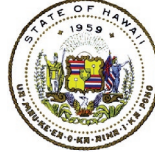
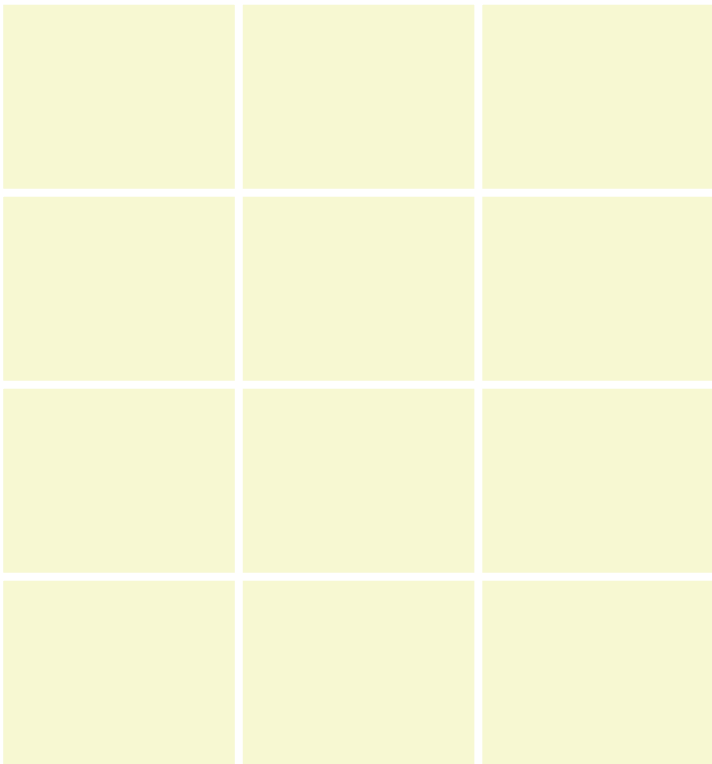


PREPARED FOR THE



State of Hawaii
Department of Accounting and
General Services
Department of Public Safety
HONOLULU, HAWAII



ACKNOWLEDGEMENT

Carter Goble Associates wishes to thank the staff of the Office of the Governor of the State of Hawaii, the Department of Accounting and General Services, the Department of Public Safety and Architects Hawaii for their timely and responsive assistance throughout the conduct of this master planning update. The completion of the scope of work for this plan between October and December 2003 would not have been possible without their support.

This document is a summary of the Final Report - 10-Year Master Plan Update (December 2003) prepared for the State of Hawaii - Department of Accounting and General Services and Department of Public Safety.

Exterior view of
Maui Community
Correctional Center



This report is an update of the 10-Year Corrections Master Plan completed for the State of Hawaii, Department of Public Safety (PSD) by Carter Goble Associates, Inc. in 1991. As such, this update provides an assessment of the status of the 1991 findings and recommendations for each existing correctional facility (CF) and each county-based community correctional facility (CCC) in comparison to findings based on site inspections of each facility in October 2003.

This effort had its genesis in a legislative proposal to locate a “secure correctional treatment facility” on the Island of Hawaii. Such a proposal generates a number of important systemic and policy level questions regarding the need for such a facility; its mission and functions; what type(s) of treatment for what correctional populations; the capacity needed; its relation to and interaction with the other facilities; and the best location as part of a system of facilities that work together. This update therefore considers these and other issues in a system-wide facilities needs analysis and master plan for the next 10 years, which is a critical precursor to any specific facility planning and development.

Projected Needs

The Master Plan Update includes completion of a new 10-year correctional population projection analysis, prepared in the same general sequence of analysis as found in the 1991 plan. A major difference in this update, however, is that by agreement with the PSD the consultant completed an independent projection analysis this time, whereas the 1991 plan utilized the projection done for the PSD by another independent consultant. Also, this time there are two separate projections, one for CFs and one for CCCs that have been prepared by the PSD staff. (The comparative results of these projections are summarized in Chapter 2 of the full report.) The Department’s projection for the CCCs is done annually by staff, whereas a separate “Sentencing Simulation Model” (SSMP) was developed for projecting CF populations by staff working under a term-limited federal grant.

For the most part the consultant’s projected average daily population (ADP) outcomes were slightly lower than the internal projections done by the PSD. In summary the 2003 current situation and the resulting projected needs for the coming 10-Year term are:

- 2003 annual average of 5,657 Hawaii prisoners in Hawaii and mainland prisons with a Hawaii system rated capacity of 3,369 operational beds (1,760 CFs and 1,609 CCCs)
- 2008 projected annual average of 7,083 Hawaii prisoners with a projected system capacity need of 7,625 operational beds (4,059 CFs and 3,566 CCCs)
- 2013 projected annual average of 8,320 Hawaii prisoners with a projected system capacity need of 8,950 operational beds (4,863 CFs and 4,087 CCCs)

While these projection results may seem high to some, it is important to remember that over the decade of the 1990s the Hawaii correctional population grew by 95%. Both the consultant’s projections and the PSD staff’s independent projections for 2010 show a substantial reduction in the growth rate for the 10-year period to between 47% and 49%, respectively - almost half of the rate for the last decade.

CRITICAL TRENDS, PROJECTIONS, AND PLAN RESULTS

YEAR	ARREST RATE	CRIMINAL FILINGS RATE	JAIL ADMISSIONS RATE	PRISON ADMISSIONS RATE	TOTAL INCARCERATION RATE	AVERAGE ANNUAL PRISONERS	RATED BED CAPACITY OR PLAN
1991	55.8	41.4	6.4	0.7	2.2	2,673	2,403
2000	53.4	45.2	8.0	1.3	4.3	5,127	3,406
2003	N/A	N/A	N/A	N/A	4.5	5,657	3,369
2008	--	--	--	--	5.7	7,083	7,273
2013	--	--	--	--	6.3	8,320	8,899

All rates shown are per 1,000 population

As is obvious the Hawaii correctional system has a substantial and immediate need to increase its operating capacity, especially if the approximately 1,400 Hawaii prisoners currently housed in mainland prisons due to lack of suitable secure space in Hawaii are to be returned. If those 1,400 inmates were returned to Hawaii today without the addition of any new facilities or facility expansions, Hawaii would have one of the most overcrowded correctional systems known anywhere at 168% of operating capacity.



Housing unit - Kulani Correctional Facility

Even without the mainland prisoners, however, the Hawaii system is still overcrowded today to levels that create very tenuous conditions and security concerns in certain facilities as found during

the facility inspections. System-wide, the number of inmates confined in Hawaii facilities constantly exceeds the rated capacity with an average inmate count in 2003 of 111% of the rated bed count. Throughout the nation most states and local jails try to follow a professional practice guideline to maintain population at no more than 95% of rated bed capacity, which is obviously an impossible goal when the right kind and number of beds are just not available.



Kitchen, medical, and laundry areas - Kauai Community Correctional Center

COMPARATIVE PROJECTIONS

YEAR	AVERAGE ANNUAL INMATES	
	CGA	PSD ANNUAL PROJECTION + SIMULATION MODEL
2003	5,657	5,657
2008	7,083	7,309
2010	7,571	7,659
2013	8,320	N/A

Improve Facility Maintenance Funding

One of the other key findings from the facility inspections is the degree of maintenance and repair needs that seem to be a chronic condition throughout the system. From accounts by Wardens and staff it appears that while maintenance, repair and replacement needs are proposed and budgeted annually, many of those needs go unfunded repeatedly. In addition to the added impacts of overcrowding most of the facilities exhibit conditions needing repair or improvement that through deferral, neglect, and less than adequate annual maintenance funding have only shortened the useful life of many of the facilities.

Expand Existing Support Spaces

Additionally, besides obsolescent spaces found in some of the older facilities (Halawa SNCF, Kulani CF, Waiawa CF, WCCC, and all four CCCs original housing units and support spaces) there is a lack of adequate space to support efficient and effective operations and inmate supervision. Much of the additional space that was recommended as being needed in the 1991 Master Plan is still needed and only more so today due to overcrowding. Specific estimates of support spaces needed in each existing facility and the 2003 approximate present value cost to construct them are included in the improvement plan.

Existing Facility Improvement Plans

In developing the 2003 Capital Improvemens Plan, the consultant visited all nine of the State’s CFs and CCCs at the beginning of this project to be able to compare the status and conditions of each in relation to the findings and recommendations developed in the 1991 Master Plan. In doing so the functional, operational, and capacity conditions of each facility were examined by the consultant team. A detailed, facility-by-facility assessment with planning recommendations (found in Chapter 3 of the full report) was documented that includes:

1. Recommended Role and Mission
2. Recommended Capacity by Custody Levels
3. Changes and Improvements Needed
4. Expansion Potential and Continued Use
5. Updated Site Plan and Space Needs



Example of building maintenance/repair needs - Kauai Community Correctional Center

10-Year Development Plan

Following the “Existing Facilities Capacities and Improvement Recommendations,” are the “Recommended Capacity Planning Guidelines” beginning with the computation of the number of beds needed to accommodate the 10-year population projection results. Separate security level cohorts are recommended for allocating the projected number of beds needed for the CFs and the CCCs based on historic data analysis, comparative guidelines from other systems, ACA guidelines, and the consultant’s experience elsewhere. In deriving the recommended number of beds needed in each facility by security level, three important planning factors are considered:

1. Population fluctuations and peaking in the CCCs;
2. Regular classification separation needs; and
3. Temporary special management beds needed beyond the operational capacity beds.



Interior views of the Women’s Community Correctional Center

These computations are explained and used to generate the projected total beds needed.

Exterior view of the existing
Halawa Special Needs
Correctional Facility



The recommended 10-year plan is divided into two 5-year planning, design and construction phases (2004 to 2008 and 2009 to 2013) both as a cost management strategy for the capital improvements program and as a means to more closely match the timing of activating new capacity with projected growth. This could help avoid paying for and bringing excessive capacity on-line too soon compared to when it is needed. The 10-Year program includes recommendations to:

1. Expand Existing Facilities in Phase 1 2004-2008 for Long-range Use
 - Halawa Medium Security CF
 - Kulani CF
2. Expand Existing Facilities in Phase 1 2004-2008 for Short-term or Temporary Use (unless recommended total replacements can be made before the end of Phase 2)
 - Waiawa CF
 - Women's CCC
3. Build New Facilities in Phases 1 and 2 Over 10 years – 2004-2013
 - Build a new Secure Special Needs Treatment CF – Phase 1
 - Demolish Halawa Special Needs CF – Phase 1
 - Replace Kauai, Maui and Oahu CCCs – Phase 1
 - Build new West Hawaii CC in Kona – Phase 1
 - Replace Hawaii CCC (except Hale Nani WFC) – Phase 2
 - Replace Waiawa CF – Phase 2
 - Replace Women's CCC – Phase 2
 - Build a new medium security CF – Phase 2
 - Build two new minimum security CFs – Phase 2
4. Development Option of CF Correctional Complex on One Site on Oahu (instead of six sites)
 - To contain: New Special Needs Treatment CF; WCF replacement; WCCC replacement; new medium security CF; 2 new minimum security CFs; central production kitchen, RAD/Intake unit, medical clinic and warehousing.



Interior views of the
Halawa Special Needs Correctional Facility

FACILITIES OPERATING CAPACITY PLAN

FACILITY	2003 RATING	PHASE 1 2004-2008	PHASE 2 2009 -2013
CORRECTIONAL FACILITIES			
Halawa Medium Security Correctional Facility	992	1,446	1,446
Kulani Correctional Facility	160	310	310
Waiawa Correctional Facility (Replace Phase 2)	348	754	--
Women's Community Correctional Center (Replace Phase 2)	260	468	--
New Special Needs Treatment Correctional Facility	--	498	498
New Medium Security Correctional Facility	--	--	613
New Minimum Security Correctional Facility	--	--	275
New Minimum Security Correctional Facility	--	--	350
Waiawa Correctional Facility Replacement (Medium & Miminum Security)	--	--	756
Women's Community Correctional Center Replacement	--	--	512
TOTAL - CORRECTIONAL FACILITIES	1,760	3,476	4,760
COMMUNITY CORRECTIONAL CENTERS			
Hawaii Community Correctional Center (Replace Phase 2)	226	226	434
Kauai Community Correctional Center (Replace Phase 1)	128	343	343
Maui Community Correctional Center (Replace Phase 1)	301	761	843
Oahu Community Correctional Center (Replace Phase 1)	954	1,964	2,160
West Hawaii Correction Center (New Phase 1)	--	359	359
TOTAL - COMMUNITY CORRECTIONAL CENTERS	1,609	3,653	4,139
GRAND TOTALS	3,369	7,129	8,899
Non-Operating Capacity Special Management Beds	238	374	441

Master planning concept guidelines and new facility staffing guidelines used in developing the plan recommendations are specified in the full report, as well as sizing and cost estimators. Recommended bed allocations by security level for each existing facility are specified, along with the recommended number of new beds by security level separately for CFs and CCCs that will be needed over the 10-year term organized by the two development phases. The 2-Phase 10-Year Plan is described in narrative form for each expansion recommendation and each new facility recommended to be constructed. In summary the recommended 10-Year plan includes:

Phase 1 – 2004 – 2008: builds 1,860 CF operational beds and 3,427 CCC operational beds resulting in a new system capacity of 7,129 operational beds



Halawa Medium
Security Correctional
Facility

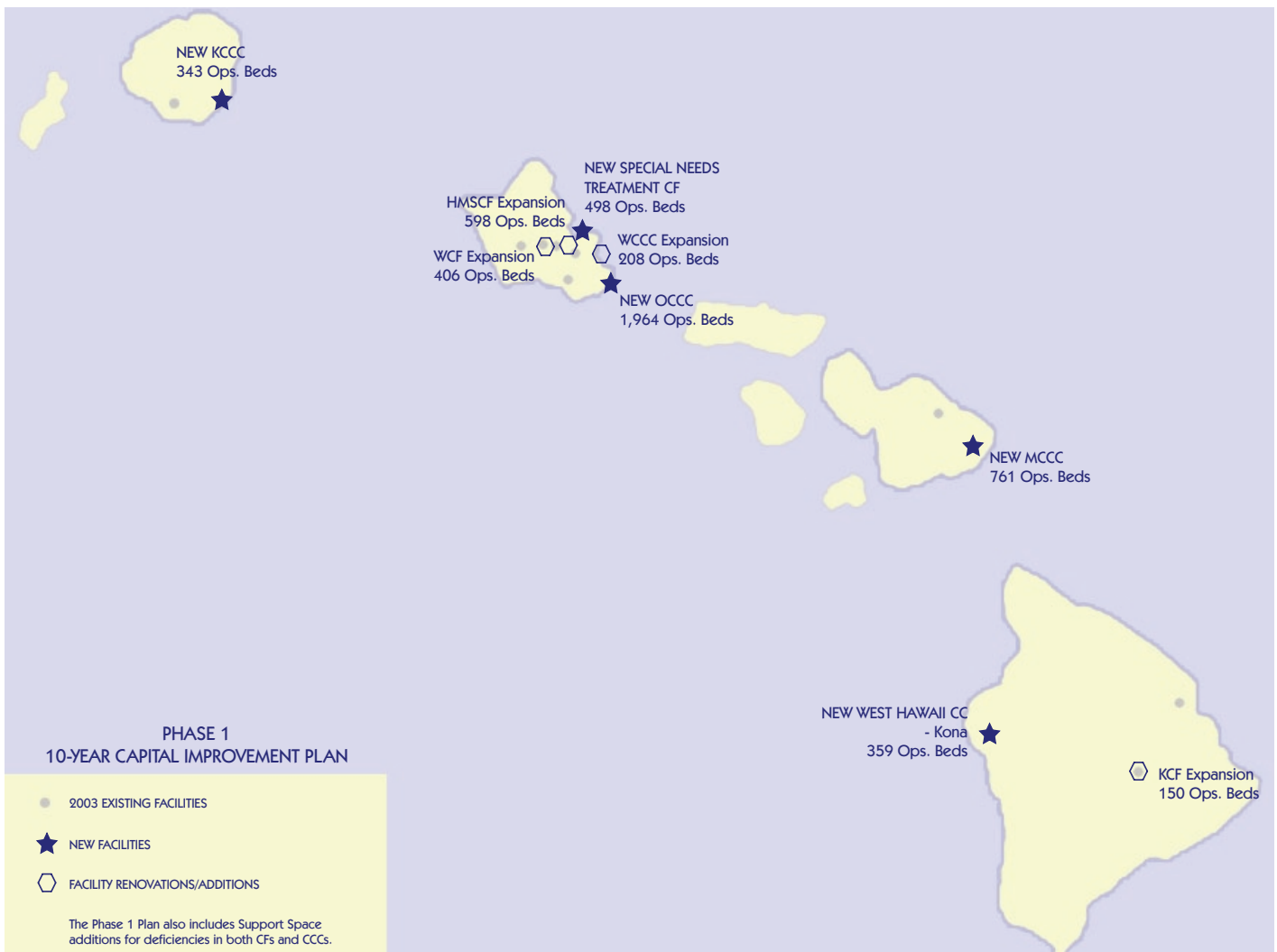
1. Retain 2003 existing 1,616 CF rated operational beds and 89 special management beds at: HMSCF; KCF; WCF; WCCC; and 226 CCC operational beds and 3 special management beds at HCCC.
2. Add 1,860 CF operational beds and 106 special management beds at 2003 present value dollars of approximately \$179 million construction cost or \$239 million project cost, excluding financing and land acquisition costs for:
 - 1,362 operational bed expansions at HCF, WCF, WCCC, and KCF
 - 498 operational beds in a new Special Needs Secure Treatment CF either at Halawa or a new site on Oahu
 - Demolish existing Halawa SNCF to allow Halawa MSCF expansion
3. Replace Kauai, Maui and Oahu CCCs and build a West Hawaii CC at Kona for 3,427 operational beds and 176 special management beds at 2003 present value dollars of approximately \$238 million construction cost or \$321 million project cost excluding financing and land acquisition costs for:
 - KCCC 343 operational beds, 16 special management
 - MCCC 761 operational beds, 40 special management
 - OCCC 1,964 operational beds, 104 special management
 - WHCC 359 operational beds, 16 special management
4. Construct additional Administration, Program Services, and Support & Operations spaces at four existing CFs and four existing CCCs to resolve existing space deficiencies for their 2003 rated bed capacities and compliance with minimum space standards.
 - 4 CFs: Approximately 87,900 square feet of space for approximately \$23 million construction cost or \$30 million project cost.
 - 4 CCCs: Approximately 82,400 square feet of space for approximately \$17 million construction cost or \$22 million project cost.
 - Replacement of any of the existing facilities (as recommended) between 2004 and 2013 could avoid the need for these expenditures accordingly.

PHASE 1 IMPLEMENTATION PLAN

PROJECTS	2004	2005	2006	2007	2008
Planning, Design, PM/CM Services	\$23,000,000	\$10,200,000	--	--	--
Deferred Maintenance/Repairs	TO BE PROVIDED BY PSD	--	--	--	--
Expansion Construction	--	\$70,500,000	\$87,100,000	--	--
Support Space Construction*	--	\$21,800,000	\$27,000,000	--	--
New Facility Construction	--	--	\$100,400,000	\$154,200,000	\$117,800,000
TOTALS (5,287 beds)	\$23,000,000	\$102,500,000	\$214,500,000	\$154,200,000	\$117,800,000

Note: Preliminary estimates are in 2003 present value dollars only. Project cost includes provision for all fees, testing, permits, furnishings, fixtures, moveable equipment, and a design and construction contingency, but no allowance for future years inflation, financing costs, land acquisition, or unusual building and site conditions.

* Avoidable where existing facilities replaced (See Appendix A of complete report.)



Phase 2 – 2009 – 2013: builds 2,506 CF operational beds and 612 CCC operational beds resulting in a new system capacity of 8,899 operational beds



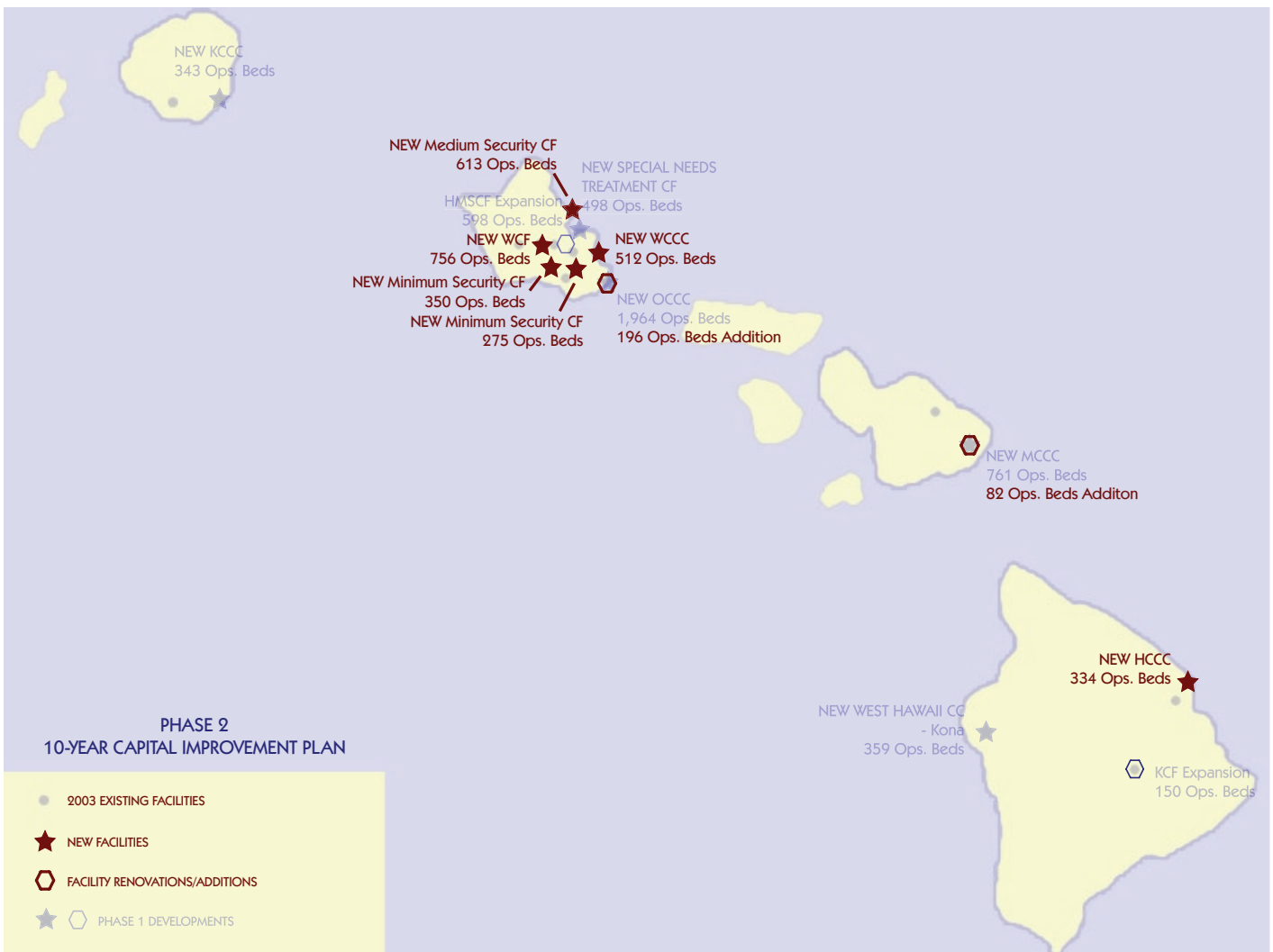
Hawaii Community
Correctional Center

1. Retain operational bed capacity from Phase 1 including: 2,254 CF beds at expanded HMSCF, KCF, and new Special Needs Treatment CF; and 3,527 CCC beds at new KCCC, MCCC, OCCC, WHCC and Hale Nani WFC.
2. Add 2,206 CF operational beds plus 124 special management beds at 2003 present value dollars of approximately \$208 million construction cost or \$281 million project cost, excluding financing and land acquisition costs for:
 - 613 operational beds in a new medium security CF (288 medium, 325 minimum; could also replace KCF if expanded to add a 310-bed treatment unit)
 - 350 operational beds in a new minimum security CF
 - 512 operational beds in a new women's CF (replaces WCCC)
 - 756 operational beds (256 medium, 500 minimum) in a new medium security substance abuse treatment CF (replaces WCF)
 - 275 operational beds in a new minimum security CF
3. Add 82 operational beds at the new MCCC and 196 operational beds at the new OCCC at 2003 present value dollars of approximately \$11 million construction or \$15 million project cost excluding financing and land acquisition costs.
4. Replace Hawaii CCC with 334 operational beds and 16 special management beds at 2003 present value dollars of approximately \$23 million construction cost or \$31 million project cost excluding financing and land acquisition costs.

PHASE 2 IMPLEMENTATION PLAN

PROJECTS	2009	2010	2011	2012	2013
Planning, Design, PM/CM Services	\$7,200,000	\$6,500,000	--	--	--
Expansion Construction	--	\$6,300,000	\$7,700,000	--	--
New Facility Construction	--	--	\$84,100,000	\$121,500,000	\$93,700,000
TOTALS (3,182 beds)	\$7,200,000	\$12,800,000	\$91,800,000	\$121,500,000	\$93,700,000

Note: Preliminary estimates are in 2003 present value dollars only. Project cost includes provision for all fees, testing, permits, furnishings, fixtures, moveable equipment, and a design and construction contingency, but no allowance for future years inflation, financing costs, land acquisition, or unusual building and site conditions.



The preliminary estimates of the probable annual operating costs for each recommended expansion or new facility confirm that while the State will obviously have an overall increase in operating costs there are resulting cost avoidance savings likely. The replacement of obsolete and operationally inefficient facilities with contemporary designs will yield much greater staffing pattern efficiencies in the housing units. Just for the recommended replacement of the three CCCs on Kauai, Maui and Oahu and the addition of the West Hawaii CC in Kona the estimated operating cost savings for only the added bed capacity is approximately \$4.4 million annually in present value dollars compared to using existing operating conditions and costs.

In reviewing the preliminary capital project budget estimates for implementing the recommended 2-Phase 10-Year Capital Improvements Plan, it is important to note the following four factors, which have a significant affect on the magnitude of the preliminary cost estimates for this 10-Year Master Plan.



Views of the Waiawa
Correctional Facility

1. Since the consultant's completion of the 1991 master plan there has been a substantial degree of facility deterioration, apparent deferred maintenance, and delayed needed improvements coupled with overcrowding beyond the design capacities of all facilities in the system.
2. Many of the existing facilities have obsolete layouts and small housing unit sizes that result in higher numbers of housing staff and, thus, higher annual operating costs than would be the case with a contemporary state-of-the-art design. Considering that over the first 20 to 30 years of a correctional facility's life span that its construction cost will equal only 10% of the total of all capital and operational expenditures, whereas annual operating expenses will account for 90%, clearly suggests that replacing operationally inefficient facilities is a wise long-term economic choice.
3. Existing facilities, recommended expansions, and any new facilities proposed should comply with the current ACA physical plant standards applicable to Adult Correctional Facilities, Adult Local Detention Facilities, and Adult Community Residential Services. While these are sound professional practice standards that have proven to be useful and defensible in litigation against many state and local correctional agencies, they should be viewed as minimum standards for compliance in all facilities.

4. The approximate 1,400 Hawaii prisoners currently housed in mainland facilities are included in the projections and subsequent capacity plan for return to Hawaii facilities within the 10-year plan as agreed with the PSD at the beginning of this study.
5. It is important to know that statistical comparisons show that Hawaii is and has been exceeding the use of non-incarceration and community-based alternatives and limiting the use of prison and jail to a much greater degree than the average for all 50 states as well as for those 11 other states with populations under 2 million. For example, In 1995 Hawaii's per capita incarceration rate for prison inmates per 100,000 population was 151 compared to the average of 245 for the 11 other states and 311 for all 50 states. For 2001 Hawaii's incarceration rate grew to 269, but is still low compared to 291 for the 11 other states and 373 for all 50 states.



Views of the Oahu Community Correctional Center

This study recommends what should be done ideally to make facility capacities meet existing and projected demands. If full funding for the recommended 10-Year Plan is not provided, then very careful consideration should be given to the prioritization of funding for facility expansion and new construction.

PRELIMINARY BUDGET ESTIMATES

PHASE	CONSTRUCTION COST IN 2003 DOLLARS				OTHER PROJECT COSTS	2003 \$ TOTAL PROJECT COSTS
	FACILITY EXPANSIONS	SUPPORT SPACE ADDITIONS	NEW FACILITIES	SUBTOTAL		
Phase 1 2004-2008 5,287 Beds	\$126,400,000	\$39,900,000	\$290,800,000	\$457,100,000	\$154,700,000	\$612,000,000
Phase 2 2009-2013 3,182 Beds	\$11,300,000	\$0	\$242,500,000	\$242,200,000	\$84,400,000	\$327,000,000

Note: Preliminary estimates are in 2003 present value dollars only. Project cost includes provision for all fees, testing, permits, furnishings, fixtures, moveable equipment, and a design and construction contingency, but no allowance for future years inflation, financing costs, land acquisition, or unusual building and site conditions.

10-YEAR CORRECTIONS MASTER PLAN UPDATE

Halawa Special Needs Correctional Facility



Halawa Medium Security Correctional Facility



Kulani Correctional Facility



Waiawa Correctional Facility



Women's Community Correctional Center



Hawaii Community Correctional Center



Kauai Community Correctional Center



Maui Community Correctional Center



Oahu Community Correctional Center





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