

Future of the Oahu Community Correctional Center

Vol. 41 - Investment in Hawaii's Correctional Facilities Needed Now

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Hawaii Department of Public Safety

The Hawaii Department of Public Safety (PSD) carries out orders from the state courts to confine individuals for a set period of time utilizing jails and prisons located within Hawaii, at the Federal Detention Center in Honolulu, and in private contractor facilities on the mainland. Jails, known in Hawaii as Community Correctional Centers (CCCs), are located on the islands of Kauai, Maui, Hawaii and Oahu and house pre-trial detainees, misdemeanor offenders, and others with a sentence of one year or less. CCCs also provide a pre-release transition function for prison inmates who reach less than a year until their scheduled release. While some offenders will remain confined for life, over 95 percent will serve their sentences and be released to the community.

PSD envisions a future when all its facilities provide safe, secure, healthy, and humane environments for offenders and staff. A future based on better understanding the differing needs of offender populations, using therapeutic rather than punitive management techniques, ensuring racial equity, and by promoting positive change so that fewer individuals are incarcerated in Hawaii. However, aged and obsolete CCCs have undermined PSD's ability to deliver such a vision and improving some and replacing others is a PSD priority. Chief among its priorities is developing a new Oahu CCC (OCCC) at the Animal Quarantine Station (AQS) in Aiea. Assisting with OCCC planning and development is the Department of Accounting and General Services (DAGS) and a team of consultants (the "OCCC Team").

Investing in Hawaii's Correctional Facilities Overdue

Hawaii has a long history of attempts to develop new correctional facilities and improve others. In fact, the last entirely new state correctional facility to be constructed was the Halawa Correctional Facility in 1987 with only limited improvements made to prisons or jails since the 1990s. Below is a chronology of some of the activities and milestones involving Hawaii's correctional facilities:

- 1857: Oahu Prison constructed in Iwilei.
- 1916: Oahu Prison relocated to Kalihi.
- 1950: New structures built to replace most of the 1916 prison.
- 1952: Hawaii Youth Correctional Facility developed in Kailua.
- 1973: Maui Jail transferred to State of Hawaii control.
- 1975: Oahu Prison redeveloped as OCCC; functions as jail and prison. Hawaii CCC (HCCC) opens in Hilo with 22 beds.

- 1977: Kauai CCC (KCCC) opens in Lihue with 16 beds.
- 1984: Lawsuit filed citing overcrowding and inadequate safety and programs in prisons and jails.
- 1985: State enters into a consent decree; agrees to set prison population limits and make facility and program improvements at OCCC and women's prison.
- 1986: 24 beds added to KCCC.
- 1987: Halawa Correctional Facility (HCF) constructed; OCCC felons transferred to new HCF.
- 1990: 40-bed dormitory constructed at HCCC.
- 1992: Hawaii Youth Correctional Facility adapted to house female offenders; becomes Women's CCC.
- 1994: Main jail constructed at Maui CCC (MCCC).
- 1995: Hawaii contracts with private prisons in Texas, Minnesota, and Oklahoma to house inmates; arrangement continues today with inmates housed in Arizona. 32-bed dormitory constructed at MCCC and 46 beds added to KCCC.
- 1996: Use of temporary structures proposed to increase number of available prison beds (not advanced).
- 1997: 110-bed Community Release Center opens at MCCC, 80 beds added to KCCC.
- 1998: Partnership with private firm proposed to build new prison with up to 1,500 beds (not advanced). 10-Year Corrections Master Plan recommends replacing OCCC and other needed facility improvements (not advanced). 64-bed housing unit developed at HCCC.
- 1999: State proposes to build, lease or purchase mainland prison as permanent location for Hawaii inmates (not advanced). Federal court finds Hawaii prisons are in compliance and lifts consent decree.
- 2001: Federal Detention Center (FDC) developed at Daniel K. Inouye International Airport; agreement reached to house a portion of Hawaii's offender population at FDC.
- 2002: State considers new rehabilitation facility in Hilo for 1,000 inmates (not advanced). State explores building new 1,100-bed prison in Halawa Valley next to HCF (not advanced). Construction of two privately-financed, 500-bed drug treatment correctional facilities proposed (not advanced).
- 2003: 10-Year Corrections Master Plan Update recommends replacing OCCC and other improvements (not advanced). Governor Linda Lingle proposes to redevelop state jails and build a new state prison (not advanced).

Investing in Hawaii's Correctional Facilities Overdue (continued)

- 2004: Planning for new MCCC to replace current jail initiated (not advanced).
- 2008: State proposes using federal VOITIS funds to develop temporary housing and program structures at OCCC, MCCC, KCCC, and HCCC (not advanced). State initiates planning for new OCCC (not advanced).
- 2010: State initiates planning for new Maui Regional Public Safety Complex (not advanced).
- 2013: State issues Request for Information for "Rehabilitation of State Correctional Facilities" (not advanced).
- 2014: Legislature appropriates funds to plan for new OCCC.
- 2016: Planning for new OCCC begins with launch of site selection process, preparation of population forecast, public outreach and engagement program, EIS studies, etc.
- 2017: Alternative OCCC sites identified and evaluated. Draft Environmental Impact Statement (EIS) published; recommends developing new OCCC at Animal Quarantine Station site (AQS). Community Partnering Plan developed.
- 2018: Final EIS published; Governor Ige endorses OCCC development at AQS. Funds appropriated for new housing unit, administration building, visitation/intake building, and other improvements at WCCC; design of WCCC improvements initiated.
- 2019: OCCC Master Plan completed; Plan Review Use (PRU) application submitted to Department of Planning and Permitting. Draft Environmental Assessments (EA) published for new housing units at MCCC, KCCC and HCCC. Hawaii Correctional Systems Oversight Commission established.
- 2020: OCCC PRU application approved by City Council and boundary and topographic surveys prepared. Final EAs approved and design initiated for new housing units at MCCC, KCCC and HCCC.
- 2021: OCCC Request for Interest released. New OCCC population forecast prepared followed by start of updated architectural program and preparation of Request for Qualifications. Geotechnical and hazardous materials investigations at AQS completed. Development plan for new AQS completed. Construction of improvements at WCCC and renovation Ho o'kipa Cottage at WCCC started. Construction of new KCCC housing unit cancelled.
- 2022: Legislature requested to fund development of OCCC Request for Proposals, design of new AQS, and construction of new Mental Health Treatment Facility at Halawa Correctional Facility. AQS property control/easements advancing with a new OCCC construction cost estimate underway.

Governor Supports Plans in State of the State Address

On January 24, Gov. David Ige delivered his 2022 State of the State Address. "We've had to face shutdowns, restrictions of all kinds, and two variants that have changed how we deal with the coronavirus — and the fight is far from over," Ige said. "But I'm proud of the way that we, as a community, have responded to the pandemic."



The Governor's remarks also addressed the needs of PSD. "Covid outbreaks at Oahu Community Correctional Center made it clear that we also need to strengthen the medical facilities in our prisons to protect the health of our inmates, staff and the general public. Our plans to relocate OCCC to Halawa will create a modern facility better suited to support the behavioral, mental health and medical needs of its population. In our current budget request, we've also asked the Legislature for the funds needed to build a consolidated healthcare unit at Halawa that will allow us to better deliver medical and health services there."



Given the pressing need for improvements to education, health care and elsewhere, "the State is pursuing a public-private partnership that would have a developer finance and build the new jail (OCCC). The State would essentially lease space in the facility, and staff it with public workers", said Governor Ige in an interview in January 2022. According to the Governor, all of the state's jails including KCCC, MCCC and HCCC, are aging and overcrowded and need to be replaced, but they must compete with schools and the state university system for construction funding. "That's why I think that public-private partnerships for correctional facilities makes sense," he said. "We've got to get the first one right. What we do for OCCC, we'll learn how to make it work for the other facilities as well."

OCCC RFQ Preparation Advances

The State of Hawaii is continuing with preparation of a Request for Qualifications (RFQ) that will seek submission of Statements of Qualifications (SOQ) to design, construct, finance and maintain the new OCCC. The RFQ will ask teams to identify member firms, present their qualifications and experience with projects of a similar nature and scale, key personnel, experience adhering to budgets and schedules, references, and other information relevant to providing the services necessary to develop the new OCCC. SOQs submitted in response to the RFQ are expected to provide the information needed to shortlist qualified firms/teams for participation in the Request for Proposal (RFP) stage.

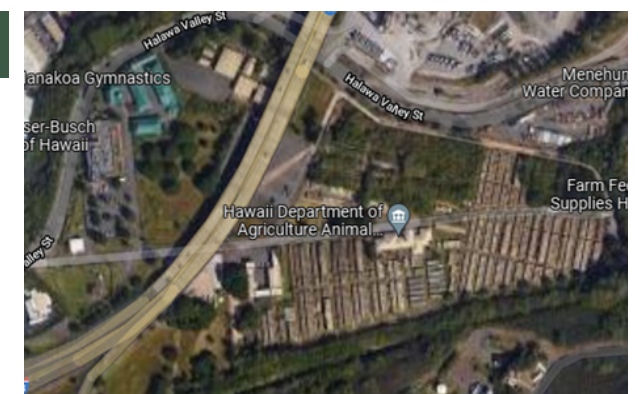
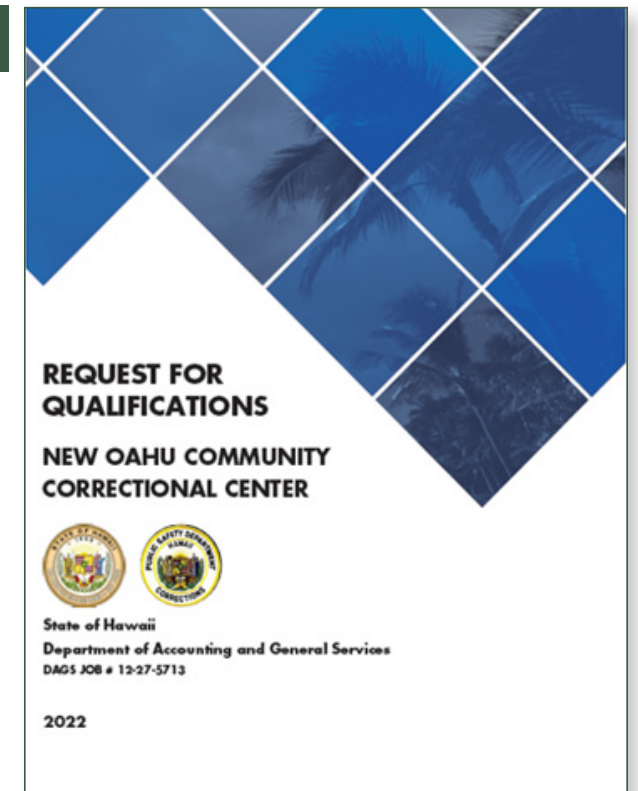
In addition to completing the RFQ for release, the OCCC team is continuing to:

- Examine viable funding/financing options;
- Define the project approvals process;
- Complete a current architectural space program;
- Prepare a new construction cost estimate; and
- Update the project development schedule.

As the project moves into the RFP stage (anticipated later this year), legal, financial, and other advisors will be engaged to help develop the RFP and supporting documentation. The new OCCC will be managed and operated by PSD and not by a private entity. Throughout this time the OCCC team will continue to meet with elected and appointed officials, community and neighborhood groups, stakeholders, and others to share information about progress, upcoming activities, and answer questions. (See OCCC Future Plans website for the team's history of outreach activities.) Readers are also encouraged to submit questions or comments concerning the OCCC project and the RFQ to: robert.nardi@wsp.com.

AQS Property Consolidation

While efforts to develop the new OCCC continue to move forward, consolidating the AQS property located in Aiea is also progressing. Land records show that the U.S. Navy owned the property in 1941 with most acquired by the State in 1968 when it constructed the present-day AQS. Today, the property is comprised of parcels controlled by the Department of Agriculture, a 3.457-acre parcel controlled by the U.S. Navy, and a 2.456-acre parcel (a remnant from development of the H-3 Freeway) owned by the Federal Government and under the control of the Department of Transportation. The past several weeks has witnessed considerable headway in securing permanent ownership or long-term control over the two small parcels. With the cooperation and assistance of Navy officials, approvals are working up through the chain of command to secure a long-term easement. For the parcel owned by the Federal Government, the documentation necessary to acquire no-cost ownership has been submitted to the respective agencies involved in the transfer. Acquisition is being facilitated since the parcel will be used for a correctional facility purpose.



AQS property, site of the new OCCC

Correcting Misunderstandings about New OCCC

State officials continually receive questions and comments from the public, elected and appointed representatives, stakeholder groups, neighborhood and community organizations, and others concerning plans to replace OCCC with a modern new facility. Among recent questions and responses are those below.

It seems the State has been intent on building a huge new jail. What is the proper size and function of the new OCCC?

The State is not intent on “building a huge new jail” but rather developing a facility that provides the spaces and functions Hawaii has long needed. Relying on recent forecasts, the new facility will comprise 1,102 new detention beds and 393 pre-release (transitional) beds (total: 1,405 beds). The complete Population Forecast report (August 2021) which presents the methods used to arrive at those projections can be viewed on the OCCC Future Plans website.

How can Hawaii be sure it’s developing the right-sized OCCC?

The State engaged highly-regarded experts, utilizing the best performing statistical models, to forecast future OCCC populations. It is from those forecasts that the appropriate size, composition (detention vs. transitional beds), and arrangement of spaces are being determined to house, support, and service the offender population and for operating and maintaining the new facility. Since the accuracy of population forecasts is greatly influenced by public policies, law enforcement strategies, and socioeconomic factors, the forecast included ‘what if’ scenarios to guide planning in the event of unforeseen changes in crime rates, law enforcement practices, laws, or policies of the courts. Every effort is being made to ensure Hawaii develops the right-sized OCCC that is neither too large nor too small for its needs.

Why aren’t OCCC’s pre-release inmates housed in neighbor island facilities?

OCCC pre-release inmates are housed on Oahu for many reasons including the need to maintain important connections and relationships with family members and friends that support the transition from incarceration to the community. As part of the transition process, OCCC inmates are employed throughout the island to help provide job skills, instill the discipline of traveling to and from their place of employment, and contribute to society. In addition to the far greater number and variety of employment opportunities on Oahu than on neighbor islands, there is also an insufficient number of pre-release/transition beds on Maui, Kauai, and Hawaii Island to accommodate the need.

Won’t the new OCCC perpetuate a punitive approach to managing offenders that has historically guided jail and prison operation?

In the past jails were designed and built to punish those individuals who are incarcerated and strip away their dignity. This philosophy no longer aligns with the modern criminal justice system that Hawaii’s leaders and the community envision. Among the goals for the new OCCC is to reduce recidivism by improving living and working conditions and providing programs, counseling, and related services that emphasize behavioral and mental health treatment. PSD is working to deliver on that vision – one embraced by Governor Ige, members of the Judiciary and Legislature, justice and health system authorities, community advocates, and other stakeholders; a vision based on better understanding the unique needs of the offender population, applying therapeutic rather than punitive practices, ensuring racial equity, and reducing the overall number of incarcerated individuals.

At what point will PSD engage individuals and organizations in OCCC planning that represent drug and mental health treatment providers, homeless advocates, Native Hawaiian groups, and experts in Hawaii’s criminal justice system?

Since planning for a new OCCC began, PSD has continually solicited advice and ideas concerning plans for the new OCCC from all interested parties. However, once the project progresses to the design stage, the input, priorities, and concerns of former inmates and their families; representatives of law enforcement, prosecutors and judges; drug and mental health specialists; homeless advocates, Native Hawaiian groups and others will be especially important. It has always been envisioned that before beginning OCCC design that engaging with such groups and individuals will be essential.

Did PSD consider the function of the OCCC in Hawaii’s overall larger criminal justice system in selecting the Animal Quarantine Station as the location for the new OCCC?

An exhaustive island-wide search was conducted knowing precisely how OCCC functions within the broader justice system. Ideally, jails are located contiguous to courts and other judicial infrastructure, however, given the historical development of downtown Honolulu, especially in and around the state courts, no sites suitable for OCCC development were available. As such, the AQS location represents the best available option weighing all factors.

Wasn’t the planning process driven by the opportunity to redevelop the OCCC property in Kalihi.

Redeveloping the OCCC property in Kalihi has never been a driving force behind efforts to replace OCCC. It’s well documented that the current facility is antiquated, dilapidated, and obsolete and its replacement has been recommended since the 1990s. At no time has redeveloping the Kalihi property been used as justification for replacing OCCC. Nonetheless, by using State-owned lands at AQS for OCCC development, the 16.6 acres in Kalihi can be used for a new purpose that benefits the Kalihi community far more than a jail.

Hawaii should develop alternatives to reduce the number of individuals incarcerated in its prisons and jails.

Reforming laws, policies and practices that would reduce the number of individuals incarcerated in Hawaii’s prisons and jails are the purview of law enforcement, prosecutors, judges, and the legislature. While PSD supports such alternatives, it does not have the authority to influence nor implement such alternatives. It is by law enforcement, prosecutors, judges, and the legislature working together that alternatives can be developed, funded, and implemented. The Covid-19 pandemic has shown that even with court-ordered releases of inmates, a significant population remained incarcerated at OCCC. Those individuals who would not qualify for alternatives to jail deserve the counseling, medical, mental health and substance abuse treatments a new facility would provide.

Hawaii needs a comprehensive plan that examines laws, policies and practices that drive its jail population.

There is widespread agreement that a comprehensive review of the State’s justice system, including the laws, policies and practices that drive the jail population, is needed. PSD supports such a review, and although it is not the appropriate entity to lead such an effort, it encourages the legislature to make available the funds needed to conduct such an examination and to appoint the appropriate body to lead the review.

Who is best able to lead development of such a plan?

With Hawaii’s laws, judicial policies, and law enforcement and prosecutorial practices under multiple jurisdictions, appointing a group with the qualifications necessary to carry out such an effort should be supported. However, it will take years to conduct such a review, arrive at a plan that recommends various reforms and provide the funds needed to implement those reforms, during which time the necessity to replace OCCC will only grow more urgent.

Were the public, elected officials, stakeholders and others involved in the OCCC planning process and if so, how?

Since planning began, PSD has continually invited interested parties to participate in the process with individual and large group meetings, island-wide and neighborhood presentations, holding information sessions, distributing over 40 monthly newsletters and Fact Sheets, hosting the OCCC Future Plans website, among many other outreach efforts. Very few other public projects in Hawaii have sought out and engaged the public, elected officials, stakeholders as has PSD for the OCCC project. See *OCCC Future Plans* website for a complete history of outreach activities.

Do plans for the new OCCC include private contractor maintenance?

The State faces many challenges in maintaining its public facilities and infrastructure. Therefore, the agreement to develop the new OCCC will include provisions for the Developer to perform lifecycle maintenance. This will include the repairs and capital replacement necessary to meet well-defined performance standards as well as all necessary preventive, predictive, and unexpected maintenance while leaving to the State the responsibility for overall jail management and operation along with janitorial services, landscaping and parking lot maintenance, trash removal, window washing, security vendor and security systems management, and other daily routine maintenance services.

Hawaii should not commit to building a new jail until its costs are known.

Knowing the cost to construct the new OCCC is imperative which is why a comprehensive construction cost estimate was prepared in 2018. Since then, Hawaii and the rest of the nation has been experiencing a pandemic, supply chain issues, and tariffs on imported goods among other factors. Given the passage of time and the consequences of the past two years, PSD has embarked on preparation of a new construction estimate that will utilize the latest architectural and space program to provide the most current and accurate estimate available.

How does one provide input to the team planning the new OCCC?

PSD has continually solicited advice and input from all interested parties and under normal circumstances, would be participating at in-person meetings with a wide array of stakeholders and others to seek input about plans for the new OCCC. However, the COVID-19 pandemic has disrupted normal day-to-day interactions since early 2020. In response, OCCC team has been and will continue to be available via virtual meeting services that allow individuals to contribute from safe locations. To provide input, visit the OCCC Future Plans website: <http://dps.hawaii.gov/occc-future-plans> or contact PSD directly.

PSD Requests Funds to Develop New Consolidated Health Care Unit at HCF

As part of the Governor's Supplemental FY 2022-2023 CIP Budget Request submittal to the 2022 Legislature is a request to fund completion of the design and construction of a new consolidated health care unit to improve health care functions and services at the Halawa Correctional Facility (HCF). Health care at HCF is currently provided via offices and examination rooms for doctors, counselors and staff within the Special Needs Building as well as inmate housing Modules 5, 6 and 7 which are utilized for medical and mental health purposes. The intent of the new unit is to optimize, consolidate, and relocate the current health care unit and its three corresponding inmate housing modules to a centralized area of HCF.

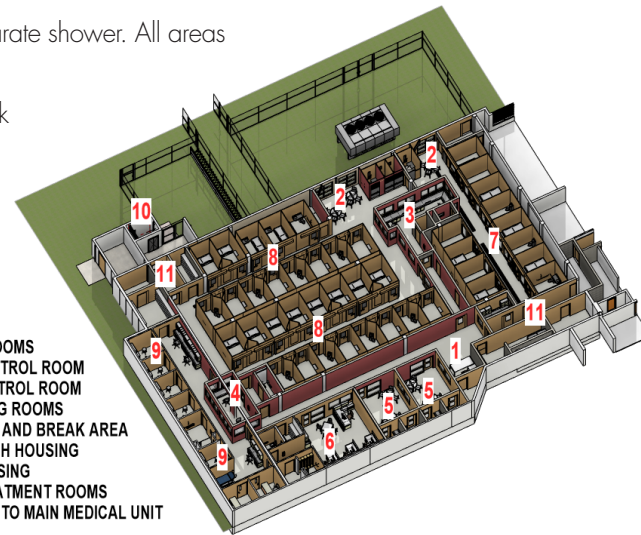


Location of New Consolidated Health Care Unit at HCF.
Credit: Mitsunaga/Arrington Watkins Team

The new unit would be developed in a vacant ground level storage space located at the east end of Module C. Efficiencies would be realized by the addition of a two-story secure exterior movement elevator to transport the inmate/patient population to the new unit from the current second level medical area. By adding the elevator, inmate/patient movements would become safer and more secure. This is the result of eliminating the need to move inmates/patients into occupied areas of HCF such as the intake, general population, and the current medical suite unless such movements are required for screening or additional services from intake.

It was determined that five key elements needed to be incorporated into the new Consolidated Health Care Unit:

- 12 Suicide Watch sleeping rooms, with a secure dayroom, and a separate shower. All areas are observable from the centrally located secure officer's station.
- 29 medical single occupancy sleeping rooms with secure shelf and desk and a small dayroom and separate shower area. All areas occupied by inmates/patients are also observable from the centrally located secure officer's station.
- Education area with secure study cubicles and staff observation room.
- Medical staff area with administration, locker rooms, and breakrooms.
- Medical treatment area with six individual screening rooms, ADA accessible restroom with shower, two private interview rooms, and a secure medication holding room which are all observable from the centrally located officer's station.



- 1 INTAKE
- 2 SUNLIT DAYROOMS
- 3 CENTRAL CONTROL ROOM
- 4 MEDICAL CONTROL ROOM
- 5 PROGRAMMING ROOMS
- 6 STAFF OFFICE AND BREAK AREA
- 7 SUICIDE WATCH HOUSING
- 8 MEDICAL HOUSING
- 9 MEDICAL TREATMENT ROOMS
- 10 ELEVATOR UP TO MAIN MEDICAL UNIT
- 11 SALLYPORT

Unit Rendering Credit: Mitsunaga/Arrington Watkins Team

The following have also been incorporated in the new unit's design:

- New Control Area for control officers with new restroom and shower facilities for staff and inmate/patients.
- Several large openings to allow as much natural light as possible into all areas occupied by inmates/patients.
- Secure anti ligature-type fixtures, room equipment and furnishings throughout all inmate/patient areas.
- Selection of furnishings and the use of color throughout the unit as a means to create a more "Normative" environment.
- New mechanical, electrical (with backup generator), and plumbing systems (with new vacuum flush system).
- Large amounts of security glazing to create a more open, viewable environment.
- Security walls, doors, windows and frames, to ensure security and durability throughout the unit.
- Extensive use of controlled doors, sallyports and CCTV camera systems throughout.

The funds needed to construct the new Consolidated Health Care Unit have been requested and are awaiting Legislative approval.

Construction Progressing at Women's Community Correctional Center

Each month PSD shares progress in constructing improvements at the Women's Community Correctional Center (WCCC) in Kailua. Currently under construction is a 176-bed Housing Unit, Administration Building, and Visitation/Intake Building, along with other ancillary improvements. Together, the improvements are the first substantial investments in WCCC which was initially developed 1952 as the Hawaii Youth Correctional Facility and adapted 40 years later to house female offenders. Once completed, females currently housed at OCCC will be transferred to WCCC thereby improving living conditions; allowing for gender-specific treatment and rehabilitation services; and bettering the visitation experience. Construction during January 2022 continued to focus on site preparation and installation of underground utilities as shown in the photos below.



Credit: CGL Companies



WCCC construction photos (January – February 2022)



Hawaii's famous monkeypod trees.

Upcoming Activities

The following activities are anticipated in the months ahead.

March 2022	<p>Preparation of OCCC Request for Qualifications continues.</p> <p>New construction and renovations continue at WCCC.</p> <p>Public outreach, information, and engagement continues with attendance at meetings of Aiea Neighborhood Board #20, Aiea Community Association, and Hawaii Correctional Systems Oversight Commission, publication of Newsletter Vol. 42, etc.</p> <p>2022 legislative session underway.</p>
April 2022	<p>Preparation of OCCC Request for Qualifications continues.</p> <p>New construction and renovations continue at WCCC.</p> <p>Public outreach, information, and engagement continues with attendance at meetings of Aiea Neighborhood Board #20, Aiea Community Association, and Hawaii Correctional Systems Oversight Commission, publication of Newsletter Vol. 43, etc.</p> <p>2022 legislative session underway.</p>
May 2022	<p>Preparation of OCCC Request for Qualifications continues.</p> <p>New construction and renovations continue at WCCC.</p> <p>Public outreach, information, and engagement continues with attendance at meetings of Aiea Neighborhood Board #20, Aiea Community Association, and Hawaii Correctional Systems Oversight Commission, publication of Newsletter Vol. 44, etc.</p> <p>2022 legislative session concludes.</p>

Join OCCC Email List

Add your name to the OCCC email list to 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:

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