

HV9475

H3

G68

1963

c.2

Q  
92

# **HAWAII'S PRISON SYSTEM**

**A Discussion of  
its Components  
and Their Location**

**YUKIO GOTANDA**

Assistant Researcher

**LEGISLATIVE REFERENCE BUREAU**

ANDREW T. F. ING

**UNIVERSITY OF HAWAII  
Honolulu 14, Hawaii**

1286632  
16842  
**TABLE OF CONTENTS**

HV9475  
H 3  
G168  
1963  
C.2

	<u>Page</u>
INTRODUCTION . . . . .	1
I. MODERN PENOLOGY . . . . .	3
Modern Developments in Correctional Institutions . . . . .	3
Jails . . . . .	5
Prisons . . . . .	6
Work Camps . . . . .	8
II. ADULT CORRECTIONAL FACILITIES IN HAWAII . . . . .	11
Hawaii County Jails . . . . .	11
Hawaii State Prison . . . . .	12
Honor Camps . . . . .	17
Projected Prisoner Population . . . . .	20
Institutional Costs . . . . .	22
Probation and Parole . . . . .	22
Visitors and Their Value . . . . .	24
III. A CONSIDERATION OF VARIOUS FACTORS IN RELOCATION . . . . .	25
Combination of Jails and Prisons and Decentralization . . . . .	25
Retaining the Present State Prison Facilities . . . . .	27
Expansion of the Minimum- Security System . . . . .	27
Interchange of the Honolulu City and County Jail and the Hawaii State Prison . . . . .	28
Relocation to Another Site . . . . .	29
Questions Which May Require Examination . . . . .	30

Appendix

Questionnaire on County Jail . . . . .	35
--	----

Tables

1. General Data on the Physical Facilities of Hawaii's County Jails and State Prison, 1962 . .	13
2. Offenders Incarcerated and Maximum Prisoner Capacity, Hawaii County Jails, 1961 . . . . .	14
3. Number of Employees, Expenditures and Per Capita Costs, Hawaii County Jails, 1961 . . . .	15
4. Inmate Population of Hawaii State Prison and Kulani and Olinda Honor Camps, By Islands of Commitment as of December 31, 1962 . . . . .	18
5. Distribution of Prisoners Among Three Institutions Based Upon County of Commitment, December 31, 1962 . . . . .	20
6. Estimated and Projected Civilian Population of the State of Hawaii, 1962-2000 . . . . .	21
7. Number of Employees, Operating Expenditures, and Inmate Per Capita Costs of the Hawaii State Prison, Kulani Honor Camp, and Olinda Honor Camp, July 1, 1961 to June 30, 1962 . . .	23

## INTRODUCTION

The Hawaii State Prison, formerly known as the Oahu Prison, is overcrowded and its physical facilities are generally below recognized penal standards. For example, bed space originally intended for 300 prisoners now serves an average daily population of 465; dormitories for the more tractable prisoners are filled with double-decker bunks; cells planned for one are often used to house more. The prison is small and poorly located on only 15.6 acres of land in a highly urbanized area. Overcrowding, a small site and an urban location not only make it difficult to segregate prisoners but also hamper rehabilitation and create a hazardous situation for prisoners and prison employees.

The State Legislature is aware of the situation and has been considering relocating the present facilities. Sites on Oahu, Maui and Hawaii have been considered and evaluated. However, no definite decision has been made to date.

A new idea was introduced into the problem of prison relocation when the possibility of a decentralized prison system was raised. The Legislative Reference Bureau was asked to examine the feasibility of decentralizing the prison system by combining jails and prisons on each of the four major islands. This report discusses the advantages and disadvantages of such a decentralized plan in terms of modern penology and present Hawaii facilities. It also reviews some of the problems of prison relocation and raises several questions which appear to need answers, or at least examination, before an informed decision can be made on relocation of the prison.

## CHAPTER I

# MODERN PENOLOGY

The philosophy of penology has changed during the past half-century. The emphasis was formerly on punishment--"an eye for an eye, a tooth for a tooth"--the emphasis is now on rehabilitation and the return of the offender to a responsible role in society. Corrections divisions administering the total programs of incarceration and rehabilitation have been established; prisoner classification systems refined; minimum security camps developed; and parole activities increased. These and related developments represent the best efforts of penologists to make the care and training of prisoners productive and humane.

### Modern Developments in Correctional Institutions

Jails and prisons have been established for the purposes of: (1) protecting society by removing an offender from contact with the general population, (2) punishing the offender for the act he has done, (3) deterring the offender and others from committing unlawful acts, and (4) rehabilitating the offender so that he can be made into a useful member of society upon his release. Of these, rehabilitation has been commanding increased attention.

Ninety-five per cent of all prisoners are expected to be discharged eventually; therefore, effective rehabilitation is a necessary part of the prison process. As a result of this emphasis on rehabilitation and humane treatment of inmates, there has been emerging the following pattern of development in the correctional field: (1) Specialization. Inmates of correctional institutions were formerly placed in unsegregated institutions. Today, in the more progressive institutions, an offender is viewed as an individual and not merely as

a prison number. After classification, accomplished through the use of medical, psychiatric, educational, and sociological examinations, he is sent to the institution which will best meet his needs. Many states have established separate institutions for males and females, felons and misdemeanants, adults and youthful offenders, and offenders who are sane and mentally ill. They have also constructed facilities based on the degrees of security required such as maximum, medium, and minimum security. (2) Individualized Program. With the advent of classification greater emphasis has been placed upon the needs of each individual inmate. Programs such as vocational training, general education and counseling are offered to help each inmate toward his rehabilitation. (3) Centralization. The establishment and maintenance of jails have long been the responsibility of autonomous boards, but the modern trend is to have centralized supervisory or administrative control through a state agency. Operation of prisons, on the other hand, has always been considered a state function. (4) Improvement of Living Conditions. Jails have been notorious for their filth, overcrowding, and lack of concern on the part of jailers for the welfare of the inmates; many prisons have also offered similar poor care to their inmates; but these conditions have been improving gradually over the years. (5) Personnel Standards. With the introduction of highly specialized and individualized rehabilitative programs, the need for trained personnel has grown critical. There is increasing professionalization in the field.<sup>1</sup>

---

<sup>1</sup>James V. Bennett, "The Sentence and Treatment of Offenders", The Annals, 1962, Vol. 339, pp. 148-149.

## Jails

There are approximately 3,100 jails in the United States which are administered by counties.<sup>2</sup> In addition many municipalities maintain their own jails. Jails serve two purposes: (1) to keep people in custody while they are awaiting trial, and (2) to incarcerate those convicted for short sentences, usually less than a year. It is difficult to develop effective classification and rehabilitation programs in jails since they care for a heterogeneous and transient population. Lack of funds and of trained personnel add to the difficulty. In order to combat idleness in jails the more progressive institutions have programmed farm work and simple industrial operations. Other types of work offered are the repairing and refinishing of various items for the jail, other public institutions and charity organizations, and the maintenance of public and civic grounds and buildings.

In most counties the sheriff is responsible for the operation of the jail and he appoints and assigns the jailers. Consequently, those who operate jails, especially in rural counties, often have no training or experience in this type of work. Leaders in the correctional field believe that jail personnel should be selected, trained and be required to meet performance standards under a civil service system.<sup>3</sup>

There are those who believe that jails should be limited in their functions to hold people who are awaiting trial and to keep prisoners who need maximum security and that sentenced individuals not needing maximum-security care should be transferred to industrial farms

---

<sup>2</sup>Roy Casey, "Catchall Jails", The Annals, 1954, Vol. 293, p. 28.

<sup>3</sup>The American Correctional Association, Manual of Correctional Standards, 1959, p. 430.

and road camps. Such a program, which is usually possible in the larger jails, not only should lead to more effective rehabilitation of offenders but be more economical to operate.

### Prisons

Early in 1960 there were approximately 230 state and federal institutions for adults which housed 185,021 state prisoners and 22,492 federal prisoners.<sup>4</sup> In the past the standard of care given to inmates has been poor, but prison philosophy and facilities have improved greatly since 1929-30 when the federal government began to reorganize its prison system under Sanford Bates and later, James V. Bennett. Generally, states have been slow in keeping pace with the federal government but the more progressive states have been constructing diversified correctional institutions. Prisons with high walls are no longer thought to be essential for most prisoners, and a modern federal penitentiary at Marion, Illinois has only wire fences to contain its maximum-security inmates. The inmates, however, are housed in a maximum-security building.

#### Elements of a Well-Rounded Correctional Program.

The following are considered to be essential elements of a well-rounded correctional program where rehabilitation is based upon an individual approach:

Scientific classification and program-planning on the basis of complete case histories, examinations, tests and studies of the individual prisoners; adequate medical services, having corrective as well as curative treatment as their aim, and making full use of psychiatry; psychological and sociological services, properly related to the problems of education, work assignment, discipline, and preparation for parole; individual and group therapy and counseling under the direction of psychiatrists, psychologists, or other trained therapists and counselors;

---

<sup>4</sup>Op. cit., Bennet, p. 148.



employment at tasks comparable in variety, type and pace to the work of the world outside, and especially tasks with vocational training value; education planned in accordance with the individual's needs and interests, with heavy emphasis on vocational training; library services, designed to provide wholesome recreation and indirect education; directed recreation, both indoors and outdoors, so organized as to promote good morale and sound mental and physical health; a religious program so conducted as to affect the spiritual life of the individual as well as that of the whole group; discipline that aims at the development of self-control and preparation for free life; not merely conformity to institutional rules; adequate buildings and equipment for the varied program and activities of the institution; and, above all, adequate and competent personnel, carefully selected, well trained, and serving under such conditions as to promote a high degree of morale and efficiency.<sup>5</sup>

Site Selection. There are many problems to be considered in selecting a prison site. Sites too close to urban development can bring about problems of congestion and curtailment in expansion; sites too far may cause management and transportation difficulties. The California Institution for Women at Tehachapi, for example, 43 miles from Bakersfield, proved to be too isolated. When expansion became necessary a separate facility was built in a more suitable location. In terms of size of area, a minimum of 100 acres of flat land for the buildings and immediately surrounding grounds is recommended for approximately 400 to 1,200 inmates.

The Manual of Correctional Standards issued by the American Correctional Association states that the selection of a prison site:

. . . is an extremely difficult and delicate operation. It may easily become involved in political consideration, public hysteria, and expediency, which can readily result in an initial handicap

---

<sup>5</sup>Op. cit., The American Correctional Association, pp. 17-18.

which no amount of planning ingenuity or administrative skill can ever completely overcome.<sup>6</sup>

Location of a prison in a rural area lacking ease of access to an urban center may result in isolation of prison officials, unavailability of expert consultants, high staff turnover and lack of visits to prisoners. Some authorities hold that vocational education is simply a mechanical means employed in and important to rehabilitation, but that the essence of rehabilitation is in the human element of prison management as represented by good prison personnel and family interest. These authorities believe that total rehabilitation involves a change in attitude toward family, work and society, and that such a change can only be achieved through kindness and understanding and engendering within the prisoner respect for himself and other humans. If the site selected is such as to isolate the prison from society, it is felt that the task of rehabilitating prisoners will become most difficult.

#### Work Camps

Placement of prisoners who do not need close supervision in minimum-security institutions such as forestry, farm and other camps offers advantages to a prison system as well as to the prisoners themselves.<sup>7</sup> It reduces overcrowding in the central facilities where they would otherwise be housed; it reduces construction costs since expensive maximum-security facilities are not needed for these camps; it reduces prison operating costs since inmate labor and production help to defray part of the prison expenses; it reduces idleness among the inmates since greater work opportunities are created by the use

---

<sup>6</sup>Ibid., p. 195.

<sup>7</sup>Ibid., p. 16.

of inmate labor outside the institution; it helps to improve the work skills and habits of the inmates and at the same time provides a more healthful atmosphere toward rehabilitation; and it contributes toward the improvement of natural resources, public parks, roads and other government-owned facilities which would otherwise not be given such attention. However, merits of the program are limited to a large extent by the reluctance of the eligible prisoners, who are mostly urban dwellers, to do farm and other rural-type work. It is difficult to operate a minimum-security institution and be successful in rehabilitation unless the prisoners themselves are motivated. Of course it is possible to have maximum-security work camps with chain-gang type of operations, but this is considered punitive and repulsive by many and does not serve any constructive rehabilitative purpose.

## CHAPTER II

### ADULT CORRECTIONAL FACILITIES IN HAWAII

There are four county jails, one state prison and two honor camps in Hawaii. There is a state probation service under the jurisdiction of the circuit courts, and a state-operated parole system administered by the Board of Pardons and Pardons of the Department of Social Services.

#### Hawaii County Jails

Each county in Hawaii is responsible for the construction and maintenance of its jail<sup>8</sup> which is administered by the chief of police of the county.<sup>9</sup>

Oahu has 80 per cent of the jail inmates primarily because of the island's large population. The City and County of Honolulu opened its new jail in Halawa Valley early in 1962, but there has been a rapid increase in the number of inmates and the present facilities are expected to be overcrowded very shortly. The chief reasons given for this overcrowding are: (1) the rapid increase in Oahu's population, (2) the greater use of jail sentences by the judges, and (3) the termination of the Joint Jurisdictional and Custody Agreement between the military and civil authorities on August 15, 1962. Under the Agreement, military personnel who offended civilian laws were handled by the military, but a transfer of the prosecuting and custodial functions to the local civil authorities and institutions is now in process. It is

---

<sup>8</sup>Section 144-2(f), Revised Laws of Hawaii 1955, as amended; section 149-86, Revised Laws of Hawaii 1955.

<sup>9</sup>Section 144-49(f), Revised Laws of Hawaii 1955; section 7-106(c), Charter of the City and County of Honolulu.

estimated that approximately 100 servicemen will be incarcerated each month for misdemeanors and 17 for felony offenses if the functions are completely transferred.<sup>10</sup> The jail inmate population on the other islands is not expected to increase appreciably since their populations are relatively stable.

Table 1 presents some general data on the physical facilities of each of the county jails. The Honolulu City and County Jail is the most modern and has twice the capacity of the neighbor island jails combined, but it is only half as large as the Hawaii State Prison.

According to statistics compiled by the county police departments, there were 39,202 offenses reported or known to the police throughout the State in 1961, not including 155,212 moving, parking and regulatory traffic violations. The number of offenders jailed, including those incarcerated for traffic violations, totalled 1,493. Table 2 indicates the population in jails by counties during 1961.

The cost of operating all of the jails in Hawaii, including expenditure for inmate food and clothing, utilities, and salaries for the custodial personnel, amounted to \$495,404 in 1961. Expenditures for the City and County of Honolulu were \$364,456 or approximately 70 per cent of the total cost. Table 3 indicates the costs by counties.

#### Hawaii State Prison

The Oahu Prison, now known as the Hawaii State Prison, was opened for occupancy at its present site in 1918. It consists of 15.6 acres. A "spoke-type" medium-security cell block, the principal housing unit for the prisoners, is located in a seven-acre walled area. An

---

<sup>10</sup>Honolulu Star-Bulletin, November 24, 1962, p. 13.

**Table 1**

GENERAL DATA ON THE PHYSICAL FACILITIES  
OF HAWAII'S COUNTY JAILS AND STATE PRISON  
1962

Facility	Year Construction Completed	Present Estimated Value	Land Area in Acres	Jail Cell Floor Space	Total Building Floor Space	Number of Cells	Maximum Prisoner Capacity
Hawaii Jail	1907	\$ 107,400	4	3,270 sq. ft.	13,074 sq. ft. <sup>a</sup>	37	85
Maui Jail	1941	35,000	2	350 " "	3,475 " "	5	35 <sup>b</sup>
Honolulu Jail	1962	2,200,000	7	8,450 " "	29,260 " "	57 <sup>c</sup>	226 <sup>d</sup>
Kauai Jail	1936	<u>168,700</u>	<u>30</u>	<u>1,256 " "</u>	<u>4,820 " "</u>	<u>13<sup>e</sup></u>	<u>28</u>
Totals for County Jails		\$2,511,100	43	13,326 sq. ft.	50,629 sq. ft.	112	374
Hawaii State Prison	1918	\$5,000,000	16	39,150 sq. ft. <sup>f</sup>	56,762 sq. ft.	104 <sup>g</sup>	300

Source: The data in Table 1 are based on the questionnaires sent to the various county jails (see Appendix) and on interviews with officials of the Corrections Division, Department of Social Services.

<sup>a</sup>Includes 1,606 sq. ft. of cottage floor space.

<sup>b</sup>Includes accommodations for 5 inmates in individual cells and 30 inmates in dormitory.

<sup>c</sup>Includes 17 day rooms.

<sup>d</sup>Includes facilities for 22 females and 204 males.

<sup>e</sup>Three additional cells for juveniles now under construction.

<sup>f</sup>Includes 26,600 sq. ft. of dormitory floor space.

<sup>g</sup>Includes 8 dormitories.

**Table 2**

OFFENDERS INCARCERATED  
AND MAXIMUM PRISONER CAPACITY  
HAWAII COUNTY JAILS  
1961

County Jail	Number of Offenders Jailed	Average Number of Inmates Per Day	Maximum Prisoner Capacity
Hawaii	470	20.0	85
Maui	54	11.9	35
Honolulu	863	139.0	226
Kauai	6	1.8	28
Totals	1,493	172.7	374

Source: County police departments, 1961  
annual reports.

Table 3

NUMBER OF EMPLOYEES, EXPENDITURES AND PER CAPITA COSTS  
HAWAII COUNTY JAILS  
1961

County Jail	Number of Guards, Matrons, and Other Jail Officers	Operating Expenditure <sup>a</sup>	Average Daily Jail Population	Per Capita Costs <sup>b</sup>
Hawaii	9	\$ 49,316	20.0	\$ 2,467
Maui	9	55,615	11.9	4,676
Honolulu	34	364,456	139.0	2,620
Kauai	4	26,017	1.8	14,454
Totals	56	\$495,404	172.7	\$24,217

Source: County police departments, 1961 annual reports, and correspondence.

<sup>a</sup>Operating expenditure includes salaries of jail officials; excludes purchase of jail equipment; also excludes clerical and other personnel expenses except for the City and County of Honolulu.

<sup>b</sup>The data on the daily per capita cost of each inmate are an estimate derived from dividing the operating expenditures by the average daily population for the year. There are many pitfalls in such a computation because of the omission of many relevant factors; nevertheless, the figures are useful indicators of the costs involved in maintaining an offender in a jail.



athletic field and an industrial area enclosed by high-wire fences are on the remaining land. No major physical improvement has been made to the prison since 1934 when a maximum-security cell block was constructed.

There are 96 close-custody cells and eight medium-custody dormitories housing an average daily population of approximately 465 inmates although the total optimum bedspace was intended for 300 inmates. With such overcrowding it is not always possible to segregate potentially dangerous inmates. However, known homosexuals and the mentally disturbed inmates are segregated and placed in close-custody cells in selected corridors; women prisoners are located on the second floor of the administration building away from the rest of the prisoners in medium-custody dormitories; and the "in-corrigible" male prisoners are housed in a separate maximum-security cell block.

The limited space and inadequate security facilities of the present prison, among other factors, greatly hamper industrial activities within the confines of the prison grounds. A vocational and industrial program, important for rehabilitative purposes, exists on a limited scale. Such activities as repairing automobiles, refinishing used furniture, constructing office furniture, manufacturing compost, book binding and printing for governmental agencies are restricted due to inadequate facilities. There is a reluctance on the part of various state agencies to use prisoner-made products created under inferior manufacturing methods and equipment. Objections have also been made by competing private industries. With expanded facilities new activities such as the manufacture of auto license plates and street signs, text book repair, metal furniture manufacture, clothing and shoe manufacture for inmates of public institutions, expanded centralized bakery, and cultivation of fruits and vegetables, canning, dairy farming and hog raising

for public institutions would be possible.

There are limited recreation, academic, and vocational programs though they are in the process of being expanded. An adequate classification system is lacking. Correctional authorities consider classification a principal diagnostic key to rehabilitation since a thorough study of a prisoner is essential before a proper program can be worked out on an individual basis. Also, classification makes possible follow-up evaluations and individualized treatment of prisoners. Such a system would require considerable funds, especially for skilled and professional personnel.

The inmates of the prison are mostly from Oahu. Table 4 indicates that as of December 31, 1962, there were 464 inmates in the State Prison of whom 398 or 85.8 per cent were from Oahu. A listing of the population of the honor camps and the statewide civilian population is included together with the prison population for comparative purposes.

#### Honor Camps

There are two honor camps in the State, one at Kulani, Hawaii, and the other at Olinda, Maui, which are minimum-security institutions without fences. Those placed there are transferees from the Hawaii State Prison who have expressed a desire to go to a camp and who have been screened for minimum-security purposes. Since such a placement is based on a prisoner's "honor", the desire or willingness of a prisoner to want to be placed in a camp is important. The work performed is outdoors and involves such activities as reforestation and clearing of land for farms and roads.

The Kulani Honor Camp was opened in 1946 when its predecessor, the Waiakea Camp, was closed. Kulani has a prisoner capacity of 120; there were 73 prisoners assigned there at the end of 1962. Olinda Honor Camp

Table 4

INMATE POPULATION OF HAWAII STATE PRISON  
AND KULANI AND OLINDA HONOR CAMPS, BY ISLANDS  
OF COMMITMENT AS OF DECEMBER 31, 1962

Institution	<u>All Islands</u>		<u>City and County of Honolulu</u>		<u>Hawaii County</u>		<u>Maui County</u>		<u>Kauai County</u>		Maximum Prisoner Capacity
	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	
Hawaii State Prison	464 <sup>a</sup>	100	398	85.8	40	8.6	14	3.0	11	2.4	300
Kulani Honor Camp	73	100	53	72.6	13	17.8	4	5.5	3	4.1	120
Olinda Honor Camp	29	100	20	69.0	1	3.5	7	24.0	1	3.5	60
Total Prisoner Population	566	100	471	83.2	54	9.5	25	4.4	15	2.7	480
Civilian Population of Hawaii <sup>b</sup>	635,888	100	507,320	79.8	57,222	9.0	42,685 <sup>c</sup>	6.7	28,661	4.5	

Source: Corrections Division of the Department of Social Services for the inmate population data, and the Department of Health for the general civilian population data.

<sup>a</sup>Includes eight women prisoners; one prisoner from Guam (.2 per cent) is also included.

<sup>b</sup>Estimated total population as of July 1, 1962. Figures exclude military personnel but include their dependents.

<sup>c</sup>Includes 260 residents of county of Kalawao.

was built in 1926 and it has a prisoner capacity of 60 inmates; the number in actual placement at the end of 1962 was 29.

Various reasons have been given for the failure to use the camps to their maximum: (1) the screening standards are high and consequently only a small number are eligible, (2) the majority, some 85 per cent, of the inmates are from Oahu and these men prefer to remain on Oahu for various reasons, and (3) the vocational and academic programs at Hawaii State Prison are more attractive than forestry activities.

On December 31, 1962, there were 90 minimum-custody inmates in the Hawaii State Prison. These prisoners together with the 73 and 29 inmates of Kulani and Olinda respectively totalled 192 minimum-security inmates. Thus, of the entire prisoner population of 566, those classified as minimum security numbered 34 per cent and those in the two honor camps 18 per cent. Many correctional authorities are of the opinion that approximately a third of the inmates of a prison could be placed in minimum-security institutions. Not all of them, however, are eligible for work camps because of factors such as age, medical and mental condition, drug addiction and family visits.

The Corrections Division of the Department of Social Services has not instituted a policy requiring the sending of minimum-custody prisoners back to the honor camp on the island of their commitment or residence. Some consideration, though negligible, seems to be given to such a transfer as indicated in Table 5.

**Table 5**

DISTRIBUTION OF PRISONERS AMONG THREE  
INSTITUTIONS BASED UPON COUNTY OF COMMITMENT  
DECEMBER 31, 1962

County of Commit- ment	Prisoner Population		Hawaii State Prison	Kulani Honor Camp	Olinda Honor Camp
	Number	Per Cent	Per Cent	Per Cent	Per Cent
Hawaii	54	100	74	24	2
Maui	25	100	56	16	28
Honolulu	471	100	85	11	4
Kauai	15	100	74	20	6

Source: Corrections Division, Department  
of Social Services.

Projected Prisoner Population

In attempting to estimate the future prisoner population the generally accepted method used by correctional authorities is to take 1/10th of 1 per cent of the total population as the estimated prisoner population. Table 6 presents projected estimates of the future civilian population of Hawaii. On the basis of the above formula the prisoner population in 1980 as applied to the projected estimates would be 993 (566)<sup>11</sup> for the entire state, 785 (471) for the City and County of Honolulu, 83 (54) for the County of Hawaii, 81 (25) for the County of Maui, and 45 (15) for the County of Kauai. The population estimate for the year 2000 was available only in terms of the entire state when the total prisoner

---

<sup>11</sup>The figures in parenthesis are the prisoner population as of December 31, 1962, as shown on Table 4.

population could be expected to be approximately 1,490.

**Table 6**

ESTIMATED AND PROJECTED CIVILIAN  
POPULATION<sup>a</sup> OF THE STATE OF HAWAII  
1962-2000

Year	Total Population	City and County of Honolulu	Hawaii County	Maui County	Kauai County
1962	635,888 <sup>b</sup>	507,320	57,222	42,425 <sup>c</sup>	28,661
1980	993,007	784,938	82,773	80,645	44,651
2000	1,490,000	--	--	--	--

Sources: The 1962 figures are from the Department of Health and are estimates as of July 1, 1962; the 1980 figures are from The General Plan of the State of Hawaii, 1960-1980, State Planning Office, p. 9; the 2000 figure is from the Statistical Abstract of Hawaii, 1962, Department of Planning and Research, Table 3, p. 9.

Note: Population projections are at best only estimates. Economic factors and government actions exert strong influences which can easily distort the estimates. The figures for 1980 and 2000 are considered to be high estimates by many.

<sup>a</sup>Excludes the military personnel but includes their dependents.

<sup>b</sup>Includes 260 inhabitants of the County of Kalawao.

<sup>c</sup>Includes estimated population of 12,613 for Molokai and Lanai.

### Institutional Costs

Table 7 indicates selected data on the number of employees, operating expenditures of the Hawaii State Prison, Kulani Honor Camp, and Olinda Honor Camp. In 1961 there were 177 persons employed to operate the three institutions and the total expenditure amounted to \$1,634,247. Computations based on these figures show that the annual cost of maintaining a prisoner in the Hawaii State Prison was \$2,422, and Kulani and Olinda Honor Camps were \$3,840 and \$3,330 respectively. [An official cost figure presently used by the Corrections Division for the Hawaii State Prison is \$6.66 per day per prisoner which amounts to \$2,431 per year.<sup>12</sup>] The operational costs do not include such data as employee salaries and expenses of the Corrections Division office or the depreciation of buildings and equipment in the various institutions. Therefore, the actual cost per prisoner is greater than the amounts indicated above.

According to the figures on Table 7, the cost of maintaining a prisoner is higher for the honor camps (\$3,840 for Kulani and \$3,330 for Olinda) than for the Hawaii State Prison (\$2,422). Part of this may be due to: (1) the honor camps have not been operated at maximum capacity as the prison has been, but many operational costs continue regardless of population level; and (2) large institutions can frequently be operated at a lower per capita cost than smaller institutions because basic operational costs, after a certain point, do not increase correspondingly with an increase in inmates.

### Probation and Parole

Probation and parole, the substitutes for incarceration, are primarily designed to promote rehabilitation but

---

<sup>12</sup>The Corrections Division reported that the State of Hawaii charges the federal government \$6.66 for each federal prisoner in the Hawaii State Prison.

Table 7

NUMBER OF EMPLOYEES, OPERATING EXPENDITURES, AND  
INMATE PER CAPITA COSTS OF THE HAWAII STATE PRISON,  
KULANI HONOR CAMP, AND OLINDA HONOR CAMP  
JULY 1, 1961 TO JUNE 30, 1962

Institution	<u>Prisoner Population</u>		Per Capita Cost <sup>a</sup>	Prison Guards and Matrons	Non- Custodial Staff	Operating Expenditure
	Average	Capacity				
Hawaii State Prison	465.2	300	\$2,422	87	35	\$1,126,764
Kulani Honor Camp	94.0	120	3,840	19	19	360,974
Olinda Honor Camp	43.7	60	3,330	14	3	146,509
Totals	602.9	480	\$2,712	120	57	\$1,634,247

Source: Data, with the exception of Per Capita Cost, were obtained from the Corrections Division of the Department of Social Services.

<sup>a</sup>The data on the per capita cost of each inmate is an estimate derived from dividing the general expenditure by the average population. It is recognized that there are many pitfalls in such a computation because of the omission of many relevant factors; nevertheless, the figures are useful indicators of the costs involved to maintain a prisoner in an institution.



they also reduce the total costs of the overall corrections program. There were 898 offenders under the jurisdiction of the probation department of the First Circuit Court, which covers all of Oahu. The department estimated that the annual cost per probationer is \$104.77. The Board of Paroles and Pardons of the Department of Social Services reported that during the past year there were 586 offenders on parole in the State of Hawaii. The cost of supervising these offenders was \$182.99 per offender for the year. These figures are substantially less than the average institutional cost per inmate of \$2,712 per year.

#### Visitors and Their Value

The value of visits to a prisoner by friends and relatives is not clearly understood by correctional authorities. There are those who contend that frequent visits do more harm than good to a prisoner because previously undesirable social situations may be perpetuated. Others recognize this negative social interaction but point out that almost all of the prisoners eventually return to society, and in order to work toward the rehabilitation of the offender it is necessary to encourage constructive visits that will assist in reforming undesirable social situations.

## CHAPTER III

### A CONSIDERATION OF VARIOUS FACTORS IN RELOCATION

It is recognized that there is a necessity to replace the present Hawaii State Prison with new facilities but there are divergent points of view regarding how and where these facilities should be established.

#### Combination of Jails and Prisons and Decentralization

The establishment of joint facilities for jails and prisons has been considered unwise by correctional authorities for many reasons, some of which are:

(1) Difference in Length of Care Between Inmates of Jails and Prisons. Jails are primarily intended for short-term custody. For example, in 1961, according to the figures released by the Honolulu Police Department, approximately 25 per cent of the inmates were incarcerated in the City and County Jail for less than one day, 50 per cent for less than a week, 75 per cent for less than two weeks, 90 per cent for less than a month, and 99 per cent for less than half a year.<sup>13</sup> The turnover of offenders is therefore rapid, giving the jail officials little time to evaluate the inmates and plan for an effective rehabilitation program. Prisoners, on the other hand, are incarcerated for a year or more and a sustained rehabilitation program is possible.

(2) Types of Inmates Differ. A significant number of those confined in jails are repeaters such as drunkards; others have committed minor crimes. These misdemeanants, in terms of criminality, are in sharp contrast to state prisoners who are felons and who are generally

---

<sup>13</sup>Honolulu Police Department, 1961 Statistical Report, p. 66.

more hardened and dangerous. Penal authorities oppose mixing these two divergent groups because the less criminally inclined will be contaminated by the more hardened criminals. Segregation in housing as well as rehabilitation between the two becomes difficult in a single institution. Greater security measures must be taken with the felons which correspondingly increases the cost of keeping offenders who have committed less vicious crimes and who need only minimum-security measures.

(3) Proximity to Courts. Jails should be near courts because many of the inmates have not received trial, and court appearances are frequently necessary at the early stages of incarceration. The court appearances of prison inmates are limited. However, unlike jails, prisons require large areas away from population centers for security reasons and for rehabilitation programs.

(4) Difficulty in Obtaining Experts. It may be difficult and expensive to hire skilled personnel to serve in decentralized institutions because of the scattered physical facilities. Experts are most readily available in urban centers.

(5) Expense Involved in Constructing Separate Facilities. The jails in Hawaii have not been constructed with the intent of housing long-term felons; therefore, the physical facilities must be altered drastically, or new institutions constructed, before a combination of jails and prisons is possible. The building of combined jail-prison facilities on the various islands would involve greater expenses because separate maximum-security facilities would need to be built; basic minimum operational costs and rehabilitation facilities would also need to be maintained separately. If the jails and prisons were to be combined, it is probably best that separate facilities be constructed on the same grounds instead of a combined housing unit. Segregation of prisoners will

then be easier in terms of housing and rehabilitation programs.

There are certain advantages in a decentralized system of prisons. For one, the economy of each Neighbor Island would receive some benefit from the establishment of such a facility. Decentralization would also enable more frequent visits by friends and relatives if the prisoner were a resident of the island. The prison population on Oahu would be reduced to a certain extent by such decentralization. However, the question remains as to whether these factors are valid reasons for establishing such a system in the light of the above-mentioned negative factors.

#### Retaining the Present State Prison Facilities

This plan involves retaining central facilities at the present grounds with minimum-security honor camps on Maui and Hawaii. Since the present area consists of 15.6 acres, any further expansion must necessarily be made adjacent to the present location. This would involve high land cost, limited expansion and continuous use of outmoded physical facilities. It would be difficult to improve security measures without extensive physical alterations.

#### Expansion of the Minimum-Security System

The honor camp system can be expanded by establishing one on Kauai, but the primary problem would be to have enough minimum-security prisoners housed at such camps. Also, it may be possible to construct such a camp on Oahu, thus reducing the inmate population at the Hawaii State Prison. The establishment of a minimum-security institution on Oahu for vocational and academic training is another possibility as is the adding of such training facilities to the honor camps on the Neighbor Islands.

All of these minimum-security alternatives may not reduce the operational costs, but savings would be possible in terms of capital expenditures since prison construction costs generally rise in direct ratio to the degree of security required.<sup>14</sup> Based on average mainland construction standards the federal Bureau of Prisons estimated that "camps for minimum-custody offenders in rural areas can be constructed at a ceiling cost of \$2,000 per inmate."<sup>15</sup> This is in contrast to the estimate of \$15,000 per inmate for a maximum-security prison and \$5,000 per inmate for a medium-security institution.

#### Interchange of the Honolulu City and County Jail and the Hawaii State Prison

It has been mentioned that, since: (1) the cells in the Honolulu City and County Jail are designed for maximum security, (2) the present jail facilities are farther away from the courts than the State Prison, and (3) there is greater space for expansion at the jail site, there might be some merit in interchanging the two institutions. However, this suggestion has its disadvantages. The two institutions are not readily interchangeable without extensive modifications. The Honolulu City and County Jail has space for 226 inmates but there is a present need for housing more than 465 state prisoners. The enclosed grounds for the jail consists of only slightly over seven acres. There are ten acres adjacent to it owned by the City and County of Honolulu but it is presently earmarked for use by the fire department. The entire area, including privately owned lands, consists of only 43 acres usable for prison purposes. The minimum acreage recommended by correctional authorities for a state prison is

---

<sup>14</sup>Myrl E. Alexander, "Do Our Prisons Cost Too Much?" The Annals, 1954, Vol. 293, p. 36.

<sup>15</sup>Ibid., p. 36.

100 acres. Thus, there is inadequate space for a prison in Halawa Valley.

#### Relocation to Another Site

Correctional authorities recognize that prison construction is expensive, and that once built it has to give 50 to 100 years of service. Therefore, thorough planning is a necessity. Some of the criteria for a prison site are: (1) Topography. Flat land is preferred for better security measures. (2) Climate. Rain and fog hamper security and general prison operations. (3) Acreage. There should be a minimum of 100 acres to allow for expansion, open grounds for security purposes, and recreation, vocational and other activities. Additional acreage up to 500 acres is desirable to prevent encroachment. (4) Accessibility to Roads, Utilities, and Other Modern Conveniences. The operation of a prison is facilitated by proximity to urban conveniences.

The Department of Social Services, in a memorandum to the Governor dated April 4, 1961, presented a discussion on prison-site selection. The report, which was amended by a memorandum on May 2, 1961, stated that a prison with an immediate bed capacity for 800 prisoners should be planned and that the location must allow for expansion to accommodate an increase to 1,500 bed capacity by the year 2000. The memorandum discussed 12 sites; of these, Kunia on Oahu was considered the best available site. The only other reasonable sites located on state land were Puunene Airport on Maui, and Panaewa farm lots area on Hawaii.

The report pointed out that Kunia, where the State owns 578 acres of land, meets the needs of a modern correctional facility. It would not be necessary to maintain a separate reception and discharge center as would be the case if a prison were located on a Neighbor Island. The disadvantage would be the conversion of prime agricultural

land for prison purposes. Assuming that 20 per cent of the prisoners from Oahu would have weekly visitors, the transportation costs would amount to \$14,200 if public carriers are used.

The Puunene Airport site on Maui includes 515 acres of state-owned land. It has many desirable features such as a flat topography and a dry climate. The greatest disadvantage is the distance from Honolulu and transportation costs between Oahu and Maui. The cost of transportation between Honolulu and Puunene for prisoners and correctional personnel was estimated to be \$25,000 annually; and the cost of transportation for weekly visitors of the inmates from Honolulu to Maui, based on 20 per cent of the prisoners having visitors, would amount to \$205,500 per year. However, visitors are expected to be reduced to about five per cent because of the distance.

The Panaewa area includes 500 acres of suitable land. Like Puunene Airport the greatest negative factor is the distance from Oahu. The Department estimated that the transportation costs between Oahu and Hawaii for prisoners and correctional personnel would be \$37,500 per year. The cost of weekly visitors from Honolulu to see 20 per cent of the inmates would be \$282,800 per year, but it was believed that only one per cent would continue to visit because of high travel costs.

Another site, Kahuku Airport, received consideration as a prison site recently. There are approximately 700 acres of privately owned unused land suitable for prison purposes at this site. Since the area may be a resort in the future and there is a tidal wave threat there, no further consideration has been given to it as a prison site.

#### Questions Which May Require Examination

The Legislative Reference Bureau was requested to undertake this study to determine whether the construction

and operation of joint jail-prison facilities, especially on the Neighbor Islands, constituted a feasible approach to corrections administration in Hawaii. The philosophy of correction and incarceration has been reviewed briefly and the adult correctional facilities and services in Hawaii have been examined. The concept of decentralized but combined jail-prison facilities has been found to have certain serious inherent deficiencies when measured against the emerging pattern of modern corrections administration. In the course of the study, however, a number of questions arose for which adequate answers did not seem to be available. The questions are noted in the paragraphs which follow.

Minimum-Security Camp on Oahu. Correctional authorities have stressed the importance of placing prisoners who may benefit from the environment in minimum-security camps. One of the reasons for the less-than-capacity population of the Kulani and Olinda facilities is believed to be the unwillingness of some eligible Oahu prisoners to be placed in a camp where visits from relatives are unlikely. It would seem advisable, therefore, that some consideration be given to the construction of a minimum-security facility on Oahu or for the government to subsidize periodic visits of relatives to honor camp inmates located away from their home island. Perhaps either course of action would reduce the total cost of the proposed new maximum-medium-security prison and put the prison system more in line with modern correctional philosophy.

Programs at Minimum-Security Camps. Another reason for the reluctance of Oahu inmates to transfer to Kulani and Olinda is believed to be the outdoor or rural nature of the work. Many Oahu inmates desire and probably need industrial training and employment. The question arises as to the desirability of establishing an industrial-type



minimum- or medium-security facility on Oahu or modifying the Olinda or Kulani programs to include such activities. Either approach may result in lower expenditures for a new maximum-medium-security unit.

Transportation and a Neighbor Island Location. One of the serious drawbacks of the Neighbor Islands as a site for a new prison facility is the lack of adequate, low-cost transportation. Estimates have been made of transportation costs using commercial facilities; preliminary estimates of the cost of plane ownership and operation by the State or contract arrangements with a commercial line have also been attempted, but the problem merits further investigation and evaluation.

Unless the transportation problem can be solved, a neighbor island prison site is expected by some to result in isolation of prison officials, unavailability of expert consultants, high staff turnover, and lack of visits to prisoners. (The importance of visits is discussed below.) The question needs to be examined from two points of view--would a neighbor island site actually cause such deficiencies and thus retard or prevent total prisoner rehabilitation, and, if so, can the transportation problem be solved so that such a site would be almost as accessible as rural Oahu?

Economic Considerations. Some consideration seems to have been given to the economic implications of the location of the new maximum-medium-security facility on a Neighbor Island in terms of outer-island development, and of the location of such a facility at Kunia in terms of the use of prime agricultural land. More attention probably should be given to the total cost to the economy when agricultural land is taken away and not merely to the cost to the State in reduced rental income and to the City and County of Honolulu in reduced property taxes. Further, the question of neighbor island development and the location of state governmental facilities on those

islands, even when such relocations represent only transfers within the state economy and not the creation of new income-generating operations, is a matter of state policy on which a firm decision has not yet been made. Such a decision is not one which the Department of Social Services or any other department can make.

Cost of a New Prison. The 1962 capital improvements budget included \$130,000 toward the construction of a new prison but the item was deleted by the Legislature; a similar proposal may be considered this year. The capital improvements program for 1962-1968 included plans for a \$9,380,000 state prison with a capacity for 650 inmates. This will amount to an average cost of almost \$14,500 per inmate. With such a high construction cost per inmate it is probably the intent to construct a maximum-security institution for all of the 650 inmates. The entire prison need not be geared to the requirements of the small percentage which require maximum security. A careful consideration should therefore be given to new, less expensive prison designs when plans for the actual physical facilities are made.

Visiting Prisoners. Correctional authorities seem to have no concrete answers on the positive or negative effects visits might have on a prisoner. The answers that have been given on this question have been based on impressions. Although a record of each visit to a prisoner is kept by the Hawaii State Prison, such a record has not been evaluated in terms of the success or failure of the rehabilitation of prisoners. Perhaps it is not possible to establish a relationship, but at least the question bears investigation.

An Integrated Community of Institutions. Some correctional authorities have been thinking of the possibility of establishing an integrated community of institutions in Hawaii in which institutions such as the girls' and boys' training schools, the prison, or even

homes for the aged and the mentally retarded, and hospitals for the mentally ill and the tuberculous patients could be placed on one large campus, approximately 500 acres in size. Such an arrangement might facilitate operational economies. It is believed that a rural Oahu location would be desirable for such a campus since it provides the desirable proximity to courts and community resources in addition to visiting conveniences. This concept, it is maintained, would prevent the piecemeal, short-range approach to the problem of expansion of facilities. If such a plan is to be considered, obviously it must be considered prior to selection of a new prison site.

Maizie Yamada prepared the manuscript for printing.

## APPENDIX

### QUESTIONNAIRE ON COUNTY JAIL

1. Name of county:
2. Location of jail (name of town or village):
3. Year in which jail was constructed:
4. Cost of original construction (include separately the land cost, architect's fee, jail equipment, etc.):
5. Original cost of substantial additions or improvements to the jail (include the year and type of improvement):
6. Present estimated value (replacement value) of the jail:
7. Total land area of jail site:
8. Total amount of jail floor space (square-feet):
9. Number of jail cells:
10. Total amount of cell floor space (square feet):
11. Maximum capacity of inmate population:
12. Do you favor a combination of jails and prisons? What problems do you anticipate in such a combination? Are there ways to avoid such problems? Would there be advantages in your jurisdiction in such a combination? Please discuss.