

Future of the Oahu Community Correctional Center

Volume 9 - Progress Report Delivered to State Legislature

March 2017

Hawaii Department of Public Safety

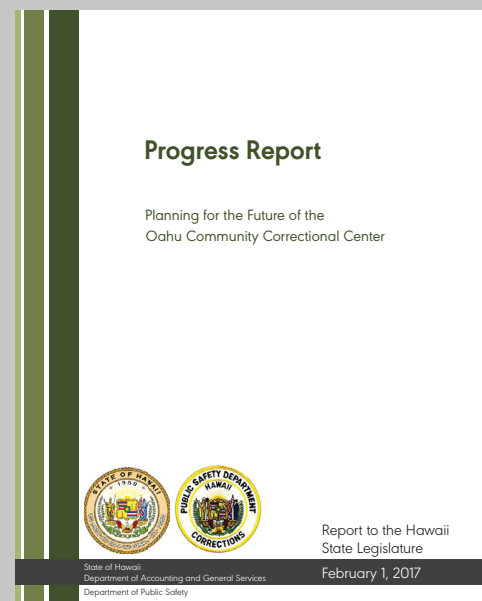
The Hawaii Department of Public Safety (PSD) operates the Oahu Community Correctional Center (OCCC) which acts as the local detention center for the First Circuit Court. Located within an approximately 16-acre property at 2109 Kamehameha Highway in Honolulu, OCCC is currently the largest county jail facility in the Hawaii system. From its beginning in 1975 as a part of the county-based community corrections system concept with 456 beds, the facility has been expanded to its current design capacity of 628 beds and an operational capacity of 954 beds and consistently operates above these capacities.

OCCC provides the customary county jail function of managing both pre-trial detainees and locally-sentenced misdemeanor offenders and others with a sentence of one year or less as well as providing a pre-release preparation/transition function for prison system inmates when they reach less than a year until their scheduled release. It's important to note that the inmates housed at OCCC are under the jurisdiction of the Judiciary (courts) and not PSD. Detainees in jail can only be released, placed in outside programs or assigned to other alternatives to incarceration by the Judiciary.

With increasingly aged and obsolete correctional facilities, PSD is proposing to improve its corrections infrastructure through modernization of existing facilities and construction of new institutions to replace others. Among its priority projects is the replacement of OCCC which, when constructed, will take advantage of the newest cost-savings technologies and improve correctional services and safety for inmates, staff and the public.

Progress Report on the Future of OCCC Submitted to State Legislature

On February 1, 2017, PSD submitted its Progress Report on the Future of OCCC to the 2017 Hawaii State Legislature. With that, PSD has taken a significant step forward in planning for a new OCCC facility. The 530-page Progress Report addresses important topics associated with the planning for a new OCCC such as an interim architectural space program, a 10-year inmate population forecast, project financing options, a study of possible OCCC development sites, and a summary of activities undertaken to inform and involve the public in the planning process. To see the full Progress Report, visit: dps.hawaii.gov/occc-future-plans, "Reports and Studies."



The Progress Report has been organized around five subject areas, as requested by the Hawaii State Legislature:

- Preliminary Design
- Projected Costs
- Financing Plan Options
- Issuance of a Request for Proposals
- Siting Study Recommendations

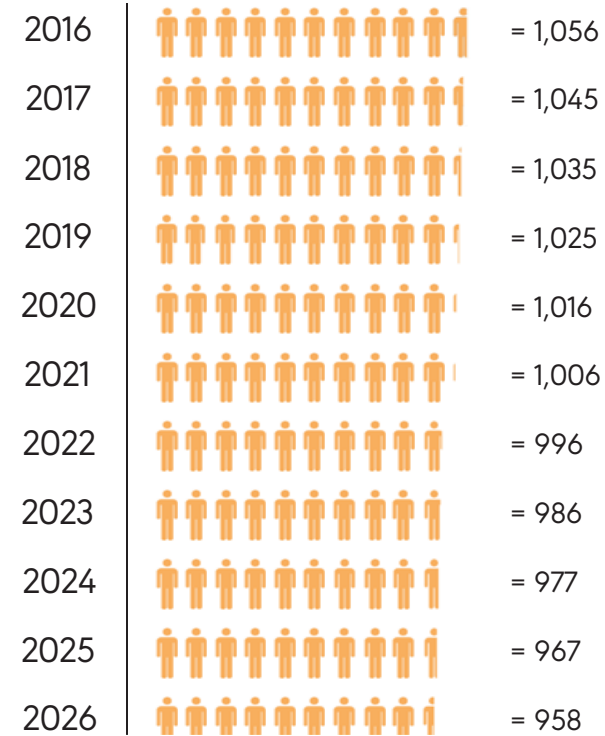
Preliminary Design

The OCCC Team, consisting of representatives of PSD, the Department of Accounting and General Services (DAGS), and the AHL-led consultant team, has determined the basic plan and program to aid in siting the proposed OCCC. Preferences in facility sizing and layout were determined through questionnaires and interviews, as well as a series of Project Workshops held with project team members. This helped determine PSD's 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 new OCCC.

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 facility. This program was issued in the form of two documents: a 10-Year Inmate Forecast and an Interim Architectural Space Program. The effort helped ensure that sites under consideration for possible OCCC development would be sufficiently large and properly configured to accommodate the proposed OCCC building along with support and ancillary facilities. The information also conveys to decision-makers and the public the rationale for considering sites for the new OCCC, how the sites will allow for development of the new facility, and the means by which PSD will ensure the safety and well-being of offenders, staff and the public.

10-Year Inmate Forecast

A 10-year inmate population forecast was prepared to assist planners in estimating the size of the new OCCC facility. The forecasted number of detention males at OCCC in Fiscal Year (FY) 2026 is 958; down from the current 1,056. This number is based on a declining trend experienced 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. In the same time frame, the forecast expects the male pre-release (or "re-entry") program to increase from 300 to 392. The forecast also predicts an increase from 60 to 78 for females by FY 2026.



10-Year Detention Forecast for Males

It is important to note that while females are currently housed at OCCC, it is PSD's intention to relocate female inmates from OCCC to the Women's Community Correctional Center (WCCC) located in Kailua. The plan to relocate females from OCCC to WCCC is intended to provide greater access to rehabilitation programs and improved family visitation although females would continue to receive intake services in the future at the new OCCC.

Preliminary Site Diagrams and Building Design

Preliminary facility diagrams have been produced for each of three potential OCCC building concepts: single story low-rise (or "campus" arrangement), mid-rise (3-5 stories), and high-rise (6-8 stories). Once the preferred development site is selected, the process will proceed to the schematic design phase. At that time, the basic arrangements of spaces will be given physical shape. Once schematic design is approved, the process will progress to the exploration and selection of building systems and materials. Greater and greater detail is developed until the design drawings and specifications are ready for a construction contractor to construct the new OCCC facility.

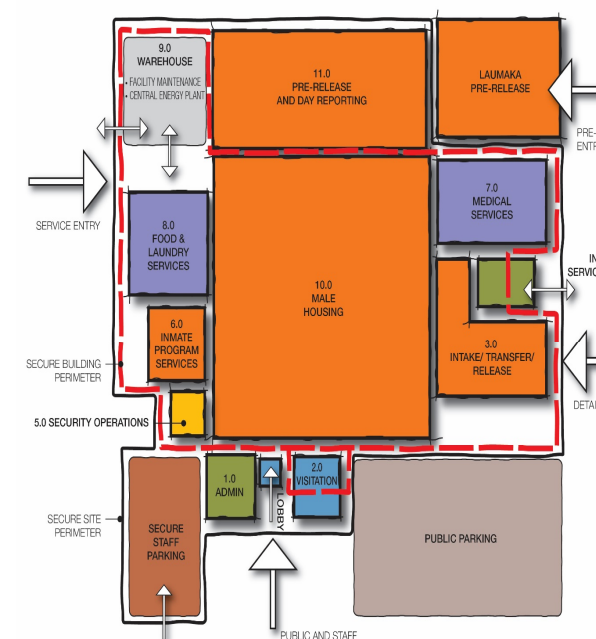
Interim Architectural Space Program

The Interim Architectural Space Program outlines 11 areas of proposed functional requirements for OCCC, the sizes of which are driven by 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), for males requires an additional 71,350 NSF or 135,785 BGSF after applying departmental and building grossing factors.



New Facility Program Requirements



Functional Relationship Diagram

Projected Costs

The Progress Report includes preliminary construction cost estimates for a new OCCC facility as well as anticipated staffing and operating costs. At this time, in the absence of selected site, a physical design solution, or a project delivery method, only a broad range of cost estimates are available; as such, the construction cost estimates 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 Costs

Preliminary construction cost ranges are provided for each of three building options assuming development of a new OCCC at:

- OCCC site in Kalihi assuming a mid-rise layout
- Halawa Correctional Facility site in Aiea assuming a high-rise layout
- Generic, yet to be selected site assuming either a low-rise or a mid-rise layout

Factored into each cost range are the following:

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

Cost estimates are based on an assumed three-year construction schedule with a mid-point of construction projected as June 2021. Estimated total project cost for each option is as follows:

- Option 1: Existing OCCC Site (Mid-Rise Layout): \$526 million - \$605 million
- Option 2: Halawa Correctional Facility 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

At this time the cost estimates remain preliminary as a selected site, design program, and project delivery method are all still works in progress and each could have a considerable impact on project costs. Cost estimates will be reexamined as the planning process progresses.

Modern Jail Design

Advances in technology, design, and philosophy have contributed to a change in how jails are designed and constructed. Technological innovation and advancement have allowed for more secure and efficient management of the offender population. Modern facilities' use state-of-the-art security and monitoring systems that eliminate the need for guard towers and improve the ability to constantly monitor offenders. These advancements are not only more aesthetically pleasing, but are also more effective and save money. The configuration, design, and layout of modern detention facilities allow corrections officers to manage inmates more securely, treat them more humanely, and prepare them more effectively for transition back into society. The facilities also are designed to blend into their host community and often look more like a medical center or office building than the historic jails that used to be constructed. An excellent example of how a modern jail can be integrated seamlessly into its surroundings is the Federal Detention Center located at Honolulu International Airport. The new OCCC will be designed to look, feel, and function very differently from the current OCCC in order to improve the justice system in the state.



Staffing and Operating Costs

Estimated staffing and operating costs for the proposed new OCCC were included in the Progress Report which projects staffing efficiencies and operational savings to be achieved through modern jail design, supervision method, use of technology, and best practices in staffing.

The 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, considerable 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) while a multilevel facility is estimated to save \$3.8 million annually or \$115 million over 30 years.

Financing Plan Options

Developing a new OCCC is a complex and expensive undertaking, therefore, options available for financing construction of a new OCCC need to be evaluated early in the planning process. The various financing options addressed within the Progress Report are intended to initiate a discussion of project financing and delivery methods with the process for determining the optimal approach on-going; no one approach is recommended at this time to finance construction of the new OCCC facility. Topics discussed in the report include:

- Conventional public financing options (general obligation bonds, etc.);
- 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.

Recommendations and selection of a preferred project delivery and financing approach will occur during later stages of the overall planning 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 be made with input from the Departments of Budget and Financing, Procurement, DAGS, PSD, and others.

Issuance of Request for Proposals

At this point, it is premature for the OCCC Team to have begun any work in producing Request for Proposals (RFP). Preparation of RFPs will begin once a final OCCC development site has been selected, a preliminary layout and design for that site has been initiated, and a project delivery and financing strategy has been selected by state officials. The OCCC Team will eventually prepare two-step design/build documents, upon which a RFP can be based. This future RFP will be issued by the State of Hawaii to gather competitive design/build proposals after a design contract is executed. The RFP will describe in general terms what the new OCCC facility may look like and outline a strategy for financing project construction.

Siting Study Findings

The OCCC siting process involves multiple phases including site identification, site screening, and detailed site evaluation. With each step, various requirements and criteria are applied to guide the analysis and decision-making. By applying these requirements

and criteria, PSD is able to identify and eliminate less suitable sites from further consideration while allowing more suitable sites to move forward to the next phase of study. 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, stakeholders, 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

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; through this effort, an inventory of 11 prospective OCCC sites was compiled. Over the past months all 11 prospective sites were assessed with the results of the analysis summarized in the OCCC Siting Study report which describes the screening criteria used in the analysis, indicators used to assess site conditions against the criteria, documentation that provide the basis for the analysis, and point scores for each criteria. Once all screening criteria were assessed, each site was scored and compared against other sites to determine a ranking:

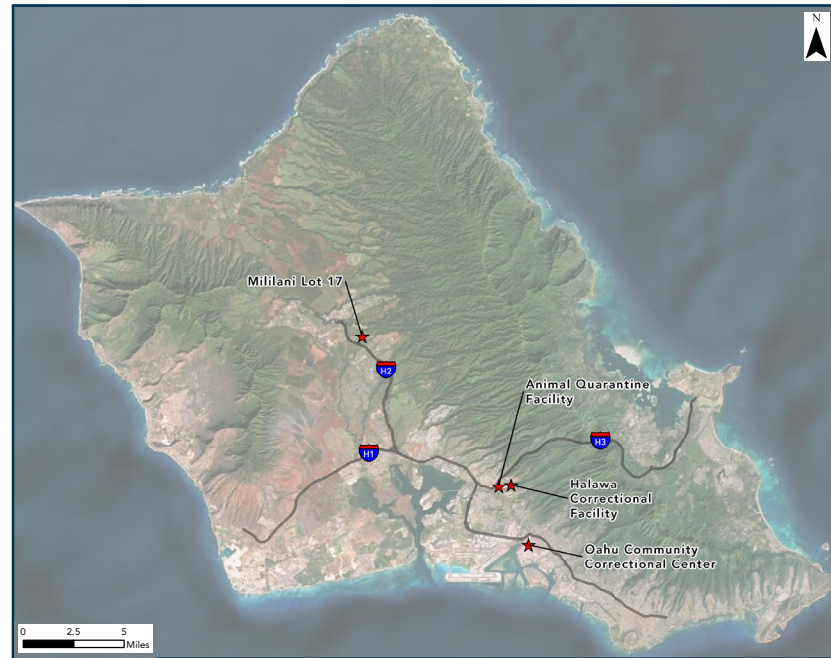
Site Location	Site Name	Score	Rank
Aiea	Animal Quarantine Facility	79	1
Kalihi	Oahu Community Correctional Center	76	2
Aiea	Halawa Correctional Facility	58.5	3
Mililani	Mililani Technology Park Lot 17	57	4
Kalaeloa	Kalaeloa Parcels 18A/18B	51.5	5
Waiawa	Waiawa Property 1	50.5	6
Waiawa	Waiawa Property 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

Four Finalist Sites

The four highest-ranked sites are:

- Hawaii Department of Agriculture, Animal Quarantine Facility, Aiea
- OCCC (current location), Kalihi
- Halawa Correctional Facility, Aiea
- Mililani Technology Park, Mililani

The locations of the four finalist sites are depicted on the maps to the right and below. The OCCC Team will soon undertake in-depth technical evaluations of the four highest ranked sites through the Environmental Impact Statement process with a greater level of scrutiny and focus on site, community and island-wide characteristics and conditions.



Halawa Department of Agriculture, Animal Quarantine Facility, Aiea



OCCC (current location), Kalihi



Halawa Correctional Facility, Aiea



Mililani Technology Park, Mililani

Informing and Involving the Public

Development of a new OCCC has the potential to affect local and statewide interests, and communicating with elected officials and civic leaders, business and community groups, regulatory agencies, stakeholders, and the public is essential to achieving a satisfactory outcome for all. From the outset, PSD committed to ensuring that the process of planning and developing a new OCCC is transparent, defensible, and includes the input and involvement of interested parties. Therefore, the OCCC Team has undertaken a robust public outreach and engagement effort to provide information about the proposed OCCC facility, frame the 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 during decision making. Outreach activities to date have been varied in their approach in order to encourage participation across different audiences, recognizing that individuals and groups receive and process information in different ways.

- **OCCC Website:** Information has been made widely available through the OCCC website or by contacting PSD directly. The website (<http://dps.hawaii.gov/occc-future-plans>) hosts meeting announcements and a calendar of events, presentation materials, newsletters on topics of importance and interest; various technical reports, and other informative materials.
- **Project Newsletters:** PSD has disseminated nine newsletters addressing various aspects of the OCCC planning and development process. In addition to being made available via the OCCC website, these publications have been used as meeting handouts and shared via PSD's email distribution system to several hundred interested individuals, agencies and organizations, stakeholders and elected and appointed officials.
- **Information Open Houses:** Information open houses have been held in various neighborhoods as a means to foster an exchange of information with the public. At each open house the public is able to browse informational displays and talk one-on-one with the OCCC Team.
- **Neighborhood Board Meetings:** Since mid-2016, the OCCC Team has participated in ten neighborhood board meetings that coincided with milestones in the planning process. Presentations addressed such topics as the need for a new OCCC facility; the overall planning and development process; the siting process; and the nature of jail design and construction in the 21st century.

PSD has demonstrated its commitment to ensuring that the process of planning, siting and eventually developing a new OCCC be open and transparent and benefit from the input and involvement of interested and concerned groups and individuals. Such outreach will continue throughout 2017 and beyond as necessary.



Oahu Community Correctional Center



Upcoming Activities

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

March 2017	<p>Undertake detailed studies of highly-ranked sites via the Environmental Impact Statement process.</p> <p>Attend Neighborhood Board meetings to provide status report on OCCC project; finalist sites; upcoming activities including Town Hall meeting, preparation of Environmental Impact Statement process, path forward; etc. Open house information sessions planned prior to Neighborhood Board meetings.</p> <p>Continue public outreach, education, and engagement process.</p> <p>Publish OCCC Newsletter Vol. 9 (<i>Progress Report Delivered to State Legislature</i>)</p>
April 2017	<p>Hold Town Hall meeting to engage the public in discussions about finalist sites, Environmental Impact Statement process, path forward, etc. Look to OCCC website for date/time/location for Town Hall.</p> <p>Continue detailed studies of highly-ranked sites via the Environmental Impact Statement process.</p> <p>Continue public outreach, education, and engagement process.</p> <p>Publish OCCC Newsletter Vol. 10.</p>
May 2017	<p>Continue detailed studies of highly-ranked sites via the Environmental Impact Statement process.</p> <p>Continue public outreach, education, and engagement process.</p> <p>Publish OCCC Newsletter Vol. 11.</p>
June 2017	<p>Continue detailed studies of highly-ranked sites via the Environmental Impact Statement process.</p> <p>Continue public outreach, education, and engagement process.</p> <p>Publish OCCC Newsletter Vol. 12.</p>

Interested in Learning More?

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

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