second, prosecutorial and judicial diversion programs unlike other pretrial release programs, are not only concerned with the defendant's responsibility to appear in court (arrest and post-arrest/pre-arraignment). Such programs are also concerned with the threat to public safety (violent, assaultive, and "career criminal" defendants are not considered ideal candidates for diversion), and the added potential for successful treatment, rehabilitation, and thus, deterrence from future criminal activity. The prosecutorial and judicial diversion programs, identified by target population are: Drug and alcohol programs, vocational/employment programs, educational opportunity programs, mental health/

psychiatric care programs, and neighborhood-based mediation centers (better known as "neighborhood justice centers").

1. Types Of Diversion Programs

a. Drug And Alcohol (Substance Abuse) Programs

Alcohol Treatment Facilities (ATF's) Detoxification Centers, Alcoholics Anonymous, residential group homes, hospital out-patient clinics, and halfway houses are each examples of highly specialized as well as multi-treatment programs which provide medical treatment, guidance, and counseling for drug and alcohol abusers and addicts. These programs are staffed with trained social work personnel, medical professionals, and/or former drug and alcohol abusers and addicts. The programs range from 24 hour live-in/open environments to regular "office-hours" service operations. Some programs accept any individual with a substance abuse problem while others have more selective admission criteria. Programs may be exclusively for offenders and ex-offenders, while still others may be designed for purely drug or alcohol addiction. These programs provide chemical as well as non-chemical treatment

for addiction, and provide individual/group counseling and therapy to help the individual recognize, cope with and cure his/her abuse problem.

Upon arrest, a petty misdemeanor or misdemeanor defendant under the influence of alcohol or drugs may be directly referred to an alcohol/drug program as an emergency referral by the prosecuting attorney based on a visual check, preliminary arrest information obtained by the police, and upon notification of a defense attorney (if available). Some class C felons may also be referred if emergency treatment is warranted. For cases not requiring emergency treatment, the prosecuting attorney upon determination of a substance abuse problem and possession of basic arrest and release evaluation information may refer a defendant to a drug/alcohol program for treatment. Such referrals are generally made with the understanding that formal prosecution will a) be continued, b) be deferred, or upon successful treatment and rehabilitation, c) be suspended or dropped. Upon diverting defendants to programs, the prosecutor can retain a limited amount of

supervision and control over the defendant. The prosecutor can also accumulate necessary information on the defendant from the program for the purpose of further prosecutorial action. This type of diversion program tends to lessen the number of drug and alcohol abuse defendants requiring treatment from being detained in a jail facility. This process of drug and alcohol diversion can also be used as a judicial disposition whereby the court, with input from a pretrial services worker, physician or social worker trained in drug/alcohol diagnosis and rehabilitation may decide following arraignment, (prior to trial or to pre-sentence) that direct diversion to a program for treatment is an appropriate disposition.

b. Vocational/Employment Programs

Chronically unemployed, underemployed or unskilled petty misdemeanants, misdemeanants, and class C felon defendants are prime candidates for vocational/employment diversion programs. These programs can be specifically or generally designed to provide training, counseling, placement, and monitoring of its participants by vocational or employment counseling staff. Criteria for referral can be negotiated between

the prosecuting attorney, defense attorney, and program staff. The willingness of a defendant to participate (for the first time) in such a program should always be considered as one criterion. This type of diversion program may be employed singularly or along with other programs to develop an appropriate arrest, pre-arraignment, pretrial or pre-sentence diversion as agreed to be the prosecutor, defense attorney, pretrial services worker, and the court based on arrest and release evaluation information. Individuals who can be effectively and successfully placed in vocational/employment programs, such as: community colleges, technical schools or special training/job placement programs may not require incarceration prior to trial, nor require sentenced incarceration, especially if they are charged with a lesser offense.

c. Educational Opportunity Programs

Tutorial or special learning/adult education programs are also viable prosecutorial and judicial diversion alternatives to traditional jail incarceration. Illiterate or non-English speaking defendants, and defendants lacking



basic reading, writing and other communication skills may be placed in an educational program singularly or concurrently with another diversion program. Defendants may attend private tutorial or group sessions provided by instructors, tutors, and other program staff in a residential or day/night school or community center setting. This diversion may be recommended and granted by either the prosecutor/defense attorney, pretrial or presentence services worker, or court during the defendant's arrest, post-arraignment, pretrial or pre-sentence status. Defendants placed in educational opportunity programs are usually concurrently or jointly placed in vocational/employment programs. Petty misdemeanants, misdemeanants or class C felons who have committed their first offense can be considered candidates for this type of diversion.

d. Mental Health/Psychiatric Care Programs

This is possibly the most controversial and critical prosecutorial and judicial diversion program. A common belief is that all criminals are mentally disturbed and are in need of mental health services. The insanity plea as a defense is currently being questioned

and more traditional milieus of treatment such as psychiatric commitment are exhausting hospital and care institution resources. However, defendants in need of immediate psychiatric treatment must be referred to a hospital or clinic-based treatment program for medical and psychiatric care rather than detained in a correctional or other detention facility. For other defendants at arrest, post-arraignment, pretrial or pre-sentence status who have demonstrated emotional or erratic behavior, mental stress or other indications of psychiatric disorder should be referred for proper evaluation, diagnosis and treatment. Regardless of whether a petty misdemeanor, misdemeanor or felon, an individual exhibiting aggressive, violent behavior may require isolated detention in a correctional facility or transfer to a psychiatric institution equipped to handle such an individual. Other individuals requiring mental health or psychiatric services as evaluated and recommended by the prosecutor, defense attorney, court, social worker, or psychiatric consultant may be diverted to community-based or residential treatment

programs as assessment and evaluation for such treatment is completed.

e. Neighborhood Justice Centers (Community Mediation)

Neighborhood Justice Centers are community-based programs designed to mediate disputes between residents of the same neighborhood. Disputes which can be mediated are: family quarrels, minor property offenses, vandalism, noise, troublesome pets, landlord-tenant conflicts, and other cases which centers may agree to serve. These centers utilize mediation and conciliation techniques which entail developing a mutually satisfactory agreement/resolution to a dispute between two parties. The dispute is mediated by an impartial third party in an informal meeting at the center at a time which is most convenient for all parties involved. Most centers receive referrals from the prosecuting attorney's office and a successful mediation can potentially result in either charges not being brought, or dropped if already filed. Petty misdemeanants, misdemeanants and selected felony cases are acceptable for mediation provided that case selection criteria have been met. This type of diversion program can potentially prevent,

once fully implemented in the community, a number of complaints from being filed in court. This could have considerable impact on the court calendar and on jail detention.

2. Impact On Overcrowding

During judicial (case) processing there are several critical states: (1) the stages of arrest (offense) to indictment, indictment to arraignment, arraignment to trial and trial to sentencing. During pretrial and pre-sentence status, detention can become lengthy for those individuals found ineligible for release, and for those individuals to whom diversion/release programs have not been made available.

Of total arrests made on Oahu in 1975, misdemeanants comprised nearly half of total arrests (46.6%) followed by class C felons (19.2%), and petty misdemeanants (15.0%) (see Table 2). The length of case process in circuit court indicates that misdemeanants require an average of 38.2 days (see Table 4) between arrest/offense and indictment, an average of 26.6 days between indictment and arraignment, an average of 115.1 days between arraignment and trial, and an average of 69.1 days between trial and sentencing. Class

C felons case processing requires an average of 65.7 days between arrest/offense and indictment (see Table 3), and an average of 18.5 days between indictment and arraignment, an average of 106.2 days between arraignment and trial, and an average of 42.4 days between trial (judgement) and sentencing. As with circuit court processing data above, individuals being processed by Honolulu's district court may also require considerable lengths of time during judicial processing. Violators of city ordinances take an average of 21.1 days, petty misdemeanants 42.1 days, and class C felons an average of 16.8 days (see Table 4).

In light of the above, prosecutorial and diversion programs may effectively impact facility overcrowding if they are utilized since many of the offenders being processed may be sitting in detention. By coordinating services through the courts and available programs and through the systematic planning of needed programs, the diversion of some of these offenders could conceivably lower the amount of detention space utilized.

To illustrate how a particular program may directly impact upon detention, the following

TABLE 2

Percent of Total Arrests for Oahu

TYPE OF OFFENSE

PERCENTAGE OF  
TOTAL ARRESTS

Petty Misdemeanor	Misdemeanor	Felony A	Felony B	Felony C
15.0	46.6	8.6	4.1	19.2

Source: Intake Service Center Monitoring  
Report No. 1: Preliminary Report  
On Adult Offender Flow in the  
State of Hawaii for 1975,  
Honolulu, Office of Correctional  
Information and Statistics 1979,  
Figure 2, page 143.

TABLE 3

Oahu Circuit Court: Length of Case Process in Days

## TYPE OF OFFENSE

LENGTH OF CASE PROCESSING	TYPE OF OFFENSE			
	Misdemeanors	Felony A	Felony B	Felony C
Offense-Indictment	38.2	72.4	66.2	65.7
Indictment-Arraignment	26.6	17.4	20.8	18.5
Arraignment-Plea	0.3	0.3	0.3	0.4
Plea-Sentence	-	37.3	34.8	32.0
Plea-Trial	115.1	121.8	101.7	106.2
Trial-Judgment (Guilty)	0.9	9.8	3.0	4.3
Trial-Judgment (Acquittal)	0.0	0.0	12.8	6.8
Judgment-Sentence	69.1	50.7	39.9	42.4

Source: Intake Service Center Monitoring Report No. 1: Preliminary Report on Offender Flow in the State of Hawaii for 1975, Honolulu: Office of Correctional Information and Statistics, 1979, Tables 60 (page 103), 64 (page 108), 68 (page 112), 72 (page 116).

TABLE 4

Halawa Correctional Facility: Non-Sentenced Detention in Days

TYPE OF OFFENSE

LENGTH OF DETENTION	Misdemeanor	Felony A	Felony B	Felony C
	16.5	64.6	52.2	45.3

Source: Intake Service Center Monitoring  
Report No. 1: Preliminary Report  
On Adult Offender Flow in the  
State of Hawaii for 1975,  
Honolulu, Office of Correctional  
Information and Statistics 1979,  
Table 91, page 135.

hypothetical fact pattern relates to an individual who has been arrested for possessing a harmful drug in the third degree. This individual was unable to post bail and is currently being detained at Halawa Correctional Facility. The individual was arrested on December 3, 1979 and was assigned an attorney from the Office of the Public Defender. He has one previous arrest (disorderly conduct) which resulted from excessive drinking in a local restaurant. This offense was committed one year ago. Upon review by the Prosecutor, the defendant appears to have no other criminal record, is gainfully employed, is married and currently resides with his wife, and appears to need medical attention for an admitted problem with alcohol. The Prosecutor upon consulting with the court and the public defender agree that the defendant can be placed in a drug/alcohol abuse program for treatment and counseling. The Prosecutor agrees that if the defendant successfully completes the treatment and counseling and since his offenses did not result in any bodily injury or harm to a victim, any property damage or did not involve drug trafficking, the Prosecutor's Office may consider postponing and possibly dropping formal charges against the

defendant. The defendant is thus released directly to an alcohol/drug abuse program pending further prosecutorial action. If the defendant is released prior to trial, some degree of pretrial detention at Halawa Correctional Facility could be avoided.

It should be pointed out that not every misdemeanor or class C felony defendant can be referred for prosecutorial or judicial diversion but that with predetermined criteria and the cooperation of criminal justice agencies in considering such use, the unnecessary detention of defendants eligible and needing services such as alcohol/drug abuse treatment and counseling or other health/social services can be avoided without losing sight of public safety, adjudication, and correctional rehabilitation.

D. 10% Stationhouse Bail

1. Program Content

The Bail System in the United States has been under close scrutiny in recent years. Many critics condemn the bail system as an inequitable form pretrial release which favors those persons with financial resources and unfairly discriminates against the indigent or less fortunate.

At the Federal level there has been an attempt to moderate the bail system through the passage of the Bail Reform Act in 1966.<sup>38</sup> Under this Act, the U.S. Congress created a statutory presumption which directs the Federal courts to consider defendants for release on recognizance (i.e. non-monetary bond release), prior to the setting of bail for release. This Act gives pretrial defendants a presumption in favor of releasability which must be rebutted.<sup>39</sup>

In the states this type of legislation has not been passed and they are not bound by the Federal law in this instance. Thus, even though virtually all states have release on recognizance programs which dispense with the need to muster

<sup>38</sup> See Bail Reform Act 18 U.S.C.A. 3146(a) (1966)

<sup>39</sup> See United States v. Leathers 412 F.2d 169 (D.C. Cir.) (1969) and Wood v. United States 391 F.2d 981 (D.C. Cir.) (1968)

financial resources, there is a heavy dependence and reliance by defendants on the bail release option. This dependence is partly due to the reluctance of many jurisdictions to use release on recognizance programs too frequently, and partly because of delays which can occur in processing release on recognizance recommendations through the court system. These factors usually encourage defendants to seek out the bail option which generally results in a very quick release from custody, provided that the defendant has sufficient financial wealth to satisfy the bond.

The type of bail under consideration in this section is referred to as 10% stationhouse bail, or "percentage bail," as it is referred to in some jurisdictions. The distinguishing characteristics of this type of release is that 10% of the bail amount set by the court may be posted with the court clerk to secure release from custody rather than posting the full bail amount. Further, if the defendant successfully completes his court appearances, the majority of the amount of money deposited will be returned to the defendant. A charge is often made to the defendant (e.g. 10% of the amount deposited or 1% of the bail amount) to help offset the cost of the pretrial release



program. Further, if the defendant is convicted and sentenced to pay a fine, the court clerk is often empowered to impound the deposit for use in payment of the fine.<sup>40</sup>

The 10% stationhouse bond program is not used in very many states, at this point in time, although it is known to be in use in Ohio, Illinois, Kentucky, Oregon, and Indiana. The most common bail programs empower the court having jurisdiction to accept a cash deposit for the full amount of the bail. In instances where the bail that is set is fairly high, this can become prohibitive to a defendant posting the full bail which will usually result in the defendant sitting in a detention. As a result, what generally has happened in jurisdictions that require full cash bail, is that private "bondsmen" have sprung up which offer the defendant a chance to post 10% of the bail amount with them, and in return, the bondsman promises the court that the defendant will appear. Unfortunately for the defendant, unlike the 10% stationhouse bail program, private bondsmen retain the 10% deposit as their fee and usually require collateral for the remaining 90% of the bond.

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<sup>40</sup> Instead of Jail: Alternatives to Pretrial Detention, Galvin, John; Busher, Walter; Greene, William; and Kemp, Garry, USDOJ, LEAA (1976)

The end result is that the private bondsman makes a nice profit off the defendant with virtually no risk of financial loss. Such private bail agencies are generally looked upon with disfavor by law enforcement and the courts and are often the reason the 10% stationhouse bail programs are initiated. For, if the court will accept 10% of the bail amount as a promise of appearance by the defendant, and is willing to return all but a modest fee provided that the defendant complies with all the conditions of the bond, then there is little or no incentive for a defendant to utilize a private bondman's services.

A typical 10% stationhouse bond provision has been established in one jurisdiction in the State of Indiana. There the authority to establish this type of bail program has been provided for in the Rules Of Court, though it could just as easily have been established by statute.

The full text of the 10% bail provision in Marion County Indiana is set out below:

- A. Any person for whom a bail bond has been set may satisfy the bond by executing the bail bond and depositing with the clerk of the court before which the proceeding

is pending a sum of money equal to ten per cent (10%) of the bail, but in no event shall the deposit be less than twenty-five dollars (\$25.00).

- B. Upon execution of the bail bond and deposit of the required sum of money, the defendant shall be released from custody subject to the conditions of the bail bond. The court may designate the court bail agency to supervise the defendant. Where the defendant has failed to comply with his conditions of release or with the rules and regulations of the court bail agency, he may have his release revoked and he may be brought before the court who shall determine if additional bail shall be set.
- C. When the conditions of the bail bond have been performed and the defendant has been discharged from all obligations in the cause, the clerk of the court shall return to the defendant, unless the court orders otherwise, ninety per cent (90%) of the sum which has been deposited, and shall retain as bail bond costs ten per cent (10%) of the amount deposited. However, in no event shall the amount retained by the

clerk as bail bond costs be less than five dollars (\$5.00).

- D. After a judgement for a fine and court costs or either is entered in the prosecution of a cause in which a deposit has been made in accordance with Subsection A, the balance of the deposit, after deduction of bail bond costs, may be applied to the payment of the judgement.
- E. At the request of the defendant, the court may order ninety per cent (90%) of the bail deposit, or whatever amount is repayable to defendant from the deposit, to be paid to the defendant's attorney of record.
- F. If the person does not comply with the conditions of the bail bond the court having jurisdiction shall enter an order declaring the bail to be forfeited. Notice of the order of forfeiture shall be mailed to the defendant at his last known address. If the defendant does not appear and surrender to the court having jurisdiction within thirty (30) days from the date of the forfeiture or within that period satisfy the court that appearance

**CONTINUED**

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and surrender by the defendant is impossible and without his fault, the court shall enter judgement against the defendant for the amount of the bail. The deposit made in accordance with Subsection A shall be applied to the payment of the judgement, the balance of the judgement may be enforced and collected in the same manner as a judgement entered in a civil action.

- G. The ten per cent (10%) bail bond so collected by the clerk shall be deposited in a separate account in a depository duly designated by the State Board of Finance, and on or before the fifteenth day of the month following the month in which collections are made, the clerk shall report and remit the collections to the County Treasurer. The County Treasurer shall deposit the funds in a separate fund called the "Bail Agency and Pretrial Services Fund." The fund may be expended, subject to the approval of the court. Any amounts remaining in the Bail Agency and Pretrial Services Fund at the end of any fiscal year shall

not revert to the General Fund, but shall continue in the Bail Agency and Pretrial Services Fund.<sup>41</sup>

2. Impact Of 10% Stationhouse Bail On Overcrowded Correctional Facilities

The impact that a 10% Stationhouse Bail program can have on an overcrowded correctional facility is estimated to be minimal as far as its potential for vastly greater numbers of people being released. However, despite this fact, it does offer some added side benefits to the criminal justice system and to the defendant.

One advantage to this approach is that it places the release options more fully under the control of government, and effectively disgorges profits from private enterprise which capitalize on the plight of defendants. Further, if a 10% Stationhouse Bail program is implemented, it gives State and Local government the opportunity to offset a portion of the cost of processing allegedly criminal defendants. For example, for all cases in which bail was set for offenders held in correctional facilities during 1979, the total bail sum was \$8,563,941. If all of these individuals had posted bail, the \$856,394 (10%) would have been put up by defendants. Of this amount \$85,639

<sup>41</sup>See Note 3 at Appendix B, p.30.

(10% of the bond premium or 1% of the total bond) would have been eligible for retention by State and local government. Further, it should be remembered that many offenders post bail before they ever reach the correctional facility, and so the potential benefit to government could be even higher.

The viability of a 10% Stationhouse Bail program seems to be high. One of the questions that would have to be resolved is what agencies would participate in such a bail program? Conceivably it could include the police, courts, corrections, and perhaps the Intake Service Center. These details could all be worked out logistically provided that some level of agreement could be reached among the branches of government. This program unlike most others (i.e. with the exception of restitution or fine) provides State and local government with the opportunity to recoup part of the cost of crime.

The impact that a 10% Stationhouse Bail program would have on the incarcerated, non-sentenced population is inestimable at this time. This is so because there is no way of knowing, from existing data what effect a 10% bail program

tends to have on the correctional system. The suspicion is that the impact would be favorable since the financial loss to the defendant would be minimized.

E. Prospects Of Higher Levels Of Release On Recognizance

1. Introduction To Release on Recognizance

Perhaps the most significant alternative to incarceration program is the release of defendants on their own recognizance, commonly known as "ROR." This program is significant in the sense that it is based on the most fundamental tenet of the criminal justice system - that a defendant not be punished without proof of guilt and without an opportunity to prove innocence.<sup>42</sup> This program is also significant in that pretrial detainees, many of whom may qualify for such a program, comprise the largest holding population in one of Hawaii's major correctional institutions (Halawa Correctional Facility).

Pretrial detention may result in an injustice to the defendant when, for example:

The trial ends in a conviction and the judge determines that punishment not involving incarceration fully serves society's interests, when a defendant's ability to prepare for trial is prejudiced by incarceration, or when such incarceration prevents the defendant from demonstrating an ability to adjust to

<sup>42</sup>American Bar Association, American Bar Association Standards Relating to the Administration of Justice: Pretrial Release, Washington, D.C.: ABA, undated.

community life during the presentence period."<sup>43</sup> Pretrial detention may also be unjust when it is used to guarantee appearance in court of indigent defendants who cannot afford bail even when it is a small amount. Pretrial detention may also result in an injustice to the taxpayer and the criminal justice system as it is the "most expensive, least efficient disposition of criminal defendants prior to trial."<sup>44</sup>

Greater use of pretrial release as an alternative to incarceration may result in larger numbers of pretrial defendants being released without compromising the safety of the community, and with acceptable rates of court appearance. This can be ensured by comprehensive pretrial services which entail standard and available ROR evaluations, submittal of recommendations to the courts for judicial disposition, and monitoring of releasees.

2. Intake Service Center Pretrial Release Services

The Intake Service Center, as mandated by S.L.H. 1977 Section 353-1.4, currently provides pretrial release services. These services entail accepting as well as locating defendants who may qualify for release, conducting an initial interview,

<sup>43</sup>Ibid.

<sup>44</sup>President's Commission of Law Enforcement and Administration of Justice, Task Force Report: The Courts, 1967, 33.

verifying information obtained during the interview, and preparing a release evaluation report containing a recommendation to the court. All of these activities are performed in light of the following pretrial services objectives:

- o To promote release from custody as soon as possible, all those charged with committing a felony or misdemeanor, pending judicial action, whose characteristics indicate that they will appear in court as directed.
- o To have readily available in court, information on felony and misdemeanor offenders held in custody.
- o To enable the court at any subsequent hearing to use the above information (to set a reasonable bail or ) to release the defendant on his own recognizance.

The Intake Service Center currently follows the procedures below which are intended to comply with National Pretrial Release Standards:

"Section 4 Pretrial Services Procedures

Section 4.1 Initiation

Pretrial Services will be provided upon referral by the court, upon referral by the Community Correctional Center (CCC), or upon referral from Halawa Correctional Facility, referrals may be made orally (telephone) or in writing (application for Release on Recognizance).

Section 4.2 Interview for ROR or Bail Reduction

- o Interviews for ROR or bail reduction will be held with the defendant at the CCC's. Interviews are voluntary and the defendant may terminate the interview at any time. Should the interview be terminated prior to completion of the interview questionnaire, the pretrial release process shall be discontinued.
- o The interviewer (Pre-Trial Services staff) shall:
  - identify himself
  - explain the purpose of the interview
  - state that the interview is voluntary and that the defendant may terminate the interview at any time
  - explain that the interview questionnaire must be completed in order to complete the pre-trial process
  - explain that all information obtained in the interview will be verified
  - complete the release without bail form
  - not discuss the offense for which the defendant is being held in custody
- o The interviewer shall prepare the VERA point scale to determine the defendant's eligibility for pre-trial release
  - the defendant's responses in the interview will be verified and will be used as basis for the point scale
- o The following criteria will be assigned points:
  - length of continuity of residence
  - family ties
  - marital status
  - employment

- prior criminal record and other pending charges
  - financial resources, present physical and mental conditions, and use of drugs and alcohol are not assigned points according to the VERA scale but may be considered for other releases or bail setting
- o The interviewer shall explain the terms and conditions of release and if agreeable, the defendant will sign the release document(s).
  - o The interviewer shall request that the defendant authorize the release of confidential information so that information obtained from the interview may be verified
    - a release of confidential information form must be completed for each institution and agency to be contacted by the interviewer

#### Section 4.3 Verification of Information

The following information shall be verified by the interviewer in person or if necessary, by phone or written correspondence:

- Residence (through defendant's relatives, friends, and landlord)
- Family ties (through defendant's relatives, friends)
- Criminal record (through the Police Department's Record Division for prior and pending criminal information)

Procedures for examining or obtaining information from criminal records:

- 1) Records Division of the Police Department will provide information regarding the client's prior adult arrest and conviction record. Mainland records will be available in approximately 30 days.

- 2) If the client is 20 years of age or younger, and is charged with an aggravated class A offense or client's bail is set higher than the scheduled amount for a felony the interviewer should check with Family Court.
- 3) If client is charged with a class A felony or with theft 1<sup>o</sup>, the interviewer shall investigate the nature and circumstances of the offense for release on bail consideration.
  - Employment (current and previous employers, may contact probation and parole officers if applicable)
  - Financial resources (through financial institutions referenced by defendant in the interview)
  - Physical and mental conditions (through physicians, psychiatrists, psychologists, and other health professionals as referenced by defendant in the interview)
- 4) When applicable, the probation or parole officer should be contacted regarding client's adjustment and any recommendation regarding release.

#### Section 4.4 Preparation of Report

All of the above information must be verified and shall be the basis of one of the following recommendations by the interviewer to the court provided that the listed criteria are met:

#### Section 4.4a Release on Own Recognizance\* (Recommended Exclusionary Criteria)

- Must not suffer from extreme mental disturbance
- Accumulation of five of eleven VERA scale points from residence, family ties, employment and criminal record and a local residence where he can be reached
- Must not have a pending felony charge
- Must not be under Federal or State hold  
\*Military personnel are



excluded from ROR regardless of meeting minimum point requirement; recommended for SR due to need to monitor discharge/rotation dates

Section 4.4b Supervised Release (Court imposed with ISC monitoring; recommended exclusionary criteria)

- Has accumulated less than the required five or eleven VERA scale points
- Appears to have local ties
- Must not be under "hold" by local, State or Federal authority
- Must not be subject to extradition
- Must not have signs of mental illness
- Must not be addicted to drugs
- Must not be charged with crimes of violence or be a threat or danger to the community
- Must not be a dealer of or charged with sale of large amounts of controlled substance

Section 4.4c Release on Reduced Bail

Section 4.4d Conditional Release to In-Community Programs

Section 4.5 Submittal of Report to ISC Administrator

After the interview completes the report, it will be submitted to the ISC Administrator for approval. Upon approval, the defense and prosecuting attorneys will be informed and asked whether they desire a hearing before the judge (currently practiced by HISC only).

If a hearing is requested the court will be informed and will receive the report containing:

- the signatures of the interviewer and ISC

Administrator

- the terms and conditions of release and
- the original application for release without bail" <sup>45</sup>

Following approval of the report, the Intake Service Center submits its recommendation to the court.

3. Current Use Of release On recognizance On Oahu And Statewide

Data currently available indicate the following:

- o That a majority of cases recommended for ROR by the Oahu Intake Service Center are granted ROR by the courts (88.3% of cases recommended for ROR by the Oahu Intake Service Center are granted ROR by the courts, 83.6% of cases recommended by the Oahu Intake Service Center for supervised release or SR are granted by the courts). See Table 5 ROR Recommended by ROR Granted. <sup>46</sup>
- o That a majority of cases recommended for ROR statewide by the ISC are granted ROR by the courts (82.6% of cases recommended for ROR are granted ROR by the courts, 83.6% of cases recommended for SR are granted by the courts). <sup>47</sup>

<sup>45</sup> State Intake Service Center Pretrial Services Policies and Procedures, Draft (Interim): August 1979.

<sup>46</sup> State of Hawaii - ISC, Office of Correctional Information and Statistics, Table 2 Court Decision by Recommendation for Month Ending 06/30/79.

<sup>47</sup> Ibid, Table 3 Court Decision by Recommendation Statewide For Month Ending 06/30/79.

TABLE 5

ROR Recommendation by ROR Granted (Oahu, Statewide)

ROR GRANTED

ROR RECOMMENDED

OAHU		STATEWIDE	
Granted	Other	Granted	Other
53(88.3%)	7(11.7%)	86(82.6%)	18(17.4%)
60(100%)		104(100%)	

Source: State of Hawaii-ISC, Office of Correctional Information and Statistics, Table 5 Disposition by VERA Score Statewide Summary for Month Ending 06/30/79.

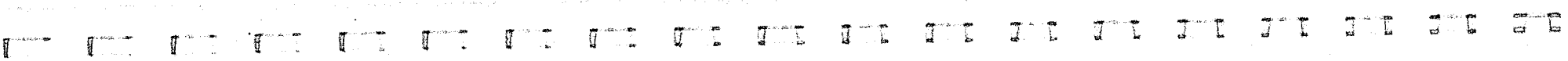


TABLE 6

VERA Score by ROR Status (Statewide)

VERA SCORE (In Points)	ROR STATUS	
	Recommended	Granted
<0	2(1.9%)	3(2.34%)
1	3(2.8%)	5(3.9%)
2	5(4.8%)	5(3.9%)
3	2(1.9%)	3(2.3%)
4	1(0.9%)	2(1.5%)
5	11(10.1%)	14(10.9%)
6	16(15.3%)	19(14.8%)
>6	53(50.9)	56(43.7%)
No Score	11(10.1%)	21(16.4%)
TOTAL	104(100%)	128(100%)

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Note: Percentages are to nearest tenth so will not total to 100%.

Source: State of Hawaii-ISC, Office of Correctional Information and Statistics, Table 5 Disposition by VERA Score Statewide Summary for Month Ending 06/30/79.

- o That cases recommended for SR statewide by the Intake Service Center generally accumulate at least two (2) points as VERA scores and that cases granted SR statewide by the courts accumulate at least two (2) points as VERA scores (see Table 7 VERA Score by Supervised Release Status).
- o That the majority of statewide cases referred for ROR are for defendants 21-30 years of age and that the majority of cases referred for ROR by the Oahu Intake Service Center are for defendants 21-30 years of age.<sup>48</sup>
- o That cases referred by the Oahu Intake Service Center as well as statewide for ROR are primarily males.<sup>49</sup>
- o That the majority of cases referred by the Oahu Intake Service Center as well as statewide for ROR are property-related offenses and person-related offenses (see Table 8 ROR Referrals by Offense).

The statements above indicate that cases referred to the ISC for pretrial release services can be evaluated, recommended for ROR (or some other form of release or disposition) and released by judicial order. In other words, the majority of

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<sup>48</sup> Ibid, Table 2 Type of Referral by Age Summary as of 06/30/79.

<sup>49</sup> Ibid, Table 3 Type of Referral by Sex as of 06/30/79.

TABLE 7  
VERA Score by SR Status (Statewide)

VERA SCORE (In Points)	SR STATUS	
	Recommended	Granted
<=0	5 (4.8%)	6 (5.5%)
1	2 (1.9%)	2 (1.8%)
2	8 (7.6%)	10 (9.7%)
3	10 (9.6%)	11 (10.9%)
4	19 (18.6%)	18 (16.5%)
5	8 (7.6%)	9 (8.25%)
6	12 (11.5%)	12 (11.0%)
>6	24 (23.0%)	22 (20.2%)
No Score	16 (15.3%)	19 (17.4%)
TOTAL	104 (100%)	109 (100%)

Note: Percentages are to nearest tenth so will not total to 100%.

Source: State of Hawaii-ISC, Office of Correctional Information and Statistics, Table 5 Disposition by VERA Score Statewide Summary for Month Ending 06/30/79.

TABLE 8

ROR Referrals by Offense (Oahu and Statewide)

	OAHU	STATEWIDE
705 (Inchoate)		2 (.3%)
707 (Person)	38 (17.9%)	62 (12.3%)
708 (Property)	133 (62.7%)	272 (53.9%)
709 (Family/ Incompetent)		2 (.3%)
710 (Public Admin.)	2 (.9%)	13 (2.5%)
711 (Public Order)		17 (3.3%)
712 (Public Health/Morals)	10 (4.7%)	46 (9.1%)
Missing	29 (13.6%)	90 (17.8%)
TOTAL	212 (100%)	504 (100%)

OFFENSE

Note: Percentages are only to nearest tenth so do not total to 100%.

Source: State of Hawaii-ISC, Office of Correctional Information and Statistics, Table 1 Type of Referral by Offense Summary as of 06/30/79.

defendants if accessed to pretrial release services are: 1) found eligible for ROR and 2) are subsequently granted ROR by the court. The fact that a defendant is male or committed a property or person-related offense is not believed to have a direct bearing on eligibility or granting of ROR. Rather, it is suspected that this reflects the current nature of crime (the majority of offenses committed in the State are property or person-related) and criminals in Hawaii (males have traditionally and currently commit more crimes than females; and more crimes are committed by individuals between the ages of 21-30 years than any other age group).

4. Analysis Of Current Vs. Potential Use Of ROR

If one were to identify defendants eligible for release on recognizance as an alternative to jail incarceration program, these defendants would be defined as any defendant whose charge could not result in life imprisonment (Class A Felons who are repeat offenders). Other exclusionary criteria have been identified as critical factors in determining eligibility for release, however, these criteria cannot be arbitrarily used to prevent a defendant from receiving pretrial release evaluation services or a recommendation for release (these exclusionary criteria are listed in Sections 4.4a and b of the State Intake Service Center

Pretrial Services Policies and Procedures<sup>5 0</sup> ).

To illustrate the extent to which ROR is used as an alternative to jail incarceration, data relating to Halawa Correctional Facility will be examined. In 1975, 563 defendants were admitted to Halawa Correctional Facility for the purpose of detention (see Table 9 Admission Status by Release Status). Of the 563 defendants detained, 34 or 6% were eventually release for ROR; 96 or 17% were eventually released on bail; 121 or 2.5% were eventually released on bond; 14 or 2.5% were eventually released on probation (non-incarceration as sentence); 41 or 7.3% received a suspended sentence and were released; 2 (.3%) were released to a private agency; 8 (1.8%) were released to Hawaii State Hospital; 59 or 10.5% were acquitted and released; and 40 or 7.1% were eventually released on other grounds. Of the 563 defendnats detained, only 49 or 8.7% of the defendants remained incarcerated either at Halawa or another correctional institution. This appears to indicate that a substantial number of detainees at Halawa Correctional Facility are being

<sup>5 0</sup> See pages 93-94 of this report.

TABLE 9

Admission Status (Detainees) by Release Status (Halawa)

## DETAINEES

Sentenced Misdemeanor	21 (3.7%)
ROR	34 (6.0%)
Released to Appear	95 (16.8%)
Bail	96 (17.0%)
Bond	121 (21.5%)
Extradited	3 (.5%)
Probation	14 (2.5%)
Suspended Sentence	41 (7.3%)
To Corrections Division	25 (4.4%)
To Private Agency	2 (.3%)
Hawaii State Hospital	8 (1.4%)
Supervised Release	0 (0%)
Acquitted	59 (10.5%)
Other Release	40 (7.1%)
Unknown	4 (.7%)
TOTAL	563 (100%)

Note: Percentages are to nearest tenth so will not total to 100%.

Source: Office of Correctional Information and Statistics, Monitoring Report Number 1: Preliminary Report on Adult Offender Flow In the State of Hawaii for 1975, Honolulu: ISC, 1975, 131.



unnecessarily detained while awaiting judicial disposition which may eventually release them under one program or another.

It is apparent that ROR could be better utilized as a viable alternative to jail incarceration if current pretrial release services were expanded. The Intake Service Center, for example, has recently developed a pilot project entitled the "Misdemeanant Evaluation and Monitoring Pilot Project" in cooperation with the Honolulu Police Department. This will involve interviewing the misdemeanor defendants at the police cellblock. The results of these interviews will then be submitted to the District Court Judge who will make the release decision. The project, once fully implemented, is expected to increase the number of release evaluations/recommendations and thus, judicial consideration for release. A similar project is expected to be implemented at Honolulu district and circuit courts and eventually release evaluations will be performed statewide at all three field locations - the police cellblock, district, and circuit court.

To enhance the viability of the ROR program, greater coordination efforts between the Office of the Prosecuting Attorney, Office of the Public Defender, the Police Department, The Judiciary, and the Intake Service Center will be necessary

so that a greater number of referrals can be made with expeditious processing and thorough monitoring of released defendants.

It is imperative that the confidence of the public in the criminal justice system's ability to guard community safety be maintained while alternatives to jail incarceration programs are developed, or as in the case of ROR, expanded. This can be accomplished through public education about the release on recognizance process; its purpose; which defendants are eligible and why; how the courts grant requests for release; how releasees are monitored; and how effective the program is in: a) reducing the overcrowded conditions in Hawaii's jails, and b) affecting the appearance of released defendants for trial.

## VI. SUMMARY OF FINDINGS

It seems clear that the State of Hawaii is on the brink of a crisis as regards the overcrowding of its correctional facilities. This crisis, seemingly, has been precipitated by a change in penal philosophy from rehabilitation to punishment on the part of the community and the Judiciary. This philosophical change, coupled with a community correctional center network of institutions has resulted in selected facilities experiencing overcrowding problems.

Interestingly, however, most of the overcrowding problem seems to be due to a large number of pretrial defendants being held in detention, rather than to an enormous increase in the number of sentenced offenders. Fortunately, the pretrial detention overcrowding problem is susceptible to impact and the need for the building of large amounts of correctional bed space in the near future should be averted.

The method of impacting the overcrowding problem was discussed in detail in Section V by exploring five distinct "alternative to jail incarceration" program concepts: (1) increasing the efficiency in release on recognizance processing; (2) police citation release; (3) prosecutorial and judicial diversion; (4) 10% stationhouse bail; and (5) increasing the level of release on recognizance.

Based on an examination of each of these program options, there appears to be some considerable advantage to further exploration and implementation of such programs. For example, based on the estimated median length of stay for people who are released on recognizance of 15 days as cited in Section V. A., it seems practical to assume that this figure could be reduced substantially. Part of the responsibility will lie on Intake Service Center staff to submit pretrial release reports in as timely a fashion as possible, and part of the responsibility will lie on the Judiciary to act on the report recommendations at the earliest practicable moment.

Similarly, the police citation release program, though restricted to violators, petty misdemeanants, and allegedly criminal misdemeanants who account for one of the lowest proportions of persons incarcerated, may offer some relief to both system processing and to the overcrowding problem.

Perhaps the most lucrative option which could be pursued is that of prosecutorial or judicial diversion which could significantly siphon off lesser offenders into alternative community programs. This type of programming, conceivably, could impact both non-sentenced and sentenced population pressures. Relief is possible

at any point from arraignment, all the way through to judicial conviction. Naturally, the earlier in the judicial process that the offender is diverted, more correctional bed space, and general criminal justice system resources will be saved.

The 10% stationhouse bail program is attractive from a system processing point of view in the sense that the full range of offender release options would come more closely under the control of government. At present, private bail bondsmen seem to capitalize on the plight of defendants, whether guilty or innocent. The 10% stationhouse bail program adds release flexibility, increased offender equity, and potentially a favorable impact on levels of pretrial detention.

Finally, considerations for utilizing increased levels of release on recognizance seems possible. Current release practices indicate that the Judiciary tends to follow the release recommendations of Intake Service Center staff and that such releases have been made largely when the offender scores above the minimum score required for release. This fact would seem to indicate that additional releases might be able to be made, at least on a test basis. Certainly, for every offender that is released in this manner, the correctional facility receives added relief from their presently overcrowded status.

## VII RECOMMENDATIONS

The review undertaken reaffirms the validity of the concept of diversion and reveals that diversion has been implemented only in a limited way in the recent past.

The state and local criminal justice agencies have only touched the surface of alternative programming methods with respect to persons charged with crimes.

Currently, the problem of facility overcrowding exists with the potential of becoming a more severe problem in the near future.

Given the nature of escalating facility construction costs, alternatives to jail incarceration programming must be seriously considered. Therefore, the following recommendations are made:

- 1) that the State reaffirm the correctional Master Plan policy of the diversion of lesser offenders from the criminal justice system into the community;
- 2) that the State Legislature place high priority upon the development of diversionary programs in Hawaii;
- 3) that the Intake Service Center be encouraged and supported in its efforts to work with the Judiciary, police and others to develop

- and implement diversionary programs;
- 4) that further construction of correctional facilities, beyond that called for under Correctional Master Plan requirements, be minimized until alternative to incarceration programs are implemented and tested; and
  - 5) that each of the criminal justice agencies in the State of Hawaii be encouraged to consider jail overcrowding as a system-wide problem that is not restricted to the Corrections Division of the Department of Social Services and Housing and the Intake Service Center.

Hopefully, all components of the criminal justice system along with the State Legislature can pull together to continue to improve offender related services. Without a unified effort, criminal justice system service delivery will continue to fragment, and the prospect of alleviating the overcrowding of the correctional facilities will be substantially diminished.

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United States Constitution, Amendment VIII

United States Constitution, Amendment XIV

VIII. APPENDICES

APPENDIX A

Hawaii Revised Statutes Section 803-6(b):  
Authority For Police Citation Release

(b) In any case in which it is lawful for a police officer to arrest a person without a warrant for a misdemeanor, petty misdemeanor or violation, he may, but need not, issue a citation in lieu of the requirements of (a) if he finds and is reasonably satisfied that the person:

- (1) Is a resident of the State of Hawaii;
- (2) Will appear in court at the time designated;
- (3) Has no outstanding arrest warrants which would justify his detention or give indication that he might fail to appear in court, and
- (4) That the offense is of such nature that there will be no further police contact on or about the date in question, or in the immediate future.

(c) The citation shall contain:

- (1) Name and current address of offender;
- (2) Social security number;
- (3) Description of offender;
- (4) Nature of the offense;
- (5) Time and date;
- (6) Notice of time and date for court appearance;
- (7) Signature of officer (badge);
- (8) Signature of offender agreeing to court appearance;
- (9) Remarks; and
- (10) Notice you are hereby directed to appear at the time and place designated above to stand trial for the offense indicated. A failure to obey this citation may result in a fine or imprisonment, or both.

- (d) If a person fails to appear in answer to the citation; or if there is reasonable cause to believe that he will not appear, a warrant for his arrest may be issued. Willful failure to appear in answer to the citation may be punished by a fine of not more than \$100 or imprisonment of not more than 30 days or both. [PC 1869, c 49, §6; RL 1925, §3972, RL 1935, §5405; RL 1945, §10706; am L 1953, c 42, §1; RL 1955, §255-6, HRS §708-6; renumbered L 1972, c 9, pt of §1; am L 1975, c 64, §1]

APPENDIX B

Full Text of California Penal Code  
Section 853.6 as of January 1976

CHAPTER 5C

Citations for Misdemeanors

Issuance of citations for violation of ordinances of port district: H & N C §6309.6.

Arresting inspector of Bureau of Food and Drug to follow procedure prescribed by this chapter where arrested person does not demand to be taken before a magistrate: H & S C §216.

§ 853.6. Release of arrested person on notice to appear;  
Procedure: Nonrelease; Form indicating reasons

(a) In any case in which a person is arrested for an offense declared to be a misdemeanor and does not demand to be taken before a magistrate, such person may, instead of being taken before a magistrate, be released according to the procedures set forth by this chapter. If the arresting officer or his superior determines that the person should be released, such officer or superior shall prepare in duplicate a written notice to appear in court, containing the name and address of such person, the offense charged, and the time and place where and when such person shall appear in court. If the person is not released prior to being booked and the officer in charge of the booking or his superior determines that the person should be released, such officer or superior shall prepare such written notice to appear in court.

(b) Unless waived by the person, the time specified in the notice to appear must be at least five (5) days after arrest.

(c) The place specified in the notice shall be the court of the magistrate before whom the person would be taken if the requirement of taking an arrested person before a magistrate were complied with, or shall be an officer authorized by such court to receive a deposit of bail.

(d) The officer shall deliver one copy of the notice to appear to the arrested person, in order to secure release, must give his written promise so to appear in court by signing the duplicate notice which shall be retained by the officer. Thereupon the arresting officer shall forthwith release the person arrested from custody.

(e) The officer shall, as soon as practicable, file the duplicate notice with the magistrate specified therein. Thereupon the magistrate may fix the amount of bail which is his judgement, in accordance with the provisions of Section 1275 of the Penal Code, will be reasonable and sufficient for the appearance of the defendant and shall indorse upon the notice a statement signed by him in the form set forth in Section 815a of this code. The defendant may, prior to the date upon which he promised to appear in court, deposit with the magistrate the amount of bail thus set. Thereafter, at the time when the case is called for arraignment before the magistrate, if the defendant



shall not appear, either in person or by counsel, the magistrate may declare the bail forfeited, and may in his discretion order that no further proceedings shall be had in such case, unless the defendant has been charged with violation of Section 347b or 347e of this code or of Section 5008.7 of the Public Resources Code, and he has previously been convicted of a violation of such section or punishable under such section, except in cases where the magistrate finds that undue hardship will be imposed upon the defendant by requiring him to appear, the magistrate may declare the bail forfeited and order that no further proceedings shall be had in such case. Upon the making of such order that no further proceedings be had, all sums deposited as bail shall forthwith be paid into the county treasury for distribution pursuant to Section 1463 of this code.

(f) No warrant shall issue on such charge for the arrest of a person who has given such written promise to appear in court, unless and until he has violated such promise or has failed to deposit bail, to appear for arraignment, trial or judgment, or to comply with the terms and provisions of the judgment, as required by law.

(g) The officer shall indicate on the notice to appear whether he desires the arrested person to be booked as defined in subdivision 21 of Section 7 of this code. In such event, the magistrate shall, before the proceedings are finally concluded, order the defendant to be booked by the arresting agency.

(h) A peace officer may use the written notice to appear procedure set forth in this section for any misdemeanor offense in which the officer has arrested a person pursuant to Section 836 or in which he has taken custody of a person pursuant to Section 847.

(i) If the arrested person is not released pursuant to the provisions of this chapter prior to being booked by the arresting agency, then at the time of booking the arresting officer, the officer in charge of such booking or his superior officer, or any other person designated by a city or county for this purpose shall make an immediate investigation into the background of the person to determine whether he should be released pursuant to the provisions of this chapter. Such investigation shall include, but need not be limited to, the person's name, address, length of residence at that address, length of residence within this state, marital and family status, employment, length of that employment, prior arrest record, and such other facts relating to the person's arrest which would bear on the question of his release pursuant to the provisions of this chapter.

(j) Whenever any person is arrested by a peace officer for a misdemeanor and is not released with a written notice to appear in court pursuant to this chapter, the arresting officer shall indicate, on a form to be established by his employing law enforcement agency, whether or not each of the following was a reason for such nonrelease:

(1) The person arrested was so intoxicated that he could have been a danger to himself or to others.

(2) The person arrested required medical examination or medical care or was otherwise unable to care for his own safety.

(3) The person was arrested for one or more of the offenses listed in Section 40302 of the Vehicle Code.

(4) There were one or more outstanding arrest warrants for the person.

(5) The person could not provide satisfactory evidence of personal identification.

(6) The prosecution of the offense or offenses for which the person was arrested or the prosecution of any other offense or offenses would be jeopardized by immediate release of the person arrested.

(7) There was a reasonable likelihood that the offense or offenses would continue or resume, or that the safety of persons or property would be imminently endangered by release of the person arrested.

(8) The person arrested demanded to be taken before a magistrate or refused to sign the notice to appear.

(9) Any other reason. If the person arrested was not released for one or more of the reasons specified in paragraphs (1) to

(8), inclusive, the arresting officer shall specifically state on the form the reason for the nonrelease.

Such form shall be filed with the arresting agency as soon as practicable and shall be made available to any party having custody of the arrested person, subsequent to the arresting officer, and to any person authorized by law to release him from custody before trial.

**CONTINUED**

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STATE OF HAWAII  
COMMUNITY SERVICE RESTITUTION PROGRAM  
May 14, 1980

GEORGE R. ARIYOSHI  
GOVERNOR



WAYNE Y. KANAGAWA  
EXECUTIVE DIRECTOR

STATE OF HAWAII  
INTAKE SERVICE CENTERS  
2199 KAMEHAMEHA HWY.  
HONOLULU, HAWAII 96819  
PHONE (808) 848-2511

No. 80-05-156

May 14, 1980

Ms. Marilyn Greene Jackson  
Corrections Specialist  
Corrections Division  
Office of Criminal Justice Programs  
Law Enforcement Assistance Administration  
633 Indiana Avenue N.W.  
Washington, D.C. 20531

Dear Ms. Jackson:

Attached is an application for grant funding for the Community Service Restitution Program. This application is being filed on behalf of the Intake Service Center, an agency under the Office of the Governor, in the State of Hawaii.

We are currently finishing up our Jail Overcrowding Program Grant (Phase II) and expect that the Community Service Restitution Program will dovetail nicely with our previous efforts. Such programming is requested for the counties of Hawaii, Maui, and Kauai. The island of Oahu or Honolulu County has been excluded from the application, because there are some existing resources in that county already which are expected to be augmented during 1980-81. Grant funding for the other three (3) counties will provide resources where none currently exist.

The application contained herein, is expected to be complete with the exception of the "letter of support" area. We are still gathering letters of support and will forward those to you before the end of May. I spoke with Mr. Regner on this matter and he indicated that this procedure would be permissible.

77216  
618819

If you have any questions or require any supplementary information, please feel free to contact me.

Sincerely,

*Garry L. Kemp*  
 Garry L. Kemp, Administrator  
 Jail Overcrowding Project

GLK:cat  
 Enclosure

FEDERAL ASSISTANCE		2. APPLICANT'S APPLICATION	a. NUMBER	3. STATE APPLICATION IDENTIFIER	a. NUMBER
1. TYPE OF ACTION <input type="checkbox"/> PREAPPLICATION <input checked="" type="checkbox"/> APPLICATION <small>(Mark appropriate box)</small> <input type="checkbox"/> NOTIFICATION OF INTENT (Opt.) <input type="checkbox"/> REPORT OF FEDERAL ACTION		Leave Blank	b. DATE Year month day 19 80/9/9	b. DATE Year month day 19	b. DATE Year month day 19
4. LEGAL APPLICANT/RECIPIENT			5. FEDERAL EMPLOYER IDENTIFICATION NO. N/A		
a. Applicant Name : Dept. of Social Serv. & Housing b. Organization Unit : Intake Service Center c. Street/P.O. Box : 2199 Kamehameha Hwy. d. City : Honolulu e. County : Honolulu f. State : Hawaii g. ZIP Code: 96819 h. Contact Person (Name & telephone No.) : Garry L. Kemp (808) 848-2549		6. PRO-GRAM (From Federal Catalog)		a. NUMBER 1   6   5   0   1 b. TITLE Law Enforcement Assistance - Discretionary Grant	
7. TITLE AND DESCRIPTION OF APPLICANT'S PROJECT Community Service Restitution Project. To develop community service placement alternatives for non-violent offenders. These placements will assist in repaying the community for offenses committed. This sentencing option is expected to enhance the sentencing options for the State.		8. TYPE OF APPLICANT/RECIPIENT A-State B-Interstate C-Substate D-District E-City F-School District G-Special Purpose District H-Community Action Agency I-Higher Educational Institution J-Indian Tribe K-Other (Specify):		9. TYPE OF ASSISTANCE A-Basic Grant B-Supplemental Grant C-Loan D-Insurance E-Other Enter appropriate letter(s) <b>A</b>	
10. AREA OF PROJECT IMPACT (Names of cities, counties, States, etc.) Counties of Hawaii, Maui & Kauai		11. ESTIMATED NUMBER OF PERSONS BENEFITING 600		12. TYPE OF APPLICATION A-New B-Renewal C-Revision D-Continuation E-Augmentation Enter appropriate letter <b>C</b>	
13. PROPOSED FUNDING		14. CONGRESSIONAL DISTRICTS OF:		15. TYPE OF CHANGE (For 12c or 12e) A-Increase Dollars B-Decrease Dollars C-Increase Duration D-Decrease Duration E-Cancellation F-Other (Specify):	
a. FEDERAL \$ 166,835 .00 b. APPLICANT -0- .00 c. STATE 18,537 .00 d. LOCAL -0- .00 e. OTHER -0- .00 f. TOTAL \$ 185,372 .00		a. APPLICANT 1 b. PROJECT County-wide 16. PROJECT START DATE Year month day 1980/10/01 17. PROJECT DURATION 18 Months 18. ESTIMATED DATE TO BE SUBMITTED TO FEDERAL AGENCY 19 80/09/09		19. EXISTING FEDERAL IDENTIFICATION NUMBER	
20. FEDERAL AGENCY TO RECEIVE REQUEST (Name, City, State, ZIP code) Law Enforcement Assistance Administration Office of Criminal Justice Programs		21. REMARKS ADDED <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No			
22. THE APPLICANT CERTIFIES THAT a. To the best of my knowledge and belief, data in this preapplication/application are true and correct, the document has been duly authorized by the governing body of the applicant and the applicant will comply with the attached assurances if the assistance is approved. b. If required by OMB Circular A-95 this application was submitted, pursuant to instructions therein, to appropriate clearinghouses and all responses are attached: <b>Response attached</b> (1) Dept. of Planning and Economic Development <input checked="" type="checkbox"/> (2) <input type="checkbox"/> (3) <input type="checkbox"/>		23. CERTIFYING REPRESENTATIVE a. TYPED NAME AND TITLE Wayne Y. Kanagawa Executive Director b. SIGNATURE <i>Wayne Y. Kanagawa</i> c. DATE SIGNED Year month day 19 80/09/09			
24. AGENCY NAME		25. APPLICATION RECEIVED		26. FEDERAL APPLICATION IDENTIFICATION	
26. ORGANIZATIONAL UNIT		27. ADMINISTRATIVE OFFICE		28. FEDERAL GRANT IDENTIFICATION	
29. ADDRESS		30. FEDERAL GRANT IDENTIFICATION		31. ACTION TAKEN <input type="checkbox"/> a. AWARDED <input type="checkbox"/> b. REJECTED <input type="checkbox"/> c. RETURNED FOR AMENDMENT <input type="checkbox"/> d. DEFERRED <input type="checkbox"/> e. WITHDRAWN	
31. ACTION TAKEN		32. FUNDING		33. ACTION DATE 19	
a. FEDERAL \$ .00 b. APPLICANT .00 c. STATE .00 d. LOCAL .00 e. OTHER .00 f. TOTAL \$ .00		34. STARTING DATE 19		35. CONTACT FOR ADDITIONAL INFORMATION (Name and telephone number)	
38. FEDERAL AGENCY A-95 ACTION		36. ENDING DATE 19		37. REMARKS ADDED <input type="checkbox"/> Yes <input type="checkbox"/> No	
a. In taking above action, any comments received from clearinghouses were considered. If agency response is due under provisions of Part 1, OMB Circular A-95, it has been or is being made.		b. FEDERAL AGENCY A-15 OFFICIAL (Name and telephone no.)			

SECTION I—APPLICANT/RECIPIENT DATA

SECTION II—CERTIFICATION

SECTION III—FEDERAL AGENCY ACTION

**GENERAL INSTRUCTIONS**

This is a multi-purpose standard form. First, it will be used by applicants as a required facesheet for pre-applications and applications submitted in accordance with Federal Management Circular 74-7. Second, it will be used by Federal agencies to report to Clearinghouses on major actions taken on applications reviewed by clearinghouses in accordance with OMB Circular A-95. Third, it will be used by Federal agencies to notify States of grants-in-aid awarded in accordance with Treasury Circular 1082. Fourth, it may be used, on an optional basis, as a notification of intent from applicants to clearinghouses, as an early initial notice that Federal assistance is to be applied for (clearinghouse procedures will govern).

**APPLICANT PROCEDURES FOR SECTION I**

Applicant will complete all items in Section I. If an item is not applicable, write "NA". If additional space is needed, insert an asterisk "\*", and use the remarks section on the back of the form. An explanation follows for each item:

- |  |   |
|--|---|
| <p><b>Item</b></p> <p>1. Mark appropriate box. Pre-application and application guidance is in FMC 74-7 and Federal agency program instructions. Notification of intent guidance is in Circular A-95 and procedures from clearinghouse. Applicant will not use "Report of Federal Action" box.</p> <p>2a. Applicant's own control number, if desired.</p> <p>2b. Date Section I is prepared.</p> <p>3a. Number assigned by State clearinghouse, or if delegated by State, by areawide clearinghouse. All requests to Federal agencies must contain this identifier if the program is covered by Circular A-95 and required by applicable State/areawide clearinghouse procedures. If in doubt, consult your clearinghouse.</p> <p>3b. Date applicant notified of clearinghouse identifier.</p> <p>4a-4h. Legal name of applicant/recipient, name of primary organizational unit which will undertake the assistance activity, complete address of applicant, and name and telephone number of person who can provide further information about this request.</p> <p>5. Employer identification number of applicant as assigned by Internal Revenue Service.</p> <p>6a. Use Catalog of Federal Domestic Assistance number assigned to program under which assistance is requested. If more than one program (e.g., joint-funding) write "multiple" and explain in remarks. If unknown, cite Public Law or U.S. Code.</p> <p>6b. Program title from Federal Catalog. Abbreviate if necessary.</p> <p>7. Brief title and appropriate description of project. For notification of intent, continue in remarks section if necessary to convey proper description.</p> <p>8. Mostly self-explanatory. "City" includes town, township or other municipality.</p> <p>9. Check the type(s) of assistance requested. The definitions of the terms are:<br/>                 A. Basic Grant. An original request for Federal funds. This would not include any contribution provided under a supplemental grant.<br/>                 B. Supplemental Grant. A request to increase a basic grant in certain cases where the eligible applicant cannot supply the required matching share of the basic Federal program (e.g., grants awarded by the Appalachian Regional Commission to provide the applicant a matching share).<br/>                 C. Loan. Self explanatory.</p> | <p><b>Items</b></p> <p>D. Insurance. Self explanatory.</p> <p>E. Other. Explain on remarks page.</p> <p>10. Governmental unit where significant and meaningful impact could be observed. List only largest unit or units affected, such as State, county, or city. If entire unit affected, list it rather than subunits.</p> <p>11. Estimated number of persons directly benefiting from project.</p> <p>12. Use appropriate code letter. Definitions are:<br/>                 A. New. A submittal for the first time for a new project.<br/>                 B. Renewal. An extension for an additional funding/budget period for a project having no projected completion date, but for which Federal support must be renewed each year.<br/>                 C. Revision. A modification to project nature or scope which may result in funding change (increase or decrease).<br/>                 D. Continuation. An extension for an additional funding/budget period for a project the agency initially agreed to fund for a definite number of years.<br/>                 E. Augmentation. A requirement for additional funds for a project previously awarded funds in the same funding/budget period. Project nature and scope unchanged.</p> <p>13. Amount requested or to be contributed during the first funding/budget period by each contributor. Value of in-kind contributions will be included. If the action is a change in dollar amount of an existing grant (a revision or augmentation), indicate only the amount of the change. For decreases enclose the amount in parentheses. If both basic and supplemental amounts are included, breakout in remarks. For multiple program funding, use totals and show program breakouts in remarks. Item definitions: 13a, amount requested from Federal Government; 13b, amount applicant will contribute; 13c, amount from State, if applicant is not a State; 13d, amount from local government, if applicant is not a local government; 13e, amount from any other sources, explain in remarks.</p> <p>14a. Self explanatory.</p> <p>14b. The district(s) where most of actual work will be accomplished. If city-wide or State-wide, covering several districts, write "city-wide" or "State-wide."</p> <p>15. Complete only for revisions (item 12c), or augmentations (item 12e).</p> |
|--|---|

**PART II**

FORM APPROVED  
OMB NO. 43-RO528

**PROJECT APPROVAL INFORMATION.**

**Item 1.**  
Does this assistance request require State, local, regional, or other priority rating? \_\_\_\_\_ Yes  No  
 Name of Governing Body \_\_\_\_\_  
 Priority Rating \_\_\_\_\_

**Item 2.**  
Does this assistance request require State, or local advisory, educational or health clearances? \_\_\_\_\_ Yes  No  
 Name of Agency or Board \_\_\_\_\_  
 (Attach Documentation)

**Item 3.**  
Does this assistance request require clearinghouse review in accordance with OMB Circular A-95? \_\_\_\_\_ Yes  No  
 (Attach Comments)

**Item 4.**  
Does this assistance request require State, local, regional or other planning approval? \_\_\_\_\_ Yes  No  
 Name of Approving Agency \_\_\_\_\_  
 Date \_\_\_\_\_

**Item 5.**  
Is the proposed project covered by an approved comprehensive plan? \_\_\_\_\_ Yes  No  
 Check one: State   
 Local   
 Regional   
 Location of Plan \_\_\_\_\_

**Item 6.**  
Will the assistance requested serve a Federal installation? \_\_\_\_\_ Yes  No  
 Name of Federal Installation \_\_\_\_\_  
 Federal Population benefiting from Project \_\_\_\_\_

**Item 7.**  
Will the assistance requested be on Federal land or installation? \_\_\_\_\_ Yes  No  
 Name of Federal Installation \_\_\_\_\_  
 Location of Federal Land \_\_\_\_\_  
 Percent of Project \_\_\_\_\_

**Item 8.**  
Will the assistance requested have an impact or effect on the environment? \_\_\_\_\_ Yes  No  
 See instructions for additional information to be provided.

**Item 9.**  
Will the assistance requested cause the displacement of individuals, families, businesses, or farms? \_\_\_\_\_ Yes  No  
 Number of:  
 Individuals \_\_\_\_\_  
 Families \_\_\_\_\_  
 Businesses \_\_\_\_\_  
 Farms \_\_\_\_\_

**Item 10.**  
Is there other related assistance on this project previous, pending, or anticipated? \_\_\_\_\_ Yes  No  
 See instructions for additional information to be provided.

LEAA FORM 4000/3 (Rev. 5-76)  
Attachment to SF-424

PART III - BUDGET INFORMATION						
SECTION A - BUDGET SUMMARY						
Grant Program, Function or Activity (a)	Federal Catalog No. (b)	Estimated-Unobligated Funds		New or Revised Budget		
		Federal (c)	Non-Federal (d)	Federal (e)	Non-Federal (f)	Total (g)
1. *CSRP	16-501	\$	\$	\$ 166,835	\$ 18,537	\$ 185,372
2.						
3.						
4.						
5. TOTALS		\$	\$	\$ 166,835	\$ 18,537	\$ 185,372
SECTION B - BUDGET CATEGORIES						
6. Object Class Categories	- Grant Program, Function or Activity				Total (5)	
	(1)	(2)	(3)	(4)		
a. Personnel	\$	\$	\$	\$	\$ 144,748	
b. Fringe Benefits					33,292	
c. Travel					7,272	
d. Equipment					-0-	
e. Supplies					-0-	
f. Contractual					-0-	
g. Construction					-0-	
h. Other					-0-	
i. Total Direct Charges					185,372	
j. Indirect Charges					-0-	
k. TOTALS	\$	\$	\$	\$	\$ 185,372	
7. Program Income	\$	\$	\$	\$	\$	

\*Community Service Restitution Program

LEAA FORM 4000/3 (Rev. 5-76)  
Attachment to SF-424

-5-

SECTION C - NON-FEDERAL RESOURCES					
(a) Grant Program	(b) APPLICANT	(c) STATE	(d) OTHER SOURCES	(e) TOTALS	
8. Community Serv. Restitution Proj.		\$ 18,537	\$	\$ 18,537	
9.					
10.					
11.					
12. TOTALS		\$ 18,537	\$	\$ 18,537	
SECTION D - FORECASTED CASH NEEDS					
	Total for 1st Year	1st Quarter	2nd Quarter	3rd Quarter	4th Quarter
13. Federal	\$ 111,223	\$ 27,805	\$ 27,805	\$ 27,805	\$ 27,808
14. Non-Federal	12,358	3,089	3,089	3,089	3,091
15. TOTAL	\$ 123,581	\$ 30,894	\$ 30,894	\$ 30,894	\$ 30,899
SECTION E - BUDGET ESTIMATES OF FEDERAL FUNDS NEEDED FOR BALANCE OF THE PROJECT					
(a) Grant Program	FUTURE FUNDING PERIODS (YEARS)				
	(b) FIRST	(c) SECOND	(d) THIRD	(e) FOURTH	
16. Community Serv. Restitution Proj.	\$ 61,791	\$	\$	\$	
17.					
18.					
19.					
20. TOTALS	\$	\$	\$	\$	
SECTION F - OTHER BUDGET INFORMATION					
(Attach additional Sheets If Necessary)					
21. Direct Charges:					
22. Indirect Charges:					
23. Remarks:					

INSTRUCTIONS

PART IV  
PROGRAM NARRATIVE

Prepare the program narrative statement in accordance with the following instructions for all new grant programs. Requests for continuation or refunding and changes on an approved project should respond to item 5b only. Requests for supplemental assistance should respond to question 5c only.

1. OBJECTIVES AND NEED FOR THIS ASSISTANCE.

Pinpoint any relevant physical, economic, social, financial, institutional, or other problems requiring a solution. Demonstrate the need for assistance and state the principal and subordinate objectives of the project. Supporting documentation or other testimonies from concerned interests other than the applicant may be used. Any relevant data based on planning studies should be included or footnoted.

2. RESULTS OR BENEFITS EXPECTED.

Identify results and benefits to be derived. For example, when applying for a grant to establish a neighborhood health center provide a description of who will occupy the facility, how the facility will be used, and how the facility will benefit the general public.

3. APPROACH.

- a. Outline a plan of action pertaining to the scope and detail of how the proposed work will be accomplished for each grant program, function or activity, provided in the budget. Cite factors which might accelerate or decelerate the work and your reason for taking this approach as opposed to others. Describe any unusual features of the project such as design or technological innovations, reductions in cost or time, or extraordinary social and community involvement.
- b. Provide for each program, function or activity, quantitative monthly or quarterly projections of the accomplishments to be achieved in such terms as the number of jobs created; the number of people served; and the number of patients treated. When accomplishments cannot be quantified by activity or function, list them in chronological order to show the schedule of accomplishments and their target dates.

c. Identify the kinds of data to be collected and maintained and discuss the criteria to be used to evaluate the results and successes of the project. Explain the methodology that will be used to determine if the needs identified and discussed are being met and if the results and benefits identified in item 2 are being achieved.

d. List organizations, cooperators, consultants, or other key individuals who will work on the project along with a short description of the nature of their effort or contribution.

4. GEOGRAPHIC LOCATION.

Give a precise location of the project or area to be served by the proposed project. Maps or other graphic aids may be attached.

5. IF APPLICABLE, PROVIDE THE FOLLOWING INFORMATION:

- a. For research or demonstration assistance requests, present a biographical sketch of the program director with the following information; name, address, phone number, background, and other qualifying experience for the project. Also, list the name, training and background for other key personnel engaged in the project.
- b. Discuss accomplishments to date and list in chronological order a schedule of accomplishments, progress, or milestones anticipated with the new funding request. If there have been significant changes in the project objectives, location approach, or time delays, explain and justify. For other requests for changes or amendments, explain the reason for the change(s). If the scope or objectives have changed or an extension of time is necessary, explain the circumstances and justify. If the total budget has been exceeded, or if individual budget items have changed more than the prescribed limits contained in Attachment K to FMC 74-7, explain and justify the change and its effect on the project.
- c. For supplemental assistance requests, explain the reason for the request and justify the need for additional funding.

COMMUNITY SERVICE  
RESTITUTION PROGRAM  
APPLICATION FOR FEDERAL ASSISTANCE

Submitted To:

Law Enforcement Assistance Administration  
Corrections Division  
Office of Criminal Justice Programs  
Washington, D.C. 20531

Contact Person:

Marilyn Greene Jackson  
Phone: (202) 724-5944

Submitted By:

Office of the Governor  
Intake Service Centers  
2199 Kamehameha Highway  
Honolulu, Hawaii 96819

Contact Person:

Garry L. Kemp  
Phone: (808) 848-2549



PART V  
ASSURANCES

The Applicant hereby assures and certifies that he will comply with the regulations, policies, guidelines, and requirements, including OMB Circular No. A-95 and FMCs 74-4 and 74-7, as they relate to the application, acceptance and use of Federal funds for this federally assisted project. Also the Applicant assures and certifies with respect to the grant that:

1. It possesses legal authority to apply for the grant; that a resolution, motion or similar action has been duly adopted or passed as an official act of the applicant's governing body, authorizing the filing of the application, including all understandings and assurances contained therein, and directing and authorizing the person identified as the official representative of the applicant to act in connection with the application and to provide such additional information as may be required.
2. It will comply with Title VI of the Civil Rights Act of 1964 (P.L. 88-352) and in accordance with Title VI of that Act, no person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination under any program or activity for which the applicant receives Federal financial assistance and will immediately take any measures necessary to effectuate this agreement.
- 3a. It will comply with the provisions of 28 C.F.R. 42.101 et seq. prohibiting discrimination based on race, color or national origin by or through its contractual arrangements. If the grantee is an institution or a governmental agency, office or unit then this assurance of nondiscrimination by race, color or national origin extends to discrimination anywhere in the institution or governmental agency, office, or unit.
- 3b. If the grantee is a unit of state or local government, state planning agency or law enforcement agency, it will comply with Title VII of the Civil Rights Act of 1964, as amended, and 28 C.F.R. 42.201 et seq. prohibiting discrimination in employment practices based on race, color, creed, sex or national origin. Additionally, it will obtain assurances from all subgrantees, contractors and subcontractors that they will not discriminate in employment practices based on race, color, creed, sex or national origin.
- 3c. It will comply with and will insure compliance by its subgrantees and contractors with Title I of the Crime Control Act of 1973, Title VI of the Civil Rights Act of 1964 and all requirements imposed by or pursuant to regulations of the Department of Justice (28 C.F.R. Part 42) such that no person, on the basis of race, color, sex or national origin, be excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination under any program or activity funded by LEAA.
4. It will comply with requirements of the provisions of the Uniform Relocation Assistance and Real Property Acquisitions Act of 1970 (P.L. 91-646) which provides for fair and equitable treatment of persons displaced as a result of Federal and federally-assisted programs.
5. It will comply with the provisions of the Hatch Act which limit the political activity of employees.
6. It will establish safeguards to prohibit employees from using their positions for a purpose that is or gives the appearance of being motivated by a desire for private gain for themselves or others, particularly those with whom they have family, business, or other ties.
7. It will give the grantor agency or the Comptroller General through any authorized representative the access to and the right to examine all records, books, papers, or documents related to the grant.
8. It will comply with all requirements imposed by the Federal grantor agency concerning special requirements of law, program requirements, and other administrative requirements approved in accordance with FMC 74-7.
9. It will comply with the provision of 28 CFR Part 20 regulating the privacy and security of criminal history information systems.
10. All published material and written reports submitted under this grant or in conjunction with the third party agreements under this grant will be originally developed material unless otherwise specifically provided for in the grant document. Material not originally developed included in reports will have the source identified either in the body of the report or in a footnote, whether the material is in a verbatim or extensive paraphrase format. All published material and written reports shall give notice that funds were provided under an LEAA grant.
11. Requests for proposal or invitations for bid issued by the grantee or a subgrantee to implement the grant or subgrant project will provide notice to prospective bidders that the LEAA organizational conflict of interest provision is applicable in that contractors that develop or draft specifications, requirements, statements of work and/or RFP's for a proposed procurement shall be excluded from bidding or submitting a proposal to compete for the award of such procurement.

COMMUNITY SERVICE  
RESTITUTION PROGRAM  
APPLICATION FOR FEDERAL ASSISTANCE

Submitted To:

Law Enforcement Assistance Administration  
Corrections Division  
Office of Criminal Justice Programs  
Washington, D.C. 20531

Contact Person:

Marilyn Greene Jackson  
Phone: (202) 724-5944

Submitted By:

Office of the Governor  
Intake Service Centers  
2199 Kamehameha Highway  
Honolulu, Hawaii 96819

Contact Person:

Garry L. Kemp  
Phone: (808) 848-2549

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I. Problem Statement

The State of Hawaii currently faces a three-fold problem that is essentially due to a failure of traditional sentencing alternatives to meet the needs of: (1) the offender, (2) the community and (3) the criminal justice system. Sentencing alternatives fail to meet the needs of the offender in this State, primarily because there are a limited number of sentencing options available to judges. This problem is aggravated by the fact that some offenders may require a disposition which is somewhat restrictive, but not as restrictive as jail incarceration. Options at the other end of the sentencing continuum, like: probation, fine, monetary restitution, and so forth do not provide the desired flexibility in sentencing dispositions. There are virtually no community-based programs available for sentenced offenders, with the exception of an extremely limited range of alcohol/drug abuse residential treatment centers and one half-way house for placement. The current sentencing system also fails the community in the sense that offenders generally need an incentive to improve themselves and their self-concept, a prospect which is often remote when placed in penal incarceration. Further negative impacts can be seen through a slow social disintegration of the offender's job, social status, and family ties which in the long run has to be counter to society's best interest, especially for misdemeanants and low grade felony offenders who would be the best candidates for alternative programming.

Finally, the current sentencing system fails to meet the needs of the criminal justice system because the State's penal system is based on a community correctional center concept, fashioned by the National Clearinghouse for Criminal Justice Planning and Architectural Design at the University of Illinois. These types of facilities are in use by the Federal Government and that facility concept was adopted by the State of Hawaii. Such facilities, however, have limited capacities and quickly become overcrowded if there are not adequate sentencing alternatives for community placement.

Such sentencing system drawbacks as discussed above have led the Intake Service Center staff to the conclusion that a Community Service Restitution Program would be a desirable sentencing option to incorporate into the current sentencing structure in the State of Hawaii. For example, the social and technical skills that may be learned through a community placement are likely to be directly beneficial to the offender. One's negative self-concept may well be improved if given the opportunity to interact in an environment that stresses helping others. This potential combination of developing skills and reinforcing pro-social values will undoubtedly be a more positive experience for lesser offenders than incarceration.

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The community also benefits directly from the positive impact of a Community Service Restitution Program on the offender. If the offender can be assisted, directed, or

simply motivated to develop more pro-social values and concurrently be given a sense of self-esteem and worthiness, the likelihood of recidivism is reduced which addresses the primary concern of the community in being safe from harm to their person or their property. The community also is able to direct the offender to "pay" for the offense through a Community Service Restitution Program. The offender literally "pays" back the community through direct services that will benefit the community.

The criminal justice system in Hawaii, like most other states, faces a problem of facility overcrowding. Overcrowding can directly lead to more dramatic problems such as inmate rioting, and of course, diminishing correctional employee morale. A Community Service Restitution Program should have a direct impact on facility overcrowding because it will divert offenders to community residential and non-residential programs. The Community Service Restitution Program will focus on individuals who traditionally might have been incarcerated due to a lack of viable sentencing alternatives. If the Community Service Restitution Program fulfills its potential, we should expect individuals participating in the program to be less likely to return as clients of the criminal justice system.

## II: Community Service Restitution Program Approach

### A. Program Framework

In an effort to maximize the potential impact of a Community Service Restitution Program it seems reasonable

to develop the program within a flexible framework. The parameters of that framework may best be illustrated through a discussion of specific program attributes for the State of Hawaii. It is expected that this program will be implemented on an experimental basis on the islands of Hawaii, Maui, and Kauai.

By definition, restitution can encompass a broad array of programs directed towards a variety of offenders. Restitution may involve "payment" of either money or services to the direct victim, or the community as a substitute victim. The Community Service Restitution Program concept discussed herein will focus on restitution to the community through community service. This approach is appropriate for Hawaii because monetary restitution is currently provided for through punitive fines and the Victim Compensation Commission (Chap. 20, sec. 351-1, Hawaii Revised Statutes).

The target population for this program will be fairly broad and are expected to include: non-violent, adult, felony and misdemeanor offenders. Within this broad category, many characteristically diverse groups can be served.

It is important to be cognizant of the need to exclude very minor offenders as well as dangerous/violent offenders. In formulating the screening criteria, however, some flexibility will have to be built into the process to assure community acceptance of the program. The first and foremost concern of the program is public safety. The community must be assured that dangerous individuals will not be released

into the community through this program. With this assurance the public should be receptive to community service alternatives to a wide variety of offenders that are not deemed to be dangerous.

It is also important to exclude very minor offenders from the program. There may be a propensity to use a Community Service Restitution Program as a "dumping ground" for individuals who might otherwise be placed on some form of unsupervised release. To permit such offenders entry to the program would result in creating an even heavier burden on the system rather than assisting to alleviate current problems.

Specific screening/eligibility criteria will be developed through a cooperative effort of members of various criminal justice and community agencies. During the developmental stages of the program it will be important to emphasize the need for the monitoring and evaluation process. This process will provide data that will facilitate appropriate modification of program attributes.

Specific community service placement will be based on three factors: (1) offender's ability/skills; (2) needs of the offender; and (3) availability of assignments that are relevant to the offense. If the offender has certain skills that could be used by an agency, the placement will be more than simply "putting in time." Encouraging the offender to use those skills may make the assignment a worthwhile and meaningful experience.

In some cases, the agency may be able to assist the offender in certain areas of need. If the offender can provide service to the community and at the same time fulfill personal needs, the placement will certainly be worthwhile.

In some cases it will be desirable to make an assignment relevant to the offense. For example, requiring an arsonist to work in the burn center of a local hospital. It may be that the "lessons" learned in this manner will be a strong deterrent to further crime.

#### B. Current Sentencing Provisions and Practices in the State of Hawaii

The State of Hawaii has the necessary enabling legislation codified in the statutes to permit the use of community service restitution as a sentencing alternative. Some of the sections include:

- o Hawaii Revised Statutes 706-602 - this section provides for pre-sentence diagnosis, notice to victims, and states specifically that the "defendants capacity to make restitution or to make reparation to the victim or victims of his crimes" be considered as a sentencing disposition;
- o Hawaii Revised Statutes 706-605 - this section deals with the authorized disposition of convicted defendants and specifically states that restitution or reparation is a sentencing alternative available for the court.
- o Hawaii Revised Statutes 706-621 - this section deals with grounds favoring withholding sentence of imprisonment and lists eleven (11) considerations in determining the appropriateness of imprisonment. Many of these considerations are those which could also be utilized in the screening of potential community service restitution program participants.

Current legislation provides for the disposition of convicted defendants by specifically providing for community service

sentencing:

"To perform services for the community under the supervision of a governmental agency or benevolent or charitable organization or other community service group or under other appropriate supervision, or to perform such services and to probation, as the court may direct, provided that the convicted person who performs such services shall not be deemed to be an employee for any purpose. The extent of services required shall be stated in the judgment. The court shall not sentence the convicted person only to perform such services unless, having regard to the nature and circumstances of the crime and to the history and character of the defendant, it is of the opinion that such services alone suffice for the protection of the public."

Although current legislation and statutes provide for community service restitution, attempts to fully implement such a program have been limited. A primary difficulty experienced by the State of Hawaii Judiciary has been the necessity of relying on volunteer personnel to administer the program. As a consequence, the Courts have not effectively used community service as a sentencing option. However, in a recent survey of judges who have used community service as a sentencing alternative, the majority expressed a favorable attitude towards its use. Concerns were expressed, however, regarding the lack of monitoring, feedback to judges, and agency accountability. Agency personnel also expressed optimism about the potential for community service sentencing but felt administration by a full-time staff is imperative to its success.

Sentencing practices in Hawaii are becoming of increasing concern. Hawaii, like most jurisdictions, has indeterminate sentencing statutes. This sentencing model tends to promote disparities in sentencing dispositions.

Recently, a Statewide Sentencing Project was implemented by the State of Hawaii Judiciary. The Project, faces a problem which plagues the entire Hawaii Criminal Justice System. This problem centers on a deficiency in offender characteristic data and from the lack of a comprehensive criminal justice monitoring/information system. This fact makes it virtually impossible to numerically identify sentencing "target groups." Data that are available tend to only provide a brief overview



of existing sentencing practices in Hawaii. Table 1 illustrates First Circuit District Court Sentence combination for the 1979 calendar year. This sentencing program was located on the island of Oahu. Oahu will not participate in this program directly since there is a partial effort already underway. Instead, grant resources will be used to extend this program to the neighbor islands so that such sentencing alternatives will be viable on a statewide basis.

TABLE 1

PATTERN OF SENTENCING COMBINATIONS, FIRST CIRCUIT DISTRICT COURT

SENTENCE	SENTENCE								
	CS	FINE	RSTN	PBTN	JAIL	DAGP	LS	TPTS	
Community Service	55	-	-	-	-	-	-	-	
Fine	-	46	-	-	1	4	4	78	
Restitution	-	-	4	-	-	6	-	-	
Probation	-	-	-	1	-	-	1	-	
Jail	-	1	-	-	2	-	1	1	
DAGP	-	4	6	-	-	-	-	-	
License Suspension	-	4	-	1	1	-	8	16	
Traffic Points	-	78	-	-	1	-	16	87	
SUBTOTAL	55 (13)	133 (31.2)	10 (2.3)	2 (.5)	5 (1.2)	10 (2.3)	30 (7)	181 (42.5)	
TOTAL									426 (100)

SOURCE: Nakamura, Alvin and Ruth Fujimoto, "Community Service Sentencing In Hawaii: A Descriptive Study," Honolulu: December 1979, 26.

Table 1 (Analysis): Fifty-five (55) or 13% of the total number of sentencing combinations imposed by First Circuit District Court in 1979 involved community service as an exclusive sentence -- 133 or 31.2% of the total number of sentencing combinations entailed a fine and a lesser sentence (only one (1) involved incarceration).

Table 2 reflects the most recent data on sentencing dispositions in First Circuit District Court. These data were obtained through a major criminal justice monitoring study which took place from 1975-1976.

TABLE 2  
FIRST CIRCUIT DISTRICT COURT-SENTENCE  
INCURRED BY CHARGE CLASSIFICATION DURING 1975

-SENTENCE-	MISD.	PETTY MISD.	VIOLATION	UNCLASS.	TOTAL
SENTENCING SUSPENDED	172	436	21	63	(21.4) 692
BAIL FORFEITURE FINAL DISPOSITION	67	135	2	9	(6.6) 213
FINE	685	1108	13	119	(59.6) 1925
RESTITUTION	0	1	0	0	(.02) 1
PROBATION	3	3	0	0	(.2) 6
PROBATION/JAIL	1	1	0	0	(.06) 2
PROBATION/FINE	4	8	0	0	(.4) 12
JAIL	113	122	2	4	(7.5) 241
JAIL/FINE	54	74	1	1	(4) 130
OTHER SENTENCE	3	3	0	0	(.2) 6
CODING ERRORS	0	1	0	0	(.02) 1
TOTAL	1102	1892	39	196	(100) 3229

SOURCE: State of Hawaii Intake Service Center, Preliminary Report on Adult Offender Flow in the State of Hawaii For 1975, Honolulu: Office of Correctional Information and Statistics, December 1979, 80.

Table 2 Analysis: One thousand nine hundred and twenty-five (1,925) or 59.6% of First Circuit District Court felony sentences imposed in 1975 entailed fines. Only one (1) sentence entailed restitution, six (6) probation, and 12 fines combined with probation.

Table 3 reflects sentence categories by island (circuit) in the State of Hawaii. These data were also obtained from a year long criminal justice monitoring study.

TABLE 3  
DISTRICT COURT PERCENTAGE BREAKDOWN  
OF CATEGORIZED SENTENCES  
FOR NON-FELONY CONVICTIONS  
BY ISLAND DURING 1975

ISLAND	SENTENCE CATEGORIES		
	NO INCARCERATION OR FINE	FINE ONLY	INCARCERATION ONLY
OAHU	21.8	68.7	9.3
MAUI	9.2	85.1	5.7
HAWAII	11.9	74.4	13.0
KAUAI	5.3	86.9	8.6

Source: State of Hawaii Intake Service Center, Preliminary Report on Adult Offender Flow In The State of Hawaii For 1975, Honolulu: Office of Correctional Information and Statistics, December 1979, 85.

Table 3 Analysis: In 1975, 21.8% of First Circuit District Court sentences for non-felony offenses imposed involved no incarceration or fine and 68.7% involved a fine.

Table 4 reflects sentence dispositions for second and third class felony convictions in the First Circuit Court. These data were obtained from the criminal justice monitoring study.

TABLE 4

FIRST CIRCUIT COURT FELONY  
SENTENCE DISPOSITIONS DURING 1975  
(EXCLUDING CLASS A FELONIES)

SENTENCE DISPOSITION	NUMBER	PERCENTAGE
Confinement	79	20.0
Fine	20	5.1
Confinement and Fine	1	0.25
Restitution	2	0.5
Confinement and Restitution	0	0.0
Fine and/or Restitution	1	0.25
Confinement and fine or Restitution	0	0.0
Probation	224	56.5
Sentence Suspended	21	5.3
DAGP	4	1.0
Coding Errors	44	11.1
TOTAL	396	100.0

Source: State of Hawaii Intake Service Center, Preliminary Report on Adult Offender Flow In The State of Hawaii For 1975, Honolulu: Office of Correctional Information and Statistics, December 1979, 121 and 122.

Table 4 Analysis: In 1975, 20 or 5.1% of lower class felony sentences imposed in First Circuit Court involved fines; two (2) or .5% involved restitution; one (1) or .25% involved a fine and/or restitution and 224 or 56.5% resulted in probation.

Table 5 illustrates sentence dispositions for misdemeanor convictions in the First Circuit Court.

TABLE 5  
FIRST CIRCUIT COURT MISDEMEANOR  
SENTENCE DISPOSITIONS DURING 1975

SENTENCE DISPOSITION	NUMBER	PERCENTAGE
Confinement	7	25.0
Fine	4	14.3
Confinement and Fine	0	0.0
Restitution	0	0.0
Confinement and Restitution	0	0.0
Fine and/or Restitution	0	0.0
Confinement and fine or Restitution	0	0.0
Probation	10	35.7
Sentence Suspended	5	17.9
DAGP	0	0.0
Coding Error	2	7.1
TOTAL	28	100.0

Source: State of Hawaii Intake Service Center, Preliminary Report on Adult Offender Flow In The State of Hawaii For 1975, Honolulu: Office of Correctional Information and Statistics, December 1979, 123.

Table 5: In 1975, four (4) or 14.3% of misdemeanor sentences in First Circuit Court resulted in restitution; and ten (10) or 35.7% resulted in probation.

In 1975, 46.6% of all charges and arrests in the First Circuit were misdemeanors, 19.2% were Class C felonies, 15.2% were petty misdemeanors, and 4.1% were Class C felonies. This proportion of offense classes has not significantly changed to date.

The community service sentencing option is used predominantly the the First Circuit District Court on Oahu at the present time. This restricted use of the community service sentencing option is due to many factors. For example, community service is not a particularly popular sentencing alternative with Hawaii's community. Like most communities in the nation, the trend toward more punitive and imprisonment-oriented treatment of offenders prevails. Also, local businesses and community agencies have not been openly or aggressively approached in the past to encourage their participation and commitment to such a program on the neighbor islands.

#### C. Selection Criteria and Potential Target Population

The selection criteria is being defined as broadly as possible in an effort to maximize the potential population to be served. Furthermore, the criteria should not be viewed as absolutes which might infringe on the proper exercise of judicial discretion. Rather, the following criteria should be viewed as decision-making parameters which can be used as guidelines to assist the Judiciary in the Second, Third, and Fifth Circuits in the prudent and equitable exercise of their discretionary power.

An offender will be considered eligible for participation in the community service restitution program if it is determined:

- (1) that the character and attitude of the offender indicates that he/she is not likely to threaten the public safety and is likely to benefit from community service;
- (2) the offender is a socially and economically stable individual (i.e., has a job, family ties, etc.) and would likely suffer significant negative consequences from incarceration;
- (3) given the presence of 1 or 2 above, any individual convicted of a crime in the State of Hawaii will be considered eligible for participation in the community service restitution program with the exception of the following:
  - a) persons convicted of Class A felonies;
  - b) persons who intentionally caused physical harm to another by using a weapon;
  - c) persons convicted of conspiracy or solicitation to kill another;
  - d) persons convicted of an offense which carries a mandatory prison sentence;
  - e) persons who have a history of violent or dangerous behavior.

The goal of the community service restitution program is to provide alternative sentencing in an effort to divert offenders from traditional sentencing options. The criteria as stated will enable the community service restitution program staff

and the Judiciary to consider a wider spectrum of potential clients. The more offenders who are served, the greater the potential impact of the criminal justice system and the community.

As a practical matter, the selection criteria for the Community Service Restitution Program will largely determine the potential target population. At the outset, the selection criteria exclude persons convicted of Class A felonies, and various types of individuals who are perceived as being threats to the public safety. This form of offender exclusion from the program leaves a grouping of convicted non-violent Class B and C felons and misdemeanants as the primary target groups. Lesser offenders, convicted of petty misdemeanors and violations have been excluded from consideration here, so that the primary focus of the program will be on persons who might ordinarily be placed in penal incarceration, but who are not deemed to be threats to the public.

The exact composition of the potential target group will vary due to differences in the several county environment, each of which is contained on an island or group of islands. Other differences will be prompted by variations in crime patterns, local community attitudes, the sentencing outlook of the Judiciary, the availability of community placements, and so forth. A survey of county ISC administrators suggests that the Community Service Restitution Program will serve in excess of 300 offenders during the first year of operation.

The implementation of a community service program would not have any noticeable impact on existing diversionary programs. The existing programs focus on pretrial diversion and the Community Service Restitution Program will focus on convicted offenders. It is hoped that the Community Service Restitution Program will impact on the facility overcrowding problem, as well as reduce the present probation caseload.

### III. Criminal Justice Framework For Community Service

#### A. Hawaii Correctional Master Plan

In 1973, the Hawaii State Legislature adopted the Hawaii Correctional Master Plan. This Plan outlined the philosophy and tasks facing criminal justice planners, administrators, and other professionals for the new era of community-based correctional programming. Hawaii adopted the Federal Community Correctional Center Module Program which re-structured the architectural design of Hawaii's correctional facilities. This re-design eliminates the physical isolation of the offender from the community, and promotes an array of institutional and community-based programs and services. This conceptual change also attempts to facilitate the offender's transition from institutional life to being a productive member of the community.

The Intake Service Center was created by the Hawaii Correctional Master Plan (CMP). This plan delegated the task of providing all pretrial, pre-sentence, and post-sentence correctional diagnostic and evaluation services to Hawaii's offender population; and emphasizes diversion from traditional judicial and correctional processing. The Intake Service Center was also mandated to coordinate criminal justice services with the intent of maximizing the efficiency and effectiveness of processing offenders.

In light of its responsibilities, the Intake Service Center has attempted to address the provisions of the CMP by:

- o constructing a hierarchy of outcome objectives which identifies four major outcome areas to measure agency performance. These areas are community protection, service, conflict

resolution, and administration (this hierarchy is contained in Appendix A);

- o preparation and adoption of an agency long range implementation plan which guides the development of community programs and agency internal support services;
- o preparation of a comprehensive report to the Hawaii State Legislature surveying, explaining and supporting the development and implementation of community-based alternatives to incarceration;
- o initiation of a program to provide pretrial release evaluation services to misdemeanor defendants on location at the Honolulu Police Department;
- o development of preliminary intake, assessment, and classification systems to support facility management and direct the release of pretrial defendants and convicted persons.

Each of the above accomplishments have been facilitated by the Jail Overcrowding Program sponsored by LEAA which was initiated in Hawaii in November of 1978.

#### B. Hawaii State Jail Overcrowding Project (JOP)

In November of 1978, the Intake Service Center was designated as one recipient of a major LEAA Grant award as part of the Federally sponsored Jail Overcrowding Program. The Hawaii Project (JOP) was specifically designed to address correctional facility overcrowding, a nationally recognized problem shared by the State of Hawaii.



Hawaii's Project has focused its efforts in two major areas: (1) the development of intake, assessment, and classification capability and (2) the development of community-based alternative to incarceration programs. Efforts have resulted in an improved capability of the Intake Service Center to systematically interview, screen, and provide reports to the courts regarding defendant eligibility for release on recognizance or supervised release. Additionally, the project has also assisted in the selection of an appropriate initial security classification and reclassification system for assigning sentenced felons to correctional facilities. There is a second effort underway to develop an initial security classification instrument for screening pretrial detainees. Other project efforts have been devoted to the investigation of new community-based programs that can serve as alternatives to incarceration. This latter activity has resulted in the identification of community service restitution programming as a viable sentencing option for Hawaii, and the Intake Service Center's attempt to implement such a program will be the first comprehensive post-conviction diversion program in the State. It is expected that current intake and screening activities can be easily modified through staff training, and that the requisite screening criteria, procedures, staffing, and monitoring will be successfully developed within a reasonable time frame.

IV. Program/Performance Goals and Objectives

A. Intake Service Center Outcome Objectives Structure

As a program of the Intake Service Center, the community

service restitution program will share the following basic objectives which demonstrate overall agency direction:

- 1.0 Community Protection: to minimize the occurrence and effects of crime.
- 2.0 Service: to maximize the level and quality of those pretrial release and intake/diagnostic services authorized by Federal, State, and/or local governments provided to the community and/or local governments.
- 3.0 Conflict Resolution: to minimize disorder resulting from personal stress and disorganization subsequent to ISC intervention.
- 4.0 Administration: to maximize the achievement of those objectives which facilitate the fulfillment of the primary responsibilities of the ISC and other criminal justice and/or community service agencies for the State of Hawaii.

Ultimately, the Program must ensure public safety in its efforts to provide community service placements for offenders. The proposed selection criteria are expected to assist in protecting the community from unnecessary danger, as well as maximizing the potential for offender success in the program.

B. Community Service Restitution Program Objectives and Performance/Impact Goals

The scope of the Community Service Restitution Program is reflected in the following process objective statements and major grant activities which emphasize three program areas -- service, administration, and research.

- 1.0 To recommend and/or provide comprehensive screening, placement, and monitoring of offenders for community service sentencing alternatives.
- 1.1 To identify offenders who meet the proposed eligibility criteria of the program.
- 1.2 To arrange and then interview offenders who express an interest in program participation.
- 1.3 To determine specific eligibility of offenders for the program.
- 1.4 To assess available community service placements and to match placements with eligible offenders.
- 1.5 To contact community service placement liaison personnel and arrange for placement of the eligible offender.
- 1.6 To prepare the pre-sentence or post-sentence report recommending placement of the eligible offender.
- 1.7 To submit the above report to the court for disposition.
- 1.8 To act upon judicial disposition by facilitating the community service placement as recommended by the court.
- 1.9 To re-interview and then accompany the offender to a community service placement liaison personnel meeting.
- 1.10 To perform follow-up contacts by phone or appointment on the placed offender.
- 1.11 To obtain periodic status reports on the offender's

- performance from the community placement agency.
- 1.12 To prepare periodic status reports as directed by the court.
- 1.13 To prepare a final dispositional report at successful completion of the community service placement.
- 1.14 To prepare, when necessary, a report recommending revocation of the placement upon unsatisfactory performance of service by the offender.
- 1.15 To provide, if requested, human service referrals for the offender to community agencies for health care, employment or vocational counseling, public assistance, mental health or other assistance.
- 2.0 To administer and manage the community service restitution program in an effective and efficient manner.
  - 2.1 To work with potential community placement agencies in refining policies, procedures, forms and other operational matters governing the successful and acceptable placement of offenders.
  - 2.2 To coordinate contacts with community placement agencies in order to maintain availability of placements.
  - 2.3 To contact other agencies in order to increase the number of available community service placements.

- 2.4 To facilitate ongoing communication between the program and community placement agencies through regularly scheduled meetings or phone contacts to discuss all aspects of the program's operations.
- 2.5 To prepare and submit periodic reports on the program to community placement agencies and courts for their information.
- 2.6 To recruit and train professional staff for the program for all counties.
- 3.0 To maintain a research and evaluation capability for the community service restitution program.
  - 3.1 To develop and modify instruments and forms for the purposes of screening, interviewing, and reporting the status of offenders and the progress of the program.
  - 3.2 To assist in the gathering and analysis of program data for the purpose of evaluation of the effectiveness of community service restitution and the operations of the program.
  - 3.3 To assist in the preparation of the final evaluation report on the State of Hawaii community service restitution program.

V. The Role of Community Service Restitution Program in the Hawaii Criminal Justice System

A. Criminal Justice Processing

Upon arrest, defendants are detained at the County Police Department cell block pending release on bail. If the defendant is unable to post bail, he is transported to one of

the community correctional centers in the counties of Kauai, Maui, or Hawaii. At the facility, defendants are processed into the facility. If the defendant or his counsel files a motion for release consideration, and it is granted, then the defendant will be interviewed. Upon the conclusion of the release investigation, a recommendation for or against release is made to the court. For those unable to post bail, and not determined eligible for release on recognizance at arraignment by the court, an initial security classification determination will be made by Intake Service Center personnel and the defendant is detained until trial. Once the trial takes place and the defendant is convicted, screening for community service will take place as part of the pre-sentence investigation. The current format of the pre-sentence investigation includes an analysis of the following:

OFFENSE

Essential Data:

- Nature and date of plea or verdict.
- Brief summary of indictment or information, including number of counts, period covered, and nature, date(s), and place (s) of offense.
- Extent of property of monetary loss.
- Extent of defendant's profit from crime.
- Aggravating and extenuating circumstances.
- Nature and status of other pending charges.
- Days held in jail.
- Reasons for inability to divert (juvenile cases).

STATEMENT OF CODEFENDANTS

Essential Data:

Extent of their participation in offense.  
Present status of their case.

DEFENDANT'S VERSION OF OFFENSE

Essential Data:

Summary of account of offense and arrest as given by defendant if different from official version.  
Discrepancies between defendant's version and official version.  
Extent to which defendant admits guilt.  
Defendant's attitude toward offense (e.g., remorseful, rationalizes, minimizes, experiences anxiety, etc.)  
Defendant's explanation of why he became involved in the offense.  
Extent to which offense was impulsive or premeditated.  
Environmental and situational factors contributing to offense, including stressful situations, experiences, or relationships.

PRIOR RECORD

Essential Data:

Clearance with FBI, social service exchange and police departments and sheriffs' offices in respective localities where defendant lived.  
Juvenile court history.  
List of previous convictions (date, place, offense, and disposition).  
List of arrests subsequent to present offense (date, place, offense, and disposition).  
Military arrests and court martial (date, place, offense, and disposition) not covered in Military Service.  
Institutional history (dates, report of adjustment, present release status, etc.).  
Previous probation and parole history (dates, adjustment, outcome).  
Detainers presently lodged against defendant.

FAMILY HISTORY

Defendant

Essential Data:

Date, place of birth, race.  
Early developmental influences (physical and emotional) that may have a significant bearing on defendant's present personality and behavior.

Attitudes of the father and the mother toward the defendant in his formative years, including discipline, affection, rejection, etc.  
By whom was defendant reared, if other than his parents.  
Age left home; reasons for leaving; history of truancy from home.  
Relationship of defendant with parents and siblings, including attitudes toward one another.  
Extent of family solidarity (family cohesiveness).  
Relatives with whom defendant is especially close.

Parents and Siblings

Parents (name, age, address, citizenship, naturalization status, education, marital status, health, religion, economic status, general reputation).  
If deceased, also give age at death and cause.  
Siblings (same as parents, above).  
History of emotional disorders, diseases, and criminal behavior in the family.  
Attitude of parents and siblings toward defendant's offense.

MARITAL HISTORY

Essential Data:

Present marriage, including common law (date, place, name and age of spouse at time of marriage).  
Attitude of defendant toward spouse and children and their's toward him.  
Home atmosphere.  
Previous marriage (s) date, place, name of previous spouse, and outcome; if divorced, give reasons).  
Children, including those from previous marriage (s) (name, age, school, custody, support).

HOME AND NEIGHBORHOOD

Essential Data:

Description of home (owned or rented, type, size, occupants, adequacy, and general living conditions).  
Type of neighborhood, including any desirable or undesirable influences in the community.  
Attitude of defendant and family toward home and neighborhood.

EDUCATION

Essential Data:

Highest grade achieved.  
Age left school and reason for leaving.  
Results of psychological tests (IQ, aptitude, achievement etc.), specify test and date.

RELIGION

Essential Data:

Religious affiliation and frequency of church attendance.

INTERESTS AND LEISURE-TIME ACTIVITIES

Essential Data:

Defendant's interests and leisure-time activities (including sports, hobbies, creative work, organizations, reading).

What are his talents and accomplishments.

HEALTH

Physical

Essential Data:

Identifying information (height, weight, complexion, eyes, hair, scars, tattoos, posture, physical proportions, tone of voice, manner of speech).

Defendant's general physical condition and health problems based on defendant's estimate of his health, medical reports, probation officer's observations.

Use of narcotics, barbituates, marijuana.

Social implications of defendant's physical health (home, community, employment, associations).

MENTAL AND PHYSICAL

Essential Data:

Probation officer's assessment of defendant's operating level of intelligence as demonstrated in social and occupational functions.

Personality characteristics as given by family members and as observed by probation officer.

Attitude of defendant about himself and how he feels others feel about him (parents, siblings, spouse, children, associates).

Social adjustment in general.

Social implications of mental and emotional health (home, community, employment, associations).

EMPLOYMENT

Essential Data:

Employment history for past 10 years (dates, nature of work, earnings, reasons for leaving).

Employer's evaluation of defendant (immediate supervisor, where possible), personality, attitude toward work, and relationships with co-workers and supervisors.

Occupational skills, interests, and ambitions.

MILITARY SERVICE

Essential Data:

Branch of service, serial number, and dates of each period of military service.

Highest grade or rank achieved and grade or rank at separation.

Type and date of discharge (s).

Attitude toward military experience.

FINANCIAL CONDITION

Assets

Essential Data:

Statement of financial assets.

General standard of living.

FINANCIAL OBLIGATIONS

Essential Data:

Statement of financial obligations.

EVALUATIVE SUMMARY

Essential Data:

Highlights of body of the report.

Analysis of factors contributing to present offense and prior convictions (motivations and circumstances).

Defendant's attitude toward offense.

Evaluation of the defendant's personality, problems and needs, and potential for growth.

RECOMMENDATION

Essential Data:

Recommendation.

Basis for recommendation.

Much of the offender information contained in the pre-sentence report may be utilized to assist in assessing offender eligibility for community service restitution. Pretrial release on recognizance evaluations which contain information about offender characteristics (identifying information, length of residency in Hawaii, sex, age, etc.), residence, family, current

and previous employment, arrest history, health status, drug/alcohol history, mental health assessment, and VERA Scale analysis may also be used in assessing offender eligibility for community service placement. This report is prepared by the Central Intake Section of the Intake Service Center.

Under LEAA Program Guidelines, the point at which the Community Service Restitution Program intervenes is at or following offender conviction. At each point in the criminal justice process flow, there are a number of detailed activities and tasks which entail more intra and inter-agency relationships. The following list of activities and tasks identifies the scope of offender services from the point of arrest to release from incarceration. This presentation and discussion is necessary to illustrate how community service restitution screening fits into the framework of criminal justice processing as envisioned for Hawaii by the Intake Service Center. This framework, entitled "Central Intake", has been accepted by the State of Hawaii Intake Service Center, Corrections Division, and Paroling Authority. This concept reflects three points of intake which include: the field, ISC/CCC Program Area, and the entry point to the ISC/CCC Facility.

I. Field Activity

A. Initial Field Classification

1. Police Cellblock

a. Identification of clients

- 1) Detained
- 2) Not detained

b. Pre-trial Investigation Studies

- 1) Secure and verify information
- 2) Complete VERA point scale
- 3) Submit evaluation to court recommending:  
ROR, SR, 3rd party, reduced/increased  
bail, surety release, further detention

c. Judicial decision

- 1) Release
- 2) Order further detention

- d. Transport prisoner to court
- e. Case follow-up, monitoring, and provision for human service referrals

2. District Court

- a. Identification of client
- b. Pretrial Investigation
  - 1) Secure and verify information
  - 2) Complete VERA point scale
  - 3) Submit evaluation to court recommending: ROR, SR, 3rd party reduced/increased bail, surety release, further detention
- c. Judicial decision
- d. Pre-sentence Investigation, if needed (post-conviction)
  - 1) Determine nature of current offense
  - 2) Ascertain criminal history of offender
  - 3) Perform social assessment
    - a) physical health and history
    - b) employment and vocational history
    - c) community/family ties
    - d) educational background
    - e) financial status
  - 4) Complete psychiatric/psychological assessment
    - a) mental health history
    - b) evaluation and prognosis
  - 5) Summarize previous evaluation for service
    - a) pretrial release evaluation
    - b) pre-sentence evaluation
  - 6) Recommendations to court
- e. Provision of human service referrals
- f. Case follow-up monitoring
- g. Transportation to facility
  - 1) Acceptance of bail order from court
  - 2) Physical transport of offender

3. Circuit Court

- a. Identification of client
- b. Pretrial Investigation
  - 1) Secure and verify information
  - 2) Complete VERA point scale
  - 3) Submit evaluation to court recommending: ROR, SR, 3rd party reduced/increased bail, surety release, further detention
- c. Judicial decision
- d. Pre-sentence Investigation, if needed (post-conviction)
  - 1) Determine nature of current offense
  - 2) Ascertain criminal history of offender
  - 3) Perform social assessment
    - a) physical health and history
    - b) employment and vocational history
    - c) community/family ties
    - d) educational background
    - e) financial status
  - 4) Complete psychiatric/psychological assessment
    - a) mental health history
    - b) evaluation and prognosis
  - 5) Summarize previous evaluation for service
    - a) pretrial release evaluation
    - b) pre-sentence evaluation
  - 6) Recommendations to court
- e. Provision of human service referrals
- f. Case follow-up and monitoring
- g. Transportation to facility
  - 1) Acceptance of bail order from court
  - 2) Physical transport of offender

II. ISC Administrative/Program Area  
(Non-Security)

- A. Problem Assessment/Identification of Client
- B. Standard Treatment Plan

- C. Disposition
- D. Treatment/Services
- E. Referral

III. ISC/CCC Entry Point/Flow Through Facility

A. District/Circuit Court

- 1. Check legal documents
- 2. Visual check of offender

B. Security Wagon

- 1. Prevent escape
- 2. Protect offender

C. Sally Port

- 1. Release from security wagon
- 2. Admit to receiving room

D. Receiving Room

- 1. Pat search
- 2. Log admission data

E. Initial Interview

- 1. Complete intake form
- 2. Obtain and review all legal documents
- 3. Telephone calls to attorney, family, etc.
- 4. Complete facility information sheet
- 5. Housing Security/Risk-Initial Classification
- 6. Make housing recommendation

F. Initial Housing Decision

- 1. Escort to holding unit
- 2. Inventory and store personal property
- 3. Medical clearance
- 4. Fingerprint/I.D.
- 5. Escort to housing unit
- 6. Issue clothing/linen/house rules
- 7. Escort to shower

G. Complete Full Intake Review

1. For Pretrial & Federal Detainees

- a. Pretrial Investigation

- 1) Secure and verify information
- 2) Complete VERA point scale
- 3) Submit evaluation to court recommending: ROR, SR, 3rd party, reduced/increased bail, surety release, further detention

b. Needs Assessment Evaluation

- 1) Academic/vocational skills
- 2) Employment history/status
- 3) Financial status
- 4) Family status
- 5) Social ties
- 6) Mental/emotional stability
- 7) Alcohol/drug use
- 8) Sexual behavior/propensity

c. Social service referrals

d. Counseling

2. For Sentenced and Other Detainees

a. Needs Assessment Evaluation

- 1) Academic/vocational skills
- 2) Employment history/status
- 3) Financial status
- 4) Family status
- 5) Social ties
- 6) Mental/emotional stability
- 7) Alcohol/drug use
- 8) Sexual behavior/propensity

b. Social service referrals

c. Counseling

3. Case Monitoring and Follow-up

- a. Pretrial detainees
- b. Other detainees

Chart 1 illustrates the Community Service Restitution Program flow.



CHART 1

COMMUNITY SERVICE RESTITUTION PROGRAM FLOW

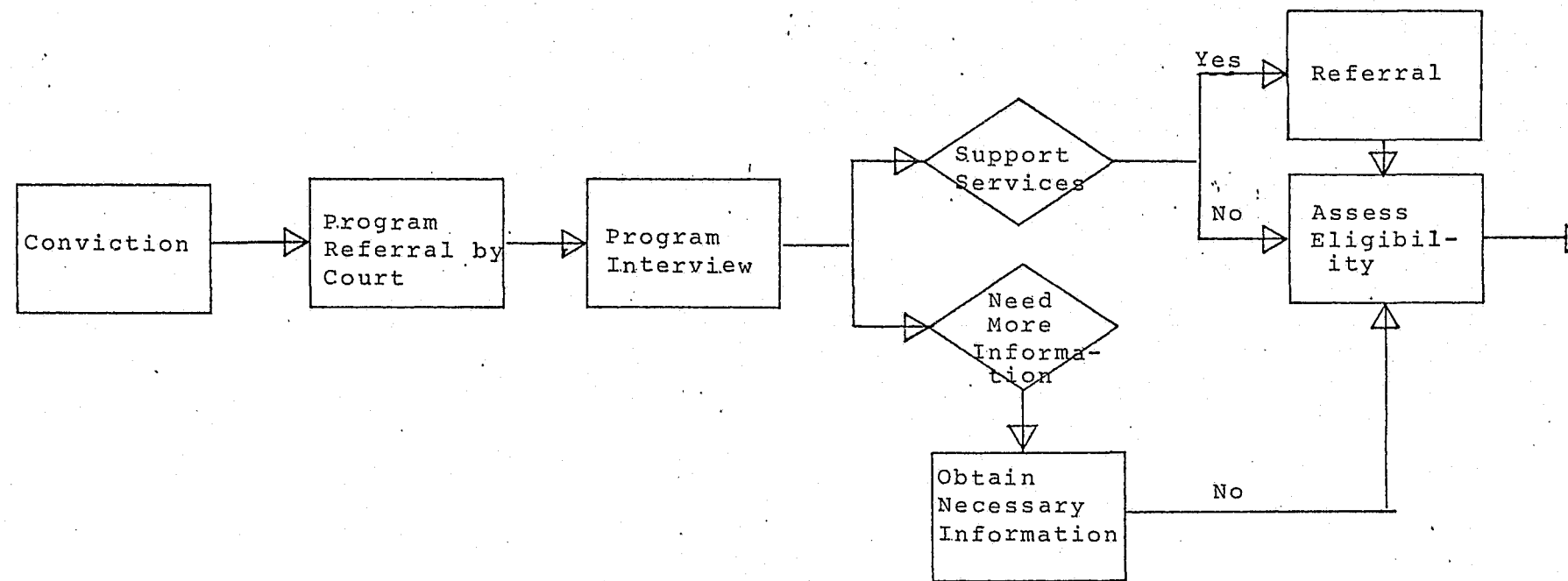
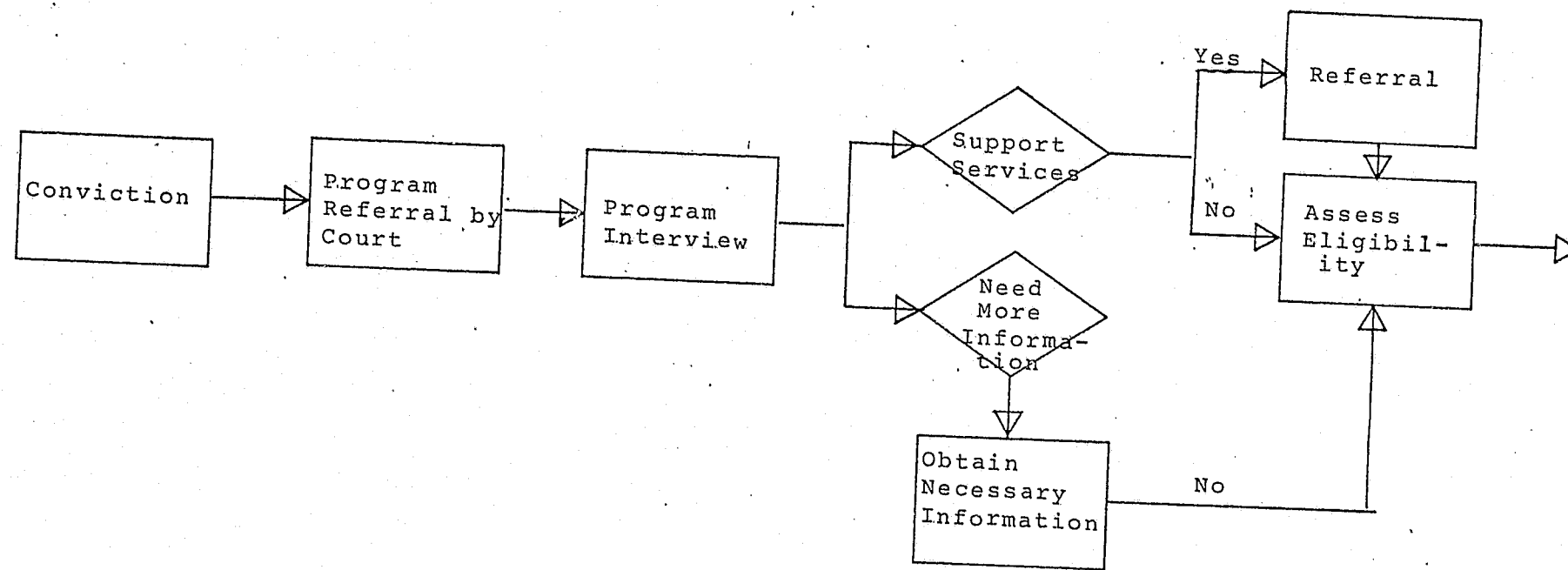
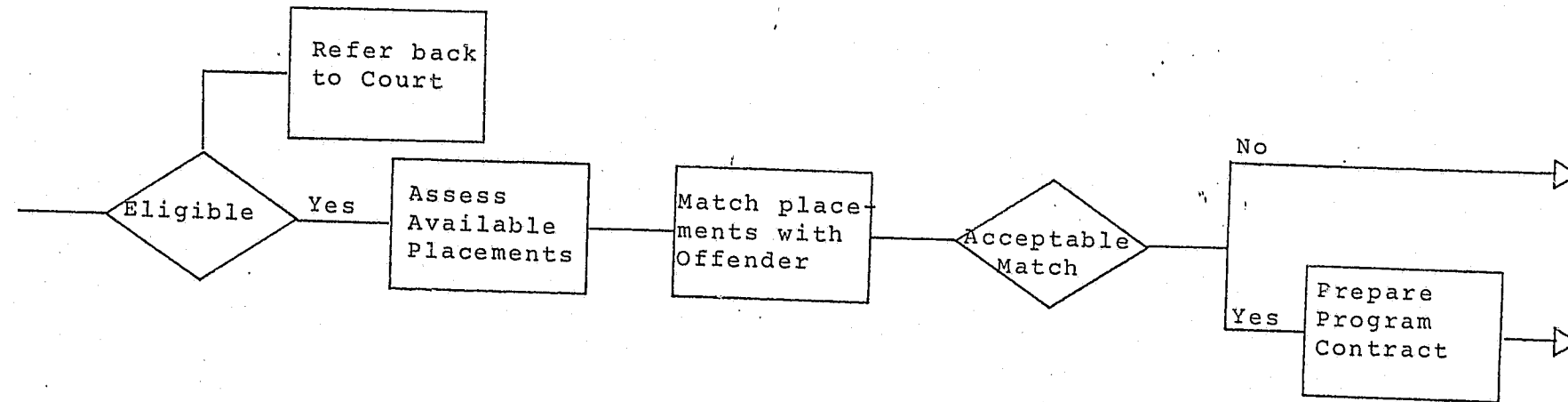
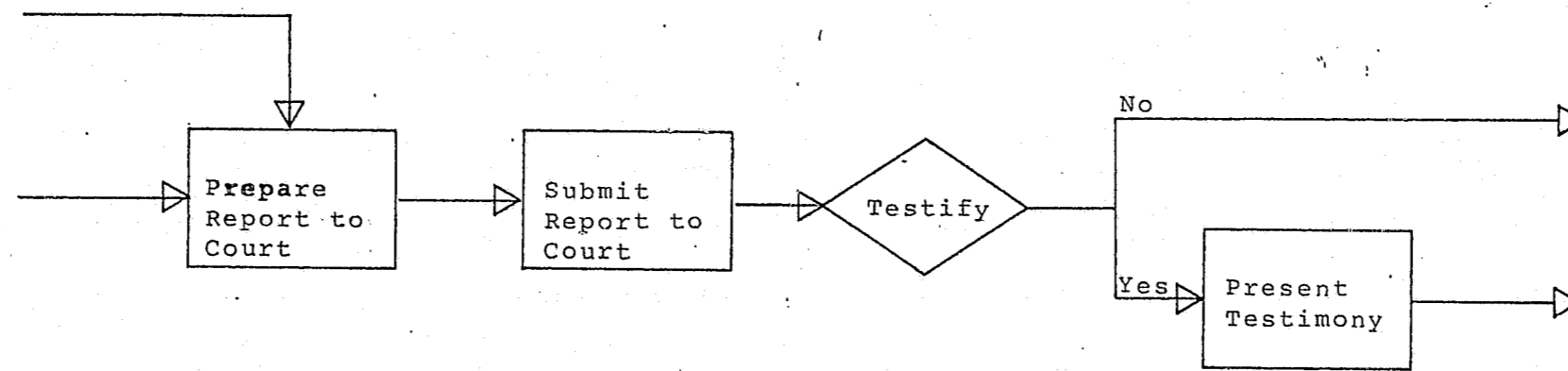


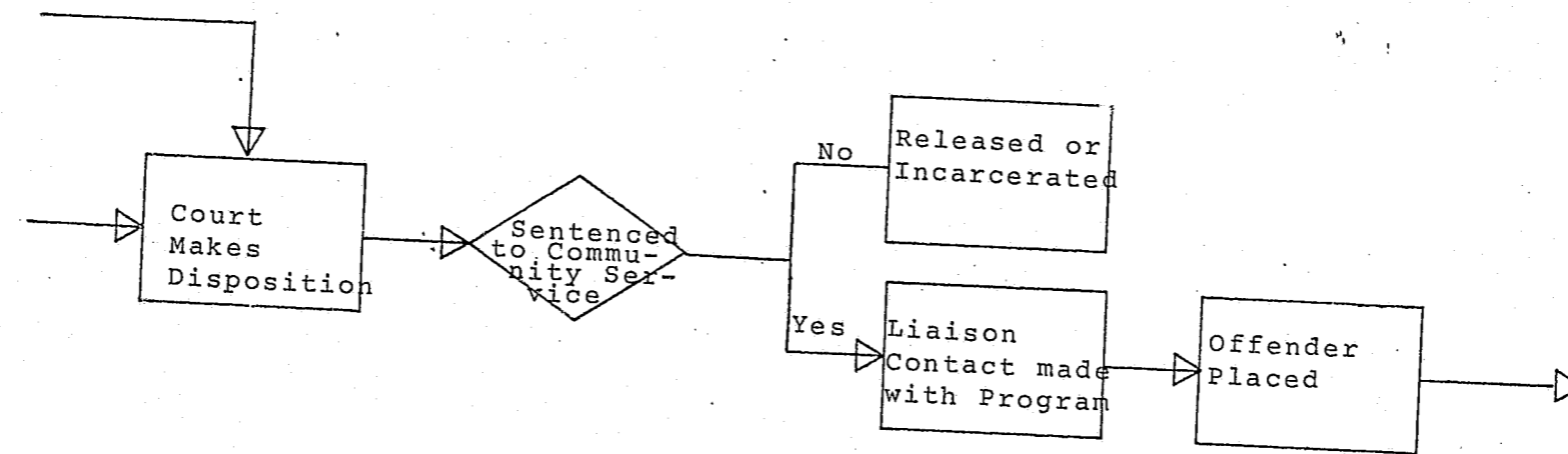
CHART 1

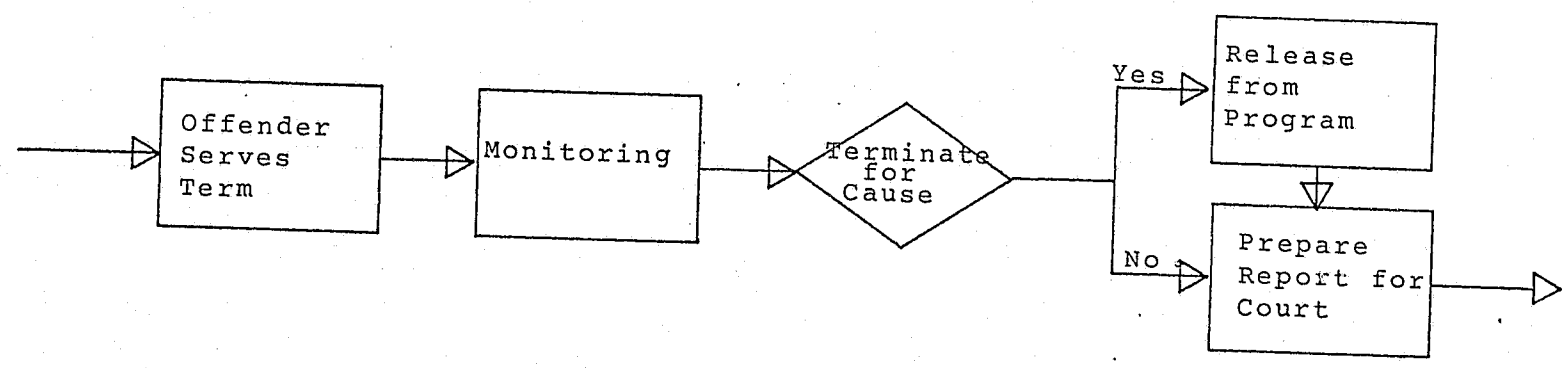
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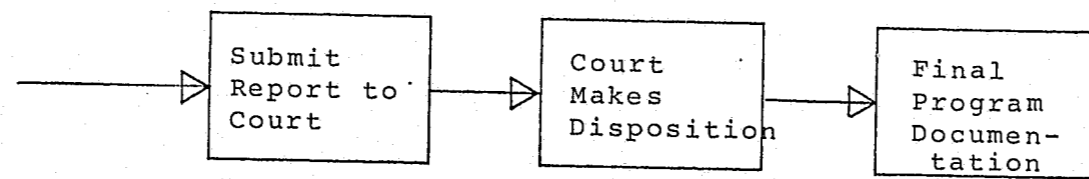












To provide a more detailed illustration of the Community Service Restitution Program flow, an outline has been prepared to briefly identify the activities in the process. This outline serves as a narrative for Chart 1 shown above.

Community Service Program Flow Outline

1. Court convicts offender of charge.
2. Program referral made by the court of record.
  - a. Notifies program liaison with court of offender by phone/direct referral.
  - b. Refers appropriate offender records.
3. Program liaison arranges and interviews offender.
  - a. Reviews records.
  - b. Interviews offender to obtain and give more detailed information including:
    - 1) Explanation of program objectives.
    - 2) Family, job status.
    - 3) Offender interest in providing community service.
  - c. Determines whether offender needs or desires support services such as financial assistance, health care, etc.
  - d. Make appropriate referrals to human service agencies.
  - e. Determine whether additional information needed from court or other source.
4. Make preliminary recommendation on the basis of above and on program eligibility criteria.
  - a. Eligibility Criteria
    - 1) The character and attitude of the offender indicate that he/she is not a danger to



- the community and is likely to benefit from community service.
- 2) Incarceration is likely to have a significant negative impact on a relatively stable individual
  - 3) All offenders convicted of crimes in the State of Hawaii with the following exceptions:
    - a) Persons convicted of Class A felonies;
    - b) Persons who intentionally caused physical harm to another by using a firearm or other dangerous weapon;
    - c) Persons convicted of conspiracy of solicitation to kill another;
    - d) Persons convicted of an offense which carries a mandatory prison sentence;
    - e) Persons who have a history of violent/dangerous behavior.
  - 4) Recommend to court against community service placement if offender is ineligible
  - 5) Assess available placements for eligible offenders.
    - a) Review public and private non-profit agencies with available placements.
    - b) Review local, state or federal government agencies with available placements.
    - c) Determine whether:
      - 1) Offender's skills or ability can provide meaningful assistance to the agency.

- 2) Agency's ability to assist in meeting offender's needs.
  - 3) Agency placement is relevant to the offense.
6. Select and match offender with community placement.
    - a) Contact community placement liaison.
    - b) Arrange for placement.
      - 1) Informal meeting or phone conversation.
      - 2) Preparation of contract.
  7. Prepare report for court.
  8. Submit report to court either separately or with pre-sentence investigation.
  9. Testify by request.
  10. Court disposition.
    - a) Probation/incarceration or sentence other than community source.
    - b) Sentence is made to community service restitution using the following maximum sentencing guidelines:
 

Class B Felony	300 hours
Class C Felony	200 hours
Misdemeanor	100 hours
Petty Misdemeanor	50 hours
Violation	25 hours
  11. Program liaison informs agency of disposition; formerly accepts offender into program.
  12. Program liaison refers offender to placement either by telephone referral or as directed by the court with contract.

13. Program liaison monitors the following:
  - a. Offender participation
    - 1) Demographics of offenders including arrest history.
    - 2) Offender's performance of required assignment.
    - 3) Pre and post-program attitude toward sentence and criminal justice system in general.
    - 4) Recidivism.
  - b. Agency compliance
    - 1) Adequacy of placement supervision.
    - 2) Adequacy of assignments.
    - 3) Fulfillment of specific requirements by court or program.
    - 4) Attitude toward and treatment of offenders by staff.
  - c. Judiciary participation
    - 1) Type of offenses each judge sentences to the program.
    - 2) Demeanor of judge (i.e., coercive) when offering program as an alternative.
    - 3) Length of community service sentence (by hours) by offense and offender type.
    - 4) Frequency of judge accepting community service program as a viable sentencing alternative.
    - 5) Type of placement if specified by court.

14. If necessary, termination for cause by agency or program liaison due to the following:
  - a. Failure to fulfill any specific contractual requirements.
  - b. Excessive absence or tardiness.
  - c. Disruptive behavior.
  - d. Refusal to perform satisfactorily.
  - e. Committal of another offense.
15. Determination of following by program.
  - a. Termination for cause.
  - b. Successful completion of sentence.
16. Prepare final report to sentencing court.
17. Submit final report to sentencing court.
18. Court makes final disposition.
19. Final documentation by program.

B. Community Service Placements and Support Services

This section address the number of placement agencies available with whom contract negotiations are desirable, and placement criteria that will be used to determine if an offender should be recommended for a community service disposition. Accompanying the placement criteria is the sentencing formula that has been recommended for use by the Judiciary. In addition, this section also itemizes in detail the community service placement agencies that offer an appropriate environment for placements.

1. Placement Agencies

Contained below are a list of placement agencies with whom contractual negotiations are desireable. They include:

HAWAII

1. Brantley Center, Inc.
2. Hilo Vocational Rehabilitation Center
3. Volunteer Action League
4. Alu Like Native Hawaiian Program
5. Women's Center
6. Salvation Army Interim Home (Hilo Interim Home)
7. Hale Oluea
8. Hawaii Community Mental Health Center
9. Public Health Nursing (DOH)
10. Salvation Army
11. Al-Anon
12. Alcoholics Anonymous
13. Awareness House
14. Hakalau Halfway House
15. Help Line
16. Kona Life Line

MAUI

1. Vocational Rehabilitation Services For The Blind (DSSH)
2. Immigrant Services
3. Kula Hospital
4. Maui Community Mental Health Center
5. Maui District Health Office, Department of Health

6. Maui Memorial Hospital
7. Salvation Army
8. Al-Anon
9. Alcoholics Anonymous
10. Help Line
11. Teen Challenge (Maui)

KAUAI

1. Adult Education
2. Division of Vocational Rehabilitation (DSSH)
3. Rehabilitation Unlimited Kauai, Inc.
4. Kauai County Immigrant Service
5. Hale Hauoli Adult Activity Center
6. Kauai Community Mental Health Center (DOH)
7. Kauai Veteran's Memorial Hospital
8. Public Health Nurses (DOH)
9. Samuel Mahelona Memorial Hospital
10. Social Services Branch of Waimano Training School and Hospital
11. Wilcox Memorial Hospital and Health Center
12. Alcoholic Anonymous
13. Social Service Unit (DSSH)
14. Substance Abuse Agency

Figure 1 illustrates the basis for contractual negotiations with agencies on each island listed above.

Figure 1

COMMUNITY SERVICE RESTITUTION PROGRAM  
PLACEMENT AGREEMENT

The \_\_\_\_\_ (agency's name) \_\_\_\_\_ does hereby agree to participate in the Intake Service Center's (ISC) Community Service Restitution Program (CSRP) and to abide by the guidelines as stated herein.

The \_\_\_\_\_ (agency's name) \_\_\_\_\_ further agrees to fulfill the following specific responsibilities:

- (1) assign an individual to serve as the CSRP liaison and coordinate the agency's participation in the Community Service Restitution Program.
- (2) to provide CSRP with a list of placement's available and a description of the type of placements available and the type and number of offenders that are acceptable for placement (see Agency Placement Form as Attachment B).
- (3) provide direct placement supervision and complete required evaluation and reporting forms.
- (4) assure confidentiality of offender's status.

The Community Service Restitution Program agrees to fulfill the following responsibilities:

- (1) a complete description of the guidelines and goals of CSRP.
- (2) screen and assign suitable offenders.
- (3) assist the placement agency in conflict resolution in areas relating to the offender and CSRP.

(4) to monitor and evaluate the agency's performance and provide a written report to the agency's CSRP liaison. Neither the \_\_\_\_\_ (agency's name) \_\_\_\_\_ nor the Community Service Restitution Program shall enter into any other agreements that violate any part of this agreement. This agreement may be terminated by either party by written notice of thirty (30) days in advance of the termination date.

\_\_\_\_\_  
(Signature)  
Authorized agent's name/  
Title  
Agency's Name

\_\_\_\_\_  
(date)

\_\_\_\_\_  
(Signature)  
Name  
Community Service  
Restitution Program  
Administrator: Coordi-  
nator

## 2. Placement Criteria and Sentencing Formula

Placement will be based on one or more of the following criteria:

(1) offender's skills or ability to provide meaningful assistance to a given agency. For example, a doctor may be required to contribute volunteer service to a hospital or a teacher may participate in a tutorial program for handicapped young people.

(2) offender's needs and availability of an agency that can provide assistance to the offender during the volunteer service period. For example, an alcoholic offender may provide service to Alcoholics Anonymous and also be required to participate in the recovery program.

(3) relevancy of placement to offense. For example, an arsonist may be required to provide service in the burn center at a local hospital or a person convicted of littering may be required to pick up litter on the beaches or public park. By making the placement relevant to the offense, the offender will hopefully see the potential ramifications of the criminal activity.

It is assumed that using such criteria will assist in preventing the offender from being assigned to rather meaningless tasks. Improper assignment of offenders for community service placement could create a more negative attitude towards the criminal justice system and the community.

The amount of work to be performed by the offender will be left to the discretion of the judiciary. In an effort to provide both equity and the free exercise of judicial discretion,

the following upper limits are recommended as guidelines to assist in the sentencing process:

Class B Felony	300 hours
Class C Felony	200 hours
Misdemeanor	100 hours
Petty Misdemeanor	50 hours
Violation	25 hours

In a recent survey of Hawaii's judges, it was found that most favor either computing the sentence by using the minimum wage as a base, or simply developing a specified number of hours for specific offenses. If the minimum wage is used, the judge simply determines how much the offender should have to "pay" and then determines how many hours, at minimum wage, are necessary to be equivalent to the ordinary fine for such an offense. Close monitoring of sentences imposed by each judge and by offense will enable program staff to analyze the equity (or lack thereof) of each model.

The specific placement and conditions of service will be stated in a placement contract (see Attachment C). The contract will specify: the agency of placement; total hours of service required; type of work activity; start and completion dates; termination criteria; consequences and/or benefits of failing to complete assignment or successful completion; and other specific conditions as needed (i.e. attend alcohol counseling) on an individual basis.

### 3. Termination Criteria

The offender sentenced to community service can be terminated by either the placement agency or the CSRP social worker. If terminated by the agency the CSRP worker will determine if the problem is agency specific. If the problem is agency specific, the offender may be assigned to another agency upon approval by the court. If terminated for cause by the CSRP worker, the offender will be returned to court for judicial disposition. Termination for cause will mean that the offender has not fulfilled his/her contractual obligation. An offender may be terminated for cause under the following circumstances:

- (1) failure to fulfill any specific contractual requirements;
- (2) excessive absence or tardiness;
- (3) disruptive behavior;
- (4) refusal to perform satisfactorily; or
- (5) committing another offense.

### 4. Agency Support Services

In addition to agencies that will be contracted with to accept Community Service Restitution Program offenders for placement, there are also a number of agencies that can provide additional support services. These agencies are profiled to describe the type of support that each agency can provide.

Name of Program: SERENITY HOUSE, INC.

Address: P.O. Box 707  
Kapaa, Kauai 96756

Phone: 822-3922

Hours: 24 hours

Program Director: Daniel Jackson

Program Objectives: Treatment, education, and rehabilitation of alcoholics.

Program Description: Provides room and board, counseling services, vocational training, employment placement, medical and dental services and follow-up services for alcoholics. Uses AA philosophy to cope with alcoholics.

Application Process: Mail or Third Party

Fees (If Any): Sliding Scale

Waiting Period (If Any): None

Funding: Private

Number Served in Fiscal Year: 40

Characteristics of Those Served: All

Other Requirements: Males only, problems with alcohol.

Age: All

Name of Program: PUBLIC HEALTH NURSES

Address: P.O. Box 1408  
Lihue, Kauai 96766

Phone: 245-4387

Hours: 7:45 a.m. - 4:30 p.m. (Mon. - Fri.)

Sponsoring Agency: Dept. of Health

Program Objectives: To effect positive changes in the community and to enable people in the community to achieve and maintain optimal health.

Program Description: The public health nurse serves as a member of the health team in the community by providing continuing care to maintain health. Supportive help and referrals to community resources are provided to assist families in coping with problems. Program offers counseling and guidance services in areas of maternal and child care and in helping to teach children with health problems care for themselves. Other services include the tuberculosis, leprosy and venereal disease programs.

Fees (If Any): None

Waiting Period (If Any): None

Funding: State

Characteristics of Those Served: All

Age: All



Name of Program: KAUI COMMUNITY MENTAL HEALTH CENTER

Address: P.O. Box 1408  
3040 Umi Street  
Lihue, Kauai 96766

Phone: 245-4378

Hours: 8:00 a.m. - 4:30 p.m. (Mon. - Fri.)

Sponsoring Agency: Dept. of Health, Mental Health Division

Program Director: Ensley Uyeno, Acting Chief

Program Objectives: To improve the mental health of the people by reducing the incidence and severity of, and disability due to, mental illness by assuring an adequate supply of high quality psychiatric health facilities and services including consultation, education, research and training.

Program Description: In order to meet the objectives, the following services are provided by either directly or by contractual arrangements: inpatient, outpatient, day care and partial hospitalization, emergency care, services for children and youth, services for the elderly, consultation and education, screening assistance to courts and other public agencies, follow-up care of transitional half-way house, alcohol and drug abuse.

Application Process: In Person, Telephone

Fees (If Any): Sliding Scale

Waiting Period (If Any):

Funding: Federal, State

Number Served in Fiscal Year:

Characteristics of Those Served: All

Other Requirements:

Age: All

Name of Program: HALE HAUOLI ADULT ACTIVITY CENTER

Address: P.O. Box 1408  
Lihue, Kauai 96766

Phone: 245-3665

Hours: 7:45 a.m. - 9:00 p.m. (Mon., Thurs., Fri.)  
7:45 a.m. - 4:30 p.m. (Tues., Wed.)  
9:00 a.m. - 5:00 p.m. (Sat., Sun.)

Sponsoring Agency: Dept. of Health

Program Director: Brenda Maeda

Program Objectives: To provide opportunity to the developmentally disabled individuals to achieve independence.

Program Description: Services include teaching personal and domestic skills and providing work activity, leisure time and therapeutic recreational activities.

Application Process: In Person, Telephone, Mail, or Third Party

Fees (If Any): None

Waiting Period (If Any): None

Funding: Federal, State

Number Served in Fiscal Year: 36

Characteristics of Those Served: Developmentally disabled

Other Requirements: Not able to be accepted in any other existing program in the community.

Age: 16 to up

**CONTINUED**

*23 of 25*

Name of Program: KAUAI COUNTY IMMIGRANT SERVICE

Address: 4396 Rice Street  
Lihue, Kauai 96766

Phone: 245-6947

Hours: 7:45 a.m. - 4:30 p.m. (Mon. - Fri.)

Sponsoring Agency: VISTA & County of Kauai

Program Director: Alfred Lardizabal

Program Objectives: To assist low-income and immigrant people in assisting themselves through grass root organization development and outreach.

Program Description: Provide translation, transportation, health services and referrals for low-income people and immigrants.

Application Process: In Person, Telephone, Mail, or Third Party

Fees (If Any): None

Waiting Period (If Any): None

Funding: Federal, State, City/County

Number Served in Fiscal Year: 600

Characteristics of Those Served: Specialized. Low-income people and immigrants.

Other Requirements: None

Age: All

Name of Program: REHABILITATION UNLIMITED KAUAI, INC.

Address: 4531 Kuamoo Rd.  
Kapaa, Kauai 96746

Phone: 822-4975

Hours: 7:30 a.m. - 4:30 p.m. (Mon. - Fri.)

Program Director: Gary FiField

Program Objectives: To rehabilitate individuals who cannot compete in active labor market. Reassess skills or give new skills to make these individuals employable.

Program Description: Provides services such as pre-vocational exploration, training and skills for community employment, work and personal adjustment, work study program, sheltered workshop employment, on the job training, job placement, and follow-up services.

Application Process: In Person, Telephone, Mail, or Third Party

Fees (If Any): Contract for services with D.V.R., D.O.H., D.S.S.H., and V.A. if client wouldn't qualify for services then RUK would charge no fee.

Waiting Period (If Any): None

Funding: Private

Number Served in Fiscal Year: 44 through evaluation and training.  
100 in sheltered workshop program.

Characteristics of Those Served: All

Other Requirements: All disabled people.

Age: 15 up

Name of Program: EMPLOYMENT SERVICE DIVISION

Address: 3016 Umi Street  
Room 204  
Lihue, Kauai 96766

Phone: 245-4421

Hours: 8:00 a.m. - 4:30 p.m. (Mon. - Fri.)

Sponsoring Agency: Dept. of Labor & Industrial Relations

Program Objectives: To obtain suitable employment for individuals by providing job placement services and opportunities to develop or improve job skills.

Application Process: In Person

Fees (If Any): None

Waiting Period (If Any): None

Funding: Federal, State

Other Requirements: All legally qualified to work.

Name of Program: DIVISION OF VOCATIONAL REHABILITATION

Address: P.O. Box 1028  
Lihue, Kauai 96766

Phone: 245-4333

Hours: 7:45 a.m. - 4:30 p.m. (Mon. - Fri.)

Sponsoring Agency: Dept. of Social Services & Housing

Program Director: Masayoshi Fujita

Program Objectives: To provide a vocational rehabilitation program to disabled people so they may become self-sufficient.

Program Description: Offers counseling, placement, physical restorative services, maintenance training, tools, equipment, and follow-up services.

Application Process: In Person, Telephone, Mail, or Third Party

Fees (If Any): None

Waiting Period (If Any): None

Funding: Federal, State

Number Served in Fiscal Year: 576

Characteristics of Those Served: Specialized. Must be psychologically and physically disabled.

Age: 15 and over

Name of Program: MAUI COMMUNITY MENTAL HEALTH CENTER

Address: 121 Mahalani Street  
Wailuku, Maui 96793

Hours: 7:45 a.m. - 4:30 p.m. (Mon. - Fri.)

Sponsoring Agency: Hawaii State Department of Health

Program Director: E. H. Auerswald, M.D.

Program Objectives: Provide a range of services in a systematic manner which, within the restrictions of available resources, will strive to meet those needs of the people residing in Maui County to prevent the development of psychological and emotional distress in individuals and families, and in those situations in which such distress has already developed, to diagnose and treat it.

Program Description: Maintains outpatient clinics and drop-in services for adults, children and families, and day treatment programs for adults. Information, consultation, education and training, and planning resources in areas related to mental health are available to the general public, professionals, and agencies.

Application Process: In Person, Telephone

Waiting Period: None

Funding: State of Hawaii

Characteristics of Those Served: All persons in Maui County are eligible.

Name of Program: IMMIGRANT SERVICES

Address: 200 High Street  
Wailuku, Maui 96793

Phone: 244-9618

Hours: 7:45 a.m. - 4:30 p.m. (Mon. - Fri.)

Sponsoring Agency: County of Maui

Program Director: Mrs. Nancy Andres

Program Objectives: To meet the unique problems and needs of recent immigrants with focus on the disproportionately large Filipino immigrants from Maui, Molokai and Lanai.

Program Description: Provide information and referral services to all immigrants coming to Maui, Molokai and Lanai. Provide assistance in their needs and problems such as unemployment, language barrier, education, health, law enforcement, and adjustment into a Hawaiian way of life.

Application Process: In Person, Telephone, Mail, or Third Party

Funding: Federal, State, City/County

Number Served in Fiscal Year: 7,541

Characteristics of Those Served: Specialized

Other Requirements: Immigrants only

Age: All

Name of Program: VOCATIONAL REHABILITATION AND SERVICES  
FOR THE BLIND

Address: State Building  
54 So. High Street  
Wailuku, Maui 96793

Phone: 244-4291

Hours: 7:45 a.m. - 4:30 p.m. (Mon. - Fri.)

Sponsoring Agency: Dept. of Social Services & Housing

Program Director: Meiji Hirose (Administrator)

Branch Office:

Multi-Service Facility (Field Office)  
P.O. Box 990  
Kaunakakai, Molokai 96748  
Phone: 553-5323

Program Objectives: Assist disabled persons prepare for, find, and maintain a suitable occupation.

Program Description: Individual rehabilitation plan is developed to enable the individual to pursue gainful occupation, with services needed to develop the vocational capacity, incorporated with the plan.

Application Process: In Person, Telephone, Mail, or Third Party

Funding: Federal, State

Number Served in Fiscal Year: 600

Characteristics of Those Served: All

Other Requirements: Disabled; Physical or mental

Age: 13 and up

Name of Program: AWARENESS HOUSE INC.

Address: 263 Ululani Street  
Hilo, Hawaii 96720

Phone: 935-9769  
322-3309 (Kona)

Hours: 8:00 a.m. - 5:00 p.m. (Mon. - Fri.)

Program Director: Allen Fields

Branch Office:

Old West Hawaii Today Building  
Kainaliu - Kona  
(P.O. Box 1603, Kealahou, 96750)

Program Objectives: Assist people with substance abuse and associated problems. (To include alcohol and drugs.)

Program Description: 1) Drug and Information Service: Educational and informational services to groups or individuals; outpatient counseling services for substance users and abusers and their families. All counseling services are confidential. 2) Helpline; 24 hours, confidential information and referral telephone service.

Application Process: In Person, Telephone, Mail, or Third Party

Fees (If Any): None (Some counseling clients may be responsible for medical charges for physical examinations and lab tests related to admission requirement.)

Waiting Period (If Any): None

Funding: Federal, State, Private

Number Served in Fiscal Year: 8,559 77-78

Characteristics of Those Served: All Race/Ethnic groups

Other Requirements: Eligibility: Clients for drug counseling must meet program requirements. Anyone is eligible for information and educational services and helpline services.

Age: No age limit

Name of Program: HALE 'OLUEA

Address: 1244 Waianuenue Ave.  
37 Kekaulike St.  
Hilo, Hawaii 96720

Phone: 935-6146

Hours: 7:45 a.m. - 4:30 p.m. (Mon., Tues., Wed., Fri.)  
(However, activity program hrs. are 9:00 a.m. - 2:00 p.m.)

Sponsoring Agency: Hilo Counseling Center (Dr. Mebane - Chief)

Program Director: Elizabeth Frendo A.C.S.W.

Branch Offices:  
None. Service Area: Papaikou to Keaau. Transportation by Hele on Bus to terminal or Hilo Counseling Center, department van to Hale 'Oluea.

Program Objectives: To help people with mental and emotional problems maintain themselves in the community.

Program Description: To help people maintain themselves in the community and minimize the need for hospitalization. Activities include: Social activities, crafts, bowling, gardening, handicrafts picnics, excursions, individual counseling and group discussions, relaxation and exercise therapy.

Application Process: In Person, Mail, or Third Party, by referral form.

Fees (If Any): None

Waiting Period (If Any): Yes, while application is being screened, space available basis.

Funding: State

Number Served in Fiscal Year: Estimate 60-70

Characteristics of Those Served: All Race/Ethnic Groups

Age: 18 and above, and must be ambulatory

Name of Program: WOMEN'S CENTER-PARTICIPATING PROGRAM OF YWCA

Address: 145 Ululani Street  
Hilo, Hawaii 96720

Phone: 961-4488 or 961-2737

Hours: 8:00 a.m. - 4:00 p.m. (Mon. - Fri.)

Program Director: Ginny Aste, Administrator

Program Objectives: Motto: Women Helping Women

Program Description: Information and referral service for women and their families in areas of concern such as employment, welfare, health care and education.

Intake for Family Crisis Shelter: Support groups for women in transition. Volunteers welcomed to work on specific problems facing women on the Big Island. Organization of self-help groups encouraged and supported. Peer counseling and training available.

Application Process: Walk-in, Telephone

Funding: Private Foundations

Characteristics of Those Served: Women and their families

Other Requirements: Anyone who needs help from another women

Age: No age limit

Name of Program: ALU LIKE NATIVE HAWAIIAN PROGRAM

Address: 614 Kilauea Ave.  
Hilo, Hawaii 96720

Phone: 961-2625  
961-2626

Hours: 8:00 a.m. - 5:00 p.m. (Mon. - Fri.)

Sponsoring Agency: None

Program Director: Betty Snowden, Center Administrator

Branch Offices:

Field representatives throughout the island can be reached for service through the Hilo office.

Program Objectives: 1) To provide planning, training, management and evaluation assistance to facilitate capacity building for native Hawaiians; 2) to provide intake, counseling, referral, and follow-up services for needs of native Hawaiians and establish linkage with existing primary service providers; 3) to develop culturally relevant program models for developing capacities of native Hawaiians toward becoming economically and socially self-sufficient.

Program Description: Services include 1) employment and training, 2) education, 3) intake, 4) referral, and 5) counseling.

Application Process: In Person, Agency Referral

Fees (If Any): None

Waiting Period (If Any): None (depends on type of program)

Funding: Federal - Department of Labor, Division of Indians and Native Americans; State

Number Served in Fiscal Year: Past 6 months - 668 people

Characteristics of Those Served: Specialized Race/Ethnic Groups

Other Requirements: Eligibility: Be a person of Hawaiian Ancestry

Age: 18 and above

Name of Program: HILO VOCATIONAL REHABILITATION CENTER

Address: 1099 Waiianuenue Ave.  
Hilo, Hawaii 96720

Phone: 935-8535 935-8534

Hours: 7:30 a.m. - 4:00 p.m. - Business (Mon. - Fri.)  
7:45 a.m. - 2:15 p.m. - (Mon. - Fri.) - Client hours

Sponsoring Agency: Hilo Association to Help Retarded Citizens

Program Director: Alice Kim

Branch Offices and Address: None  
Service Area: Hamakua through Pahoia

Program Objectives: Assist handicapped clients toward achieving vocational and personal goals.

Program Description: A sheltered workshop which utilizes work experience and related services for assisting handicapped clients to progress toward normal living and productive vocational status.

Application Process: App'v through DVR, In Person, Mail, or Third Party; Referring Agency

Fees (If Any): None for those who qualify. Those who do not meet the income criteria established by Dept. of Social Services & Housing, will be charged the same rate established by DSSH for all clients serviced under that program.

Waiting Period (If Any): Yes

Funding: Partially funded by the State for services provided in evaluation, training and self-sufficiency.

Number Served in Fiscal Year: 150 persons

Characteristics of Those Served: All race/ethnic groups

Other Requirements: Eligibility: Generally, the retarded, the physically handicapped, and those with emotional and mental disabilities who are over the age of 16. Anyone who has a disability that constitutes a handicap for employment and that with training can attain employability in the sheltered program, work activities center, or competitive labor market. Must be physically able to care for himself. Referral by State agencies.

Age: 16 and over



Name of Program: BRANTLEY CENTER, INC.

Address: P.O. Box 407  
Honokaa, Hawaii 96727

Phone: 775-0682

Hours: 7:30 a.m. - 3:30 p.m. (Mon. - Fri.)

Program Director: Mary Jean Lindsey

Program Description: A sheltered workshop that provides rehabilitation services to disabled persons by work experience and developmental activities with the goal of maximum normal living for each individual.

Application Process: Third Party Referral

Fees (If Any): Based on ability to pay

Funding: Federal, State, Private

Characteristics of Those Served: All

Other Requirements: Any person having a social, physical and/or mental disability.

Age: 16 and older

VI. Program Organization

A. Program Operations

The Community Service Restitution Program will operate directly out of the Office of the Executive Director, State of Hawaii Intake Service Center. The program will be administered statewide in all three island - counties. The three program liaison staff (one per county) will report to the Intake Service Center County Administrator, in each county and will be responsible for supervising county program staff, as well as coordinating community service placements in cooperation with agency liaison personnel. The Project Administrator for the grant will act as a statewide coordinator for the program.

B. Staffing Structure

The following organization charts illustrate the proposed staffing structure of the Program and its interface with the Intake Service Center.

CHART 2

COMMUNITY SERVICE RESTITUTION PROGRAM  
ORGANIZATIONAL CHART

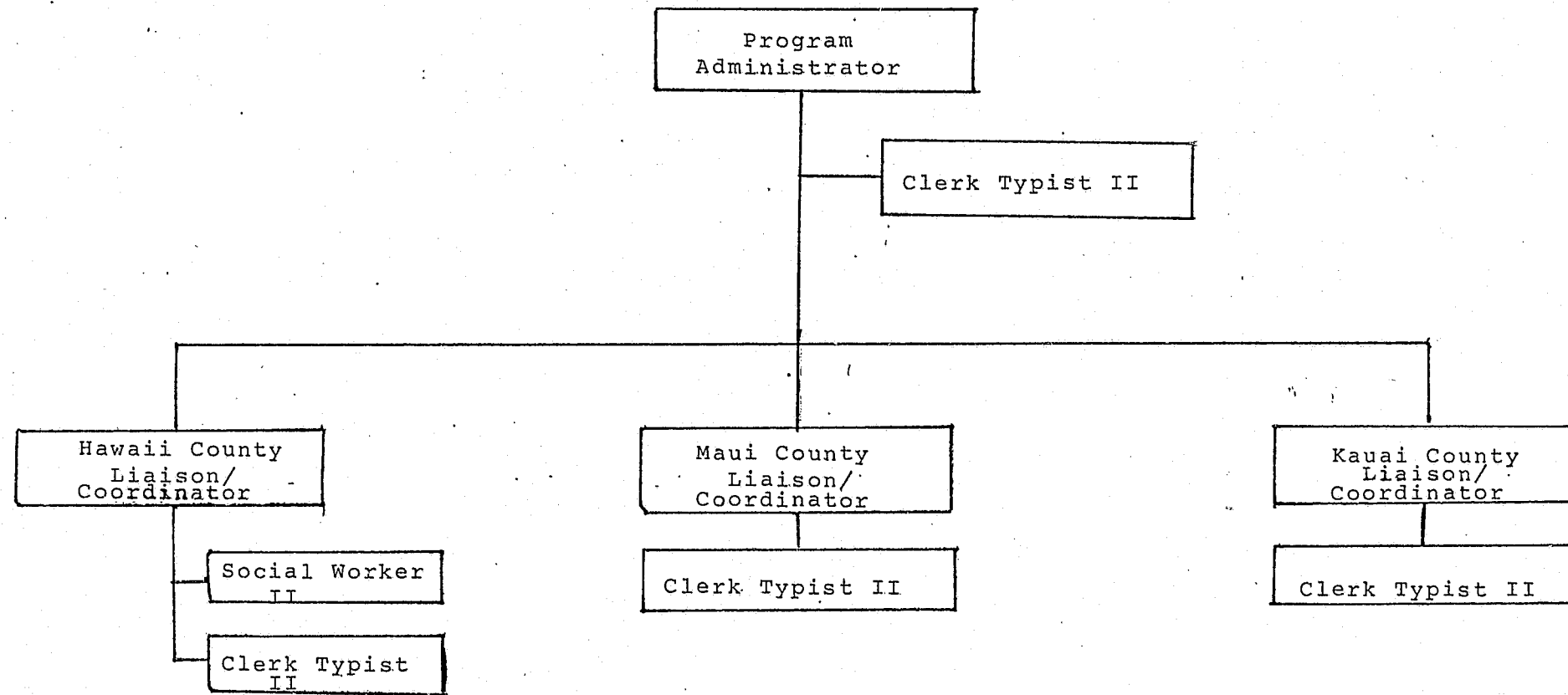
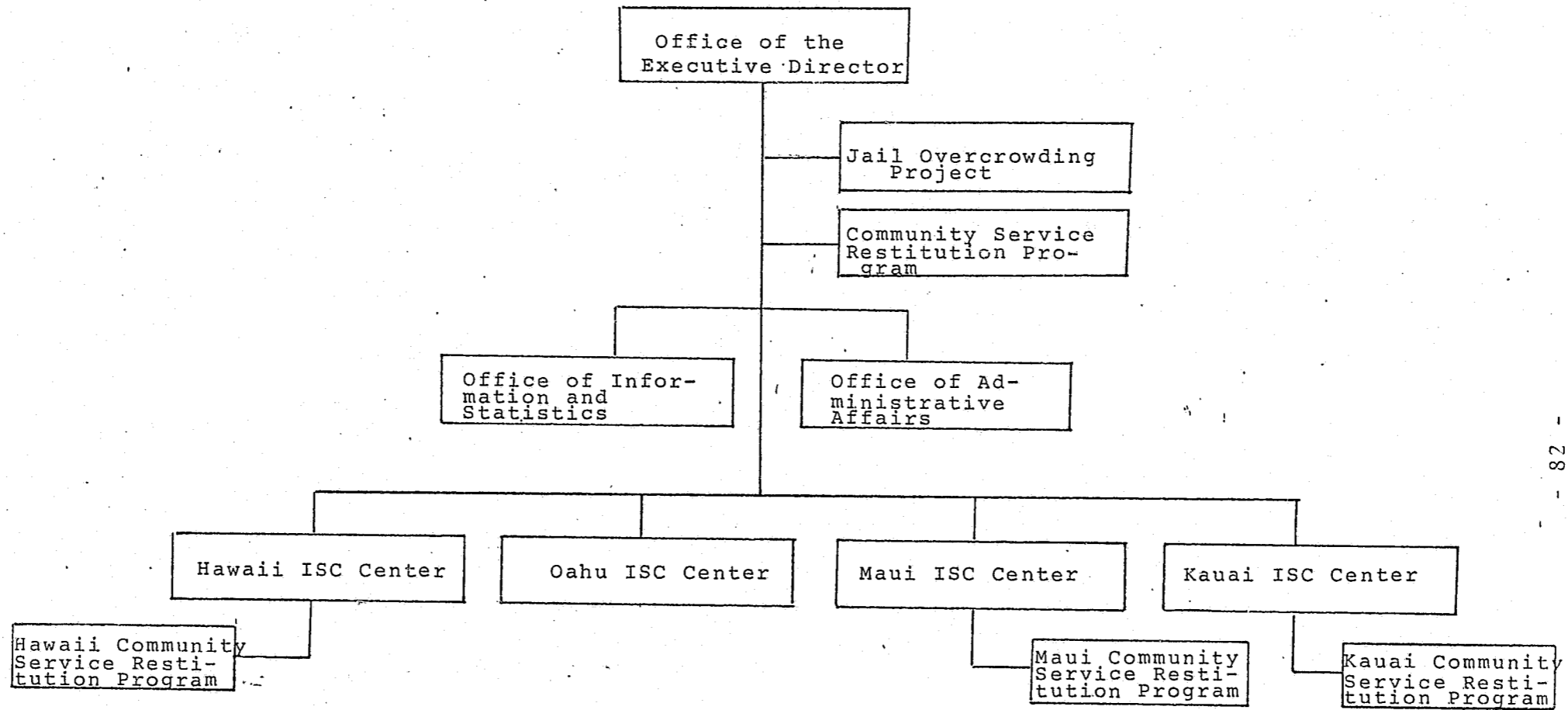


CHART 3  
INTAKE SERVICE CENTER/COMMUNITY SERVICE RESTITUTION PROGRAM  
ORGANIZATIONAL CHART



C. Personnel Requirements

1. Project Administrator

The Community Service Restitution Program Project (statewide) Administrator will be responsible for managing the entire program. The scope of this responsibility includes personnel management; grant administration; services planning, development, and implementation; public relations; and budgeting. The Administrator will ultimately be accountable for the operations of the Program and will report organizationally to the Intake Service Center Executive Director.

Minimum qualifications are a Masters Degree in social work, criminal justice, sociology, criminology or related field and at least three years of administrative experience in a criminal justice setting.

2. County Liaison/Coordinators

The County Liaison/Coordinators are responsible for the supervision of program staff in their respective counties and for the day to day monitoring of county program operations. This responsibility will include contacting and working with program coordinators. The County Liaison Coordinators will report directly to the Project Administrator.

Minimum qualifications are a Bachelor's Degree in social work, criminal justice, sociology, criminology or related field and at least one year of administrative experience and one year of direct line experience in a criminal justice setting.

3. Social Worker II

The County Social Worker II on Hawaii is responsible for the interviewing and preparation of reports to the court with regard to potential program participants. Additional responsibility will include agency and client monitoring for placement compliance. This responsibility will be fulfilled by the coordinators on the islands of Maui and Kauai.

Minimum qualifications are a Bachelor's Degree in social work, criminal justice, sociology, criminology, or related field and at least one year of direct line experience in a criminal justice setting.

4. Clerk-Typist II

The Clerk-Typist II is responsible for providing all secretarial and clerical support to administrative and service operations. The Clerk-Typist II reports directly to the Intake Service Center County Administrator and works closely with the County Liaison/Coordinator with the exception of the Clerk-Typist II for the Project Administrator.

Requirements for this position are a net typing skill of 40 words per minute, familiarity with setting up and maintaining a documents file system, correspondence format, telephone courtesy, use of xerox and word processing equipment, basic bookkeeping, and other duties as requested.

VII. Program Budget

The attached budget reflects the categories and budget amounts required of the State of Hawaii Community Service Restitution Program.

The primary costs for the Project will be in the personnel area. Each participating county is scheduled to have one coordinator and one clerical person. The island of Hawaii was allotted an additional worker because of a projection of a high caseload (20-30 offenders each month) and a need to serve the Kona District of the island. Also, there is provision for a project administrator in Central Office.

Other costs are concentrated in travel to the neighbor islands and to Washington, D.C. by the Project Administrator.

Finally, \$15,000 has been set aside, as required by the grant guidelines, for an evaluation of the program.

COMMUNITY SERVICE RESTITUTION PROGRAM REVISED BUDGET PROJECTIONS  
(LESS EVALUATION MONIES AND ADMINISTRATOR TRIPS)

<u>Personnel</u>	<u>County</u>	<u>Pos. Title</u>	<u>SR</u>	<u>Monthly Salary</u>	<u>No. of Mos.</u>	<u>Total</u>
	(A) Maui	Coordinator	18	\$1,171	16	\$ 18,736
		Clerk-Typist II	06	707	16	11,312
						<u>\$ 30,048</u>
	(B) Kauai	Coordinator	18	1,171	16	\$ 18,736
		Clerk-Typist II	06	707	16	11,312
						<u>\$ 30,048</u>
	(C) Hawaii	Coordinator	18	1,171	16	\$ 18,736
		Social Worker II	15	1,028	14	14,392
		Clerk-Typist II	06	707	16	11,312
						<u>\$ 44,440</u>
	(D) Central Office	Project Administrator	24	1,527	18	\$ 27,486
		Clerk-Typist II	06	707	18	12,726
						<u>\$ 40,212</u>
						Total Personnel = <u>\$144,748</u>

II. Benefits

FICA	(6.05)		
Pension	(9.00)	144,748 X 23% =	
Health	(3.22)		
Retirement	(2.05)		
Workman's Comp.	(2.18)		
	23%		<u>\$ 33,292</u>

Travel

(A) Administrator -- round trip air fare from Oahu to Maui, to Hawaii, to Kauai, and back to Oahu  
 --- \$145.00 15 trips X \$145.00 = \$2,175.00

Per diem -- \$30.00  
 One day on each island (3) on each trip  
 (15) \$30.00 X 15 X 3 = \$1,350.00

TOTAL \$3,525.00

(B) County Coordinators (3) -- Air fare to Oahu		
Maui to Oahu	\$62.00	
Kauai to Oahu	62.00	
Hawaii to Oahu	82.00	
	<u>\$206.00</u>	
5 trips X \$206.00	=	\$1,030.00
Per diem -- \$30.00 5 trips of 2 days		
each for 3 coordinators 10 days X 3		
X \$30.00	=	\$900.00
TOTAL		<u>\$1,930.00</u>
(C) Trips to Washington, D.C. (2) \$712.00 @ total	-	\$2,030.00
Per diem expense 3 days @ trip X 2 X \$50.00	=	
\$300.00		<u>2,330.00</u>
TOTAL		<u>\$7,785.00</u>
IV. Contractual (Evaluation)		-0-
V. Equipment		-0-
VI. Supplies		-0-
VII. Construction		-0-
VIII. Other		-0-
TOTAL		<u>\$185,825.00</u>

APPENDIX A:

HAWAII REVISED STATUTES

706-602 Pre-sentence diagnosis, notice to victims, and report.  
The pre-sentence diagnosis and report shall be made by personnel assigned to the court, intake service center or other agency designated by the court and shall include an analysis of the circumstances attending the commission of the crime, the defendant's history of delinquency or criminality, physical and mental condition, family situation and background, economic status and capacity to make restitution or to make reparation to the victim or victims of his crimes for loss or damage caused thereby, education, occupation, and personal habits, and any other matters that the reporting person or agency deems relevant or the court directs to be included.

The court personnel, service center, or agency shall give notice of the Criminal Injuries Compensation Act, the application for compensation procedure, and the possibility of restitution by the defendant to all victims of the convicted defendant's criminal acts.

706-605 Authorized disposition of convicted defendants.  
(1) Except as provided in section 706-606 and subject to the applicable provisions of this Code, the court may suspend the imposition of sentence on a person who has been convicted of a crime, may order him to be committed in lieu of sentence in accordance with section 706-607, or may sentence him as follows:

1. (a) To be placed on probation as authorized by part II of this chapter; or
  - (b) To pay a fine authorized by Part III of this chapter; or
  - (c) To be imprisoned for a term authorized by part IV of this chapter; or
  - (d) To pay a fine and to probation or to pay a fine and to imprisonment, but not to probation and imprisonment, except as authorized by part II of this chapter; or
  - (e) To make restitution or reparation to the victim or victims of his crime in an amount he can afford to pay, for loss or damage caused thereby in addition to paragraph (a), (b), (c), or (d) above.
- (2) The court may suspend the imposition of sentence on a person who has been convicted of a violation or may sentence him to pay a fine authorized by part III of this chapter.

- (3) The court shall sentence a corporation or unincorporated association which has been convicted of an offense in accordance with section 706-608.

706-621 Grounds favoring withholding sentence of imprisonment.  
The following grounds, while not controlling the discretion of the court, may be accorded weight in favor of withholding sentence of imprisonment:

- (1) the defendant's criminal conduct neither caused nor threatened serious harm;
- (2) The defendant did not contemplate that his criminal conduct would cause or threaten serious harm;
- (3) The defendant acted under a strong provocation;
- (4) There were substantial grounds tending to excuse or justify the defendant's criminal conduct, though failing to establish a defense;
- (5) The victim of the defendant's criminal conduct induced or facilitated its commission;
- (6) The defendant has compensated or will compensate the victim of his criminal conduct for the damage or injury that he sustained;
- (7) The defendant has not history of prior delinquency or criminal activity or has led a law-abiding life for a substantial period of time before the commission of the present crime;
- (8) The defendant's criminal conduct was the result of circumstances unlikely to recur;
- (9) The character and attitudes of the defendant indicate that he is unlikely to commit another crime;
- (10) The defendant is particularly like to respond affirmatively to probationary treatment;
- (11) The imprisonment of the defendant would entail excessive hardship to himself or his dependents.

APPENDIX B

COMMUNITY SERVICE RESTITUTION PROGRAM

AGENCY PLACEMENT

Agency \_\_\_\_\_ Phone \_\_\_\_\_

Address \_\_\_\_\_

Number and type of placements available: \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Special skills or conditions required:

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

When can service be performed? \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_

Name of contact person \_\_\_\_\_

Comments: \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

APPENDIX C

COMMUNITY SERVICE RESTITUTION PROGRAM

PLACEMENT AGREEMENT

(Offender's Name) \_\_\_\_\_ will be responsible for successfully completing the community service assignment as described herein:

TOTAL HOURS OF WORK REQUIRED \_\_\_\_\_

COMMENCING ON OR BEFORE \_\_\_\_\_

TO BE COMPLETED ON OR BEFORE \_\_\_\_\_

PLACEMENT AGENCY \_\_\_\_\_

ADDRESS \_\_\_\_\_ PHONE \_\_\_\_\_

CONTACT PERSON \_\_\_\_\_

DUTIES TO BE PERFORMED: (Use extra page if needed)

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

SPECIAL CONDITIONS:

Upon successful completion of the above assignment, the offender will \_\_\_\_\_

Failure to meet the conditions described above will result in \_\_\_\_\_

I certify that the above placement and conditions have been thoroughly explained to me and I agree to the placement and conditions as stated herein.

(Signature) \_\_\_\_\_ (Signature) \_\_\_\_\_  
Client's Name Date Program Staff Name & Title  
- 91 -

APPENDIX D

Letters of Support.



APPENDIX D

Circuit Court of the Fifth Circuit  
STATE OF HAWAII  
LIHUE, KAUAI, HAWAII 96766  
May 1, 1980

RECEIVED

MAY 6 3 17 PM '80

OAHU/STATE  
INTAKE SERVICE CENTERS

5/6/80 JOP

Kei Hirano  
JUDGE

Mr. Wayne Y. Kanagawa  
Executive Director  
INTAKE SERVICE CENTER  
2199 Kamehameha Highway  
Honolulu, Hi 96819

Dear Mr. Kanagawa:

We have reviewed your concept paper addressing the need for a Community Service Restitution Program and fully endorse your proposed effort. In view of the overcrowding conditions in the correctional facilities, the C.S.R.P. may provide the courts with an additional sentencing alternative.

If we can be of further service, please feel free to contact us.

Very truly yours,

*Kei Hirano*  
Kei Hirano, JUDGE

jha

JOHN HOWARD ASSOCIATION OF HAWAII 200 N. VINEYARD BLVD. SUITE 102/HONOLULU, HAWAII 96817/PHONE (808) 537-2917

RECEIVED

MAY 7 3 20 PM '80

OAHU/STATE  
INTAKE SERVICE CENTERS

DP 5/7/80

May 6, 1980

Mr. Wayne Y. Kanagawa  
Executive Director  
State Intake Service Center  
2199 Kamehameha Highway  
Honolulu, Hawaii 96819

WYK ✓  
GK ✓  
file ✓

Dear Mr. Kanagawa:

The John Howard Association of Hawaii, a private corrections agency providing directive counseling and halfway house facilities for offenders as well as programs of prevention, supports the idea of community services restitution program as formulated in your concept paper.

Community service programs can be very effective for certain non-violent offenders, and it increases the options available to the sentencing judge. We strongly support your effort.

When the details of your specific project proposal are completed, we will be interested in reviewing the document for possible further discussion.

Sincerely,

*R.O.D. Schoenbacher*  
R. O. D. Schoenbacher  
Executive Director

RODS/lrc



**KAUAI WOMEN'S CENTER**

P.O. Box 308 Lihue, Kauai, Hawaii 96766

Phone 245-4144

**FILE COPY**



RECEIVED  
MAY 1980  
3 09 PM '80  
DAHU/STATE  
INTAKE SERVICE CENTERS

Wayne Tanagawa, Exec. Dir.  
Intake Service Center  
2199 Kam Highway  
Honolulu, Hawaii 96819

Dear Wayne:

I am writing this letter as Director of the Kauai Women's Center in support of the Community Services Restitution Program planned for Kauai and other islands.

I understand you are applying for a Federal grant and I wish to support you in these efforts for the following reasons:

- 1) Kauai Community Correctional Facility does not have quarters to house female offenders. Female offenders are put in a holding cell and are not able to have the movement and participate in activities or any rehabilitative programs like male inmates.
- 2) Incarceration, in many cases, especially in first offenses, may not be the best form of restitution for a female charged with a crime. We believe alternative service options are worthwhile exploring.
- 3) The Kauai Women's Center, we believe, would be an excellent place for a female offender to provide alternative service. We are located on the grounds of Lihue United Church in Lihue, Kauai and would provide a supportive, educational and closely supervised program for a female offender. I have a M.S.W. and have been directly and indirectly involved with the criminal justice system for a number of years.
- 4) We have already handled 4 cases in 1979 referred by K.C.G.F. and felt it was a positive experience for each woman and for us. In my opinion, many of these women have been in abusive, non-nurturing and, at times, life-threatening relationships with their husbands/partners and what they could benefit from is skill-training (communications, assertion training), self-awareness sessions, intensive counseling and on-the-job training.
- 5) In March 1980 we also opened a Spouse Abuse Shelter/Residential Treatment Facility and this program might be used as alternative service, too. A female offender could be assigned to work on the grounds, help in the garden, assist with the care of the children or help with office work.

We hope that this proposal will be given serious consideration and we would be one community agency on Kauai that would totally support it.

If you need further information on more specific details of how we could assist the Intake Service Center here, please call me at 245-4144.

Sincerely,

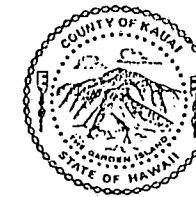
*Cassie Welsh*

Cassie Welsh, M.S.W.  
Director, Kauai Women's Center

cc: Steve Hanai, M.S.W.  
Kauai Intake Service Center  
R R 1, Box 510  
Lihue, HI. 96766



5/2/80 ne



GERALD S. MATSUNAGA  
Prosecuting Attorney

CALVIN K. MURASHIGE  
MICHAEL N. NII  
ALAN T. SHIMABUKURO  
Deputy Prosecuting Attorneys

COUNTY OF KAUAI  
OFFICE OF THE PROSECUTING ATTORNEY  
ROOM 210, 3016 UMI STREET  
LIHUE, HAWAII 96766

**FILE COPY**

April 30, 1980

Mr. Wayne Y. Kanagawa  
Executive Director  
Intake Service Center  
2199 Kamehameha Highway  
Honolulu, HI 96819

Dear Mr. Kanagawa:      -RE: -Community Service Restitution Program

This is to inform you that I have reviewed your proposal regarding the above subject program and in concept endorse your proposed efforts.

Very truly yours,

*Gerald S. Matsunaga*  
GERALD S. MATSUNAGA  
Prosecuting Attorney

GSM:cli

RECEIVED  
MAY 2 3 09 PM '80  
DAHU/STATE  
INTAKE SERVICE CENTERS



5/14/80 *ae*  
WAYNE Y. KANAGAWA  
Executive Director

THOMAS KUROSAKI  
Kauai ISC, Administrator

STATE OF HAWAII '80 AUG 11 A11:07

KAUAI INTAKE SERVICE CENTER  
R. R. 1 Box 510 STATE OF HAWAII  
Lihue, Hawaii 96766 KAUAI INTAKE  
Phone (808) 245-3474 SERVICE CENTER

RECEIVED  
AUG 14 2 28 PM '80  
KAUAI STATE  
INTAKE SERVICE CENTERS

August 7, 1980

Dear Mr. Hanai,

We have reviewed the Program Guidelines and Criteria for the Proposed Community Services Restitution Program for Kauai County, and would be willing to make community service job slots available. Within the time frame of October 1980 to April of 1982, we would/should be able to make 2 slots available each month.

Most of the slots that we will be able to make available will be for offenders who are sentenced to around 40 community service hours. These community service hours could be performed within a 1 month time frame.

We will look forward to working with you in the near future.

Sincerely,

*gmca of KAUI*  
*Dana M. Schudy*

*Needs*  
*1. office help at Poipu office*  
*Typists needed*

*2. Gardening work at Poipu Bldg.*

*3. Light repair work and painting at Camp Naue, Haena*

*4. Light maintenance work at Poipu*

*5. Housekeeping duties and gardening at Poipu*

Mr. Jay Nakasone, Administrator  
Maui Intake Service Center  
600 Waiale Drive  
Wailuku, Maui 96793

Dear Mr. Nakasone:

The ALPHA HOUSE, INC. would like to provide its endorsement of the Community Service Restitution Program as proposed by the Intake Service Center. The ALPHA HOUSE, INC. is also interested in becoming a participating agency in the CSRP by providing placements for non-dangerous offenders who have been screened by the ISC and sentenced by the courts. It is projected that approximately 3-4 placements can be made available at any one time for offenders. Our agency is willing to accept offenders with the following community service sentences:

- 25 hours (violations)
- 50 hours (petty misdemeanors)
- 100 hours (misdemeanors)
- 200 hours (Class C felonies)
- 300 hours (Class B felonies)

The following is a list of the types of placements that can be made available to offenders by the \_\_\_\_\_:

- MAINT
- CLERICAL
- \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_

It is expressly understood that our respective agencies will hold future meetings to further discuss, negotiate, and develop community service placements for our county.

Sincerely,

*Thomas W. Carter*  
ADMINISTRATIVE DIRECTOR

/JT:cat

Mr. Jay Nakasone, Administrator  
Maui Intake Service Center  
600 Waiale Drive  
Wailuku, Maui 96793

Dear Mr. Nakasone:

The Maui County Council, Boy Scouts of America would like to provide its endorsement of the Community Service Restitution Program as proposed by the Intake Service Center. The MCC, B.S.A. is also interested in becoming a participating agency in the CSRP by providing placements for non-dangerous offenders who have been screened by the ISC and sentenced by the courts. It is projected that approximately 3 placements can be made available at any one time for offenders. Our agency is willing to accept offenders with the following community service sentences:

- 25 hours (violations)
- 50 hours (petty misdemeanors)
- 100 hours (misdemeanors)
- 200 hours (Class C felonies)
- 300 hours (Class B felonies)

The following is a list of the types of placements that can be made available to offenders by the B.S.A.:

yard work  
Maintenance of facilities  
clerk  
assist Unit Leader

It is expressly understood that our respective agencies will hold future meetings to further discuss, negotiate, and develop community service placements for our county.

Sincerely,

William M. [Signature]  
August 28, 1980

/JT:cat

Mr. Jay Nakasone, Administrator  
Maui Intake Service Center  
600 Waiale Drive  
Wailuku, Maui 96793

Dear Mr. Nakasone:

The Girl Scout Council of the Pacific Inc. would like to provide its endorsement of the Community Service Restitution Program as proposed by the Intake Service Center. The Girl Scout Council of the Pacific Inc. is also interested in becoming a participating agency in the CSRP by providing placements for non-dangerous offenders who have been screened by the ISC and sentenced by the courts. It is projected that approximately 2 placements can be made available at any one time for offenders. Our agency is willing to accept offenders with the following community service sentences:

- 25 hours (violations)
- 50 hours (petty misdemeanors)
- 100 hours (misdemeanors)
- 200 hours (Class C felonies)
- 300 hours (Class B felonies)

The following is a list of the types of placements that can be made available to offenders by the GSCP Inc.:

yardwork  
maintenance of facilities  
clerical  
assistant unit leader  
telephoning

It is expressly understood that our respective agencies will hold future meetings to further discuss, negotiate, and develop community service placements for our county.

Sincerely,

Elysha A. [Signature]  
August 28, 1980

/JT:cat

Mr. Jay Nakasone, Administrator  
Maui Intake Service Center  
600 Waiale Drive  
Wailuku, Maui 96793

Dear Mr. Nakasone:

The MAUI REHABILITATION CNTR. would like to provide its endorsement of the Community Service Restitution Program as proposed by the Intake Service Center. The MAUI REHAB CENTER is also interested in becoming a participating agency in the CSRP by providing placements for non-dangerous offenders who have been screened by the ISC and sentenced by the courts. It is projected that approximately FIVE placements can be made available at any one time for offenders. Our agency is willing to accept offenders with the following community service sentences:

- 25 hours (violations)
- 50 hours (petty misdemeanors)
- 100 hours (misdemeanors)
- 200 hours (Class C felonies)
- 300 hours (Class B felonies)

The following is a list of the types of placements that can be made available to offenders by the \_\_\_\_\_:

GROUNDS KEEPING  
JANITORIAL  
WOOD WORKING  
LAUNDRY  
CRAFTS MFG & ASSEMBLY, CLERICAL, INCLUDING

It is expressly understood that our respective agencies BOOKKEEPING will hold future meetings to further discuss, negotiate, BASIC ACADEMIC and develop community service placements for our county. TUTORING

Sincerely,

COOK'S HELPER  
BUS DRIVING

Robert R. Hyman  
Asst. Director  
Maui Rehabilitation Center

August 28, 1980

/JT:cat

Mr. Jay Nakasone, Administrator  
Maui Intake Service Center  
600 Waiale Drive  
Wailuku, Maui 96793

Dear Mr. Nakasone:

The Teen Challenge Maui would like to provide its endorsement of the Community Service Restitution Program as proposed by the Intake Service Center. The Teen Challenge Maui is also interested in becoming a participating agency in the CSRP by providing placements for non-dangerous offenders who have been screened by the ISC and sentenced by the courts. It is projected that approximately 4 placements can be made available at any one time for offenders. Our agency is willing to accept offenders with the following community service sentences:

- 25 hours (violations)
- 50 hours (petty misdemeanors)
- 100 hours (misdemeanors)
- 200 hours (Class C felonies)
- 300 hours (Class B felonies)

The following is a list of the types of placements that can be made available to offenders by the Teen Challenge Maui:

Gardening  
Maintenance/Repairs  
Clerical  
Recreation

It is expressly understood that our respective agencies will hold future meetings to further discuss, negotiate, and develop community service placements for our county.

Sincerely,

James K. Crowe 8/28/80  
Business Administrator  
P.O. Box 250 Wailuku 96793  
877-8316

/JT:cat

Mr. Jay Nakasone, Administrator  
Maui Intake Service Center  
600 Waiale Drive  
Wailuku, Maui 96793

Dear Mr. Nakasone:

The Maui Kokua Services, Inc. would like to provide its endorsement of the Community Service Restitution Program as proposed by the Intake Service Center. The Maui Kokua Services, Inc. is also interested in becoming a participating agency in the CSRP by providing placements for non-dangerous offenders who have been screened by the ISC and sentenced by the courts. It is projected that approximately 25 - 30 placements can be made available at any one time for offenders. Our agency is willing to accept offenders with the following community service sentences:

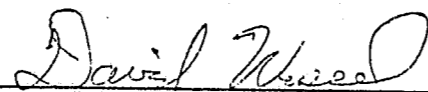
- 25 hours (violations)
- 50 hours (petty misdemeanors)
- 100 hours (misdemeanors)
- 200 hours (Class C felonies)
- 300 hours (Class B felonies)

The following is a list of the types of placements that can be made available to offenders by the Maui Kokua Services, Inc.:

Clerical	Yardwork
Recreational Aides	Companions
Drivers	Maintenance
Receptionist	Handyperson
Visitors	

It is expressly understood that our respective agencies will hold future meetings to further discuss, negotiate, and develop community service placements for our county.

Sincerely,



August 28, 1980

/JT:cat

Mr. Jay Nakasone, Administrator  
Maui Intake Service Center  
600 Waiale Drive  
Wailuku, Maui 96793

Dear Mr. Nakasone:

The Harbor Div. (Maui) would like to provide its endorsement of the Community Service Restitution Program as proposed by the Intake Service Center. The Harbor Division is also interested in becoming a participating agency in the CSRP by providing placements for non-dangerous offenders who have been screened by the ISC and sentenced by the courts. It is projected that approximately 4 placements can be made available at any one time for offenders. Our agency is willing to accept offenders with the following community service sentences:

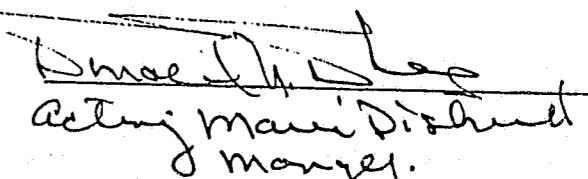
- 25 hours (violations)
- 50 hours (petty misdemeanors)
- 100 hours (misdemeanors)
- 200 hours (Class C felonies)
- 300 hours (Class B felonies)

The following is a list of the types of placements that can be made available to offenders by the Harbor Division:

JANITORIAL
Outside Maintenance
grounds keeping
Clerical (limited)

It is expressly understood that our respective agencies will hold future meetings to further discuss, negotiate, and develop community service placements for our county.

Sincerely,

  
Acting Maui District  
Manager.

August 28, 1980

/JT:cat

Mr. Jay Nakasone, Administrator  
Maui Intake Service Center  
600 Waiale Drive  
Wailuku, Maui 96793

Dear Mr. Nakasone:

The Maui Community Correctional Center would like to provide its endorsement of the Community Service Restitution Program as proposed by the Intake Service Center. The MCCC is also interested in becoming a participating agency in the CSRP by providing placements for non-dangerous offenders who have been screened by the ISC and sentenced by the courts. It is projected that approximately five placements can be made available at any one time for offenders. Our agency is willing to accept offenders with the following community service sentences:

- 25 hours (violations)
- 50 hours (petty misdemeanors)
- 100 hours (misdemeanors)
- 200 hours (Class C felonies)
- 300 hours (Class B felonies)

The following is a list of the types of placements that can be made available to offenders by the \_\_\_\_\_:

- \_\_\_\_\_ grounds maintenance
- \_\_\_\_\_ janitorial services
- \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_

It is expressly understood that our respective agencies will hold future meetings to further discuss, negotiate, and develop community service placements for our county.

Sincerely,

Arnest M. Makalii

Acting Administrator

/JT:cat

Mr. Jay Nakasone, Administrator  
Maui Intake Service Center  
600 Waiale Drive  
Wailuku, Maui 96793

Dear Mr. Nakasone:

The Maui YMCA would like to provide its endorsement of the Community Service Restitution Program as proposed by the Intake Service Center. The Maui YMCA is also interested in becoming a participating agency in the CSRP by providing placements for non-dangerous offenders who have been screened by the ISC and sentenced by the courts. It is projected that approximately 4 placements can be made available at any one time for offenders. Our agency is willing to accept offenders with the following community service sentences:

- 25 hours (violations)
- 50 hours (petty misdemeanors)
- 100 hours (misdemeanors)
- 200 hours (Class C felonies)
- 300 hours (Class B felonies)

The following is a list of the types of placements that can be made available to offenders by the \_\_\_\_\_:

- Maui YMCA:
1. labor at YMCA Camp -
  2. help with after school program if youth oriented.
  3. clerical

It is expressly understood that our respective agencies will hold future meetings to further discuss, negotiate, and develop community service placements for our county.

Sincerely,

Leo Anshew  
General Director

/JT:cat

Mr. Jay Nakasone, Administrator  
Maui Intake Service Center  
600 Waiale Drive  
Wailuku, Maui 96793

Dear Mr. Nakasone:

The Dept. of Human Concerns would like to provide its endorsement of the Community Service Restitution Program as proposed by the Intake Service Center. The Dept. of Human Concerns is also interested in becoming a participating agency in the CSRP by providing placements for non-dangerous offenders who have been screened by the ISC and sentenced by the courts. It is projected that approximately 8 placements can be made available at any one time for offenders. Our agency is willing to accept offenders with the following community service sentences:

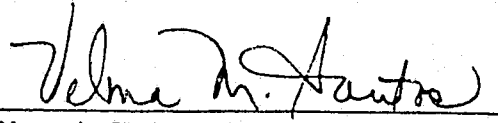
- 25 hours (violations)
- 50 hours (petty misdemeanors)
- 100 hours (misdemeanors)
- 200 hours (Class C felonies)
- 300 hours (Class B felonies)

The following is a list of the types of placements that can be made available to offenders by the Dept. of Human Concerns:

- Kennel Operations
- Clerical Assistance
- Service Assistance: Elderly, Immigrant, Youth Programs
- Food Preparation Assistance
- Groundskeeping
- Custodial

It is expressly understood that our respective agencies will hold future meetings to further discuss, negotiate, and develop community service placements for our county.

Sincerely,

  
(Mrs.) Velma M. Santos  
Director, Dept. of Human Concerns  
County of Maui, Hawaii

/JT:cat

Mr. Jay Nakasone, Administrator  
Maui Intake Service Center  
600 Waiale Drive  
Wailuku, Maui 96793

Dear Mr. Nakasone:

The Maui Public Library would like to provide its endorsement of the Community Service Restitution Program as proposed by the Intake Service Center. The Maui Public Library is also interested in becoming a participating agency in the CSRP by providing placements for non-dangerous offenders who have been screened by the ISC and sentenced by the courts. It is projected that approximately 3 placements can be made available at any one time for offenders. Our agency is willing to accept offenders with the following community service sentences:

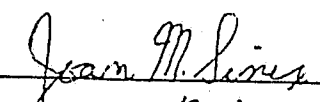
- 25 hours (violations)
- 50 hours (petty misdemeanors)
- 100 hours (misdemeanors)
- 200 hours (Class C felonies)
- 300 hours (Class B felonies)

The following is a list of the types of placements that can be made available to offenders by the \_\_\_\_\_:

- shelving books
- typing
- filing
- art displays or posters

It is expressly understood that our respective agencies will hold future meetings to further discuss, negotiate, and develop community service placements for our county.

Sincerely,

  
Acting Regional Librarian

/JT:cat



Mr. Jay Nakasone, Administrator  
Maui Intake Service Center  
600 Waiale Drive  
Wailuku, Maui 96793

Dear Mr. Nakasone:

The Society for Crippled Children & Adults of Maui County, Inc. would like to provide its endorsement of the Community Service Restitution Program as proposed by the Intake Service Center. The Agency is also interested in becoming a participating agency in the CSRP by providing placements for non-dangerous offenders who have been screened by the ISC and sentenced by the courts. It is projected that approximately 3 placements can be made available at any one time for offenders. Our agency is willing to accept offenders with the following community service sentences:

- 25 hours (violations)
- 50 hours (petty misdemeanors)
- 100 hours (misdemeanors)
- 200 hours (Class C felonies)
- 300 hours (Class B felonies)

The following is a list of the types of placements that can be made available to offenders by the Society for Crippled Children & Adults of Maui County, Inc.:

- medical
- skilled therapy
- janitorial/maintenance
- body work/mechanical
- clerical

It is expressly understood that our respective agencies will hold future meetings to further discuss, negotiate, and develop community service placements for our county.

Sincerely,  
David I. Stein

/JT:cat

GEORGE R. ARIYOSHI  
GOVERNOR



ANDREW I. T. CHANG  
DIRECTOR  
LAWRENCE K. KOSEKI, DSW  
DEPUTY DIRECTOR  
RICHARD PAGLINAWAN  
DEPUTY DIRECTOR

STATE OF HAWAII  
DEPARTMENT OF SOCIAL SERVICES AND HOUSING  
Public Welfare Division  
P. O. Box 8  
Lihue, Hawaii 96766

August 28, 1980

Mr. Steven T. Hanai  
Acting Branch Administrator  
Kauai Intake Service Center  
RR 1 Box 510  
Lihue, HI 96766

Dear Mr. Hanai:

We have reviewed the Program Guidelines and Criteria for the Proposed Community Services Restitution Program for Kauai County, and would be willing to make community service job slots available. Within the time frame of October 1980 to April of 1982, we would/should be able to make five slots available each month.

Most of the slots that we will be able to make available will be for offenders who are sentenced to around 10 to 30 community service hours. These community service hours could be performed within a one-month time frame.

We look forward to working with you in the near future.

Sincerely,  
G. Meyer  
(Mrs.) G. Meyer  
Kauai Branch Administrator

GEORGE R. ARIYOSHI  
GOVERNOR



CHARLES G. CLARK  
SUPERINTENDENT

STATE OF HAWAII  
DEPARTMENT OF EDUCATION  
KAUAI REGIONAL LIBRARY  
4344 HARDY STREET  
LIHUE, HAWAII 96766

August 11, 1980

Dear Mr. Hanai,

We have reviewed the Program Guidelines and Criteria for the Proposed Community Services Restitution Program for Kauai County, and would be willing to make community service job slots available. Within the time frame of October 1980 to April of 1982, we would/should be able to make two slots available each month.

Most of the slots that we will be able to make available will be for offenders who are sentenced to around twenty to thirty community service hours. These community service hours could be performed within a one month time frame.

We will look forward to working with you in the near future.

Sincerely,

*Donna Marie Garcia*  
Donna Marie Garcia, Administrator  
Kauai Library District

GEORGE R. ARIYOSHI  
Governor



WAYNE Y. KANAGAWA  
Executive Director

THOMAS KUROSAKI  
Kauai ISC, Administrator

STATE OF HAWAII  
KAUAI INTAKE SERVICE CENTER  
R. R. 1 Box 510  
Lihue, Hawaii 96766  
Phone (808) 245-3474

August 28, 1980

Dear Mr. Hanai,

We have reviewed the Program Guidelines and Criteria for the Proposed Community Services Restitution Program for Kauai County, and would be willing to make community service job slots available. Within the time frame of October 1980 to April of 1982, we would/should be able to make 2 slots available each month.

Most of the slots that we will be able to make available will be for offenders who are sentenced to around 40 community service hours. These community service hours could be performed within a 1 month time frame.

We will look forward to working with you in the near future.

Sincerely,

PER T.C. W/ SY WARD

\_\_\_\_\_  
KAUAI HUMANE SOCIETY  
Ph 742-1996



GEORGE R. ARIYOSHI  
Governor



WAYNE Y. KANAGAWA  
Executive Director

THOMAS KUROSAKI  
Kauai ISC, Administrator

STATE OF HAWAII  
KAUAI INTAKE SERVICE CENTER  
R. R. 1 Box 510  
Lihue, Hawaii 96766  
Phone (808) 245-3474

'80) AUG 21 P12:50  
STATE OF HAWAII  
KAUAI INTAKE  
SERVICE CENTER

August 19, 1980

Dear Mr. Hanai,

We have reviewed the Program Guidelines and Criteria for the Proposed Community Services Restitution Program for Kauai County, and would be willing to make community service job slots available. Within the time frame of October 1980 to April of 1982, we would/should be able to make 1 slots available each month.

Most of the slots that we will be able to make available will be for offenders who are sentenced to around 48 community service hours. These community service hours could be performed within a 1 month time frame.

We will look forward to working with you in the near future.

Sincerely,

*Suzette O. Naito*

hh  
STATE OF HAWAII  
DEPARTMENT OF HEALTH  
P. O. BOX 1408  
LIHUE, KAUAI, HAWAII 96766

GEORGE R. ARIYOSHI  
Governor



WAYNE Y. KANAGAWA  
Executive Director

THOMAS KUROSAKI  
Kauai ISC, Administrator

STATE OF HAWAII  
KAUAI INTAKE SERVICE CENTER  
R. R. 1 Box 510  
Lihue, Hawaii 96766  
Phone (808) 245-3474

No. 80-08-7

August 25, 1980

The Honorable Judge Clifford L. Nakea  
District Court of the Fifth Circuit  
P.O. Box 1895  
Lihue, Kauai 96766

Dear Judge Nakea:

The Intake Service Center recently submitted a program proposal and grant application to the Law Enforcement Assistance Administration for its Community Service Restitution Program (CSRP). The ISC developed the CSRP in light of its legislative mandate requiring the agency to develop community-based diversion programs and in light of federal funds which were made available to facilitate implementation in Hawaii.

An endorsement of the community service restitution concept and proposed selection criteria is being solicited from the Office of the Prosecuting Attorney, a primary agency in the Hawaii Criminal Justice System. The criteria will be employed by the ISC in screening and placing offenders and by the courts in imposing alternative sentencing. An offender will be considered eligible for program participating in the Community Service Restitution Program if it is determined that:

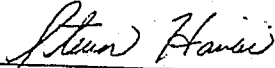
- (1) the character and attitude of the offender indicates that he/she is not likely to threaten the public safety and is likely to benefit from community service;
- (2) The offender is a socially and economically stable individual (e.g. has a job, family ties, etc.) and would likely suffer significant negative consequences from incarceration;
- (3) given the presence of one or two above, any individual convicted of a crime in the State of Hawaii will be considered eligible for participation in the Community Service Restitution Program with the exception of the following:

- a) persons convicted of Class A felonies;
- b) persons who intentionally caused physical harm to another by using a weapon;
- c) persons convicted of conspiracy or solicitation to kill another;
- d) persons convicted of an offense which carries a mandatory prison sentence;
- e) persons who have a history of violent or dangerous behavior.

Upon approval by the LEAA, the ISC seeks to implement the (Hawaii, Maui, Kauai) county program in cooperation with the courts. Your endorsement and continuing support will be greatly appreciated.

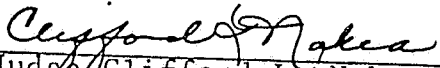
Please indicate your response to this request with your signature below. Upon responding, please notify me at the Kauai Intake Service Center at 245-3474. Should you have any questions or comments, feel free to contact me.

Thank you.

  
Steven Hanai  
Acting Branch Administrator

SH:rlh

ENDORSED/~~NOT ENDORSED~~.

  
Judge Clifford L. Nakea  
District Court of the Fifth Circuit

8/27/80  
Date



DISTRICT COURT OF THE THIRD CIRCUIT  
STATE OF HAWAII  
P. O. BOX 896  
HILO, HAWAII 96720

CHAMBERS OF  
PAUL M. de SILVA  
JUDGE

August 5, 1980

Mr. Donald Kobatake  
Administrator  
Hawaii Intake Service Center  
60 Punahale Street  
Hilo, Hawaii 96720

Dear Mr. Kobatake:

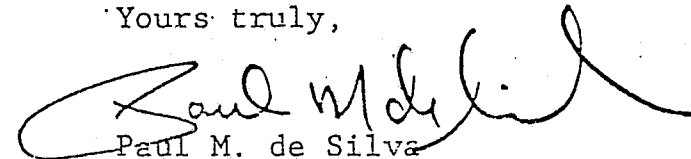
We endorse the LEAA concept of the Community Service Restitution Program concept and concur with the following selection criteria:

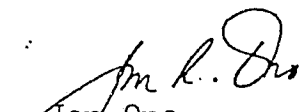
1. The character and attitudes of the offender indicates that he/she is not likely to threaten the public safety and is likely to benefit from community service.
2. The offender is a socially and economically stable individual. (i.e. has a job, family ties and etc.), and would likely suffer significant negative consequences from incarceration.
3. Given the presence of one or two of the above, any individual convicted of a crime will be considered eligible for participation in the Community Service Restitution Program with exception of the following:
  - a. Persons convicted of a "Class A" Felony;
  - b. Persons who intentionally caused physical harm to another by using a weapon;
  - c. Persons convicted of conspiracy or solicitation to kill another;
  - d. Persons convicted of an offense which carries a mandatory prison sentence; and

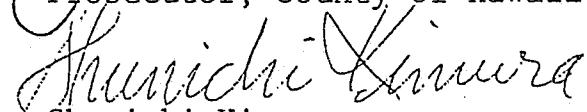
Mr. Donald Kobatake  
Page 2  
August 5, 1980

- e. Persons who have a history of violent or dangerous behavior.

Yours truly,

  
Paul M. de Silva  
Administrative Judge  
District Court of the Third Circuit

  
Jon Ono  
Prosecutor, County of Hawaii

  
Shunichi Kimura  
Judge of the Third Circuit Court

Mr. Donald Kobatake, Administrator  
Hawaii Intake Service Center  
60 Punahelē Street  
Hilo, Hawaii 96720

Dear Mr. Kobatake:

The Office of Manpower Resources would like to provide its endorsement of the Community Service Restitution Program as proposed by the Intake Service Center. The Office of Manpower Resources is also interested in becoming a participating agency in the CSRP by providing placements for non-dangerous offenders who have been screened by the ISC and sentenced by the courts. It is projected that approximately 20 placements can be made available at any one time with the following community service sentences:

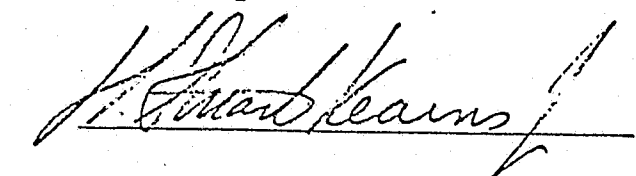
- 25 hours (violations)
- 50 hours (petty misdemeanors)
- 100 hours (misdemeanors)
- 200 hours (Class C felonies)
- 300 hours (Class B felonies)

The following is a list of the types of placements that can be made available to offenders by the Office of Manpower Resources:

- maintenance + repair
- public area beautification +  
litter picking
- office assistance

It is expressly understood that our respective agencies will hold future meetings to further discuss, negotiate, and develop community service placements for our county.

Sincerely,



/JT:cat



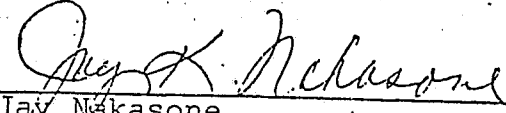
(3) given the presence of one and two above, any individual convicted of a crime in the State of Hawaii will be considered eligible for participation in the Community Service Restitution Program with the exception of the following:

- a) persons convicted of Class A felonies;
- b) persons who intentionally caused physical harm to another by using a weapon;
- c) persons convicted of conspiracy or solicitation to kill another;
- d) persons convicted of an offense which carries a mandatory prison sentence;
- e) persons who have a history of violent or dangerous behavior."

The criteria are proposed to guide the courts in selecting community service restitution as a sentencing alternative and to guide the ISC in its efforts to screen and place offenders. Inherent with the proposed criteria is the understanding that the court has the absolute authority to make all final sentencing and placement for defendants whom it feels will benefit from performing community service.

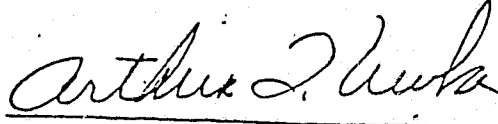
The ISC hopes to implement the proposed Community Services Restitution Program in an attempt to expand upon its present services to the court.

Should you have any questions regarding the program please feel free to contact me at 244-7230.

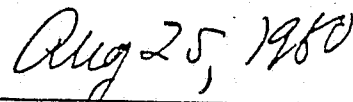
  
Jay Nakasone  
Administrator  
Maui Intake Service Center

JN/WM

ENDORSED/NOT ENDORSED



Judge Arthur T. Ueoka  
District Court of the  
Second Circuit

  
Date

GEORGE R. ARIYOSHI  
Governor



WAYNE Y. KANAGAWA  
Executive Director

JAY NAKASONE  
Maui ISC, Administrator

STATE OF HAWAII  
MAUI INTAKE SERVICE CENTER  
600 Waiale Drive  
Wailuku, Maui, Hawaii 96793  
Phone (808) 244-0464

August 13, 1980

The Honorable Arthur T. Ueoka  
District Court of the  
Second Circuit  
Wailuku, Hawaii 96793

Dear Judge Arthur T. Ueoka,

The Intake Service Center recently submitted a project proposal and application for Law Enforcement Assistance Administration funding for its Community Service Restitution Program (CSRP). The application was submitted in light of the ISC's mandate which requires the agency to develop and implement community-based diversion programs for the Hawaii Criminal Justice System. The availability of CSRP funds also prompted the ISC to pursue this program.

This letter is intended to solicit your endorsement of the community service restitution concept and particularly, of the selection criteria which will be utilized in screening potential participants. The following criteria are being proposed by the ISC.

"An offender will be considered eligible for participation in the Community Service Restitution Program if it is determined:

- (1) that the character and attitude of the offender indicates that he/she is not likely to threaten the public safety and is likely to benefit from community service;
- (2) the offender is a socially and economically stable individual (i.e. has a job, family ties, etc.) and would likely suffer significant negative consequences from incarceration;



GEORGE R. ARIYOSHI  
Governor



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WAYNE Y. KANAGAWA  
Executive Director

JAY NAKASONE  
Maui ISC Administrator

STATE OF HAWAII  
MAUI INTAKE SERVICE CENTERS

MAUI INTAKE SERVICE CENTER  
600 Waiale Drive  
Wailuku, Maui, Hawaii 96793  
Phone (808) 244-0464

August 19, 1980

Log Control	Suspense Date Out:
Executive Dir.	AK
Action Officer	GK
Susp. to Dir.:	
Copies of this to:	

Mr. Wayne Kanagawa  
State Office, Intake Service Center  
2199 Kamehameha Highway  
Honolulu, Hawaii 96819

Dear Mr. Kanagawa:

The Maui Intake Service Center recently solicited letters of endorsements to various departmental heads and agencies regarding the community service restitution concept and selection criteria which will be utilized in screening potential participants. Enclosed you will find those letters of endorsements, however, two other letters sent out to Chief of Police, John S. San Diego and the Honorable Arthur T. Ueoka, respectively, are not being submitted at this time because they both have not sent their replies to us yet. When they do arrive, we will send their responses to you immediately.

Sincerely,

Jay K. Nakasone  
Maui ISC, Administrator

JKN: jmo  
Enclosures 7

GEORGE R. ARIYOSHI  
Governor



WAYNE Y. KANAGAWA  
Executive Director

JAY NAKASONE  
Maui ISC Administrator

STATE OF HAWAII  
MAUI INTAKE SERVICE CENTER  
600 Waiale Drive  
Wailuku, Maui, Hawaii 96793  
Phone (808) 244-0464

August 13, 1980

The Honorable Judge Kase Higa  
Second Circuit Court  
120 High Street  
Wailuku, Hawaii 96793

Dear Judge Kase Higa,

The Intake Service Center recently submitted a project proposal and application for Law Enforcement Assistance Administration funding for its Community Service Restitution Program (CSRP). The application was submitted in light of the ISC's mandate which requires the agency to develop and implement community-based diversion programs for the Hawaii Criminal Justice System. The availability of CSRP funds also prompted the ISC to pursue this program.

This letter is intended to solicit your endorsement of the community service restitution concept and particularly, of the selection criteria which will be utilized in screening potential participants. The following criteria are being proposed by the ISC.

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- (2) the offender is a socially and economically stable individual (i.e. has a job, family ties, etc.) and would likely suffer significant negative consequences from incarceration;

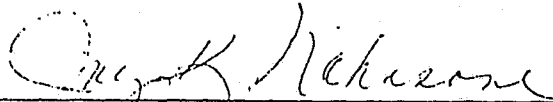
(3) given the presence of one and two above, any individual convicted of a crime in the State of Hawaii will be considered eligible for participation in the Community Service Restitution Program with the exception of the following:

- a) persons convicted of Class A felonies;
- b) persons who intentionally caused physical harm to another by using a weapon;
- c) persons convicted of conspiracy or solicitation to kill another;
- d) persons convicted of an offense which carries a mandatory prison sentence;
- e) persons who have a history of violent or dangerous behavior."

The criteria are proposed to guide the courts in selecting community service restitution as a sentencing alternative and to guide the ISC in its efforts to screen and place offenders. Inherent with the proposed criteria is the understanding that the court has the absolute authority to make all final sentencing and placement for defendants whom it feels will benefit from performing community service.

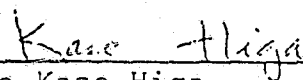
The ISC hopes to implement the proposed Community Services Restitution Program in an attempt to expand upon its present services to the court.

Should you have any questions regarding the program please feel free to contact me at 244-7230.

  
Jay Nakasone  
Administrator  
Maui Intake Service Center

JN/WM

ENDORSED/~~NOT~~ ENDORSED

  
Judge Kase Higa  
Second Circuit Court

AUG 13 1980  
Date

GEORGE R. ARIYOSHI  
Governor



WAYNE Y. KANAGAWA  
Executive Director

JAY NAKASONE  
Maui ISC, Administrator

STATE OF HAWAII  
MAUI INTAKE SERVICE CENTER  
600 Waiale Drive  
Wailuku, Maui, Hawaii 96793  
Phone (808) 244-0464

August 13, 1980

The Honorable Judge S. George Fukuoka  
Second Circuit Court  
120 High Street  
Wailuku, Hawaii 96793

Dear Judge Fukuoka,

The Intake Service Center recently submitted a project proposal and application for Law Enforcement Assistance Administration funding for its Community Service Restitution Program (CSRP). The application was submitted in light of the ISC's mandate which requires the agency to develop and implement community-based diversion programs for the Hawaii Criminal Justice System. The availability of CSRP funds also prompted the ISC to pursue this program.

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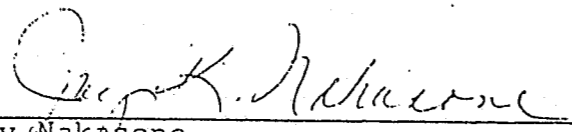
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- (2) the offender is a socially and economically stable individual (i.e. has a job, family ties, etc.) and would likely suffer significant negative consequences from incarceration;

- (3) given the presence of one and two above, any individual convicted of a crime in the State of Hawaii will be considered eligible for participation in the Community Service Restitution Program with the exception of the following:
- a) persons convicted of Class A felonies;
  - b) persons who intentionally caused physical harm to another by using a weapon;
  - c) persons convicted of conspiracy or solicitation to kill another;
  - d) persons convicted of an offense which carries a mandatory prison sentence;
  - e) persons who have a history of violent or dangerous behavior."

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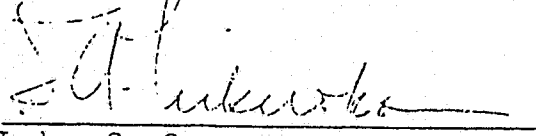
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Should you have any questions regarding the program please feel free to contact me at 244-7230.

  
Jay Nakasone  
Administrator  
Maui Intake Service Center

JN/WM

ENDORSED/NOT ENDORSED

  
Judge S. George Fukuoka  
Administrative Judge  
Second Circuit Court

9-18-80  
Date

GEORGE R. ARIYOSHI  
Governor



WAYNE Y. KANAGAWA  
Executive Director

JAY NAKASONE  
Maui ISC Administrator

STATE OF HAWAII  
MAUI INTAKE SERVICE CENTER  
600 Waiale Drive  
Wailuku, Maui, Hawaii 96793  
Phone (808) 244-0464

August 13, 1980

The Honorable Judge Richard R. Komo  
District Court of the  
Second Circuit  
Wailuku, Hawaii 96793

Dear Judge Richard R. Komo,

The Intake Service Center recently submitted a project proposal and application for Law Enforcement Assistance Administration funding for its Community Service Restitution Program (CSRP). The application was submitted in light of the ISC's mandate which requires the agency to develop and implement community-based diversion programs for the Hawaii Criminal Justice System. The availability of CSRP funds also prompted the ISC to pursue this program.

This letter is intended to solicit your endorsement of the community service restitution concept and particularly, of the selection criteria which will be utilized in screening potential participants. The following criteria are being proposed by the ISC.

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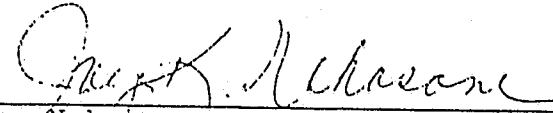
Judge Richard R. Komo  
Page 2

- (3) given the presence of one and two above, any individual convicted of a crime in the State of Hawaii will be considered eligible for participation in the Community Service Restitution Program with the exception of the following:
- persons convicted of Class A felonies;
  - persons who intentionally caused physical harm to another by using a weapon;
  - persons convicted of conspiracy or solicitation to kill another;
  - persons convicted of an offense which carries a mandatory prison sentence;
  - persons who have a history of violent or dangerous behavior."

The criteria are proposed to guide the courts in selecting community service restitution as a sentencing alternative and to guide the ISC in its efforts to screen and place offenders. Inherent with the proposed criteria is the understanding that the court has the absolute authority to make all final sentencing and placement for defendants whom it feels will benefit from performing community service.

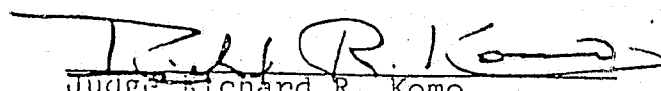
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Should you have any questions regarding the program please feel free to contact me at 244-7230.

  
Jay Nakasone  
Administrator  
Maui Intake Service Center

JN/WM

ENDORSED/NOT ENDORSED

  
Judge Richard R. Komo  
Administrative Judge  
District Court of the Second  
Circuit

8-14-80  
Date

GEORGE R. ARIYOSHI  
Governor



WAYNE Y. KANAGAWA  
Executive Director

JAY NAKASONE  
Maui ISC Administrator

STATE OF HAWAII  
MAUI INTAKE SERVICE CENTER  
600 Waiale Drive  
Wailuku, Maui, Hawaii 96793  
Phone (808) 244-0464  
August 13, 1980

Mr. Boyd Mossman  
Prosecuting Attorney  
County of Maui  
200 High Street  
Wailuku, Hawaii 96793

Dear Mr. Mossman,

The Intake Service Center recently submitted a program proposal and grant application to the Law Enforcement Assistance Administration for its Community Service Restitution Program (CSRP). The ISC developed the the CSRP in light of its legislative mandate requiring the agency to develop community-based diversion programs and in light of federal funds which were available to facilitate implementation in Hawaii.

An endorsement of the community service restitution concept and proposed selection criteria is being solicited from the Prosecuting Attorney Office, a primary agency in the Hawaii Criminal Justice System. The criteria will be employed by the ISC in screening and placing offenders and by the courts in imposing alternative sentencing. An offender will be considered eligible for program participation in the Community Service Restitution Program if it is determined that:

- (1) the character and attitude of the offender indicates that he/she is not likely to threaten the public safety and is likely to benefit from community service;
- (2) the offender is a socially and economically stable individual (e.g. has a job, family ties, etc.) and would likely suffer significant negative consequences from incarceration;


Boyd Mossman  
Page 2

- (3) given the presence of one or two above, any individual convicted of a crime in the State of Hawaii will be considered eligible for participation in the Community Service Restitution Program with the exception of the following:
- a) persons convicted of Class A felonies;
  - b) persons who intentionally caused physical harm to another by using a weapon;
  - c) persons convicted of conspiracy or solicitation to kill another;
  - d) persons convicted of an offense which carries a mandatory prison sentence;
  - e) persons who have a history of violent or dangerous behavior.

Upon approval by the LEAA, the ISC seeks to implement the (Hawaii, Maui, Kauai) county program in cooperation with the courts. Your endorsement and continuing support will be greatly appreciated.

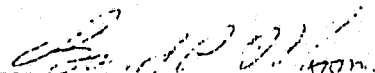
Please indicate your response to this request with your signature below. Upon responding, please notify me at 244-7230. Should you have any questions or comments, feel free to contact me.

Thank you.

  
Jay Nakasone  
Administrator  
Maui Intake Service Center

JN/WM

ENDORSED/NOT ENDORSED

  
Boyd Mossman  
Prosecuting Attorney

8-13-80  
Date

GEORGE R. ARIYOSHI  
Governor



WAYNE Y. KANAGAWA  
Executive Director

JAY NAKASONE  
Maui ISC Administrator

STATE OF HAWAII  
MAUI INTAKE SERVICE CENTER  
600 Waiale Drive  
Wailuku, Maui, Hawaii 96793  
Phone (808) 244-0464

August 13, 1980

Mr. Thomas P. Beck  
Office of the Public Defender  
2307 Main Street  
Wailuku, Hawaii 96793

Dear Mr. Beck,

The Intake Service Center recently submitted a program proposal and grant application to the Law Enforcement Assistance Administration for its Community Service Restitution Program (CSRP). The ISC developed the CSRP in light of its legislative mandate requiring the agency to develop community-based diversion programs and in light of federal funds which were made available to facilitate implementation in Hawaii.

An endorsement of the community service restitution concept and proposed selection criteria is being solicited from the Office of the Public Defender, a primary agency in the Hawaii Criminal Justice System. The criteria will be employed by the ISC in screening and placing offenders and by the courts in imposing alternative sentencing. An offender will be considered eligible for program participation in the Community Service Restitution Program if it is determined that:

- (1) the character and attitude of the offender indicates that he/she is not likely to threaten the public safety and is likely to benefit from community service;
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GEORGE R. ARIYOSHI  
Governor



WAYNE Y. KANAGAWA  
Executive Director

JAY NAKASONE  
Maui ISC, Administrator

STATE OF HAWAII  
MAUI INTAKE SERVICE CENTER  
600 Waiale Drive  
Wailuku, Maui, Hawaii 96793  
Phone (808) 244-0464  
August 13, 1980

Mr. Thomas Nakama  
Adult & Family Probation Services  
of the Second Circuit  
P.O. Box 969  
Wailuku, Hawaii 96793

Dear Mr. Thomas Nakama,

The Intake Service Center recently submitted a program proposal and grant application to the Law Enforcement Assistance Administration for its Community Service Restitution Program (CSRP). The ISC developed the CSRP in light of its legislative mandate requiring the agency to develop community-based diversion programs and in light of federal funds which were made available to facilitate implementation in Hawaii.

An endorsement of the community service restitution concept and proposed selection criteria is being solicited from the Adult & Family Probation Services, a primary agency in the Hawaii Criminal Justice System. The criteria will be employed by the ISC in screening and placing offenders and by the courts in imposing alternative sentencing. An offender will be considered eligible for program participation in the Community Service Restitution Program if it is determined that:

- (1) the character and attitude of the offender indicates that he/she is not likely to threaten the public safety and is likely to benefit from community service;
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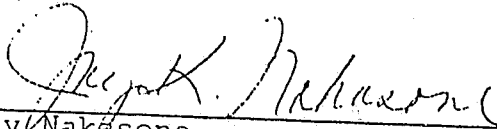
Mr. Thomas Beck  
Page 2

- (3) given the presence of one or two above, any individual convicted of a crime in the State of Hawaii will be considered eligible for participation in the Community Service Restitution Program with the exception of the following:
  - a) persons convicted of Class A felonies;
  - b) persons who intentionally caused physical harm to another by using a weapon;
  - c) persons convicted of conspiracy or solicitation to kill another;
  - d) persons convicted of an offense which carries a mandatory prison sentence;
  - e) persons who have a history of violent or dangerous behavior.

Upon approval by the LEAA, the ISC seeks to implement the (Hawaii, Maui, Kauai) county program in cooperation with the courts. Your endorsement and continuing support will be greatly appreciated.

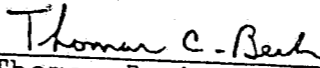
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Thank you.

  
Jay Nakasone  
Administrator  
Maui Intake Service Center

JN/WM

ENDORSED  NOT ENDORSED

  
Thomas Beck  
Public Defender's Office  
Public Defender

8/14/80  
Date

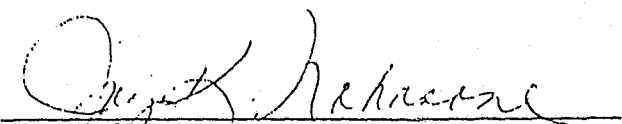
Mr. Thomas Nakama  
Page 2

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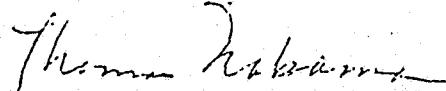
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Thank you.

  
Jay Nakasone  
Administrator  
Maui Intake Service Center

JN/WM

ENDORSED/~~NOT ENDORSED~~

  
Thomas Nakama  
Director  
Adult & Family Probation  
Director

8/13/80  
Date

GEORGE R. ARIYOSHI  
Governor



WAYNE Y. KANAGAWA  
Executive Director

JAY NAKASONE  
Maui ISC Administrator

STATE OF HAWAII  
MAUI INTAKE SERVICE CENTER  
600 Waiale Drive  
Wailuku, Maui, Hawaii 96793  
Phone (808) 244-0464  
August 13, 1980

Captain Ernest Makalii  
Maui Community Correctional Center  
600 Waiale Drive  
Wailuku, Hawaii 96793

Dear Captain Ernest Makalii,

The Intake Service Center recently submitted a program proposal and grant application to the Law Enforcement Assistance Administration for its Community Service Restitution Program (CSRP). The ISC developed the the CSRP in light of its legislative mandate requiring the agency to develop community-based diversion programs and in light of federal funds which were available to facilitate implementation in Hawaii.

An endorsement of the community service restitution concept and proposed selection criteria is being solicited from the Maui Community Correctional Center, a primary agency in the Hawaii Criminal Justice System. The criteria will be employed by the ISC in screening and placing offenders and by the courts in imposing alternative sentencing. An offender will be considered eligible for program participating in the Community Service Restitution Program if it is determined that:

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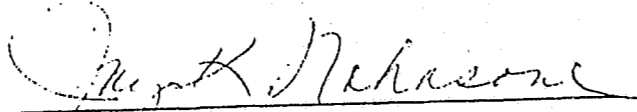
Captain Ernest Makalii  
Page 2

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- a) persons convicted of Class A felonies;
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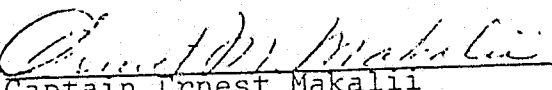
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Thank you.

  
Jay Nakasone  
Administrator  
Maui Intake Service Center

JN/WM

ENDORSED/NOT ENDORSED

  
Captain Ernest Makalii  
Maui Community Correctional  
Center

5-13-50  
Date



**CONTINUED**

**24 OF 25**

77216  
19 of 19

APPENDIX R: JOP Financial Status Report (H-1)

<b>FINANCIAL STATUS REPORT (H-1)</b>		No further monies or other benefits may be paid out under this program unless this report is completed and filed as required by existing law and regulations (34 CFR 256)		1. Federal Agency and Organizational Element U.S. Department of Justice, LEAA WASHINGTON D. C.		2. Federal Grant No. or Other Ident. No. 78-ED-AX-0141			
3. Name and Address of Grantee Organization INTAKE SERVICE CENTERS HI ST. LE&JD PLANNING AGENCY 1010 RICHARDS ST ROOM 412 HONOLULU, HAWAII 96813			4. Employer Identification No. 690250000		5. Grantee Acct. No. or Ident. No.		6. Final Report <input checked="" type="checkbox"/> Yes (Complete 12b(3) below) <input type="checkbox"/> No		
							7. Basis of Report <input checked="" type="checkbox"/> Cash <input type="checkbox"/> Accrued Expenditures		
			8. Project Period (Mo., Day, Yr.) FROM 10 01 78 TO 09 30 80				9. Report Period (Mo., Day, Yr.) FROM 10 01 80 TO 12 31 80		
10. STATUS OF FUNDS			PROGRAMS - FUNCTIONS - ACTIVITIES						
			(1)	(2)	(3)	(4)	(5)	(6)	TOTAL
a. Total outlays previously reported (Line 10e from previous rept.) . . .									\$240,042.86
b. Tot. program outlays this period . . .									5,956.92
c. Less: Program income credits . . .									-0-
d. Net program outlays this period (Line b minus Line c) . . . . .									5,956.92
e. Tot. program outlays to date (Sum of Lines a and d) . . . . .									246,799.78
f. Less: Non-Federal share of program outlays . . . . .									24,679.98
g. Tot. Federal share of program outlays (Line e minus Line f) . . . . .									222,119.80
h. Total unpaid obligations . . . . .									-0-
i. Less: Non-Federal share of unpaid obligations . . . . .									-0-
j. Fed. share of unpaid obligations (Line h minus Line i) . . . . .									-0-
k. Tot. Fed. share of outlays and unpaid obligations (Line g plus line j) . . . . .									222,119.80-
l. Tot. Fed. funds authorized . . . . .									240,315.00
m. Unobligated balance of Fed. funds (line l minus line k) . . . . .									18,195.20
11. Indirect Expense: a. Type of rate (Mark box) <input type="checkbox"/> Provisional <input type="checkbox"/> Predetermined <input type="checkbox"/> Final <input type="checkbox"/> Fixed			12. REMARKS (Attach additional sheets if necessary) - See Instructions on Reverse.						
b. Rate			c. Base						
d. Total Amount			e. Federal Share						
13. CERTIFICATION - I certify that to the best of my knowledge and belief this report is correct and complete and that all outlays and unpaid obligations are for the purposes set forth in the grant award documents.			12a. Planning Grants (1) Consultant Services \$ _____ (2) Pass Through \$ _____		12b(1). Block Action Grants Part C \$ _____ Pass Through \$ _____ Part E \$ _____ Pass Through \$ _____ JJOP \$ _____ Pass Through \$ _____				
Name and Title Clifford Asato ISC/Accountant		TELEPHONE Area Code 808 Number 3482511 Ext. 553		12b(2). Buy-In \$ _____		12b(3). Block-Final H-1 Rept. - Pt. C. Total Personnel \$ _____		12c. Categorical Grants - Pt. C Total Personnel \$ _____	
Signature of Authorized Official 			Date Rept. Is Submitted 3/31/80						