



Oahu Community Correctional Center Replacement

Volume 2 - Site Identification and Evaluation Process

August 2016

Hawaii Department of Public Safety

The Hawaii Department of Public Safety (PSD) operates community correctional centers (CCCs) on the islands of Oahu, Maui, Hawaii and Kauai. Each CCC houses short-term sentenced (felons, probation, and misdemeanor), pretrial (felon and misdemeanor), other jurisdiction, and probation/parole violators. CCC's 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 county of origin when they reach less than a year until their scheduled release. Most of these former prison inmates are transferred to a dedicated work furlough unit where they are able to begin working in the community on supervised work crews or in individual placements as determined by needs and classification assessments and individualized pre-release plans.

With increasingly aged and obsolete correctional facilities, PSD has proposed improving its corrections infrastructure through modernization of its existing facilities and construction of new institutions to replace others. Among its priority projects is the replacement of OCCC. Additional information concerning PSD and the OCCC project can be found at:

<http://dps.hawaii.gov/occc-future-plans>.

What is PSD Seeking?

PSD is seeking information concerning sites capable of being developed with a new, state-of-the-art CCC to replace the existing OCCC. PSD is using a process to evaluate prospective sites and this document is intended to guide property owners and their representatives, the real estate industry, community planners, economic development officials, elected representatives, and the public to identify and offer sites for PSD consideration. The information provided herein is intended to facilitate the identification of suitable sites thereby expediting the evaluation and selection process. By presenting and explaining the criteria being used by PSD to evaluate prospective sites and the process by which sites will be considered, sites well-suited for OCCC replacement facility development can be identified more easily and sites ill-suited can be avoided or eliminated early in the process to benefit of all involved.



Existing OCCC

Need to Replace OCCC

OCCC is located in Kalihi on an approximately 16-acre parcel at the south west corner of Kamehameha Highway/ Dillingham Boulevard and Puuhale Road. The OCCC serves the Island of Oahu and acts as the local detention center for the First Circuit Court. The facility currently houses both male and female inmates on pretrial, sentenced and community release status, including transition and re-entry housing and programs for inmates returning from in-state or mainland correctional facilities. OCCC is PSD's largest and most important detention facility and it is in immediate need of replacement.

OCCC initially came under state control in 1975, when the facility was transferred from the City and County of Honolulu as part of the State assuming statewide responsibility for all aspects of incarceration. Annex 1 to the old jail was completed at the time of the transfer. The main jail building opened in 1980 and was fully completed and occupied in 1982. At that time, it was constructed as a 312-cell facility and was viewed

as a state-of-the-art facility and a positive step in the development of facility design and operations as detention and corrections evolved from the historic telephone/ intermittent surveillance custody and control model to a more modern podular direct supervision approach to care and custody. From 1978 to 1987, OCCC was both the local jail and primary prison for the State, since the largest percentage of the inmate population was geographically centered on Oahu. Since 1987, it has primarily functioned as a pre-trial detention facility.

While a model facility at the time of construction, overcrowding and a patchwork of additions make the operation of the facility challenging in terms of safety, security, support services and access to programs. Additionally, overcrowding and the adaptive use of capacity available has resulted in relatively high staffing patterns and associated operating costs.



Avoid steeply sloping sites

PSD's Site Identification and Evaluation Criteria

Identifying prospective sites with criteria in mind is the first step in determining whether development is feasible at a particular site and if the site and its surroundings are well-suited to host the facility. At the same time, it is recognized that identifying sites that strictly adhere to all siting requirements is unlikely to be successful and will result in elimination of viable sites from consideration. Therefore, flexibility is necessary to achieve the desired result; sites that can be developed for OCCC use within a preferred search area, at reasonable cost, and with minimal adverse environmental impacts.

The criteria to be considered when evaluating prospective sites encompass six principal categories: Proximity, Land and Environment, Infrastructure, Community Services/Other, Development Costs, and Community Acceptance. Each is described below along with relative importance (weighting) to be considered and utilized during the site identification and evaluation process.

CRITERIA: PROXIMITY

(Weighting: 20 of 100 Points)

Proximity to PSD Staff, Visitors, and Others.

Successful OCCC operation depends on convenient access by staff responsible for operating the facility as well as family

members, friends, the legal community, vendors and others visiting the facility on a regular basis. Therefore, where possible, prospective OCCC replacement sites should be located in areas readily accessible to current and future PSD employees, visitors, and others. Sites requiring long drive times from major population centers will reduce the likelihood that PSD staff, visitors, and others who interface with the OCCC will continue to support the facility.

Proximity to Medical and Treatment Providers. Efficient and effective operation depends on ready access to medical facilities and specialists not available within the OCCC itself. Therefore, sites should be located in areas with reasonable access to medical facilities and services used by the current OCCC. Sites requiring long drive times to reach such facilities and specialists are less appealing than those with shorter drive times.

Proximity to Legal Services. OCCC operation also depends on ready access to courthouses and various legal services and infrastructure. Therefore, sites should be located in areas with reasonable access to courthouses and other legal system facilities. Sites requiring long drive times to reach such infrastructure are less appealing than those with shorter drive times although greater use of technology may reduce this dependence in the future.

CRITERIA: LAND AND ENVIRONMENT

(Weighting: 15 of 100 Points)

Land Area. Development of an OCCC replacement facility requires sufficient land area for placement of structures, employee and public parking areas, as well as a buffer zone between the facility and neighboring developments. Minimum land area has been determined to be approximately 10-12 acres utilizing a mid-rise or high-rise design solution; a low-rise campus design would require approximately 15+ acres. Larger sites are preferred over smaller sites.

Site Topography. Topography influences facility placement, layout and design, as well as site preparation costs. Sites as near to level (0-2 percent slope) as possible with average slope across the site limited to 5 percent are preferable to sites with pronounced changes in topography.

Soil Characteristics. Construction costs can increase significantly where soils having unusual or challenging characteristics (i.e., shallow bedrock, collapsible soils, high water table, liquefaction potential, etc.) are found. Sites with a preponderance of soils exhibiting challenging building conditions or require costly removal or mitigation measures are less appealing than those without such characteristics or requirements.

Critical Environmental Resources. Wetlands are lands inundated by surface or ground waters with "a frequency to support under normal circumstances a prevalence of vegetative or aquatic life that requires saturated or seasonally saturated soil conditions for growth and reproduction". The alteration or loss of wetlands can result in habitat loss, increased flooding, and decreased ground water recharge. Development of lands designated as wetlands can also involve significant additional time and resources to complete the regulatory review and approval processes. Sites containing areas of wetlands that cannot be avoided or require costly or time-consuming permitting and mitigation are less appealing than those without such characteristics or requirements. Similarly, lands containing habitats for rare, threatened or endangered flora and fauna should be avoided. Development of sites designated as critical habitats can involve considerable time and resources to satisfy the regulatory review and approval processes and are less appealing than those without such characteristics or requirements.



Avoid wetlands/endangered species habitats



Avoid cultural, archaeological and Native Hawaiian sites



Avoid flood prone areas



Avoid contaminated properties

Cultural, Archaeological and Native Hawaiian Sites and Resources. Cultural, archaeological or Native Hawaiian sites and resources are important to Hawai'i and should be preserved and protected. Development of lands designated as important state or federal cultural, archaeological or Native Hawaiian sites can damage such resources and involve significant additional time and costs to satisfy the regulatory review and approval processes. Construction costs and challenges to development increase significantly where cultural, archaeological, and Native Hawaiian sites are found. Prospective replacement sites containing cultural, archaeological or Native Hawaiian resources that cannot be avoided or require costly or time-consuming permitting and mitigation measures are less appealing than those absent such features or requirements.

Hazards Avoidance – Flooding and Tsunami Inundation Areas. The volume and momentum of rushing water at flood stage or resulting from a tsunami has the potential to create a wide path of destruction. Such flooding and inundation could significantly disrupt OCCC operations, adversely affect facility security, risk the safety of inmates and staff, and cause severe structural damage. Therefore, prospective OCCC replacement facility sites that may be adversely affected by flooding or lie within tsunami inundation areas are less appealing than those with no flood or inundation potential.

Hazards Avoidance – Geologic Faults and Seismic Zones. The nature of geological fault zones and active seismic regions presents a potential threat to the integrity of structures, institution security, and the welfare and safety of inmates and staff. As a result, prospective OCCC replacement facility sites should avoid such areas when possible.

Hazards Avoidance – Landfills and Contaminated Sites. Lands previously used for the disposal of solid or liquid wastes have the potential for methane gas releases, leachate formation, and settlement that can damage structures, parking areas, access roadways, and utility systems. Sites exhibiting contamination or containing areas previously landfilled with solid, hazardous, or other wastes should be avoided.

Hazards Avoidance – Emergency Evacuation. Prospective OCCC replacement sites located in proximity to petrochemical plants, fuel storage tanks, hazardous waste treatment/disposal facilities, and similar uses and activities should be avoided. Such uses represent potential health and safety risks and during emergencies may require local or area-wide evacuation which is not an option for the OCCC replacement facility.



First Circuit Court

CRITERIA: INFRASTRUCTURE
(Weighting: 25 of 100 Points)

Roadway Access. Facility operation is dependent upon safe, convenient, and unimpeded access by the workforce, service providers, visitors, and others. Therefore, prospective OCCC replacement facility sites should be located within areas readily accessible to the regional highway network and connections to local roadways. Access should be via well-constructed and well-maintained roadways with no obstructions, height limitations or weight restrictions. Access to public transit service is considered beneficial.

Water Supply Service. Potable water supply service is a basic requirement to the functioning of the OCCC. New OCCC replacement facility sites, therefore, should be within areas serviced by a public/private potable water utility capable of providing an uninterrupted supply of approximately 1,500,000 gallons of water daily. Locations which minimize the cost for extending, upgrading or otherwise improving water supply service are preferred over sites requiring costly improvements. In areas where public/private water supply systems are unavailable or incapable of meeting facility requirements, development of an on-site or independent water supply system would need to be considered. However, connection to the public water supply system is the preferred solution.

Wastewater Treatment Service. Wastewater treatment service is also a basic requirement to the functioning of the OCCC. Therefore, prospective replacement facility sites should be located within areas serviced by public collection and treatment systems capable of collecting and treating approximately 1,350,000 gallons of wastewaters daily. Locations

which minimize the costs associated with extending, upgrading or otherwise improving wastewater systems are preferred over sites requiring costly improvements. In areas where public wastewater systems are unavailable or incapable of meeting facility needs, an on-site or independent wastewater treatment and disposal system would need to be considered. However, connection to the public wastewater treatment system is the preferred solution.

Electric Power Service. Electric power service is another basic requirement to the functioning of any large public institution including the proposed OCCC replacement facility and all prospective sites should have access to primary electric power transmission systems. Sites which minimize any costs associated with extending, upgrading or otherwise improving power supply equipment necessary to service the facility are preferred over sites requiring costly improvements.

Natural Gas Service. Natural gas supply is typically a basic requirement to the functioning of large public institutions including the proposed OCCC replacement facility and therefore sites should be located within areas serviced by natural gas suppliers. An underground synthetic natural gas (SNG) distribution system reportedly supplies the majority of the businesses and residents on Oahu from Kapolei to Hawaii Kai. Other areas of Oahu not served by the SNG infrastructure are provided with propane gas, which is distributed from a central storage facility. Other customers outside of the service areas for these two distribution systems are serviced through delivery of propane. Access to the SNG distribution system is considered an advantage.

Telecommunication Services. Telecommunications service is a basic requirement to the functioning of a correctional facility. Sites should be located within areas served by telecommunications operators providing local, long distance, and mobile services. Locations which minimize the cost for extending, upgrading or otherwise improving telecommunications service are preferred over sites requiring costly improvements.

CRITERIA: COMMUNITY SERVICES/ OTHER

(Weighting: 10 of 100 Points)

Emergency Response Services. Sites should be located in or near areas served by police and fire departments employing full-time police officers, trained firefighters, dispatchers and support personnel and equipment. Although PSD relies upon its staff and resources to ensure overall facility security, support from additional law enforcement resources is desirable in the event of an emergency. While new correctional facilities are fire resistive and have fire and smoke detectors, sensors, and sprinkler systems, it is advantageous to have back-up support from fire protection resources in the event of an emergency. As noted earlier, sites should also be located in proximity to public/private hospitals providing 24-hour emergency services. Although new facilities include fully equipped and staffed medical units, it is advantageous to have emergency medical services available if a serious accident, illness or similar emergency occurs.

Adjoining and Nearby Land Uses. Sites containing homes or commercial uses should be avoided to eliminate the need to relocate residents or businesses. Sites bordering upon residential neighborhoods, parks and playgrounds, schools, religious and cultural sites, and similar land uses should also be avoided when possible. Provision of a buffer from such developments reduces land use compatibility conflicts.

Ownership. Property acquisition should be able to be accomplished with relative ease. Sites consisting of only one parcel or relatively few individual parcels requiring acquisition are favored over sites involving numerous parcels. The same is true of ownership; sites to be acquired comprising a single owner are favored over sites involving multiple owners. In addition, sites should be free of deed restrictions and covenants and include surface and subsurface water and mineral rights as applicable. Use of private lands shall be considered when available, practical, and better-suited than public lands.

Ability to Share Services. Co-locating institutions of a similar nature offers potential cost savings during operation of both facilities. Locating the proposed OCCC replacement facility on or near other PSD-operated correctional facilities on Oahu could allow for the sharing of services, equipment, and under certain circumstances, manpower.

CRITERIA: DEVELOPMENT COSTS

(Weighting: 20 of 100 Points)

Development Costs. Each prospective site has unique features, conditions and characteristics that result in higher or lower construction costs. Sites that result in high costs to develop (i.e., land acquisition, site preparation, infrastructure improvements, environmental mitigation, etc.) relative to other sites should be avoided. The total cost to develop, considering land acquisition, site preparation, infrastructure improvements, and environmental mitigation, shall be the basis for comparison between prospective sites.

CRITERIA: COMMUNITY ACCEPTANCE

(Weighting: 10 of 100 Points)

Community Acceptance. Sites shall be located in or near communities that have expressed the willingness to accept CCC facility development. Communities willing to accept such facilities are more likely to assist with provision of local services while avoiding costly and time-consuming legal and other challenges.

Have a Site to Offer?

PSD is actively seeking information from the real estate industry, planning and economic development officials, property owners and the public concerning potential OCCC replacement facility sites. For those with knowledge of possible sites, the PSD has prepared a SITE OFFER FORM to allow you to submit information concerning properties for consideration. Please visit <http://dps.hawaii.gov/occc-future-plans> for the form or contact: rnardi@louisberger.com

OCCC Replacement Facility Preferred Search Area

Replacement of the aging OCCC may occur at its current location in the Makai portion of Kalihi; it may also occur at another location on the Island of Oahu. To provide an equal and unbiased opportunity to all areas of Oahu, the entire island is currently under consideration as alternative locations for the proposed OCCC. Prospective sites that can meet some or most of the key OCCC facility siting criteria anywhere on Oahu will be screened for possible use. However, there are portions of Oahu that are more preferable for locating a new OCCC facility. Therefore, when considering alternative sites, it is necessary to determine a preferred search area within which such sites would be favored and, conversely, sites beyond the preferred search area would be less favored, although still subject to consideration.

In the event of a relocation away from Kalihi, the ability of PSD to retain skilled staff and to recruit staff to operate a new OCCC could be adversely affected. Therefore, in determining the preferred search radius, an important factor to be considered is the potential impacts on OCCC employees involving their daily commute to and from any potential new facility location. In addressing this aspect of the proposed project, an analysis has been performed to help determine the appropriate preferred search area for the potential facility location. Secondary to

the OCCC workforce is the potential for impacts to friends, family members and legal representatives who routinely visit the facility as well as to vendors providing supplies and services. Consideration was also given to the influence of public transit services and major roadways, which provide access for staff to the current OCCC location as well as prospective site locations.

Based on careful consideration of these factors, a preferred search radius is proposed that would encompass Greater Honolulu and the East Oahu and West Oahu areas. This area generally extends westward to encompass Kapolei, southeast to Ward Avenue to encompass the First Circuit Court, and extend north of H-1 to include the Halawa Correctional Facility. The recommended preferred search area encompasses an area of Oahu which would provide reasonable access for nearly 80% of current OCCC staff. This area also encompasses large population centers on Oahu and would be expected to be accessible to any facility location. Most potential replacement facility locations within this area would also be accessible to public transit, First Circuit Court facilities and other institutional facilities providing for administrative support to the OCCC.





OCCC Replacement - Progress to Date

With the onset of the siting process, PSD and its consultants are engaging in meetings with state and federal government officials, real estate industry representatives, planning and development officials and others to explain the siting process and solicit interest and potential sites that could accommodate OCCC development. In addition, consideration is being given to developing the OCCC replacement facility at the current location or co-locating the facility on lands comprising the Halawa Correctional Facility. All sites will undergo an initial evaluation to determine suitability relying upon information provided by property owners and various published data sources. Sites that most closely address PSD's siting criteria will be subjected to in-depth study that will eliminate less suitable sites until only the most suitable sites remain for PSD consideration.

Upcoming Activities

PSD is moving ahead with the OCCC replacement planning process with these activities planned in the months ahead:

August 2016	<p>Continue notifying key officials, regulatory agencies, stakeholder groups and the public about the purpose and need for the proposed OCCC replacement facility and the planning process and schedule.</p> <p>Publicize criteria to be used to identify and evaluate potential sites for OCCC development and initiate site identification and evaluation process.</p> <p>Develop inventory of prospective sites to include current OCCC and Halawa Correctional Facility sites.</p> <p>Continue public outreach and engagement process.</p>
September 2016	<p>Finalize OCCC facility needs based on future inmate population projections and program requirements, identify specific space needs, floor space requirements, and conceptual site development plans.</p> <p>Initiate environmental impact study process with publication of the EA/EIS Preparation Notice.</p> <p>Continue public outreach and engagement process.</p>
October 2016	<p>Continue developing inventory of prospective sites based on minimum facility and infrastructure requirements.</p> <p>Begin screening prospective sites using site identification and evaluation criteria to identify sites best meeting requirements.</p> <p>Continue public outreach and engagement process.</p>

Interested in Learning More?

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

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