

DEPARTMENT OF INSTITUTIONS
1939-1958

Act 203 of the 1939 legislative session established the Department of Institutions of the Territory of Hawaii and delegated to it jurisdiction over the Territorial Hospital, Waialeale Training School for Boys, Kawaihoa Training School for Girls, and the Oahu Prison and prison camps. By an oversight, Waimano Home was omitted from the original act but was incorporated by Act 5, S.L.H. 1941.

Prior to 1939 the territorial institutions were administered and controlled by independent boards and commissions whose efforts were entirely uncoordinated. Act 203 abolished these boards and commissions, and transferred all the rights, powers, functions, duties, and liabilities held by them to the Department of Institutions.

Appointed by the Governor with the approval of the Territorial Senate and usually serving a term of four years, the chief executive of the department was the Director of Institutions. He also was a member of the Governor's cabinet. In broad terms, the duties of the director were: (1) to coordinate and direct all phases of the administration of the institutions, (2) to formulate policies for an integrated program of treatment and training, (3) to exercise administrative control over the preparation of all budgets and over the expenditure of all funds made available to each institution or agency, (4) to prepare legislation for presentation to the legislature, and (5) to annually report the activities and conditions of the department to the Governor. Governor Joseph B. Poindexter appointed Oscar F. Goddard the first Director of Institutions.

Pursuant to Act 203 an Advisory Board on Institutions was created. The Board consisted of five members, appointed and removed by the Governor, serving without pay and holding office for one year or until successors were appointed. The Director of Institutions was the presiding officer of the Board and he alone had the authority to call meetings. Selected to serve on the Board were Mrs. Eva Hendry, Messrs. Reginald P. Faithfull, Wade Warren Thayer, Theodore F. Trent, and F. B. Faus.

The Department of Institutions also included other government agencies. They were the Bureau of Crime Statistics and Identification, the Division of Parole and Homeplacement, and the Board of Paroles and Pardons.

The Department of Institutions was created to coordinate and direct the administrations of the several institutions. However, in 1954, Director Charles H. Silva found it necessary to delineate lines of authority, areas of conflict, and areas of overlapping. Consequently, Management Consulting Services, a private research firm, was employed to study the department. Among the significant findings of the research group was the "lack of department understanding of the way the department is set up because of too much autonomy." Management Consulting Services was contracted again in 1955 to assist in implementing the study recommendations and by 1956 the Department of Institutions was reorganized into five major divisions: the Division of Hawaii Prison System, including Oahu Prison and the prison camps; the Division of Territorial Hospital; the Division of Parole and Homeplacement; the Division of Waimano Home; and the Division of Training Schools, consisting of Koolau Boys' Home, Kawaihoa Girls' Home, and the Molokai Forestry Camp.

With statehood in 1959 and the ensuing reorganization of the executive departments in accordance with Act I of the Second Special Session of 1959, the authority and functions exercised by the Department of Institutions were transferred to the newly established Department of Social Services. Control over the Waimano Home and the State Hospital was delegated to the Department of Health.

Division of Training Schools

Pursuant to Act 203, S.L.H. 1939, the Board of Industrial Schools was abolished and the Department of Institutions empowered to administer Waialeale Training School for Boys at Koolauloa, Honolulu, and Kawaiiloa Training School for Girls at Koolauloko, Honolulu.

The juveniles committed to the schools were under eighteen years of age and either (1) duly convicted of crimes before district magistrates, or circuit court judges, or (2) determined to be living an "idle and dissolute life, whose parents are dead, or, if living, from drunkenness or other vices... shall neglect to provide suitable employment for, or exercise salutary control over, such child" (R.L.H. 1945), or (3) surrendered by his parents or guardians to the department.

The schools functioned separately until 1951 when the Twenty-sixth Legislature passed Act 212 calling for the consolidation of the administrations of the Koolau Boys' Home, Kawaiiloa Girls' Home, and the Mauna Loa Forestry Camp. The act became effective July 1, 1951, and by August of the same year, William G. Among, Superintendent of Koolau Boys' Home, was designated the "Superintendent of Training Schools." The heads of the respective schools became assistant superintendents, with the assistant at Kawaiiloa assuming executive responsibilities in the superintendent's absence.

The Division of Training Schools organized under three sections, namely, (1) Executive, (2) Treatment and Training, and (3) Productions, Service and Supply. The superintendent held executive control over the division, while each assistant administrated the Treatment and Training section of his respective institution. The Business Manager controlled the Production, Service and Supply for the entire division.

Kawaiiloa Girls' Home

On January 4, 1940, Pearl O. McCallum became the first Superintendent of Kawaiiloa Training School for Girls selected under the administration of the Department of Institutions. Appointed by the Director of Institutions, she was responsible for the general supervision of all school activities; the maintenance of the lands and buildings; and the preparation of all reports and budgets.

The school was renamed Kawaiiloa Girls' Home in 1951 (Act 54).

Koolau Boys' Home

Act 203 transferred control of the Waialeale Training School for Boys from the Board of Industrial Schools to the Department of Institutions. Appointed by and directly responsible to the Director of Institutions, the superintendent

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was the executive officer who managed all phases of the work and operation of the school.

The 1947 legislature, by Act 205, authorized the construction of a school (known as Kailua Annex or Waimanalo Training School for Younger Boys) to care for the boys between the ages of twelve and sixteen. Although the original plans called for the transfer of only the younger wards, the population declined to a point, where, upon completion of the new school in mid-1950, all the boys were moved from Waialeale--the older wards, however, on a temporary basis.

Renamed Koolau Boys' Home by Act 54, S.L.H. 1951, William G. Among remained its superintendent until his appointment as Superintendent of Training Schools in August 1951. Kayo Chung succeeded Mr. Among as head of Koolau on June 1, 1952.

Established to care for the older wards (ages seventeen to twenty), Mauna Loa Forestry Camp on the island of Hawaii opened on April 2, 1952. The camp's program was based on the Civilian Conservation Corps and consisted primarily of reforesting land along the slopes of Mauna Loa.

Because of the high cost of operation and the insufficient funds appropriated by the Legislature of 1953, the activities at Mauna Loa Forestry Camp were suspended and the facilities transferred to the Hawaii Prison System. However, another forestry camp was organized on Molokai because the administration still felt it was necessary to segregate the older boys. Working with the Department of Agriculture and Forestry and utilizing a former Civilian Conservation Corps camp, Molokai Forestry Camp began operation on October 1, 1953.

Since the 1955 Revised Laws of Hawaii listed Mauna Loa Forestry Camp as part of the "Industrial and Reformatory Schools," apparently statutory changes were not made.

Division of Hawaii Prison System

At the time the Department of Institutions assumed control, the Hawaii Prison System was the Territorial institution that received convicted felons. The system was comprised of three sections: Oahu Prison, the central receiving plant in Honolulu; Waiakea Prison Camp on the island of Hawaii; and Olinda Prison Camp on the island of Maui.

The chief administrator of the prison system was appointed by the director and given the title of warden. Directly responsible to the warden were the superintendents of Oahu Prison and the outlying prison camps. The superintendent of Oahu Prison also acted as deputy warden.

With the director's approval, the warden: (1) had immediate charge and direction of all territorial prisoners and prison camps, (2) kept himself fully informed about the health, care, and treatment of the prisoners, and the sanitary and other conditions affecting the prison and the camps, (3) inquired into and dealt justly with all complaints made by the prisoners relating to their food, clothing, accommodations, or treatment, (4) enforced proper order and discipline among the prisoners, prison officers, and employees, and imposed such punishment as were authorized by the director, (5) enforced

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prescribed rules and regulations, and (6) classified and graded the prisoners, designating their privileges and prison clothing (R.L.H. 1945).

The two territorial prison camps established and maintained in the County of Maui and the County of Hawaii, together with any temporary subsidiary camps, constituted part of Oahu Prison. Act 14, S.L.H. 1941, allowed any person convicted of a felony to be transferred, upon order of the warden and approval of the director, to the prison camps. Later, Act 238, S.L.H. 1949, limited the prisoners sent to the camps to those who would profit from the rehabilitative procedures as determined by a Classification Committee. No chronic offender, psychopathic case, incorrigible, chronically ill, or woman or man sentenced to death could be transferred to the camps.

In 1945 Governor Ingram Stainback requested that Director of Institutions, Thomas B. Vance, concentrate his efforts on developing self-supporting prison industries. The industries established had to be almost entirely in non-competitive fields and organized such that specific responsibilities, in the nature of long or short term contracts, could be given to the prisoners. With that in mind, Kulani Prison Camp, opened in 1945 as the successor to Waiakea Prison Camp, operated a lumbering enterprise producing logs and milled lumber of native hardwoods as materials to be processed and sold from Oahu Prison's industrial area. Also established were agricultural, horticultural, and floricultural programs built around temperate zone crops, with the emphasis on crops not grown locally (apples, plums, dahlias, etc.). Olinda Camp on Maui engaged primarily in gorse control and in producing a portion of the food consumed at Oahu Prison. Both Kulani and Olinda provided a reservoir of manpower for the construction of public roads on Hawaii and Maui--roads that would have been economically prohibitive if built under contract.

Waimano Home

Waimano Home was created by Act 102 of the regular session of the 1919 Legislature as an independent agency to care for persons who, because of mental defects, or epilepsy, were incapable of self-support and self-management in the community. Under this act, Waimano Home was governed by its own Board of Commissioners, appointed by the Governor and based its operation on the "farm colony" plan. Act 5, S.L.H. 1941, abolished the Board of Commissioners of Waimano Home and transferred its management, control, and administration to the Department of Institutions.

The administrative head of Waimano Home, whose working title was superintendent, qualified for the position by the Department of Civil Service Standards and was appointed by the Director of Institutions. His responsibilities included directing and managing the affairs of the institution in accordance with the policies set by the director. The superintendent hired and fired employees, maintained personnel discipline, promulgated rules and regulations, effected programs of treatment and training, and directed the efficient operation and upkeep of the physical plant. Director Oscar Goddard appointed Charles B. Lambert as superintendent.

Any retarded or epileptic person residing in the Territory was entitled to admission to Waimano Home, either by court commitment, or by agreements made between the director and the parents or guardians.

Many patients with limited capabilities were assigned to the Home for custodial care; while wards who were physically and mentally capable worked in the operation of the Home or participated in training classes.

Division of Territorial Hospital

Pursuant to Act 203, the Board of Health relinquished control of the Territorial Hospital to the Department of Institutions.

Appointed by the director, the administrative officer of the hospital was the Medical Director, a psychiatrist and territorially licensed physician. He supervised the hospital, directed the care and treatment of the patients, and handled all personnel matters with the approval of the director.

The Psychiatric Commission, an independent three-member board appointed by the Governor, heard appeals from any patient, or his representative, who felt he was being unnecessarily detained at the hospital. Two members of the Commission were duly licensed physicians with experience with mental diseases, and the other was an attorney. The Governor designated one of the members as chairman of the Commission.

In 1955 with the reorganization of the Department of Institutions, the Territorial Hospital divided into three sections functioning under the medical director. First, the Clinical Section carried out the professional care and treatment of the patients; second, the Operations Section provided support activities and maintained the physical plant; and, third, the Management Officer and his staff handled the fiscal and personnel services for the institution.

Originally established to receive, treat, and detain mentally ill persons, the rehabilitation of the person back into community living became the ultimate goal.

Bureau of Crime Statistics and Identification

The Bureau of Crime Statistics and Identification, staffed by one person, was originally organized and maintained by the Board of Prison Directors (R.L.H. 1935). However, in 1939, Act 203 abolished the Board and the Bureau began operation under the control and direction of the Director of Institutions.

In 1940, the director appointed the Chief of the Bureau, William A. Wong, and through him selected and enforced systems for the identification of criminals and for the statistical compilations relating to crime. The Bureau of Crime Statistics and Identification was financed through appropriations from the Board of Pardons and Paroles.

Among its duties, this office: (1) instructed persons concerned with maintaining the law and order in systems of identification, collection, and compilation of crime statistics; (2) furnished, to the county clerks, identifying descriptions of any citizen eighteen years and older convicted in the United States District Court of Hawaii of a crime punishable by imprisonment of more than one year; (3) prescribed the forms used to keep the records for the sale, transfer, and possession of firearms, and for the acquisition of

ammunition; (4) submitted reports regarding the classification and comparison of fingerprints; (5) filed and segregated records of known felons and habitual criminals by "beats" or districts; and (6) kept law enforcement agencies informed through criminal abstracts on the activities and whereabouts of known criminals.

Pursuant to Act 246, S.L.H. 1947, the powers, duties, and functions of the Bureau of Crime Statistics and Identification were transferred to the Department of the Attorney General.

Division of Parole and Homeplacement

The Division of Parole and Homeplacement, as such, was not specifically created by law, but evolved from its beginnings in the Board of Industrial Schools (R.L.H. 1935). When the Board was abolished by Act 203, the Director of Institutions assumed control. For several months, until rules and regulations were prescribed by Director Oscar Goddard and approved by Governor Joseph B. Poindexter on February 3, 1940, the Division of Parole and Homeplacement operated unofficially within the Department of Institutions.

Mabel J. Puth, Chief Parole Office (formerly the Executive Secretary of the Board of Industrial Schools), was the head of the division. The parole officers and staff were accountable to her, and, she, in turn, was directly responsible to the director for all activities and conditions within the division.

The Division of Parole and Homeplacement provided a territory-wide program of after-care services to (1) juveniles lawfully paroled from the Koolau Boys' home, Kawaihoa Girls' Home, and the Molokai Forestry Camp, and (2) patients conditionally paroled from Waimano Home. The post-institutional activities included: finding homes, providing for paid foster care, programming for the ward's formal education or vocational training, locating and recruiting suitable employment, budgeting and collecting salaries, planning recreation, and securing necessary medical treatment (encompassing general care, hospitalization, dental work, and psychiatric and psychological services). In addition, field workers provided casework studies and individual counseling and supervision.

Board of Paroles and Pardons

Prior to July 1, 1939, the effective date of Act 203, the Board of Paroles and Pardons was known as the Board of Prison Directors. Although functioning as an independent agency directly responsible to the Governor, the Board had its budget coordinated through the Fiscal Office of the Department of Institutions.

Composed of five members appointed by the Governor to serve staggered four-year terms, the members selected in 1939 were Mr. George P. Kimball, Judge James H. Banks, Mr. Alexis J. Gignoux, chairman, Mrs. Bernice P. Spitz, and Mr. George A. Wesson.

The primary functions of the Board of Parole and Pardons were: (1) to fix the minimum terms of imprisonment for convicted felons admitted to Oahu Prison (the terms reviewable by the trial judges), (2) to grant, with the

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Governor's approval, the conditional release of felons from prison under rules and regulations of parole, and (4) to make reports to the Governor upon petitions for executive clemency.

RECORDS

The records of the Department of Institutions are organized into two principle subdivisions. The first division is the Office of the Director (1939-1958). These records are filed alphabetically in chronological order and include bonds, correspondence, circular letters (incoming and outgoing), narrative and statistical reports including the Annual Reports of the Board of Prison Directors, 1936-39, accounts, memoranda of the Director of Institutions and the directors of each institution, contracts, and rules and regulations.

The second subdivision (1939-1955) is organized according to the institution that created the records. Each institution's documents are filed alphabetically by topic and in chronological order. They consist of general correspondence, narrative and statistical reports (including the Territorial Hospital List of Admission, 1924-1939), memoranda, contracts, accounts, rules and regulations.

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