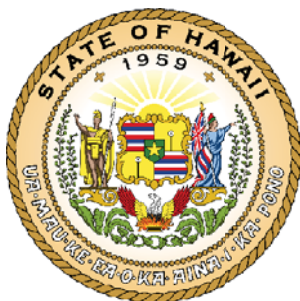


Progress Report

Planning for the Future of the
Oahu Community Correctional Center



Report to the Hawaii
State Legislature

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Planning for the Future of the Oahu Community Correctional Center

Progress Report

Report to the Hawaii
State Legislature
February 1, 2017

Prepared for:
Department of Public Safety
Department of Accounting
and General Services

Prepared by:
Architects Hawaii, Ltd.
Louis Berger U.S.



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This report was prepared under the direction of the Department of Public Safety (PSD) and the Department of Accounting and General Services (DAGS) and is the product of contributions from many individuals and organizations. These contributors include:

Department of Public Safety

Nolan Espinda
Tessie Fernandez
Clayton Shimazu
Toni Schwartz
Cassidy Tanimoto
Lester Lau

Department of Accounting and General Services

Lance Maja
Christine Kinimaka
Joseph M. Earing

Architects Hawaii, Ltd.

Bettina Mehnert
Brian Takahashi
Thomas J. Rudary
Michael Saupan
Tamara Edwards

Louis Berger U.S.

Robert Nardi
Lori Fox
Joshua Schnabel
Julia Eitner
Coreen Johnson

Integrus Architecture

Preston Potratz
Rich Siddons
Tim Leinonen

Criminal Justice Planning Services

Kathy Gookin

Communications Pacific

Kitty Lagareta
Lloyd Yonenaka
David Lato

Cumming

Andrew Tanton
Donna Lee

PBR Hawaii

Vincent Shigekuni
Catie Cullison

Newmark Grubb CBI

Jackson Nakasone
Brant Yasaka

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ACRONYMS & ABBREVIATIONS

A

ACA	American Correctional Association
ACSM	American Congress on Surveying and Mapping
ADP	Average Daily Population
AG	Department of the Attorney General
AHL	Architects Hawaii Ltd.

B

BFE	Base Flood Elevation
BGSF	Building Gross Square Feet

C

CAD	Computer-Aided Design
CCC	Community Correctional Center
CERCLA	Comprehensive Environmental Response, Compensation and Liability Act
CF	Correctional Facility
CJPS	Criminal Justice Planning Services

D

DAGS	Department of Accounting and General Services
DBEDT	Department of Business, Economic Development, and Tourism
DHHL	Department of Hawaiian Home Lands
DLNR	Department of Land and Natural Resources
DPP	Department of Planning and Permitting

E

EA	Environmental Assessment
EIS	Environmental Impact Statement
EISPN	Environmental Impact Statement Preparation Notice

F

FAQ	Frequently Asked Questions
FEMA	Federal Emergency Management Agency
FF&E	Furniture, Fixtures, and Equipment
FIRM	Flood Insurance Rate Map
FTE	Full-Time Equivalent
FY	Fiscal Year

H

HAR	Hawaii Administrative Rules
HCDA	Hawaii Community Development Authority

HCF Halawa Correctional Facility
HEPA Hawaiian Environmental Policy Act
HRS Hawaii Revised Statutes

I

IA Integrus Architecture

K

KCF Kulani Correctional Facility

L

LUO Land Use Ordinance
LWFC Laumaka Work Furlough Center

N

NFIP National Flood Insurance Program
NPDES National Pollutant Discharge Elimination System
NSF Net Square Feet

O

OCCC Oahu Community Correctional Center
OEQC Office of Environmental Quality Control
OHA Office of Hawaiian Affairs

P

PDR Project Development Report
PRU Plan Review Use
PSD Department of Public Safety

S

SMA Special Management Area

T

TIAR Traffic Impact Analysis Report
TMK Tax Map Key

V

VIST Visitation

W

WCCC Women's Community Correctional Center
WCF Waiawa Correctional Facility
WFC Work Furlough Center
WOTC Work Opportunity Tax Credit

PREFACE

The following Progress Report discusses the planning for the future of the Oahu Community Correctional Center (OCCC). As requested by the Hawaii State Legislature as part of Act 124, Sections 52 and 52.1, it focuses on progress to date toward the completion of five distinct subject areas:

1. Preliminary design of the replacement OCCC;
2. Projected cost of the replacement OCCC;
3. Financing plan for the development of the facility;
4. Issuance of a request for proposals for the development of the facility; and
5. Findings from a study of possible OCCC development sites.

This report has been prepared by the Consultant Team on the behalf of the Department of Public Safety (PSD) and the Department of Accounting and General Services (DAGS). For the purposes of this report, the "Consultant Team" refers to the team contracted by the state; it is led by Architects Hawaii Ltd. (AHL), and includes all the firms sub-contracted by AHL (Louis Berger U.S., Integrus Architecture (IA), Cumming, etc.). The "Project Team" refers to the Consultant Team with the addition of PSD and DAGS. As a progress report, the material presented here is subject to change in the future; it will be reviewed and revised as required throughout the course of the project.

The Oahu Community Correctional Center is the largest jail facility in the State of Hawaii, responsible for housing pre-trial detainees and short-term sentenced inmates. In addition to its detention functions, OCCC provides reintegration programming for male sentenced felons. PSD oversees operation of OCCC as well as the nearby Laumaka Work Furlough Center (LWFC); inmates assigned to LWFC are either actively seeking employment or working in the community. OCCC is located in Kalihi on an approximately 16-acre parcel at the southwest corner of Kamehameha Highway/Dillingham Boulevard and Puuhale Road. The facility serves the Island of Oahu and acts as the local detention center for the First Circuit Court. It 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.

The current OCCC facility is out of date, inefficient and no longer meeting the needs of PSD. Outmoded design and site layout make day-to-day operations of the facility more difficult and costly than necessary. LWFC also lacks additional capacity to support a growing demand for re-entry facilities. PSD is proposing to replace OCCC with a new modern facility which will include additional pre-release beds to lessen the burden on the existing LWFC. To assist with the planning for a new OCCC facility, the State of Hawaii has assembled a team with representatives of PSD, DAGS, and specialized consultants led by AHL.

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 served as both a local jail and a prison for the State, since the largest percentage of the inmate population was geographically centered on Oahu. Since the Halawa Correctional Facility (HCF) was constructed in 1987 and assumed responsibility for housing the prison population, OCCC has primarily functioned as a facility for pre-trial detention and short-term sentenced inmates (less than one year).

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. Devising the best option for developing new state correctional facilities will ensure that Hawaii's criminal justice system and the Department of Public Safety can function in a high quality manner while addressing the need for modern, efficient and cost effective institutions. Development of a new facility to replace OCCC will allow PSD to accomplish its mission to uphold justice and public safety, meet the needs of current and future inmate populations, and provide for the continued security of inmates, staff and island communities.

PSD, with the support of and in collaboration with DAGS and the Consultant Team, also undertook a robust public outreach and engagement effort to provide information about the proposed OCCC facility, frame the planning and decision-making process, offer citizens a variety of means to participate in the planning process, and explain how public input will be considered in the decision-making process.

EXECUTIVE SUMMARY

Introduction

This report summarizes the progress to date on planning for the future of the Oahu Community Correctional Center (OCCC). It has been divided into five primary subject areas, as requested by the Hawaii State Legislature in accordance with Act 124 of SLH 2016, Sections 52 and 52.1, which are as follows:

1. Preliminary Design
2. Projected Costs
3. Financing Plan Options
4. Issuance of a Request for Proposals
5. Site Study Findings

This report has been prepared by the Consultant Team on the behalf of the Department of Public Safety (PSD) and the Department of Accounting and General Services (DAGS).

Chapter 1: Preliminary Design

The Consultant Team has worked with PSD and DAGS to determine the basic plan and program to aid in siting the proposed future OCCC facility. Preferences in facility sizing and layout were determined through questionnaires, interviews, and Project Workshops with representatives of PSD, DAGS, and the Consultant Team. This helped determine the PSD vision for the future of OCCC, the nature, scale, capacity and key features of the proposed facility, and the topics of importance and issues of concern regarding the future of OCCC.

From there, an architectural space program was developed which detailed planning concepts

for all functions and spaces to be included in the new facilities. This program was issued to PSD and DAGS in the form of two documents: the 10-Year Inmate Forecast (presented in Appendix A) and the Interim Architectural Space Program (presented in Appendix B). This effort helped to ensure that the sites under consideration for possible OCCC development will be sufficiently large and configured to accommodate the proposed OCCC building, along with support and ancillary facilities. The information will also be used to convey to decision-makers and the public the rationale for considering sites for the future OCCC facility, how the sites will allow for development of the new facility, and how PSD will continue to ensure the safety and well-being of offenders, staff and the public.

Interim Architectural Space Program

The preliminary Interim Architectural Space Program described in Chapter 1 outlines 11 areas of proposed functional requirements for OCCC, the sizes of which are driven by ACA standards and the 10-Year Inmate Forecast. Programming for the OCCC facility is anticipated to require a total of 226,808 net square feet (NSF). Departmental and building grossing factors are then applied to these numbers to account for additional area not yet factored in, such as circulation spaces and wall thicknesses. A total of 380,868 building gross square feet (BGSF) is anticipated at this time. The additional pre-release portion of the facility (which may stand independently, or may be integrated into one facility), male beds requires an anticipated total of 71,350 NSF. Applying departmental and building grossing factors yields an anticipated

total area of 135,785 BGSF for the pre-release portion of the facility.

Program elements for the new facilities include the following:

1. Administration
2. Visitation
3. Intake/Transfer/Release
4. Intake Services Center
5. Security Operations
6. Inmate Program Services
7. Medical/Mental Health Services
8. Food and Laundry Services
9. Physical Plant Operations
10. Inmate Housing (Male)
11. Male Pre-Release Facility

Population Forecast

A population forecast for OCCC was prepared to assist planners in estimating the size of the replacement facility. This forecast uses historical trends to anticipate growth or decline of the inmate population over the next ten years, culminating in estimates for Fiscal Year (FY) 2026. The forecast is organized according to gender, custody classification and legal status. It offers opportunity and flexibility for deciding how to use the planned new housing modules.

The forecasted number of detention males at OCCC in Fiscal Year 2026 is 959 (from the current 1,057.) Approximately one-third are sentenced. This number is based on the declining trend over the past few years, slight anticipated growth in the City and County of Honolulu population and a peaking factor to account for fluctuations in the number of inmates.

Contrary to the detention population for males, the male pre-release population has not been declining. In fact, pre-release (also known as re-entry) is recognized throughout the country as a best practice in corrections that is cost beneficial and has the potential to reduce recidivism. As

a result, many correctional systems are investing in expanding pre-release programs; likewise, PSD is also planning an increase in this area. PSD reported about 300 males on the Island of Oahu are eligible for pre-release at any given time, so this number was used as the basis for the forecast with a two percent growth rate. The forecast predicts 392 pre-release males by FY 2026. At this time, it is assumed that the 96-bed Laumaka Work Furlough Center is not being relocated and will remain operational. This brings the net need to 296 pre-release beds. In summary, the total number of new rated beds required for detention and pre-release males is 1,255 (959 + 296 = 1,255). Because housing is built in modules, the actual number of rated beds planned is larger than the number required. Planned male detention housing provides for 1,044 new rated beds; planned pre-release housing provides for 336 new rated beds.

Although it is planned for female inmates to only receive intake services at OCCC, females were included in the forecast in order to understand the system-wide impacts. The number of females in detention is expected to increase to 243 (from the current 190). Approximately one-quarter are sentenced. The methodology used to forecast pre-release beds for females follows the same as the general forecast for females. The growth rate is two percent plus 0.47 percent for growth in the City and County of Honolulu population. PSD has the option to not add inmates to pre-release once the housing modules have reached capacity, so it is not necessary to add a peaking factor to the estimate. PSD reports about 60 females are qualified at any given time, so this number was used as the base of the forecast. The forecast predicts an increase from 60 to 78 for females by FY 2026.

Female inmates participate in pre-release at WCCC. Currently, there are 40 beds for females (25 at the YWCA program and 15 at the Bridge program). Since there are 40 existing beds, the number of additional beds needed is 38. The

total number of rated beds needed for females in FY 2026 is 281 (243 detention +38 pre-release=281 beds).

Preliminary Site Diagrams

Preliminary facility diagrams have been produced for each of the three potential building concepts: single story low-rise (or “campus” arrangement), mid-rise (3-5 stories), and high-rise (6-8 stories). These will be used to evaluate how the building might be shaped to work with each of the highly rated sites, as well as to determine the operational and design model most favored by PSD. The preliminary Site Diagrams in Chapter 1 represent the current state of building plans for the low-rise (campus layout), mid-rise, and high-rise programming for OCCC.

Building Design: Next Steps

Once the preferred site is selected the design process will proceed to the schematic design phase. In this step the basic arrangements of spaces will be given physical shape. Major circulation paths, lines of separation/security, and respective volumes will be established. If the facility is to be Mid-Rise or High Rise, vertical circulation systems will be defined. The initial architectural expression of the facility will be developed in this phase. Once schematic design is approved, the process will progress to the exploration and selection of building systems and establishment of materials. More and more detail is developed in the design until the design drawings and specifications are ready for a construction contractor to construct the facility.

Modern Jail Design

With technical evaluations currently underway of prospective sites upon which the new OCCC might be constructed, PSD has begun exploring how a new facility might look and function. Recently, the OCCC project team

visited four modern jails and detention centers to understand how far the state-of-the-art in jail design and construction has progressed since OCCC was built in 1975.

Among the facilities observed were:

- Van Cise-Simonet Detention Center, Denver, Colorado
- San Mateo County Jail, Redwood City, California
- Snohomish County Corrections, Everett, Washington
- Toronto South Detention Centre, Canada

Findings from this study are presented in Appendix G: Mainland Facility Tour Report.

Chapter 2: Projected Costs

The Consultant Team has provided preliminary cost estimates for a new OCCC facility, including both anticipated construction costs and staffing and operating costs. Without a selected site, a physical design solution, or a project delivery method, only a broad range of cost numbers can be provided at this time; as such, the provided construction cost numbers should be considered preliminary. Staffing and operating costs are also greatly influenced by the physical layout of facility, and should also be considered preliminary.

Construction Cost Estimates

Provided is a preliminary construction cost range for each of the three known options at this time:

1. Existing OCCC site in Kalihi (mid-rise layout assumed)
2. Existing Halawa CF site in Aiea (high-rise layout assumed)
3. Generic site, yet to be selected (low-rise or mid-rise layouts expected)

These estimates are based off of the inmate population estimated in the 10-Year Inmate Forecast, as well as the square footages established in the Interim Architectural Space Program. Factored in each cost range is the following:

- Preliminary market analysis for construction cost escalation factors to the mid-point of construction;
- Allowances for on-site utilities, drainage and grading;
- Caveats and assumptions explaining undetermined items, including off-site utility improvements, costs associated with construction phasing, land acquisition costs, etc.

These estimates are based on the assumption of a three-year construction schedule, with a mid-point of construction estimated to be June, 2021. Estimated total project cost (with exclusions, including cost of land, as noted in Appendix C):

Option 1

Existing OCCC Site (Mid-Rise Layout):
\$526 million - \$605 million

Option 2

Halawa CF Site (High-Rise Layout):
\$585 million - \$673 million

Option 3-A

Generic Site (Low-Rise Layout):
\$433 million - \$498 million

Option 3-B

Generic Site (Mid-Rise Layout):
\$443 million - \$510 million

As previously noted, these cost numbers are extremely preliminary. Site, program, and project delivery method are all still works in progress, and these will have a major impact on project costs. These estimates should be reexamined as the siting process progresses. Refer to Chapter 2

for a more detailed explanation and breakdown of the construction costs.

Staffing and Operating Costs

A draft document detailing estimated staffing and operating costs for the proposed new facility has been included. This report projects staffing efficiencies and operational savings to be achieved through modern jail design, supervision method, use of technology, and best practices in staffing.

Annual operating cost for OCCC in FY 2016 was \$67.3 million with staffing costs estimated to be approximately 87.5% of that total. Because staffing represents such a large percentage of the total cost, a large amount of savings can be realized with a better planned and more efficient staffing layout. A proposed low-rise facility is estimated to save approximately \$4.8 million per year through staffing efficiencies, or \$143 million over a 30-year life cycle of the facility (as compared to the FY 2016 operating cost for OCCC). A multilevel facility is estimated to save \$3.8 million annually or \$115 million over 30 years comparatively.

Chapter 3: Financing Plan Options

The Consultant Team has identified and described the range of financing plan options available to finance construction of the new OCCC facility. Addressed in Chapter 3 of this document are the following topic areas:

- Financing Plan Options for developing a new OCCC;
- Conventional public financing options;
- Alternative bond and revenue generation instruments;
- Public Private Partnerships;
- Advantages and disadvantages of alternative financing plan options; and

- Examples of innovative and conventional financing of public facilities.

The process for determining the optimal project delivery and financing approach is on-going, and no approach has been recommended at this time. Recommendations and selection of a preferred project delivery and financing approach will occur during later stages of the overall study effort, once the preferred site is selected, the EIS study process has been completed, and more precise construction and operating cost and schedule information is known. The decisions concerning project delivery and financing will likely be made by the Governor and Legislature with input from the Departments of Budget and Financing, DAGS, PSD, AG, State Procurement Office, and others.

Chapter 4: Issuance of a Request for Proposals

The Consultant Team will prepare and provide draft two-step design build documents, upon which a future final design Request for Proposal (RFP) can be based. This future RFP will be issued by the client to gather competitive design build proposals after a design contract is executed. The draft RFP as prepared by the Consultant Team will describe in general what the facility may look like, and outline a strategy for financing the construction project.

At this point, it is premature for the Consultant Team to have begun any work in producing the RFP. Work assembling the Draft RFP will begin once:

1. A final site has been selected;
2. A preliminary layout and design for that site has begun; and
3. A construction project financing strategy has been selected by the State.

Chapter 5: Site Study Findings

The results of the Consultant Team's efforts to date in recommending a project site have been incorporated into Chapter 5 of this progress report. The following topic areas have been addressed:

- Background and basis for undertaking a search for sites capable of being developed with a new OCCC facility;
- Understanding the siting process including descriptions of the three phases of study: site identification, site screening and detailed site evaluation;
- Rationale for establishing the preferred site search area;
- Planning process for the new OCCC facility;
- Siting criteria used to identify and screen prospective sites including recommended weightings;
- Process of identifying OCCC development sites including the 11 prospective sites currently under consideration; and
- Summary matrix templates for each site that will provide information about how the sites will be screened, scored and ranked.

The Consultant Team engaged the Oahu real estate community, government agencies, public and private land owners, and the public to identify and offer potential OCCC development sites; through this, an inventory of 11 prospective OCCC sites was compiled. Over the past months all 11 prospective sites were assessed, scored, and ranked for PSD to eliminate sites least suitable for OCCC development while advancing sites judged most suitable for detailed evaluation as part of the Draft Environmental Impact Statement (EIS) preparation phase. The ranking and scoring of each site is as follows:

Site Location	Site Name	Score	Rank
Aiea	Animal Quarantine Facility	79	1
Kalihi	Oahu Community Correctional Center	76	2
Aiea	Halawa Correctional Facility	58.5	3
Mililani	Mililani Technology Park Lot 17	57	4
Kalaeloa	Kalaeloa Parcels 18A/18B	51.5	5
Waiawa	Waiawa Property 1	50.5	6
Waiawa	Waiawa Property 2	46.5	7
Kalaeloa	Kalaeloa Area Parcel B	41.5	8
Kalaeloa	Kalaeloa Parcels 6A/7	37	9
Kalaeloa	Kalaeloa Barbers Point Riding Club	36	10
Kalaeloa	Kalaeloa Area Parcel C	31.5	11

PSD will determine which sites should be removed from further consideration and those that shall continue to advance further through the in-depth study process. At that time, sites eliminated and those continuing forward will be disclosed and publicized to focus attention on the sites to be included within the subsequent EIS study phase.

Informing and Involving the Public

Accurate, timely, and effective communications are essential elements of any large-scale and complex undertaking such as the development of a new Oahu Community Correctional Center (OCCC). Such an undertaking has the potential to affect local and statewide interests and therefore, communicating with elected officials and civic leaders, business and community groups, regulatory agencies, stakeholders, and the public throughout the process is essential to effective decision-making and to achieving a satisfactory outcome for all.

PSD recognized the challenges it faced as the state moves forward with planning, siting, and eventually the design, construction, and activation of a new OCCC to replace the current OCCC in Kalihi. PSD also acknowledged the value and importance of effective communications between its OCCC Project Team and elected and appointed officials, interest groups, the media, and the public during the planning and decision-making process. From the outset, PSD was committed to ensuring that the process of planning and developing a new OCCC is transparent, defensible, and included the input and involvement of all interested parties. PSD, with the support of and in collaboration with DAGS and the Consultant Team, undertook a robust public outreach and engagement effort to provide information about the proposed OCCC facility, frame the planning and decision-making process, offer citizens a variety of means to participate in the planning process, and explain how public input will be considered in the decision-making process.

01 PRELIMINARY DESIGN

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Interim Architectural Space Program

10-Year Inmate Population Forecast

Preliminary Facility Diagrams

Building Design: Next Steps

Modern Jail Design

Appendices for Reference

Appendix A: 10-Year Inmate Forecast

Appendix B: Interim Architectural Space Program

Appendix G: Mainland Facility Tour Report

Introduction

The Consultant Team has worked with PSD and DAGS to determine the basic plan and program to aid in siting the proposed OCCC facility. PSD preferences in facility sizing and layout were determined through questionnaires and interviews, as well as a series of Project Workshops with representatives of PSD, DAGS and the Consultant Team. This helped determine the PSD vision for the future of OCCC, the nature, scale, capacity and key features of the proposed facility, and the topics of importance and issues of concern regarding the future of OCCC.

Understanding a facility's complete mission also helps architects develop design concepts. While it is true that correctional facilities are used to separate criminals from society, the mission is not strictly punitive. The other key part of the facility's mission is rehabilitation, which contains its own set of programmatic issues: providing vocational training and technical education to give offenders the tools that will enable them to come out of a facility as productive members of society. Beyond education is reentry, finding ways to remove inmates from the institutional way of life and re-acclimate them to the kind of life and environment they will find outside of jail.

With the research compiled from the questionnaires and workshops, an architectural space program was developed which detailed planning concepts for all functions and spaces to be included in the new facilities. This program was issued to PSD and DAGS in the form of two documents (Interim Architectural Space Program and 10-Year Inmate Forecast). This effort helps to ensure that the sites under consideration for possible OCCC development will be sufficiently large and configured to accommodate the proposed OCCC building,

along with support and ancillary facilities. The information will also be used to convey to decision-makers and the public the rationale for considering sites for the relocated and expanded OCCC, how the sites will allow for development of the new facility, and how PSD will continue to ensure the safety and well-being of offenders, staff and the public.

Interim Architectural Space Program

Architectural programming is the process of exploring a project's goals, facts, concepts, and needs; this exploration leads to a project definition that addresses function, form, economy, and, in some ways, time. Programming is the process of seeking and defining a problem, a necessary first step before the problem can be solved through design. The architectural program is based on a combination of interviews with stake holders, analysis, and work sessions for decision making. The process includes distinguishing the differences between wants and needs.

The Preliminary Interim Architectural Space Program authored by Integrus Architecture (see Appendix B) outlines 11 areas of proposed functional requirements for OCCC, as illustrated in Figure 1-1. This program was developed in concert with the 10-Year Inmate Forecast (see Appendix A), as the population numbers contained within were necessary to help define the space requirements.

New Facility Program Requirements



Administration

- Screening lobby and receptionist desk



Inmate Program Services

- Education, library, treatment, religion
- Staff offices
- Culinary Arts training



Visitation

- Video visitation facilities and limited court functions



Medical/Mental Health Services

- 24/7 infirmary
- Mental Health Housing



Intake/Transfer/Release

- Secure area for inmate processing
- Holding cells



Food & Laundry Services

- Kitchen
- Laundry facility



Intake Services Center

- Assessment and classification services
- Record keeping



Physical Plant Operations

- Facility maintenance
- Warehousing
- Central plant



Security Operations

- 24/7 operation
- Briefing room
- Watch Commander Office
- High security Control Room



Inmate Housing (Male)

- Sentenced
- Pre-Trial



Male Pre-Release Facility

- Work furlough program
- Education and treatment services

Figure 1-1: New Facility Program Requirements

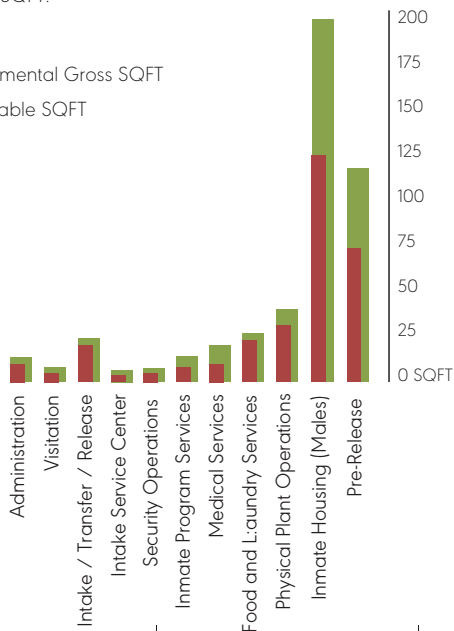
Proposed OCCC Space Summary

Summary of OCCC Space Requirements

Thousand SQFT.

LEGEND

- Departmental Gross SQFT
- Net Usable SQFT



Department	Net Usable	Departmental Gross
Adminstration	10,590	14,826
Visitation	4,875	6,825
Intake / Transfer / Release	15,015	23,273
Intake Service Center	3,245	4,543
Security Operations	3,420	4,788
Inmate Program Services	6,875	9,281
Medical Services	11,275	15,785
Food and Laundry Services	18,590	26,238
Physical Plant Operations	27,360	31,349
Inmate Housing - Male	124,935	197,349
Pre-Release Center	71,350	118,074

Table 1-1: Detention and Pre-Release Facility Space Summary Table

As detailed in Table 1-1, programming for the OCCC detention facility is anticipated to require a total of 226,808 net square feet (NSF), leading to an anticipated total of 380,868 building gross square feet (BGSF). The additional pre-release portion of the facility requires an anticipated total of 71,350 NSF, with an anticipated total area of 135,785 BGSF after application of grossing factors.

The preliminary architectural program is based on projected needs of PSD for the OCCC facility, and is periodically being reviewed and refined to ensure that all needed features and functions are provided without overbuilding. Once a final site and building concept are selected, the preliminary program will be updated, reviewed and refined.

10-Year Inmate Population Forecast

Key to designing an adequately sized detention facility is determining the type and number of detained persons to be housed and served within; to reach this goal, a population forecast for OCCC was prepared. This forecast uses historical trends to anticipate growth or decline of the inmate population over the next ten years, culminating in numbers for Fiscal Year (FY) 2026. The forecast is organized according to gender, custody classification and legal status. It offers opportunity and flexibility for deciding how to use the planned new housing modules.

The forecasted number of detention males at OCCC in Fiscal Year 2026 is 959 (from the current 1,057). Approximately one-third are sentenced. This number is based on the declining trend over the past few years, slight anticipated growth in the City and County of Honolulu population and a peaking factor to account for fluctuations in the number of inmates.

Contrary to the detention population for males, the male pre-release population has not been declining. In fact, pre-release (also known as re-entry) is recognized throughout the country as a best practice in corrections that is cost beneficial and has the potential to reduce recidivism. As a result, many correctional systems are investing in expanding pre-release programs; likewise, PSD is also planning an increase in this area. PSD reported about 300 males on Oahu Island are eligible for pre-release at any given time, so this number was used as the basis for the forecast with a two percent growth rate. The forecast predicts 392 pre-release males by FY 2026. At this time, it is assumed that the 96-bed Laumaka Work Furlough Center is not being relocated and will remain operational. This brings the net

need to 296 pre-release beds. In summary, the total number of new rated beds required for detention and pre-release males is 1,255 ($959 + 296 = 1,255$). Because housing is built in modules, the actual number of rated beds planned is larger than the number required. Planned male detention housing provides for 1,044 new rated beds; planned pre-release housing provides for 336 new rated beds.

Although it is planned for female inmates to only receive intake services at OCCC, females were included in the forecast in order to understand the system-wide impacts. The number of females in detention is expected to increase to 243 (from the current 190). Approximately one-quarter are sentenced. The methodology used to forecast pre-release beds for females follows the same as the general forecast for females. The growth rate is two percent plus 0.47 percent for growth in the City and County of Honolulu population. PSD has the option to not add inmates to pre-release once the housing modules have reached capacity, so it is not necessary to add a peaking factor to the estimate. PSD reports about 60 females are qualified at any given time, so this number was used as the base of the forecast. The forecast predicts an increase from 60 to 78 by FY 2026.

Female inmates participate in pre-release at WCCC. Currently, there are 40 beds for females (25 at the YWCA program and 15 at the Bridge program). Since there are 40 existing beds, the number of additional beds needed is 38. The total number of rated beds needed for females in FY 2026 is 281 ($243 \text{ detention} + 38 \text{ pre-release} = 281 \text{ beds}$).

With the determination of the number and type of inmates/detainees, the housing requirements and sizes are developed based

on module sizes (72 bed, 36 bed, 48 bed). Most inmate services such as food service, medical, and programs will be delivered at the housing units. The facility population influences support facilities such as kitchen, laundry, program support/education, administration, security warehouse/shop, and central plant facilities. These quantities and sizes are recorded on space lists in the program, the functional intent is graphically represented in the form of relationship diagrams. The program, functional and quantity, is documented in the form of relationships and square footage.

Current trends indicate that the male inmate population is decreasing at a rate of 0.7%. Projected over a planning time frame of 10 years, this yields an estimated male detention inmate population of 959 inmates for Fiscal Year (FY) 2026, which is 98 inmates fewer than

the current FY 2016. Refer to Table 1-2 for the projected decrease, Table 1-3 for the same decrease broken down by classification levels.

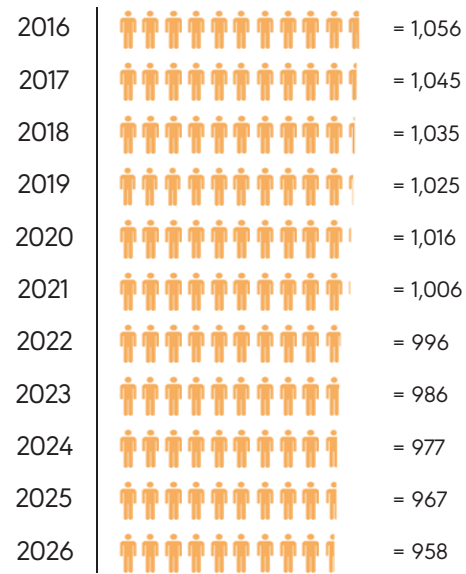


Table 1-2: 10-Year Detention Forecast for Males

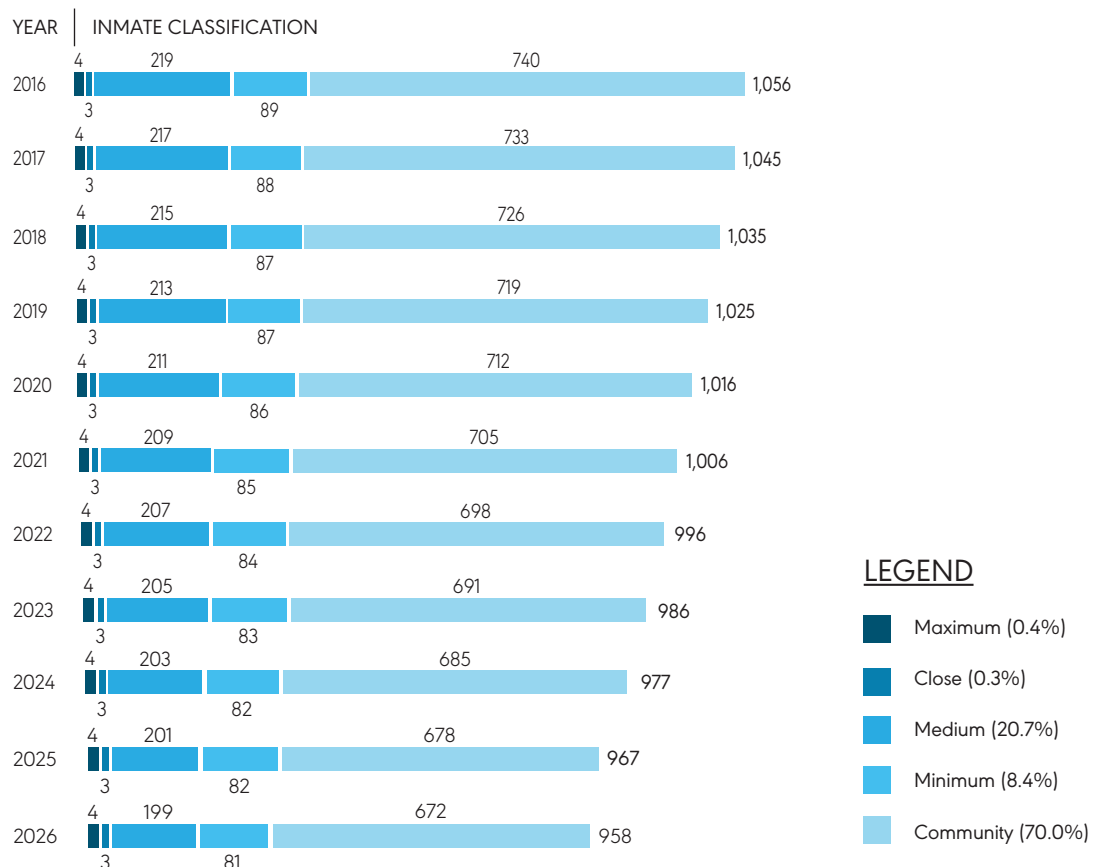
























Table 1-3: OCCC 10-Year Detention Forecast for Males by Classification

The in-residence portion of PSD’s pre-release program for males takes place at Module 20 of OCCC (120 beds) and at the Laumaka facility one block from OCCC (96 beds).

rate of 2% per year; the projected increase from FY 2016 to to FY 2026 is shown in Table 1-4. Pre-release is widely accepted as a cost effective and crime reducing best practice in corrections.

Current trends indicate that the male pre-release inmate population is increasing at a

YEAR	BEDS	+	GROWTH	=	TOTAL FORECAST (BEDS)
2016		+		=	307
2017		+		=	315
2018		+		=	323
2019		+		=	331
2020		+		=	339
2021		+		=	347
2022		+		=	356
2023		+		=	365
2024		+		=	374
2025		+		=	383
2026		+		=	392



 = 100 BEDS  = 1 BED

Table 1-4: Pre-Release Bed Forecast for Males

Preliminary Facility Diagrams

There are three primary potential building concepts that are being considered for the replacement OCCC facility: single story low-rise (or “campus” arrangement), mid-rise (3-5 stories), and high-rise (6-8 stories). These will be used to evaluate how the building might be shaped to work with each of the highly rated sites, as well as to determine the operational and design model most favored by PSD. Each option has its own advantages and disadvantage from a design, cost, and operational aspect. These issues are to be considered when examining the different sites.

The following diagrams represent the current state of building plans in the programming and design process for the OCCC replacement facility. The diagrams are informed by the Interim Architectural Space Program and the OCCC 10-Year Male Population Forecast and are configured to provide adequate housing for inmates based on FY 2026 projections and programmatic requirements. Preliminary functional relationship diagrams will need to be evaluated and applied to the shortlist of sites before further design work progresses.

Low-Rise Option

A Low-Rise Option places all building components on a single level, with the exception of the mezzanine configuration of the housing units. The Pre-Release element can be physically separate from the Detention component or connected. See Figure 1-2 for site diagram, Figures 1-3 + 1-4 for enlarged floor plans.

- a. Having a larger footprint, this option requires a larger site when compared to the other options.
- b. There is no requirement for elevators.

- c. Emergency exiting is fairly straight forward.
- d. Horizontal circulation may require longer travel distances.
- e. The construction cost and time of a Low-Rise facility is relatively lower.
- f. The Low-Rise configuration may lend itself to modular construction more easily when compared to others.
- g. Compliance with ADA requirements is easier.
- h. Surface parking is included.

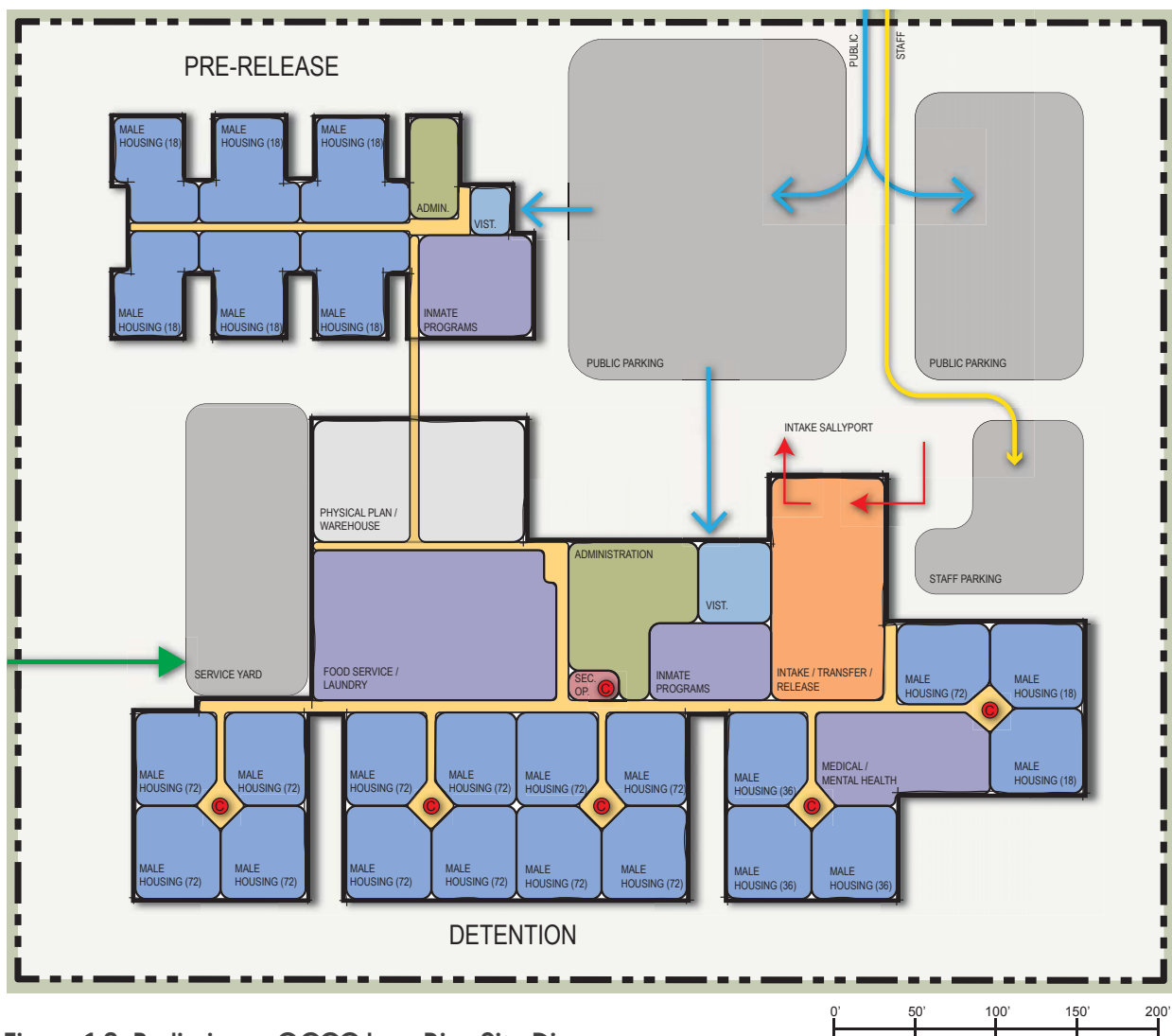


Figure 1-2: Preliminary OCCC Low-Rise Site Diagram

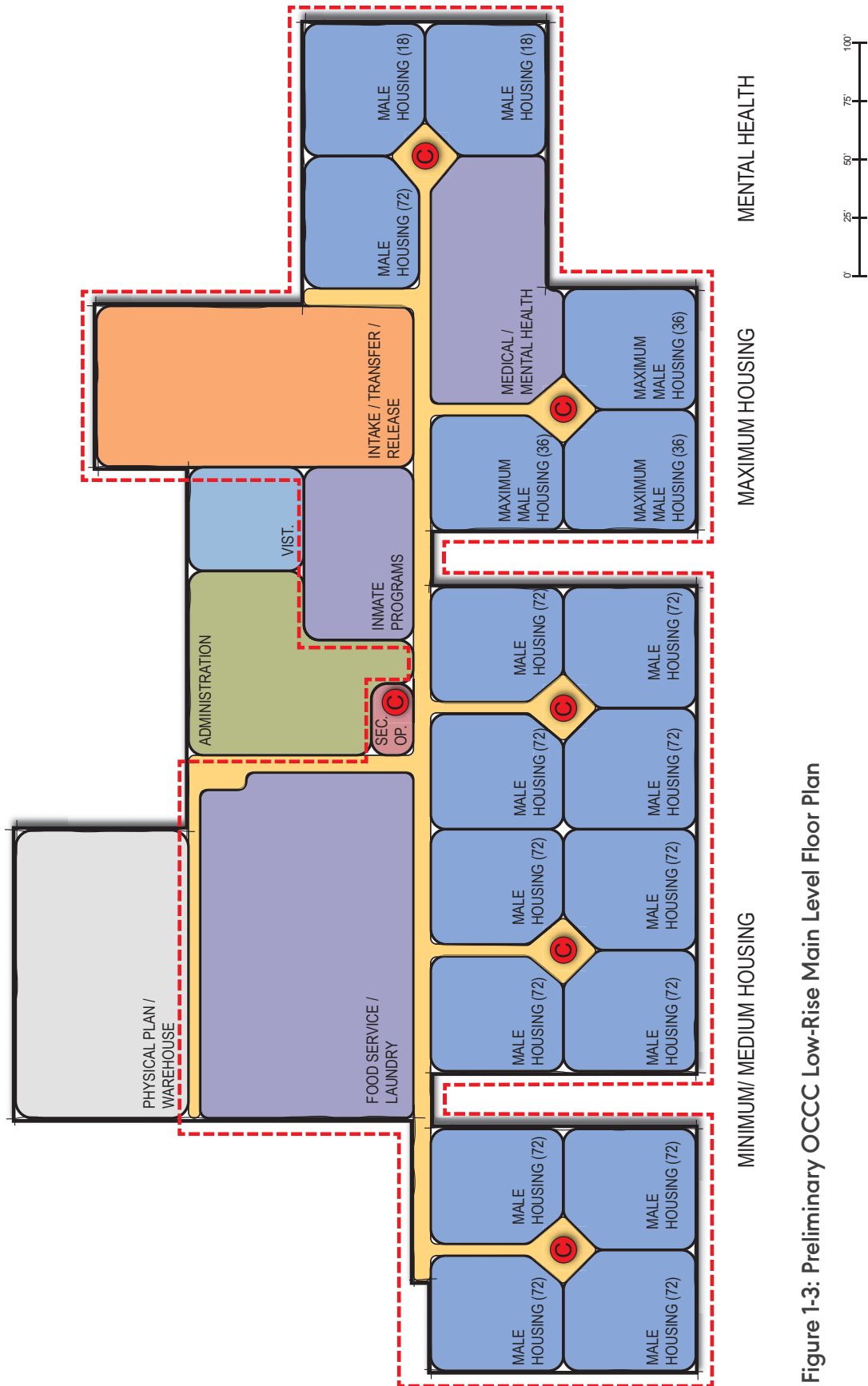
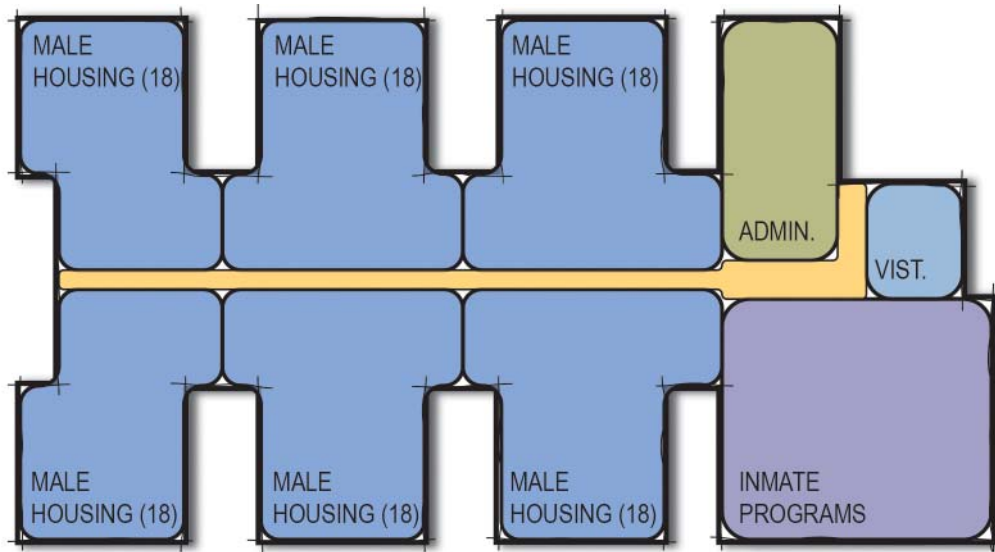


Figure 1-3: Preliminary OCCC Low-Rise Main Level Floor Plan



MAIN LEVEL PLAN
PRE-RELEASE FACILITY



Figure 1-4: Preliminary OCCC Low-Rise Pre-Release Floor Plan

Mid-Rise Option

A Mid-Rise Option involves stacking housing units on top of various other support elements of the program. As in Low-Rise, the Pre-Release element can be physically separate from the Detention component or connected. See Figure 1-5 for site diagram, Figures 1-6 through 1-8 for enlarged floor plans.

- This option will work on a smaller site than the Low-Rise.
- Elevators will be required for both the Pre-Release and the Detention components of the facility; this requires additional staff to manage movement.
- Horizontal travel distances would not be as great as the Low-Rise.
- Emergency exiting is more complex, relying on enclosed stairwells.
- The construction cost and construction time may be greater than Low-Rise.
- The use of modular construction is possible but may not be as appropriate as with the Low-Rise option.
- Compliance with ADA requirements is achievable but not as easy as Low-Rise.
- This option assumes surface parking; if the site is smaller, structured parking is required.

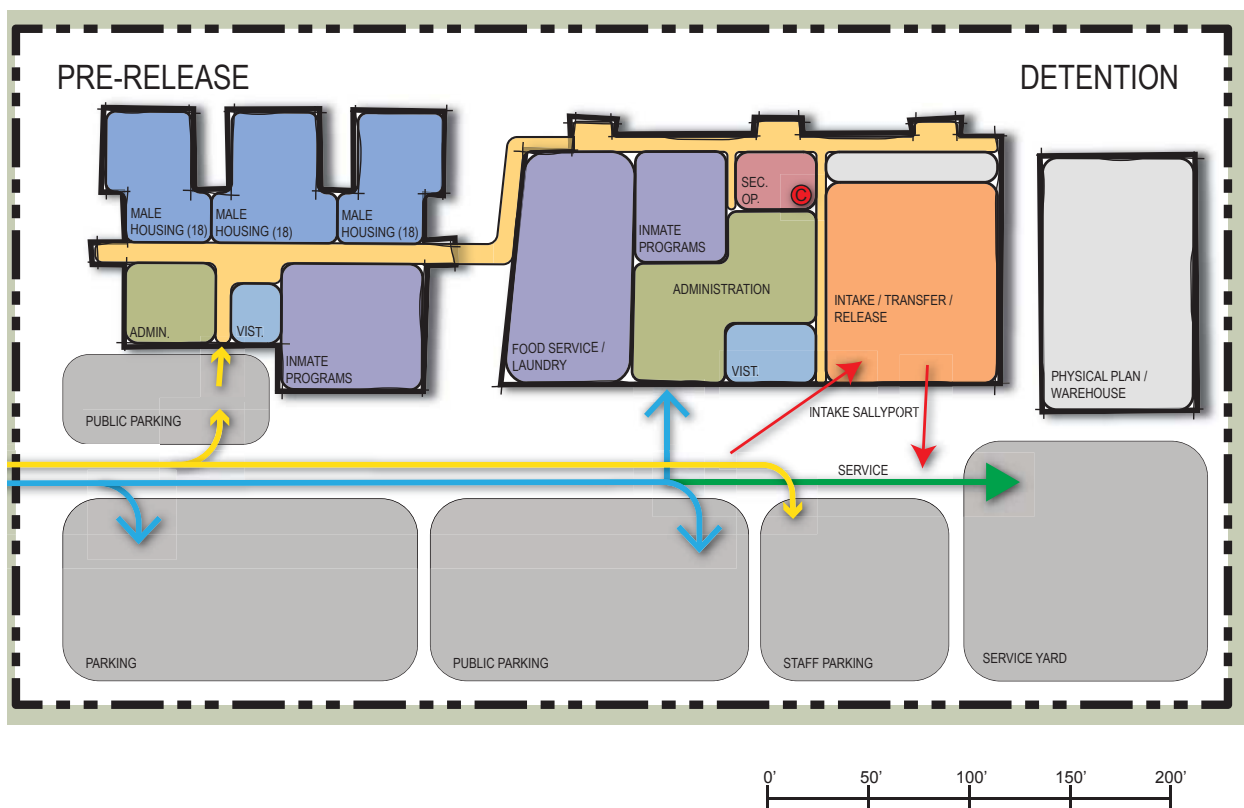
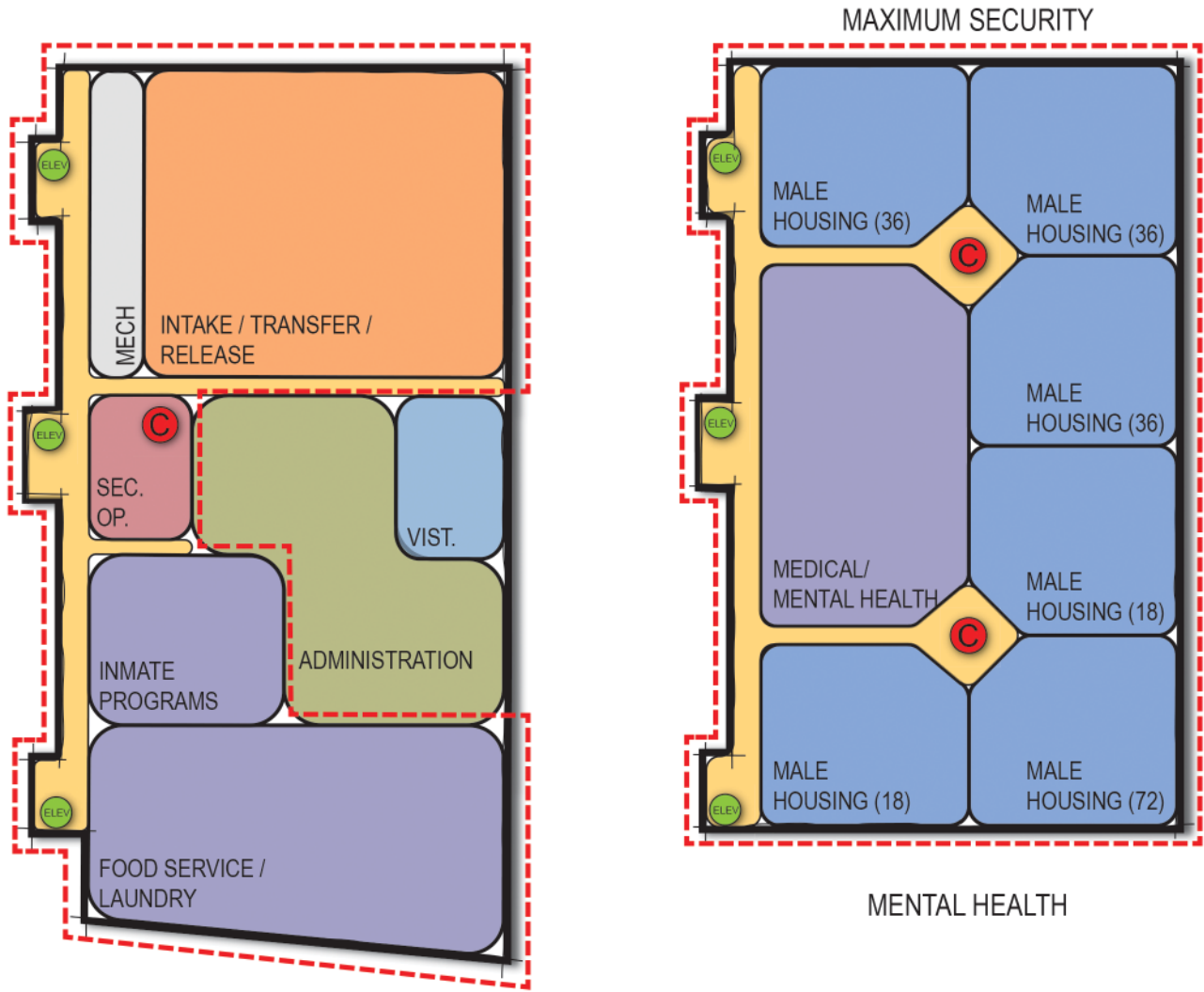


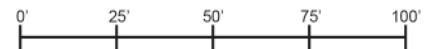
Figure 1-5: Preliminary OCCC Mid-Rise Site Diagram

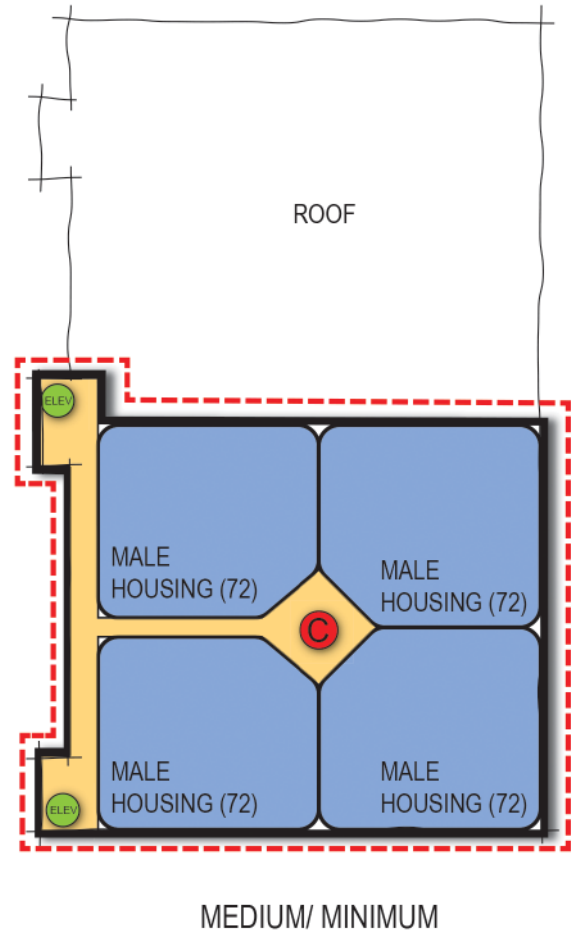
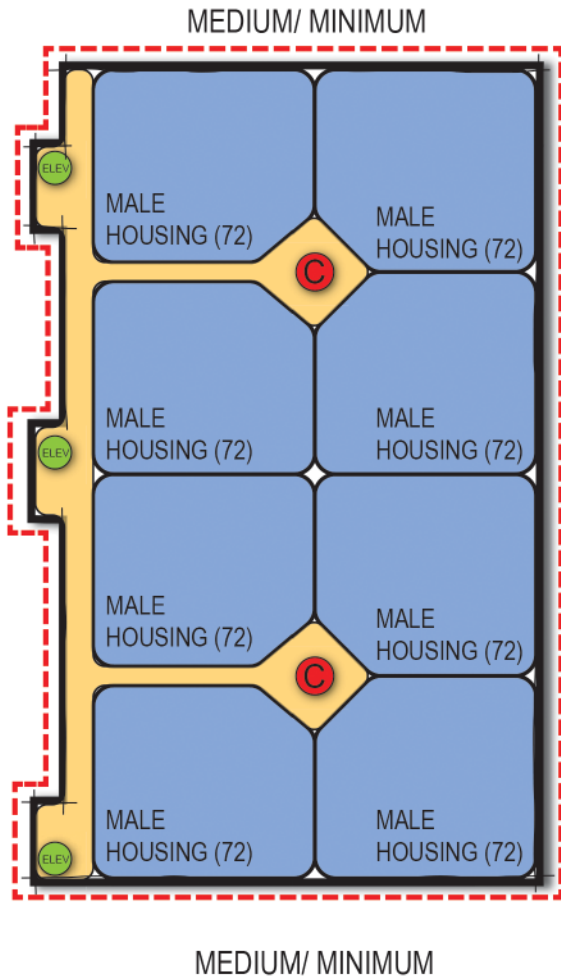


MAIN LEVEL PLAN - 18' FLOOR TO FLOOR
MAIN BUILDING

SECOND LEVEL PLAN - 22' FLOOR TO FLOOR
MAIN BUILDING

Figure 1-6: Preliminary OCCC Mid-Rise Floor Plans





THIRD LEVEL PLAN - 22' FLOOR TO FLOOR
MAIN BUILDING

FOURTH LEVEL PLAN
MAIN BUILDING

Figure 1-7: Preliminary OCCC Mid-Rise Floor Plans





MAIN LEVEL PLAN - 18' FLOOR TO FLOOR
PRE-RELEASE FACILITY

SECOND LEVEL PLAN
PRE-RELEASE FACILITY

Figure 1-8: Preliminary OCCC Mid-Rise Pre-Release Floor Plans

High-Rise Option

A High-Rise Option requires the stacking of the entire facility, including Pre-Release, into a single structure. See Figure 1-9 for site diagram, Figures 1-10 through 1-13 for enlarged floor plans.

- This option requires the smallest site.
- There is a reliance on an extensive elevator system for movement of personnel and services; this leads to additional staff to manage movement.
- Emergency exiting is more complex, relying on stairwells.
- The construction cost and construction time may be greater than the other two options.
- The use of modular construction is possible but may not be as appropriate as with the Low-Rise option.
- Compliance with ADA requirements is achievable but not as easy as Low-Rise.
- This option assumes structured parking.

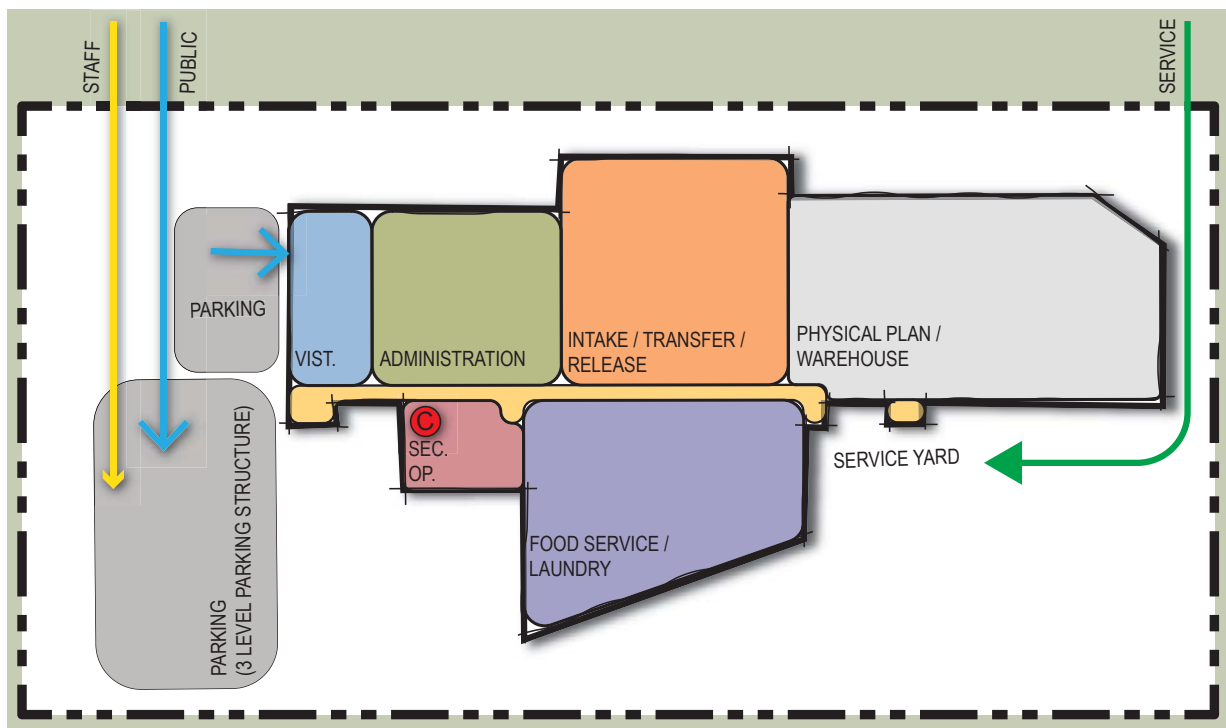


Figure 1-9: Preliminary OCCC High-Rise Site Diagram



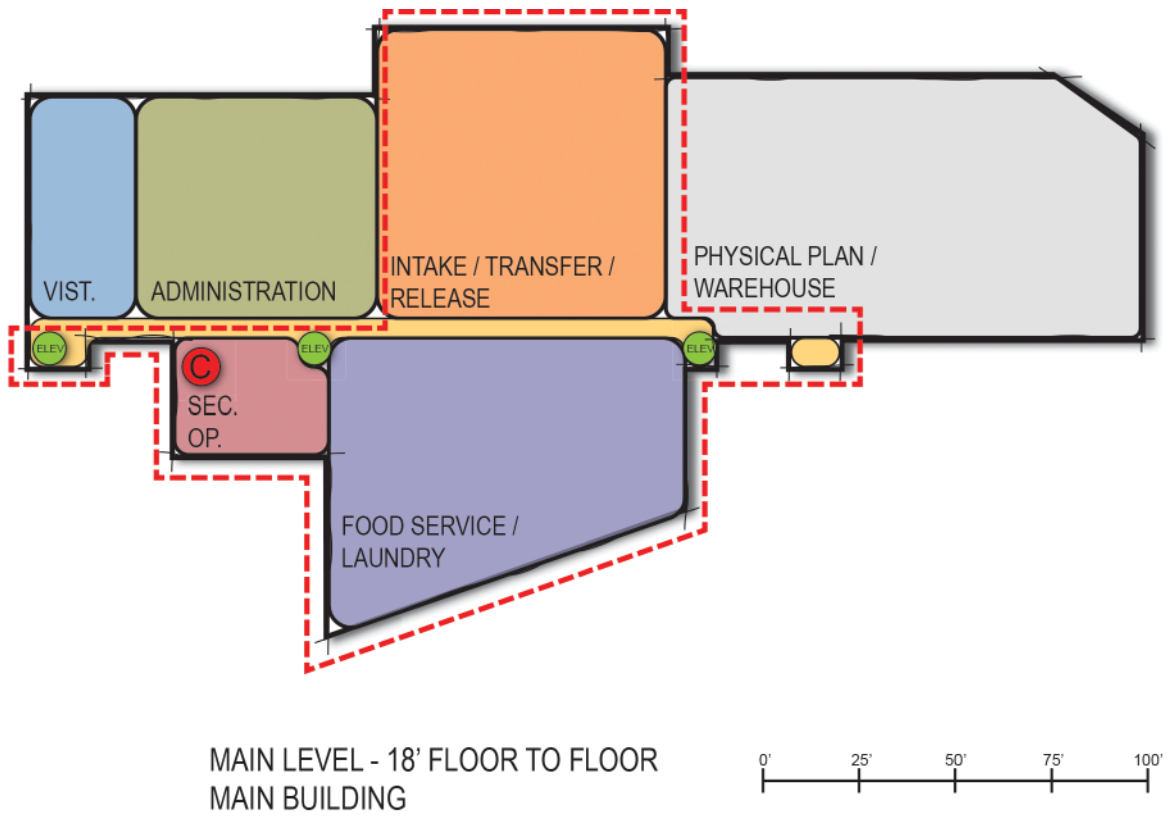
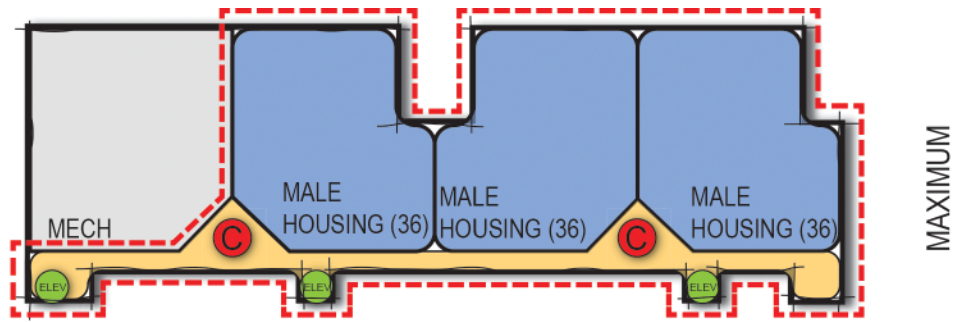
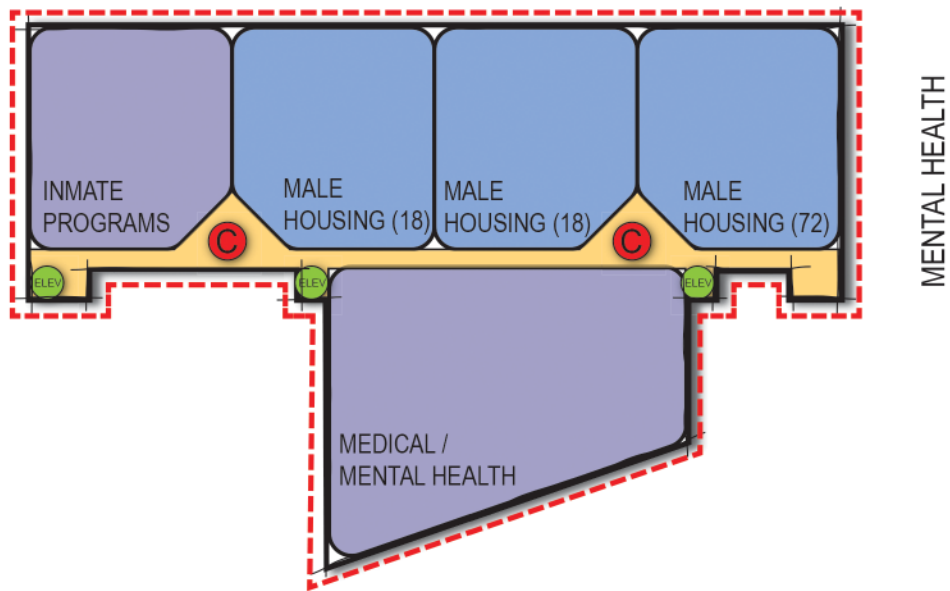


Figure 1-10: Preliminary OCCC High Rise Floor Plan



THIRD LEVEL - 22' FLOOR TO FLOOR
MAIN BUILDING



SECOND LEVEL - 22' FLOOR TO FLOOR
MAIN BUILDING

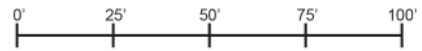


Figure 1-11: Preliminary OCCC High Rise Floor Plan

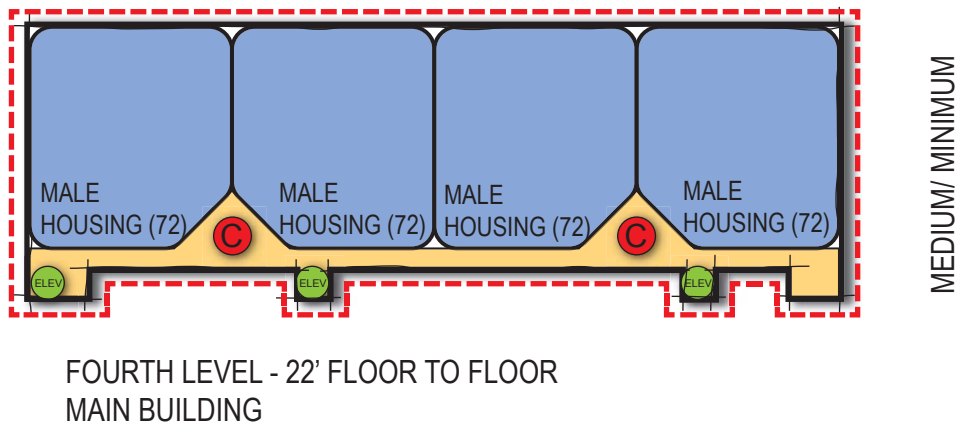
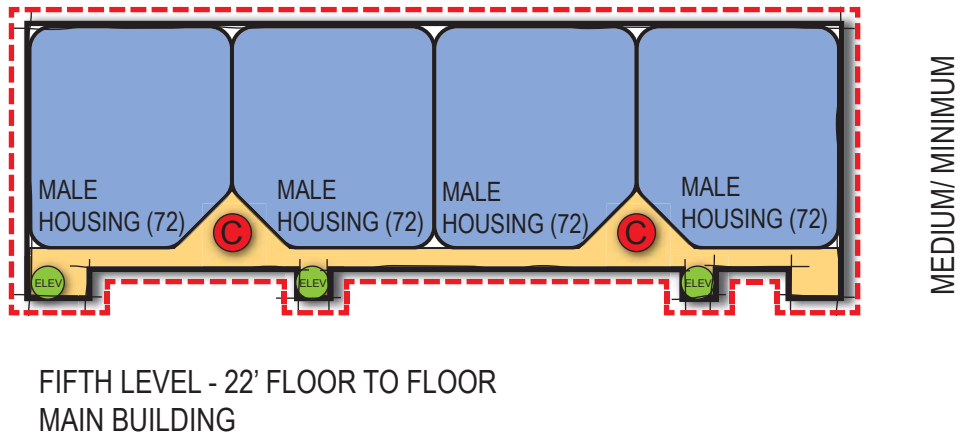
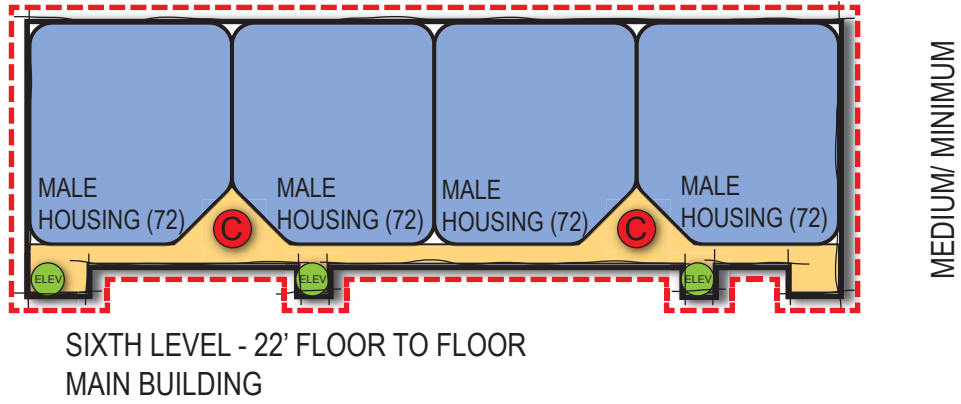
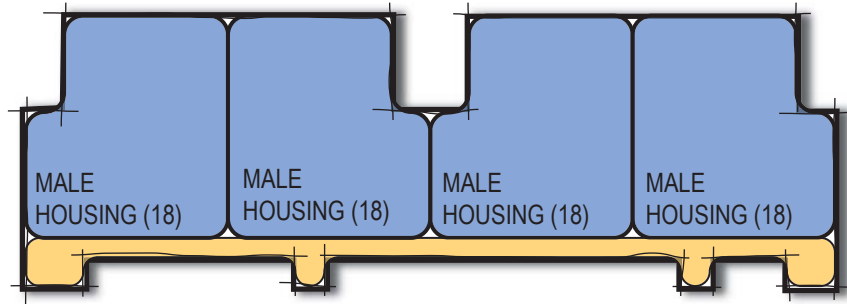
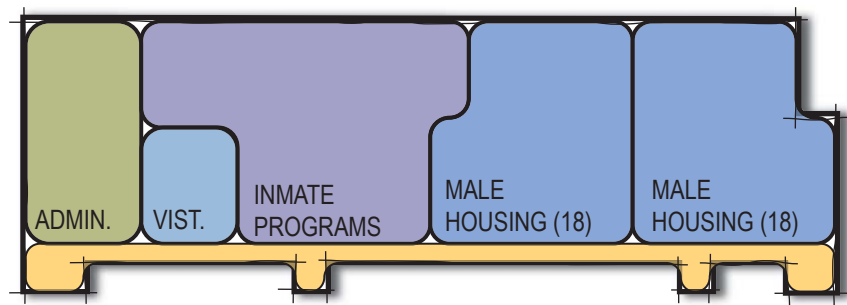


Figure 1-12: Preliminary OCCC High Rise Floor Plan





EIGHTH LEVEL - 18' FLOOR TO FLOOR
MAIN BUILDING - PRE-RELEASE FACILITY



SEVENTH - 18' FLOOR TO FLOOR
MAIN BUILDING - PRE-RELEASE FACILITY

Figure 1-13: Preliminary OCCC High-Rise Floor Plan



Building Design: Next Steps

Once the preferred site is selected the process will proceed to the schematic design phase. In this step the basic arrangements of spaces will be given physical shape. Major circulation paths, lines of separation/security, and respective volumes will be established. If the facility is to be Mid-Rise or High Rise, vertical circulation systems will be defined. The initial architectural expression of the facility will be developed in this phase. Once schematic design is approved, the process will progress to the exploration and selection of building systems and establishment of materials. More and more detail is developed in the design until the design drawings and specifications are ready for a construction contractor to construct the facility.

Although the building’s design is still in the very early stages, it can be stated that the new OCCC will look nothing like the existing OCCC in Kalihi. In fact, it will bear little resemblance to most of the images typically thought of when contemplating a jail or detention facility. The design of jails and detention facilities has changed dramatically since OCCC in Kalihi was originally constructed in 1975, a result of several factors including the advent of new technologies and building materials. However, most important is the fact that the mission and philosophy of jail operations have changed substantially since the OCCC was constructed; this change in function has altered jail design significantly over the decades

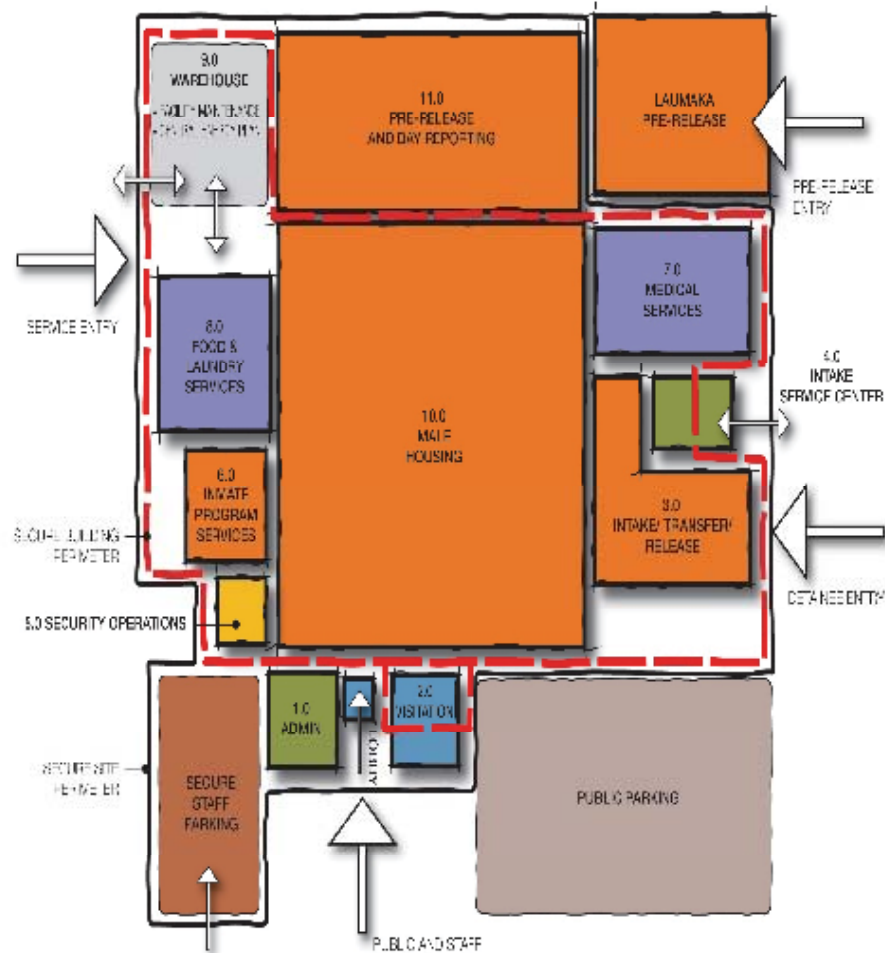


Figure 1-14: Preliminary Functional Relationship Diagram

Modern Jail Design

With technical evaluations currently underway of prospective sites upon which the new OCCC might be constructed, PSD has begun exploring how a new facility might look and function. Recently, members of the Project Team visited four modern jails and detention centers to understand how far the state-of-the-art in jail design and construction has progressed over past decades. Among the facilities inspected were:

- Van Cise-Simonet Detention Center, Denver, Colorado
- San Mateo County Jail, Redwood City, California
- Snohomish County Corrections, Everett, Washington
- Toronto South Detention Centre, Canada

See Figure 1-15 for images of each jail listed above. These examples of modern correctional facilities are components of the broader urban context, geographically located within the

downtown centers of major cities. They benefit from close proximity to services, amenities and civic functions such as courts. Their locations within urban centers have spurred economic development through urban infill. Moreover, rather than detracting from the surrounding aesthetic, these modern facilities can enhance the urban experience. Building architecture and landscape elements inherent in modern facility design contribute to the surrounding urban landscape and a quality pedestrian experience. As illustrated, these facilities represent high-quality public buildings that fit visually amid downtown office parks, convention centers and other civic uses. Indeed, modern detention facilities possess a much more appealing façade compared to facilities of the past, with exterior design features akin to schools, community college campuses, government complexes and office buildings.

Findings from this study are presented in Appendix G: Mainland Facility Tour Report.



Figure 1-15: Modern Mainland Jail Facilities

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02 COST ESTIMATES

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Staffing and Operating Costs

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Appendices for Reference

Appendix D: Construction Cost Estimates

Appendix E: Estimated Staffing and Operating Costs

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Introduction

The Consultant Team has provided preliminary cost estimates for a new OCCC facility, including both anticipated construction costs and staffing and operating costs. Without a selected site, a physical design solution, or a project delivery method, only a broad range of cost numbers can be provided at this time; as such, the provided construction cost numbers should be considered preliminary. Staffing and operating costs are also greatly influenced by the physical layout of facility, and should also be considered preliminary.

Preliminary Construction Cost Estimates

Preliminary cost estimates have been prepared for the purpose of establishing a probable cost of construction at the programmatic budgeting design state. The cost estimates prepared are a general order of construction cost magnitude level of detail; this will provide decision makers a rough estimate for construction to better assess the status of the planning process.

The cost estimates examine expected construction cost range for Low-Rise, Mid-Rise, and High-Rise design solutions. They have been prepared using conceptual block diagrams of the buildings with blocks describing functional areas within the buildings, with areas derived from the Interim Architectural Space Program, as well as conceptual site plans. These preliminary estimates will serve as a guide as the various design solutions are applied to the site layouts, and the pros and cons for each site option are weighed. The estimates look at current market trends and analyze cost escalation factors that will affect future construction bids for the project. An estimated

project schedule of 3 years (35 months) for design and engineering and 3 years (36 months) for construction has been assumed; mid-point of construction is estimated to be June of 2021. Further planning will be required as the project progresses to determine if this tentative schedule is realistic, as selected site and proposed building layout may have a significant impact on design and construction timelines. Required permits, approvals, and land entitlements will also require a closer look to determine expected schedule.

Three primary estimates are provided in Appendix D, and are as follows:

1. **Option 1** assumes that a new facility will be built on the existing OCCC site in Kalihi. Land area is at a premium in Kalihi (suggesting high-rise), but there are also zoning height restrictions, so a mid-rise layout (3-5 stories) is assumed for this estimate. This option also requires the facility to be built in phases so the existing facility can remain operational during the entire construction process.
2. **Option 2** assumes that a new facility will be built on the open area on the site of the existing Halawa Correctional Facility. Because of the minimal amount of land available at this site, a high-rise layout (6-8 stories) is assumed for this estimate.
3. **Option 3** assumes that a new facility will be built on any property listed in the site inventory other than the sites described in Option 1 and Option 2. All site alternatives appear to have sufficient area to allow for a low-rise design solution; as low-rise (or “campus”) is typically the most affordable layout it is used as the base estimate (**Option 3-A**). An additional estimate is provided for a mid-rise (3-5 stories) layout

on the same generic site (**Option 3-B**). Because no site is named in this option, the allowances provided for site development and off-site improvements should be considered extremely preliminary. The generic site does not necessarily apply to all sites; for this estimate it assumes only minor topographic work and infrastructure improvements are required. Actual costs may vary greatly, and will be examined more closely once the shortlist of sites has been vetted.

A range of numbers has been provided for each option described above; this is the **Estimated Total Project Cost** (see Chart 2-1). This number includes the cost of the building itself, cost of site work, and additional expenses involved with the construction process. Assumptions have been made for construction type and scope, including building structure and exterior finish, interior finishes, mechanical and electrical systems, and fire protection. These assumptions can be found in the appendix entitled "Scope Assumptions" provided with each estimate (within Appendices D1, D2, and D3). Varying from these assumptions during design and construction will have impacts on the construction cost.

A great deal of project costs are involved in site development, demolition, on- and off-site utilities, drainage and grading, and roadway improvements; each site will require close examination to get a more accurate estimate, so at this time allowances have been provided for these items. The appendix entitled "Allowances Included" provided with each estimate (within Appendices D1, D2, and D3) shows each item for which an allowance was included, and notes the amount. Because each site offers different challenges, these allowances may not be applicable to all site options.

There are additional factors required to successfully complete construction, but are not part of the physical building or site work. This includes construction phasing, exterior signage, the building's telephone system, design and project management costs, and contingency costs. An allowance has also been provided for costs related to furniture, fixtures, and equipment (FF & E).

Additional expenses will be incurred during the course of the project, but have been excluded from these estimates. These expenses include site acquisition, relocation and moving costs, project financing and working capital,

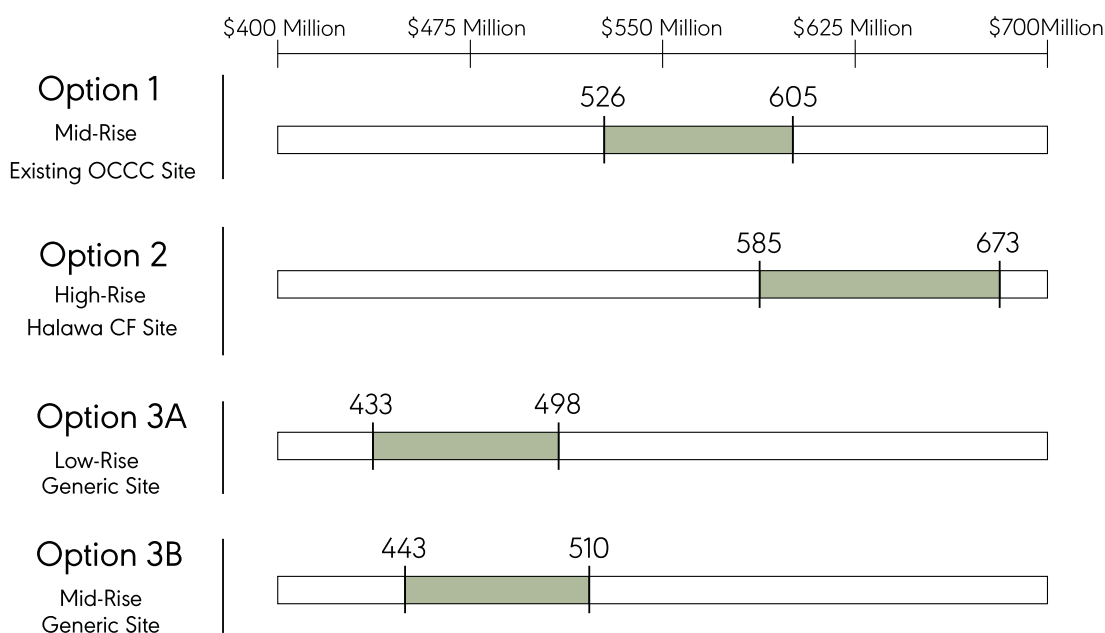


Chart 2-1: Total Project Cost Estimates

permitting and connection charges, and some soft costs such as equipment, computer systems and software, and administrative costs. Legal fees, property taxes, and interest are also excluded from the Estimated Total Project Cost. Further explanation of what is included and excluded, the expected risks, and how the estimates were made can be found in the appendices entitled "Risk Considerations" and "Approach & Methodology" provided with each estimate (within Appendices D1, D2, and D3).

As previously noted, these cost numbers are extremely preliminary. Site, program, and project delivery method are all still works in progress, and these will have a major impact

on project costs. These estimates should be reexamined as the siting process progresses.

Along with the cost estimates for each option, the project team has provided a Benchmark Study to establish historical probable cost of construction at the budgeting design stage. The budgets for more than 30 prison, jail, and mental health facility construction projects in the United States and Canada have been examined, adjusted to account for 2017 Hawaii construction numbers, and compared to each other. Chart 2-2 below shows how the proposed options for OCCC compare on a cost per square foot and cost per bed basis to similar facilities.

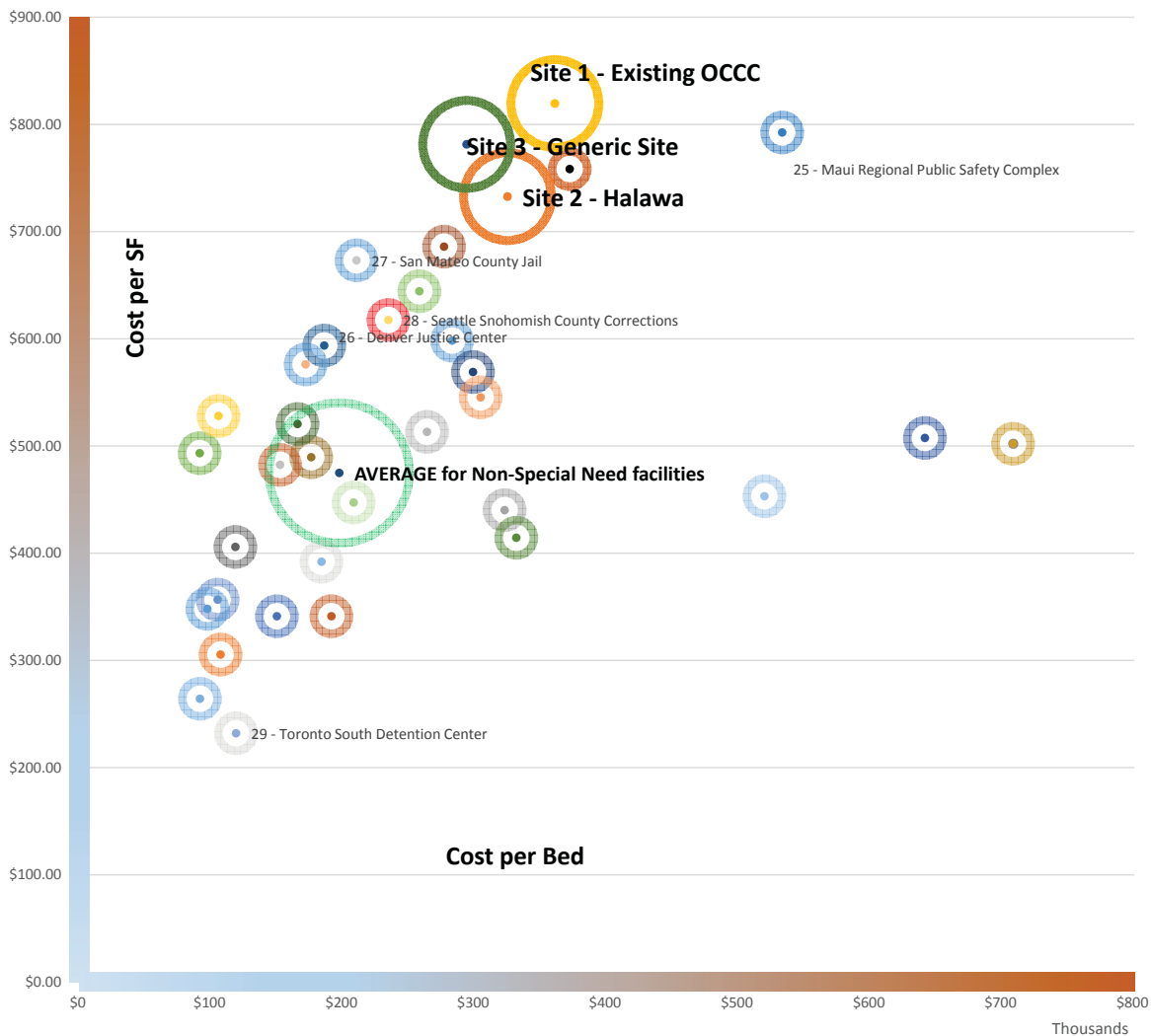


Chart 2-2: Correctional Facility Benchmarks

Staffing & Operating Costs

A great deal of importance is placed on the expected construction costs of the facility, but it is essential to remember that construction costs are only a fraction of the lifetime cost of a building. In a 30-year jail life cycle, maintenance, salaries, and expenses related to inmate care greatly overshadow construction expenses. Because of this, opportunities for efficiencies in staffing and operating the future OCCC facility have been carefully looked at to begin to estimate long-term cost savings.

Projected costs for staffing and operating a future OCCC facility are elaborated in the Estimated Staffing and Operating Costs report created by Criminal Justice Planning Services (Appendix E). This report predicts staffing efficiencies and operational savings will be achieved through modern jail design, technology, and best practices in staffing. It uses the Interim Architectural Space Program (Appendix B) as a basis for housing unit requirements for the replacement facility.

FY16 OCCC OPERATING COSTS	
Institutions- OCCC	\$46,216,391
Corrections Prog Svcs	\$3,460,359
Food Service	\$3,894,037
Health Care	\$8,933,553
Administration	\$4,751,150
TOTAL	\$67,255,489

Table 2-1: FY16 OCCC Operating Costs

The total Operating cost for OCCC in Fiscal Year 2016 was \$67.3 million. Table 2-1 (Appendix E, p. 6) shows OCCC’s operating costs for FY 2016. The first item is the direct expenditure from the Institutions Division. The remaining four items are proportioned from statewide allocations that can be attributed to OCCC based on average daily population.

OCCC’s current staffing represents 87.5 percent of its operating cost. Chart 2-3 (Appendix E, p. 6) shows the breakdown of OCCC staffing and non-staffing costs. Security staffing represents 72.2 percent of all staffing and within security staffing, correctional sergeants and officers represent 94.2 percent. Chart 2-4 (Appendix E, p. 7) shows the distribution of each staffing section. Since the Program defines the housing units, the heart of the analysis focuses on

FY16 STAFFING AND NON-STAFFING COSTS

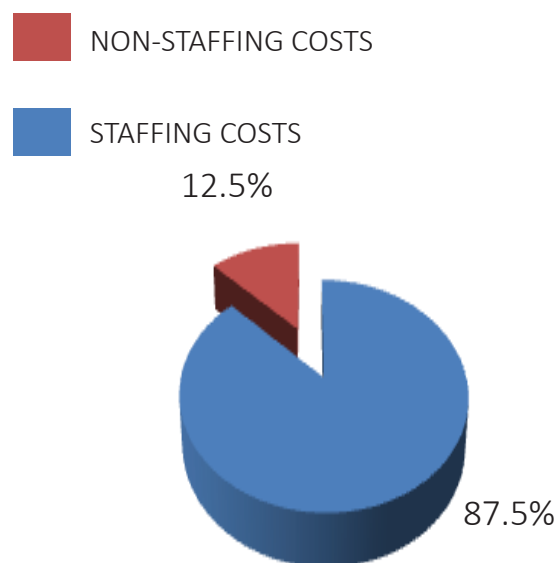


Chart 2-3: FY16 OCCC Staffing and Non-Staffing Costs

estimating housing unit and rover staffing for the replacement facility and then comparing it to OCCC’s current staffing. A comparison of OCCC’s current security staffing to those estimated for the program conservatively estimates an annual savings of up to 51.2 full-time equivalents (FTEs) for a single level facility and 39.6 FTEs for a multilevel facility (see Table 2-4). For a low-rise replacement facility, this translates to savings of \$4.8 million annually or \$143 million over a 30-year life cycle of the facility (compared to the FY 2016 operating costs of the existing OCCC). Table 2-3 (Appendix E, p. 15) shows current expenses and expected savings per year and over a 30-year facility life span. A multilevel facility reduces the staff savings to \$3.8 million annually or \$115 million over 30 years comparatively.

FY16 OCCC STAFFING	
SECTION	POSITION
Admin & Records	9
Security	415
Office Services	15
Residency	18
Community Base Section	23
Facility Operations	23
TOTAL	503

Table 2-2: FY16 OCCC Staffing Distribution Count

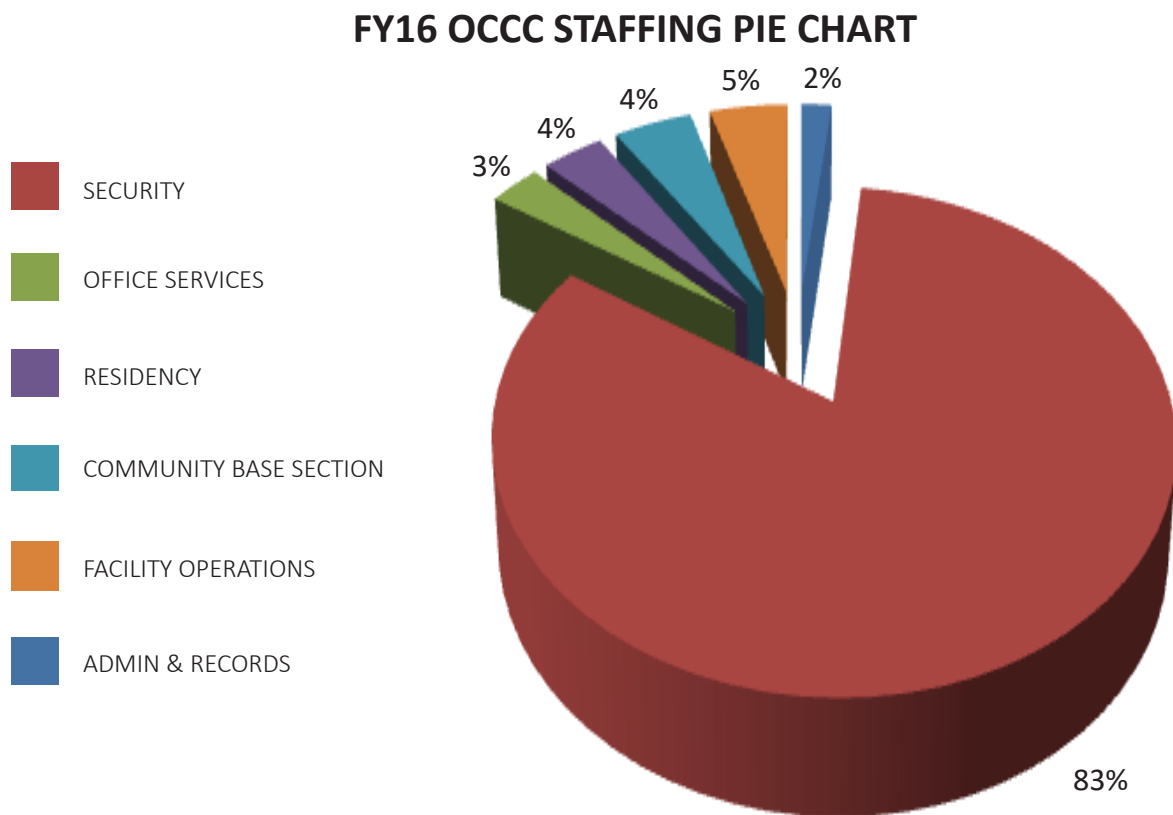


Chart 2-4: FY16 OCCC Staffing Distribution

In addition to saving FTEs and dollars, the replacement facility serves more people. In FY16, OCCC had 1,004 beds. The number of beds provided in the IA Space Program is 1,522. This provides 518 additional beds, most of which are low cost pre-release beds. The reason why pre-release beds cost less to operate is because the inmates are in minimum security which requires less staffing. This changes the operating cost per bed from \$65,626 to \$40,153 (-39 percent) for a low-rise facility and from \$65,626 to \$40,770 (-38 percent) for a multilevel facility. The current ratio

of inmates to housing unit security staffing will change from 4.6 to 8.6. There are likely to be other efficiencies once the layout of the facility and buildings are fully designed; for example, it is assumed there will be no guard towers at the replacement facility which currently represents ten positions at OCCC. However, at least some of these efficiencies will be off-set by non-staffing costs of the additional population. Further study is required after a site is selected and after the buildings are designed for that site.

COMPARISON OF CURRENT AND LOW-RISE HOUSING UNIT AND ROVER SECURITY STAFFING		
FACILITY	PER YEAR	30 YEARS
Current OCCC	\$20,447,127	\$613,413,824
Low-Rise	\$15,671,762	\$470,152,866
Difference	-\$4,775,365	-\$143,260,958

Table 2-3: Comparison of Current and Low-Rise Housing Unit and Rover Security Staffing

The expected savings in security staffing as explained above can translate to a lower operating cost for the new OCCC facility. The budget office reports an end of month average of 1,199 inmates for FY 16 which equates to a daily cost per inmate of \$153.68. When adjustments are made to the population and expenses of the current OCCC to remove the additional costs accrued by crowding, it costs

OCCC \$179.80 per day to house a male inmate (see Table 2-5). A conservative estimate on savings resulting from a new facility with adequate space and logical staffing layouts brings the cost per day to \$110.01, or \$69.79 less than the existing facility. This is an expected reduction of 39% in operating costs, as shown in Table 2-6.

COMPARISON OF SECURITY STAFFING FTEs	
Current OCCC (FY16)	415
Low-Rise Replacement	363.8
Difference	51.2

Table 2-4: Comparison of Security Staffing FTEs

Conclusion

OCCC is Hawaii's largest and oldest community correctional center. Replacing the facility will be an expensive endeavor, but failing to replace it will mean a lost opportunity to increase safety as well as take advantage of efficiencies gained through modern jail design, electronic technology improvements, and

advances in energy saving technology, all of which produces operational savings. It will also mean the continued maintenance of a facility that appears to be past its useful life cycle. The estimates provided in this chapter should all be considered extremely preliminary, and must be reexamined as the project progresses.

FY16 OCCC COST PER BED WITHOUT CROWDING	
FY16 per Capita Cost	\$56,077
Non-Staffing Percentage	12.5%
Non-Staffing Cost per Inmate	\$7,010
Inmates Over Capacity	195
FY16 Cost of Crowding	\$1,366,887
FY16 OCCC Operating Cost	\$67,255,489
Cost without Crowding	\$65,888,603
Capacity	1004
Annual per Bed Cost	\$65,626
Daily per Bed Cost	\$179.80

Table 2-5: OCCC Cost Per Bed w/o Crowding

DIFFERENCE BETWEEN CURRENT OCCC AND LOW-RISE FACILITY	
Annual Cost per Bed	Dollars
Adjusted FY16 Annual per Bed at OCCC	\$65,626
Estimated Low-Rise Annual Cost per Bed	\$40,153
Change in Annual Cost per Bed	-\$25,473
Daily Cost per Bed	Dollars
Adjusted FY16 Daily Cost per Bed at OCCC	\$179.80
Estimated Low-Rise Daily Cost per Bed	\$110.01
Change in Daily Cost per Bed	-\$69.79

Table 2-6: Difference Between Current OCCC and Low-Rise Facility

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03 FINANCING PLAN OPTIONS

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Introduction

The Consultant Team has provided a report to inform PSD and DAGS of the alternative financing options that could be used to finance the new facility. These options were presented to legislative representatives and state officials during a workshop held at the Architects Hawaii Ltd. office on November 28, 2016. For PowerPoint slides presented, see Appendix F-2.

The State of Hawaii will require substantial investments to bring OCCC up to State and national standards. In addition to conventional public financing options, alternative options are available to the State to help meet OCCC financing goals. Financing Plan Options are outlined in the Financing Plan Options Report created by Louis Berger (Appendix F-1).

Conventional public financing options include:

1. "Pay as you go"
2. Bonds

Alternative bond and revenue generation options include:

1. General Obligation Bonds
2. Revenue Bonds
 - Certificates of Participation
3. Sales Tax Revenues
4. Sale of State Assets
5. Lease Revenue Bonds
6. Public-Private Partnerships
 - Private-Finance-Build-Transfer
 - Design-Build-Finance
 - Performance Based Infrastructure
 - Developer Finance
 - Lease/Purchase

Financing Plan Options

"Pay As You Go"

The "pay as you go" form of financing involves the appropriation of public funds necessary to complete the proposed project within a single fiscal year. If the project's construction spans multiple years, then additional funds must be appropriated for each year construction continues (see Appendix F-1, p. 6)

Bonds

A bond is a security instrument which acknowledges that the issuer has borrowed money and must repay it to the bondholder at a specified rate of interest at periodic intervals. A bondholder also receives the amount lent (the principal) when the bond reaches its maturity. Bonds are known as debt securities and are different from loans because as a security they can be publicly traded and have values that can fluctuate. Debt securities with a maturity of 13 months or less are known as notes. However, bond maturity can last up to 30 years (see Appendix F-1, p. 6).

General Obligation Bonds

Until the 1980s, General Obligation Bonds (GOs) were the most frequently used form of public financing for correctional facility construction. However, the use of obligation bonds has declined as states and counties faced higher budget deficits and fiscal challenges, including limits on accrued debt as well as competing priorities for the use of bond financing (see Appendix F-1, p. 8).

Revenue Bonds

Revenue bonds are commonly characterized as “limited obligations” or “special obligations” and as such the debt does not count towards a state’s debt limit. Revenue bonds typically finance public projects such as toll roads, bridges, airports, water and sewage treatment facilities, hospitals and subsidized housing (see Appendix F-1, p. 8).

Lease Revenue Bonds

To issue a revenue bond, the government creates a separate non-profit organization to issue lease revenue bonds. This non-profit organization, usually a state or county development authority, uses the bond revenue to build the facility and then leases it to the government at a rate that will allow full repayment to the investors (principal and interest) by the end of the lease period. The title of the facility reverts to the government agency when the bond or the lease has been paid in full (see Appendix F-1, p. 9).

Sales Tax Revenues

One mechanism for generating a regular revenue stream would be the imposition of a special sales tax that could be directed exclusively for OCCC construction. Under this approach an additional levy would be added to the current tax rate that is collected at the point of sales by retail establishments operating within the state (see Appendix F-1, p. 9).

Sale of State Assets

Another approach for potentially generating significant funds, although on a one-time basis, would be to designate selected state property and assets as surplus and put them up for sale. Before such property or an asset can be sold, however, the state must declare it to be surplus (see Appendix F-1, p. 10).

Certificates of Participation

In recent years, governments have begun using a specialized type of revenue bonds to finance capital projects, referred to as Certificates of Participation (CoPs). CoPs are lease financing agreements in the form of securities that can be issued and marketed to investors in a manner similar to tax-exempt debt (see Appendix F-1, p. 10).

Public-Private Partnerships

Public Private Partnerships (PPPs) are collaborations between governments and private entities to provide public infrastructures, facilities, or services for long-term periods through the sharing of risks, responsibilities and rewards. These partnerships are formed to optimize the advantages that the private sector can offer in building and/or operating public facilities and infrastructure (see Appendix F-1, p. 13).

Private-Finance-Build-Transfer

In this form of financing a private partner finances and provides for design and construction of the facility and transfers it to the public entity (see Appendix F-1, p. 17).

Design-Build-Finance

In this case the private partner provides the financing, design and construction (see Appendix F-1, p. 20).

Performance Based Infrastructure

The responsibilities for designing, building, financing, and maintaining are bundled together and transferred to private sector partners. Lease payments to private entity are contingent on performance (see Appendix F-1, p. 20).

Developer Finance

The private partner finances the construction of the facility in exchange for the right to build residential housing, commercial or industrial developments (see Appendix F-1, p. 21).

Lease/Purchase

In this type of financing, the private partner finances and builds the facility which it then leases to a public entity (see Appendix F-1, p. 21).

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04 REQUEST FOR PROPOSALS

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Introduction

The Consultant Team will prepare and provide draft two-step design build documents, upon which a future final design Request for Proposal (RFP) can be based. This future RFP will be issued by the client to gather competitive design build proposals after a design contract is executed. The draft RFP as prepared by the Consultant Team will describe in general what the facility may look like, and outline a strategy for financing the construction project.

Conclusion

At this point, it is premature to the RFP development process for the Consultant Team to have begun any work in producing the RFP. Work assembling the Draft RFP will begin once:

1. A final site has been selected;
2. A preliminary layout and design for that site has begun; and
3. A construction project financing strategy has been selected by the State.

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05 SITE STUDY FINDINGS

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Appendix C: Siting Study

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Introduction

The Consultant Team has undergone an effort to identify, screen, and evaluate potential sites for the relocated OCCC facility. In Appendix C - Siting Study, the details of this effort, and the progress to date, are discussed via the following topic areas:

- Background and basis for undertaking a search for sites capable of being developed with a new OCCC facility;
- Understanding the siting process including descriptions of the three phases of study: site identification, site screening and detailed site evaluation;
- Rationale for establishing the preferred site search area;
- Planning process for the new OCCC facility;
- Siting criteria used to identify and screen prospective sites including recommended weightings;
- Process of identifying OCCC development sites including the prospective sites currently under consideration; and
- Summary matrix templates for each site that will provide information about how the sites will be screened, scored and ranked.

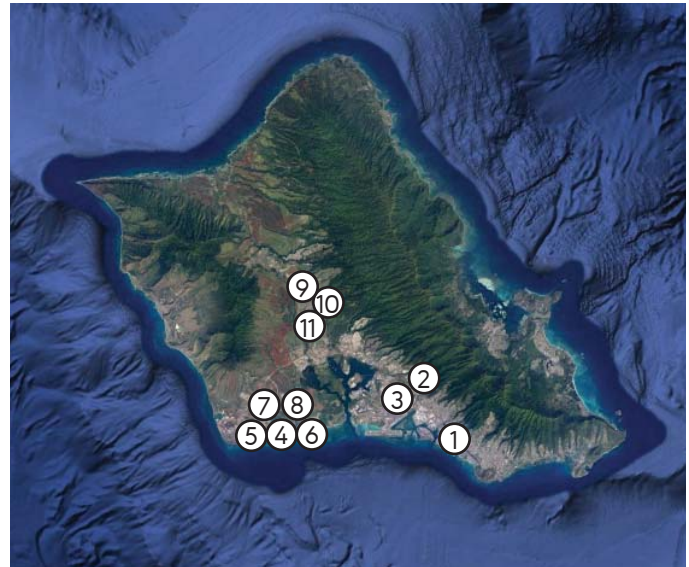
The OCCC siting process consists of three principal phases: site identification, site screening, and detailed site evaluation

With each step, a set of requirements and criteria are applied to guide its analysis and decision-making. By applying these requirements and criteria, PSD can identify and eliminate less suitable sites from further consideration while allowing more suitable sites to move forward to the next phase. As each phase of the process advances, increasing amounts of information are gathered about prospective sites, while considering the advice and input received from community leaders and the public. The review and analysis process continues until PSD determines that suitable sites for building and operating a modern, new OCCC have been identified.

Identifying, evaluating, and ultimately selecting the best site option for developing a new OCCC will ensure that Hawaii's criminal justice system functions in a high-quality manner while addressing the need for modern, efficient and cost effective institutions for current and future offender populations. Development of a new OCCC facility will allow PSD to accomplish its mission, meet the needs of the offender population, and provide for the continued security of offenders, staff and the public at large.

Site Inventory

Concurrent with establishing the initial facility and siting requirements, PSD and its project team conducted outreach to identify prospective sites for development of a new OCCC. Over these months, the OCCC team engaged the Oahu real estate community, government agencies, public and private land owners, and the public to identify and offer potential OCCC development sites. The entire island was considered as possible locations for the proposed OCCC. This outreach effort allowed the team to assemble an inventory of 11 sites for consideration, including the existing OCCC site in Kalihi. The inventory of prospective OCCC sites at this time includes the following (in no particular order):



1. Current OCCC site (Kalihi)
 - Proximity to workforce, visitors, volunteers, vendors, medical facilities, and courts
 - Access via roads, public transit
 - Available utility services
 - Compatible surrounding land uses
 - State of Hawaii ownership; PSD control

2. Halawa Correctional Facility site (Aiea)
 - Opportunities to share services between OCCC and Halawa CF
 - Compatible surrounding land uses
 - State of Hawaii ownership; PSD control
 - Precludes development of additional prison beds

3. Animal Quarantine Facility site (Aiea)
 - Proximity to Halawa CF, opportunities to share services
 - Proximity to downtown, convenient access
 - Compatible surrounding land uses
 - State of Hawaii ownership



4. Kalaeloa Parcel B site (Kalaeloa)

- Exceeds minimum requirements for land area; opportunity for additional (future) PSD development
- Little to no surrounding land uses
- DHHL ownership allows for streamlining of development permits



5. Kalaeloa Parcel C site (Kalaeloa)

- Exceeds minimum requirements for land area; opportunity for additional (future) PSD development
- No surrounding land use conflicts
- DHHL ownership allows for streamlining of development permits



6. Kalaeloa Parcels 6A/7 site (Kalaeloa)

- Exceeds minimum requirements for land area; opportunity for additional (future) PSD development
- Proximity to emerging Kapolei Community



7. Kalaeloa Parcels 18A/18B site (Kalaeloa)

- Exceeds minimum requirements for land area; opportunity for additional future PSD development
- Compatible surrounding land uses
- Access to utilities



8. Barbers Point Riding Club site (Kalaeloa)

- Meets minimum requirements for land area
- Compatible surrounding land uses
- Outside Historic Ewa Battlefield zone
- Federal Government ownership (U.S. Navy)



9. Mililani Technology Park Lot 17 site (Mililani)

- Meets minimum requirements for land area
- Accessible via H-2
- Available infrastructure; minimal required investment likely
- Adjoins planned First Responders Technology Park (Mililani Tech Park, Phase II)
- Compatible surrounding land uses



10. Waiawa Property 1 site (Waiawa)

- Exceeds minimum requirements for land area; opportunity for additional (future) PSD development
- Accessible via H-2
- Proximity to Waiawa Correctional Facility; potential to share services



11. Waiawa Property 2 site (Waiawa)

- Meets minimum requirements for land area
- Accessible via H-2
- Proximity to Waiawa Correctional Facility; potential to share services



Siting Criteria

To determine initial viability of the 11 sites in the OCCC inventory, it is necessary to screen each against the established siting criteria. To avoid the time and effort of conducting in-depth evaluations of 11 potential sites, a site screening tool has been used to compare and assess site conditions and characteristics against the siting criteria. Information concerning the 11 sites was gathered and analyzed for:

1. Proximity
 - Proximity to Staff, Visitors, Others
 - Proximity to Medical and Treatment Providers
 - Proximity to Legal Services
2. Land and Environment
 - Land Area
 - Topography
 - Wetlands
 - Critical Environmental Resources
 - Cultural, Archaeological and Native Hawaiian
 - Wildlife
 - Natural Disasters / Hazards Avoidance
3. Infrastructure
 - Roadway Access
 - Water Supply Service
 - Wastewater Treatment Service
 - Electric Power Service
 - Natural Gas Service
 - Telecommunications Service
4. Community Services/Other
 - Medical/Fire Emergency
 - Adjoining and Nearby Land Uses
 - Ownership
 - Ability to Share Services
5. Development Costs
 - Land
 - Building
 - Risk Management
 - Infrastructure Operations
6. Community Acceptance
 - Community Response

The purpose of the screening process was to quickly and efficiently screen sites with the goal of identifying sites that most closely adhere to PSD's siting criteria. Over the past months all 11 prospective sites were assessed, scored, and ranked for PSD to eliminate sites least suitable for OCCC development while advancing sites judged most suitable for detailed evaluation as part of the Draft Environmental Impact Statement (EIS) preparation phase.



Figure 5-12: Siting Criteria

Site Rankings

The results of the analysis for each site has been summarized and presented on a Site Screening Scoring Matrix. The matrices include the screening criteria, indicators used to assess sites conditions against the criteria, notes that provide the basis for the analysis and point scores for each criteria. Scores have been totaled for each site and used to compare against other sites. Once all screening criteria were assessed for each prospective site, the 11 sites were rated and ranked as shown below.

Site Location	Site Name	Score	Rank
Aiea	Animal Quarantine Facility	79	1
Kalihi	Oahu Community Correctional Center	76	2
Aiea	Halawa Correctional Facility	58.5	3
Mililani	Mililani Technology Park Lot 17	57	4
Kalaeloa	Kalaeloa Parcels 18A/18B	51.5	5
Waiawa	Waiawa Property 1	50.5	6
Waiawa	Waiawa Property 2	46.5	7
Kalaeloa	Kalaeloa Area Parcel B	41.5	8
Kalaeloa	Kalaeloa Parcels 6A/7	37	9
Kalaeloa	Kalaeloa Barbers Point Riding Club	36	10
Kalaeloa	Kalaeloa Area Parcel C	31.5	11

Table 5-1: Site Rankings

With completion of the site screening process, PSD will determine which sites should be removed from further consideration and those that shall continue to advance further through the in-depth study process. At that time, sites eliminated and those continuing forward will be disclosed and publicized to focus attention on the sites to be included within the subsequent EIS study phase.

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