

Future of the Oahu Community Correctional Center

Vol. 35 – New OCCC Population Forecast Prepared

August 2021

Hawaii Department of Public Safety

The Hawaii Department of Public Safety (PSD) is responsible for carrying out judgments of the state courts whenever a period of confinement is ordered. Its mission is to uphold justice and public safety by providing correctional and law enforcement services to Hawaii's communities with professionalism, integrity and fairness. Currently, offenders are housed within State of Hawaii jail and prison facilities located within Hawaii, at the Federal Detention Center in Honolulu, and in private contractor facilities on the mainland.

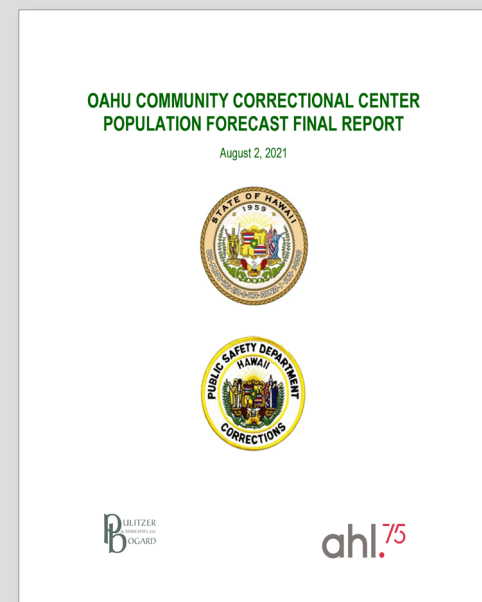
PSD operates Community Correctional Centers (CCCs), widely known as jails, on the islands of Kauai, Maui, Hawaii and Oahu. Each CCC houses short-term sentenced felons, probation, and misdemeanor offenders; pretrial felons and misdemeanor offenders; other jurisdiction; and probation/parole violators. CCCs provide the customary county jail function of managing both pre-trial detainees and locally-sentenced misdemeanant offenders and others with a sentence of one year or less. CCCs also provide an important pre-release preparation/transition function for prison system inmates who are transferred back to their place of origin when they reach less than a year until their scheduled release. Although some offenders will remain in prison for life, the majority (over 95 percent) will serve their sentences and be released, eventually returning to the community.

PSD is committed to providing a safe, secure, healthy, humane, social, and physical environment for inmates and staff. However, aged and obsolete CCCs have limited PSD's ability to provide such environments. All jail facilities are antiquated with limited space for programs and treatment services. Improvement of the declining facilities (and replacing facilities when necessary) is a priority. Chief among such priorities is replacement of the existing Oahu CCC (OCCC) with a new facility at the Animal Quarantine Station (AQS) in Aiea/Halawa. Assisting with OCCC planning and development is the Department of Accounting and General Services (DAGS) and a team of consultants (the "OCCC Team").

New OCCC Population Forecast Presented to Commission

During the initial phase of planning, projections were prepared for the population of detainees and pre-release inmates to be housed at OCCC from 2017 through 2026. At that time, the number of individuals held in detention in Fiscal Year 2026 (FY2026) was forecasted to be 959, lower than the 1,057 held in 2016 at the time of the forecast. An additional 392 individuals were forecast to be eligible to participate in the re-entry program in FY2026. With 96 individuals housed at the Laumaka Work Furlough Center (WFC), the total number of beds needed at the new OCCC was forecasted to be 1,255.

The new OCCC forecast was prepared by the justice planning consultant Pulitzer/Bogard & Associates and was presented to the Hawaii Correctional Systems Oversight Commission at its meeting on July 15, 2021. Representatives of Pulitzer/Bogard & Associates explained the methods used to prepare the new forecast, compared the current forecast against earlier versions, and discussed the implications of the forecast to planning the new OCCC.



New OCCC Population Forecast Report

New OCCC Population Forecast Presented to Commission (Continued)

OCCC is the largest jail in Hawaii, housing pre-trial detainees, misdemeanor inmates and sentenced felons who are receiving re-entry services either within OCCC or at the Laumaka WFC. Until the recent pandemic, OCCC's average daily population was well over 1,300.

The OCCC population has the dynamics of both a prison and a large county jail and as such, there are challenges in forecasting the population using traditional means. In addition, the accuracy of population forecasting is greatly influenced by changes in public policy, law enforcement strategies, socioeconomic conditions, and a host of other factors. To avoid producing a new population forecast that may have a short shelf life, the OCCC team utilized the best performing statistical models to produce a baseline forecast as well as a 'what if' scenario which could guide decision-making in case of unforeseen changes in crime rates, law enforcement practices, policies of the courts, and legislative changes to the administrative codes. The margin of error for the new forecasts is approximately plus/minus 5% by the year 2032.

In general, the best predictor of a correctional facility's future population pattern is its past pattern, therefore, data was analyzed for OCCC's average daily population (ADP) for each month from January 2015 through 2020. Median criminal court processing time, projected Honolulu City/County population growth, and the prior history of the OCCC population were included as predictor variables in the model. The forecast includes both male and female inmates (although females currently held at OCCC will be housed in the future at the Women's CCC in Kailua) with the re-entry population the subject of a separate forecast.



Laumaka Work Furlough Center, Kalihi

According to Curtiss Pulitzer (Pulitzer/Bogard & Associates), "Good practice is to prepare population forecasts on a regular basis and therefore, a new forecast has been prepared to ensure that the State of Hawaii will meet its future needs without under- or oversizing the new OCCC".

Detainee Population Projected to Decline from Current Levels

The modeling has produced a forecast that shows a slow decrease in the OCCC male population with an ADP of 875 inmates in 2024 and 788 inmates in 2032 with seasonal peaks and valleys occurring during each year of the forecast. Although there is considerable uncertainty as to what a 'return to normal' in Hawaii's criminal justice system may look like following the current pandemic, the forecast has assumed a return to prior criminal justice system dynamics by the start of 2022. It is quite possible that OCCC, over the short-term, will experience a rebound during which the population exceeds the forecast until court backlogs are reduced.

Patrick Jablonski (Pulitzer/Bogard) explained to the Commission members that although OCCC's average daily detainee population is projected to be 788 individuals in 2032, there are two factors that need to be applied to the forecast to arrive at a total bed requirement:

- **Peaking Factor** – Reflects the daily and seasonal variations in jail occupancy and the temporary unavailability of beds due to unanticipated circumstances, routine repairs and maintenance, etc. and,
- **Classification Factor** – Reflects the need to separate the population based on security requirements, treatment needs, etc.

To determine the peaking factor, OCCC's daily population between 2015 and July 2020 was compared to the ADP. Doing so revealed fluctuations (population peaks) during any day to be 5% greater than the ADP.

Dr. Jablonski went on to explain to the Commission members that not all beds are always available for use by every detainee. For instance, a vacant bed in a community security housing unit cannot be filled with a medium security detainee, a maximum security detainee cannot be placed in a vacant bed in a minimum security housing unit, etc. The classification factor is, in effect, an acknowledgement of this reality of operating a jail. Based on an analysis of classification data, a classification factor of 10.6% has been applied to the forecast. It is also important to point out, that no jail should be operating at 100% capacity. The peaking and classification factors help contribute to providing the necessary cushion to operate a jail safely and effectively at 85% to 90% of its maximum bed capacity.

The table to the right represents the projected OCCC bed needs (for male detainees only) through 2032 and includes application of the peaking and classification factors. Thus, with a projected ADP of 875 in 2024, the actual detention bed need becomes 1,012 declining to 911 by 2032.

Additional Beds Needed to House Re-entry Population

Housing the re-entry population on Oahu has long been constrained by capacity limitations at the Laumaka WFC and Module 20 at OCCC. Simply put, the number of candidates for the re-entry program exceed the number of available beds. In order to properly forecast the re-entry population, the number of sentenced felons with community or minimum classifications at both OCCC and the Waiawa Correctional Facility were analyzed. The forecast shows a small but sustained decline in the re-entry population over time. The peaking factor for this population was slightly higher (8.5%) due to large-group prison transfers which create periodic high fluctuations to the ADP. Because the inmates in question all share the same classification level, there was no need to calculate a classification factor. The table to the right provides the bed needs for the male re-entry population only.

Year	Males			Total Bed Need
	ADP	Peaking (5%)	Classification (10.6%)	
2024	875	44	93	1,012
2026	853	43	90	986
2028	831	42	88	960
2030	809	40	86	935
2032	788	39	84	911

Bed Needs for OCCC Males, Detainees Only

Year	Males		Total Bed Need
	ADP	Peaking (8.5%)	
2024	362	31	393
2026	354	30	384
2028	346	29	375
2030	338	29	367
2032	330	28	358

Bed Needs for OCCC Males, Re-entry Only

Combining the ADP numbers for the male detainee and re-entry populations, the forecast shows a total OCCC bed need of 1,405 in the near term (2024) declining to 1,269 in 2032.

Year	OCCC (Males)				Re-Entry			Grand Total Bed Need
	ADP	Peaking (5%)	Classification (10.6%)	Total Bed Need	ADP	Peaking (8.5%)	Total Bed Need	
2024	875	44	93	1,012	362	31	393	1,405
2026	853	43	90	986	354	30	384	1,370
2028	831	42	88	960	346	29	375	1,336
2030	809	40	86	935	338	29	367	1,302
2032	788	39	84	911	330	28	358	1,269

Total OCCC Bed Needs for Male Detainee and Re-entry Populations

Future of the OCCC Population

The analysis found that the OCCC population was beginning to decline before the onset of the pandemic in early 2020. Once the criminal justice system returns to normal functions, it is expected that the OCCC population dynamics will return to 2019 conditions and resume its long-term gradual decline.

Mr. Pulitzer also stressed the opportunities to reduce the OCCC population. For example, the Hawaii legislature considered legislation to reduce or eliminate monetary bail (SB1260). Although SB1260 was tabled during the 2021 legislative session, such policy changes are steps toward reducing future OCCC populations by diverting defendants from detention in OCCC. Future public policy initiatives may also address certain low-level non-violent felonies as well as technical probation violations as additional measures to divert individuals from detention in OCCC. While the landscape remains unclear regarding what changes in policies and practices will become permanent fixtures of Hawaii’s criminal justice system going forward, unless significant population reduction measures are implemented, the new OCCC will be housing large detention and re-entry populations. The full OCCC Population Forecast report is available on the OCCC Future Plans website.

Planning for New Animal Quarantine Station Continues

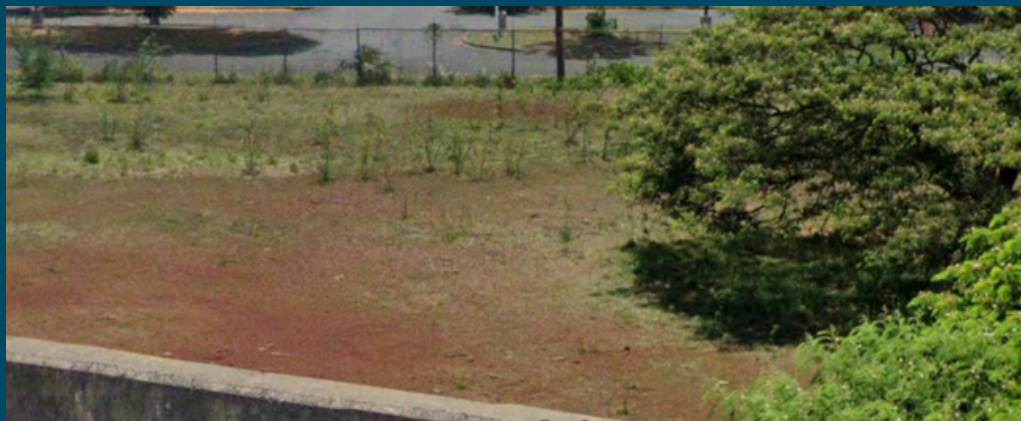
As reported in March 2021 (OCCC Newsletter Vol. 30), the State of Hawaii is also moving ahead to develop a new Animal Quarantine Station (AQS) to replace the current AQS located at 99-951 Halawa Valley Street in Aiea. The AQS was constructed in 1963 and since then, advances in rabies science and quarantine policy changes have rendered the current facility oversized and an operational burden. The new AQS is envisioned as a modern, compact and efficient facility to be developed just west of the elevated H-3 Freeway. Development of a new AQS is also needed to allow for construction of the new OCCC on property located east of H-3.

To date, the planning and programming work, which are the prelude to the design of a new AQS, has been completed. This included preparation of an operational assessment of the current AQS, identification of new programmed spaces, a site analysis of the western portion of the property, along with conceptual plans and a cost estimate.

Additional technical studies of the AQS property are scheduled to start soon including a geotechnical program to collect and analyze subsurface conditions. As was done for the new OCCC, soil borings will be taken across the western portion of the AQS property to depths of up to 50 feet below the surface. Also included will be soil sampling and laboratory testing, groundwater measurements, and testing for hazardous materials. The results of the geotechnical program will assist in determining the precise locations of new AQS buildings as well as identify any conditions that may require special attention prior to construction.

Attention is also being given to the possibility of encountering hazardous materials and electrical components suspected of containing asbestos, lead, arsenic, polychlorinated biphenyls (PCB), and mercury at the Large Animal Holding Facility. Building materials suspected of containing hazardous materials will be collected and tested followed by a report documenting the results and any recommendations.

The OCCC Team has already contacted Department of Agriculture personnel to coordinate access and undertake the activities with the least disruption possible to on-going AQS operations. The Team has also informed AQS tenants as to the location and schedule of the additional studies to ensure continued access and no disruptions to their operations.

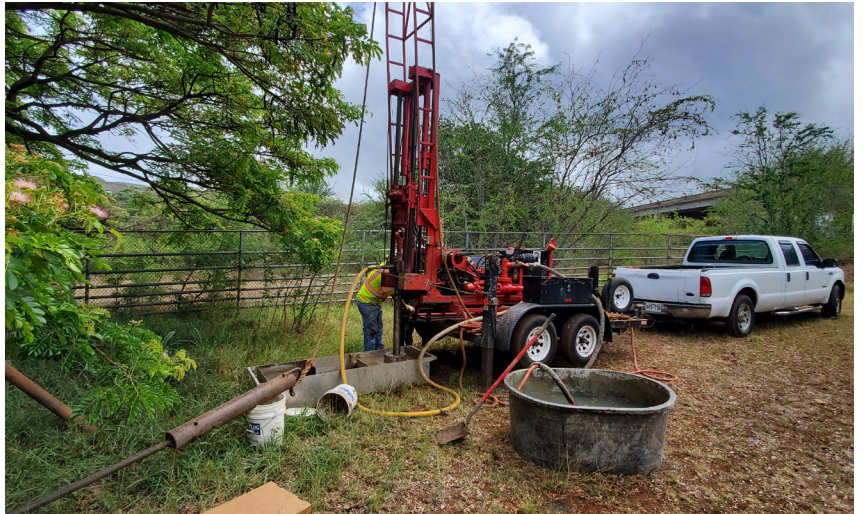


View of new Animal Quarantine Station location (from H-3)



Ground level view of new Animal Quarantine Station location.





OCCC team members conducting soil borings and hazmat sampling at site of new AQS.



Oahu Penitentiary (April 25, 1925). Photo by the Army Air Corps, Colorization by Tony Barnhill.

Upcoming Activities

The following activities are anticipated in the months ahead.

<p>September 2021</p>	<p>Review results of soil boring and sampling programs conducted at new AQS site.</p> <p>Provide status reports at Aiea Neighborhood Board #20 and Aiea Community Association meetings.</p> <p>Be present at Hawaii Correctional Systems Oversight Commission meeting.</p> <p>Continue OCCC public outreach, information, and engagement including publication of Newsletter Vol. 36. Look to OCCC Future Plans website for announcements, upcoming events, and recent activities.</p>
<p>October 2021</p>	<p>Provide status reports at Aiea Neighborhood Board #20 and Aiea Community Association meetings.</p> <p>Be present at Hawaii Correctional Systems Oversight Commission meeting.</p> <p>Continue OCCC public outreach, information, and engagement including publication of Newsletter Vol. 37. Look to OCCC Future Plans website for announcements, upcoming events, and recent activities.</p>
<p>November 2021</p>	<p>Provide status reports at Aiea Neighborhood Board #20 and Aiea Community Association meetings.</p> <p>Be present at Hawaii Correctional Systems Oversight Commission meeting.</p> <p>Continue OCCC public outreach, information, and engagement including publication of Newsletter Vol. 38. Look to OCCC Future Plans website for announcements, upcoming events, and recent activities.</p>

Join OCCC Email List

Add your name to the OCCC email list to directly receive announcements, newsletters, and other project-related materials by sending your name, affiliation (if any), and email address to: robert.nardi@wsp.com.

Interested in Learning More?

For additional information visit <http://dps.hawaii.gov/occc-future-plans> or contact:

Toni E. Schwartz, Public Information Officer

Hawaii Department of Public Safety

Tel. 808.587.1358

Email: Toni.E.Schwartz@hawaii.gov

Robert J. Nardi, Vice President

WSP USA, Inc.

Tel: 973.407.1681

Mobile: 973.809.7495

Email: robert.nardi@wsp.com