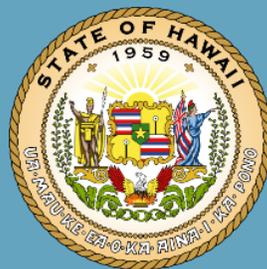


Technical Memorandum #2 Facility Siting Criteria

**Oahu Community
Correctional Center**

November 18, 2016



**State of Hawaii
Hawaii Department of Public Safety**

Technical Memorandum #2: Facility Siting Criteria

Oahu Community Correctional Center

November 18, 2016



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Acronyms

DAGS	Hawai'i Department of Accounting and General Services
LWFC	Laumaka Work Furlough Center
OCCC	Oahu Community Correctional Center
PSD	Hawai'i Department of Public Safety
SNG	synthetic natural gas

TECHNICAL MEMORANDUM #2: Future of the Oahu Community Correctional Center Siting Criteria

1.0 BACKGROUND

The Oahu Community Correctional Center (OCCC) is the largest jail facility in the State of Hawai'i. The OCCC houses pre-trial detainees and in addition to its jail functions, provides reintegration programming for male sentenced felons. The Hawai'i Public Safety Department (PSD) oversees operation of the OCCC as well as the nearby Laumaka Work Furlough Center (LWFC) where inmates assigned to the LWFC are either actively seeking employment or working in the community. The current OCCC is out of date, inefficient and no longer meeting PSD needs. Outmoded design and site layout make day-to-day operations more costly than necessary and therefore, PSD is proposing to replace the OCCC with a state-of-the-art facility. To assist with the planning for a new OCCC facility, the State of Hawai'i assembled a team consisting of representatives of PSD, the Department of Accounting and General Services (DAGS), and a team of specialized consultants led by Architects Hawaii Ltd. (together the "Project Team").

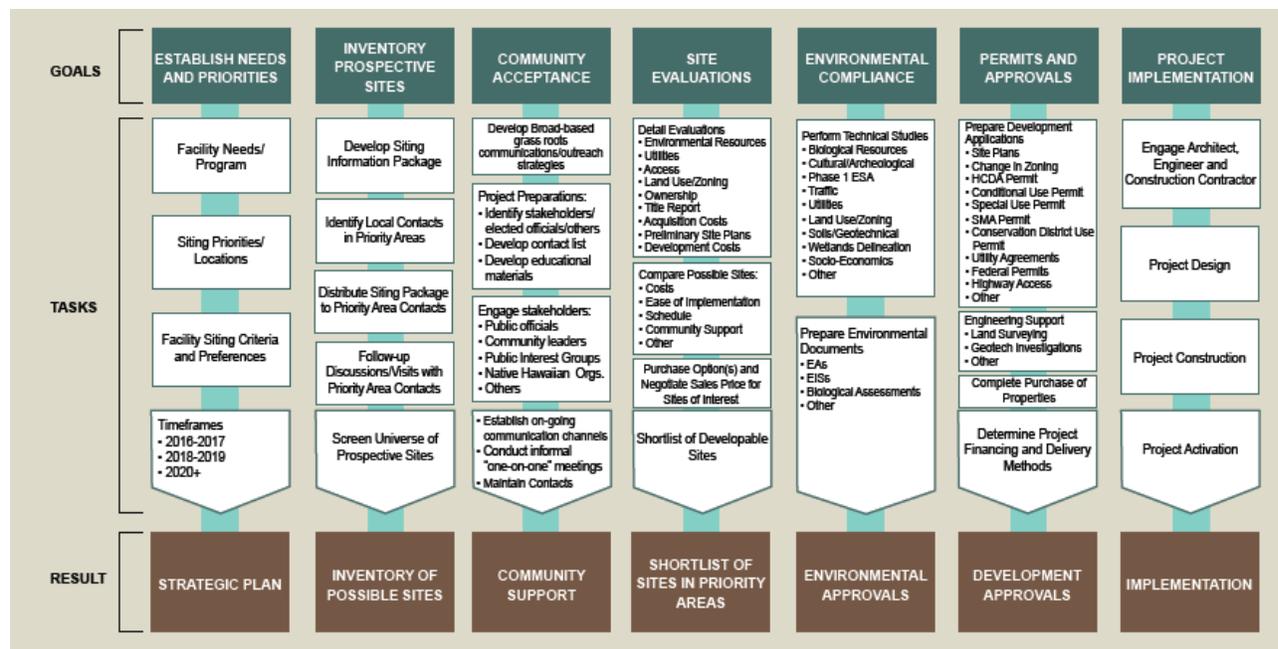
Replacing the aging OCCC may occur at its current location in the Makai portion of Kalihi; it may also occur at another location. In the event of a relocation away from Kalihi, the process of planning for a new OCCC facility must include determining the criteria to be used in identifying and evaluating prospective sites; sites that meet all or many of the criteria would be considered further and, conversely, sites that don't meet many of the criteria would be eliminated from consideration.

Since originally published in August 2016, Technical Memorandum #2 – Siting Criteria has been reviewed, revised and updated in this version to reflect input and guidance provided by the Project Team as well as advice received during numerous outreach meetings including during the Environmental Impact Statement Scoping Meeting held on September 28, 2016.

2.0 PLANNING PROCESS FOR NEW OAHU CCC FACILITY

At its most basic level, the process of planning for a new OCCC facility is similar to developing a business park, medical complex, or similar institution. However, the unique issues and challenges surrounding OCCC development often make the process more complex, time-consuming and costly than other projects of a similar scale.

Development of a new OCCC to replace the current facility is being advanced using a process summarized in Exhibit 1. PSD has already begun the process of determining its needs and priorities and has embarked on a public outreach effort. A well-defined set of criteria is needed to help identify and evaluate prospective OCCC sites. Once the siting criteria are defined and accepted, PSD can begin identifying and evaluating prospective sites.



Source: Louis Berger, 2016.

Exhibit 1: OCCC Siting and Development Process

3.0 SITING CRITERIA

3.1 Introduction

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 recommended relative importance (weighting) to be considered, adjusted as necessary, and utilized during the site identification and evaluation process.

3.2 Criteria: Proximity

3.2.1 Proximity to PSD Staff, Visitors, and Others

Successful OCCC operation depends on convenient access by those responsible for operating the facility as well as family members, friends, volunteers, vendors and others visiting the facility on a regular basis. Therefore, where possible, prospective OCCC 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, volunteers, and others who interface with the OCCC will continue to support the facility.

3.2.2 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.



3.2.3 Proximity to Legal Services

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



Recommended Proximity Criteria Weighting: 20 of 100.

3.3 Criteria: Land and Environment

3.3.1 Land Area

Development of a new OCCC facility requires sufficient land area for placement of structures, employee and visitor parking areas, as well as a buffer zone between the facility and neighboring developments. A minimum land area has been determined to be approximately 15–20 acres using a mid-rise or high-rise design solution; a low-rise campus design would require a minimum of approximately 25+ acres. Larger sites are more appealing than smaller sites.

3.3.2 Site Topography

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



3.3.3 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 and characteristics or require costly removal or mitigation measures are less appealing than those without such characteristics or requirements.

3.3.4 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” (U.S. Army Corps of Engineers). 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 satisfy 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.



3.3.5 Cultural, Archaeological and Native Hawaiian Sites and Resources

State and federal 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 and resources 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 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.



3.3.6 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 for creating a wide path of destruction. Such flooding and inundation could significantly disrupt OCCC facility operations, adversely affect facility security, risk the safety of inmates and staff, and cause severe structural damage. Therefore, prospective OCCC 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.



3.3.7 Hazards Avoidance – Geologic Faults and Seismic Zones

The nature of geological fault zones and active seismic areas 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 sites should avoid such areas when possible.



3.3.8 Hazards Avoidance – Landfills and Related Disposal 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 utilities. Sites exhibiting contamination or containing areas previously landfilled with solid and other wastes should be avoided.



3.3.9 Hazards Avoidance – Emergency Evacuation

Prospective OCCC sites located in proximity to hazardous waste treatment/disposal facilities, petrochemical plants, fuel storage tanks and similar uses and activities should be avoided. Such uses represent potential health and safety risks and during emergencies, may require evacuation, which is not an option for the proposed facility.



Recommended Land and Environment Criteria Weighting: 15 of 100.

3.4 Criteria: Infrastructure

3.4.1 Roadway Access

OCCC facility operation is dependent upon a workforce, service providers, and others having access to the network of regional highways and connections to local roadways. Therefore, prospective OCCC facility sites should be located within areas readily accessible to the regional highway network. 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.



3.4.2 Water Supply Service

Potable water supply service is a basic requirement to the functioning of the OCCC. New OCCC facility sites, therefore, should be within areas serviced by a public/private potable water utility capable of providing an uninterrupted supply of approximately 150,000 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 preferred.



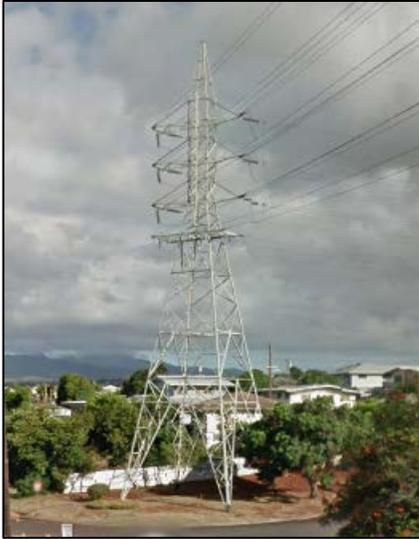
3.4.3 Wastewater Treatment Service

Wastewater treatment service is a basic requirement to the functioning of the OCCC. Therefore, prospective OCCC sites should be located within areas serviced by public wastewater collection and treatment systems with the capability to collect and treat approximately 135,000 gallons 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 preferred.



3.4.4 Electric Power Service

Electric power service is a basic requirement to the functioning of any large public institution including the proposed OCCC facility and all prospective sites should have access to 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.



3.4.5 Natural Gas Service

Natural gas supply is typically a basic requirement to the functioning of large public institutions including the proposed OCCC 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 underground 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 beneficial.

3.4.6 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.



Recommended Infrastructure Criteria Weighting: 20 of 100.

3.5 Criteria: Community Services/Other

3.5.1 Emergency Response Services

Sites should be located in or near areas served by municipal/county 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 security, support from additional law enforcement resources is desirable in the event of an emergency. While new facilities are fire resistive and have fire and smoke detectors, sensors, and sprinkler systems, it is advantageous to have back-up support from nearby fire protection resources in the event of an emergency. 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.

3.5.2 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. Provision of a buffer from such developments reduces land use compatibility conflicts.



3.5.3 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 public lands shall be considered when available, practical, and equal to or better suited than private lands.

3.5.4 Ability to Share Services

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

Recommended Community Services/Other Criteria Weighting: 10 of 100.

3.6 Criteria: Development Costs

3.6.1 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.

Recommended Development Costs Criteria Weighting: 25 of 100.

3.7 Criteria: Community Acceptance

3.7.1 Community Acceptance

Sites shall be located in or near communities that have expressed the willingness to accept community correctional 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.

Recommended Community Acceptance Criteria Weighting: 10 of 100.

4.0 SUMMARY OF RECOMMENDATIONS

This technical memorandum is intended to describe the rationale for criteria against which prospective sites will be objectively and consistently screened. Screening 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. The criteria to be considered encompass six principal categories (Proximity, Land and Environment, Infrastructure, Community Services/Other, Development Costs, and Community Acceptance) and 19 subcategories. Each is listed below along with recommended relative importance (weighting) to be considered, adjusted as necessary, and utilized during the site identification and evaluation process.

Table 1: OCCC Facility Siting Criteria and Recommended Weightings

Category	Recommended Weighting
Proximity	20
Proximity to Staff, Visitors, Others	
Proximity to Medical and Treatment Providers	
Proximity to Legal Services	
Land and Environment	15
Land Area	
Topography	
Soil Characteristics	
Critical Environmental Resources	
Cultural, Archaeological and Native Hawaiian Sites and Resources	
Hazards Avoidance	

Category	Recommended Weighting
Infrastructure	20
Roadway Access	
Water Supply Service	
Wastewater Treatment Service	
Electric Power Service	
Natural Gas Service	
Telecommunications Service	
Community Services/Other	10
Emergency Response Services	
Adjoining and Nearby Land Uses	
Ownership	
Ability to Share Services	
Development Costs	25
Community Acceptance	10
Total	100

