

ZB02
Local Jails and Detention Centers
Department of Public Safety and Correctional Services

Capital Budget Summary

Grant and Loan *Capital Improvement Program*
(\$ in Millions)

<i>Program</i>	<i>2014 Approp.</i>	<i>2015 Approp.</i>	<i>2016 Request</i>	<i>2017 Estimate</i>	<i>2018 Estimate</i>	<i>2019 Estimate</i>	<i>2020 Estimate</i>
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Local Jails and Detention Centers	\$0.000	\$0.000	\$0.829	\$2.700	\$4.650	\$5.000	\$5.000
Total	\$0.000	\$0.000	\$0.829	\$2.700	\$4.650	\$5.000	\$5.000

<i>Fund Source</i>	<i>2014 Approp.</i>	<i>2015 Approp.</i>	<i>2016 Request</i>	<i>2017 Estimate</i>	<i>2018 Estimate</i>	<i>2019 Estimate</i>	<i>2020 Estimate</i>
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GO Bonds	\$0.000	\$0.000	\$0.829	\$2.700	\$4.650	\$5.000	\$5.000
Total	\$0.000	\$0.000	\$0.829	\$2.700	\$4.650	\$5.000	\$5.000

CIP: *Capital Improvement Program*
GO: general obligation

Summary of Recommended Bond Actions

1. Local Jails and Detention Centers

Adopt committee narrative requiring Department of Public Safety and Correctional Services to submit a report providing local jail and detention center population statistics.

2. Montgomery County Pre-Release Center

Approve funding for renovation of the Montgomery County Pre-Release Center Dietary Center.

3. Prince George's County Correctional Center

Approve funding for renovation and expansion of the Prince George's County Medical Unit.

Budget Overview

In order to meet the needs of growing inmate populations at the local level, the State pays a minimum of 50% of eligible costs for construction or expansion of local detention centers. If a county can demonstrate that a portion of the expansion is necessary to house additional offenders serving between 6- and 12-month sentences due to changes in sentencing made by Chapter 128 of 1986, then the State provides 100% of funding for that portion of the project.

The Department of Public Safety and Correctional Services (DPSCS) processes the applications for State funding. The department determines the portion of the project cost eligible for State participation. State funds may only be used for costs directly related to incarceration. Ineligible costs include, but are not limited to, air conditioning, single cells, maintenance work on current facilities, utility connections, and space not directly attributable to detention functions, such as office space.

Legislation enacted in Chapter 246 of 2004 clarified that the local inmates that DPSCS must use to determine anticipated confinement levels at a local correctional facility should reflect only those inmates who are serving sentences between 6 and 12 months, rather than all inmates sentenced to 12 months or less. If DPSCS determines that the anticipated confinement of those inmates serving between 6 and 12 months in a county's local correctional facility would exceed the capacity of the local correctional facility, the State must pay 100% of the costs to construct a new facility or to expand the existing local correctional facility.

Local Jail and Detention Center Inmate Population

As a result of discrepancies in the reporting of population statistics for inmates held in local correctional facilities, the committees began requesting an annual report providing a variety of data on facility bed capacity and the size of the inmate population, with the first *Local Jails and Detention Center Annual Population Statistics Report* submitted summarizing fiscal 2008 data. **Appendix 1** provides information found in the fiscal 2014 *Local Jail and Detention Center Inmate Population Survey*.

Exhibit 1 shows average daily population (ADP) by jurisdiction from fiscal 2010 through 2014. The number of inmates decreased by 893, or nearly 10.0% over the past five years. Additionally, the annual decline from fiscal 2013 to 2014 is 1.5 percentage points higher than the five-year average annual rate of growth: 4.1% compared to 2.6%. In fact, the overall ADP for local jails and detention centers peaked in fiscal 2007 at 9,973 and has since consistently declined each year, for a cumulative reduction of 17.9%. Nearly 76.0% of the overall reduction can be attributed to four counties: Anne Arundel, Baltimore, Montgomery, and Wicomico. Montgomery County leads with a five-year reduction of 270 offenders, followed by Anne Arundel County at 159 offenders and Wicomico County at 134 offenders. Montgomery and Wicomico counties also had the fastest average annual decline rate, decreasing 7.1% and 7.5%, respectively. Six counties (Calvert, Carroll, Cecil, Howard, Queen Anne's, and Worcester) had an increased fiscal 2014 offender population compared to 2010. Worcester County had the largest increase of 84 offenders, followed by Howard County at 61 offenders. Worcester and Queen Anne's counties had the fastest average annual growth rates, both above 10.0%.

Exhibit 1
Average Daily Population and Inmate Growth by Jurisdiction
Fiscal 2010-2014

<u>County</u>	<u>2010</u>	<u>2011</u>	<u>2012</u>	<u>2013</u>	<u>2014</u>	<u>% Change 2013-14</u>	<u># Change 2010-14</u>	<u>% Change 2010-14</u>	<u>Average Annual Growth</u>
Allegany	157	170	150	153	136	-11.1%	-21	-13.4%	-3.5%
Anne Arundel	923	874	822	768	764	-0.5%	-159	-17.2%	-4.6%
Baltimore	1,375	1,393	1,392	1,211	1,260	4.0%	-115	-8.4%	-2.2%
Calvert	247	234	213	224	249	11.2%	2	0.8%	0.2%
Caroline	107	105	108	97	106	9.3%	-1	-0.9%	-0.2%
Carroll	216	213	210	209	228	9.1%	12	5.6%	1.4%
Cecil	227	247	271	271	257	-5.2%	30	13.2%	3.2%
Charles	404	460	416	361	344	-4.7%	-60	-14.9%	-3.9%
Dorchester	165	167	171	160	129	-19.4%	-36	-21.8%	-6.0%
Frederick	416	441	394	380	360	-5.3%	-56	-13.5%	-3.5%
Garrett	53	51	62	64	53	-17.2%	0	0.0%	0.0%
Harford	452	425	395	410	414	1.0%	-38	-8.4%	-2.2%
Howard	288	308	308	340	349	2.6%	61	21.2%	4.9%
Kent	87	87	70	65	71	9.2%	-16	-18.4%	-5.0%
Montgomery	1,054	1,038	953	877	784	-10.6%	-270	-25.6%	-7.1%
Prince George's	1,272	1,181	1,293	1,347	1,200	-10.9%	-72	-5.7%	-1.4%
Queen Anne's	91	102	86	112	136	21.4%	45	49.5%	10.6%
Somerset	86	94	99	77	69	-10.4%	-17	-19.8%	-5.4%
St. Mary's	276	232	242	280	236	-15.7%	-40	-14.5%	-3.8%
Talbot	92	104	85	84	74	-11.9%	-18	-19.6%	-5.3%
Washington	418	333	383	385	344	-10.6%	-74	-17.7%	-4.8%
Wicomico	499	475	446	401	365	-9.0%	-134	-26.9%	-7.5%
Worcester	177	155	200	261	261	0.0%	84	47.5%	10.2%
Total	9,082	8,889	8,769	8,537	8,189	-4.1%	-893	-9.8%	-2.6%

Source: Local Jails and Detention Centers Annual Population Statistics Reports, Fiscal 2010-2014

The reduction of the inmate population is evident in the comparison of ADP and local facility operating capacity, as illustrated in **Exhibit 2**. Across the State, local operating capacity is 3,081 below the fiscal 2014 total local inmate population. In comparison, the total excess capacity in fiscal 2009 was 2,188 beds.

Exhibit 2
Local Jails and Detention Centers
Fiscal 2014 Population versus Capacity by County

<u>County</u>	<u>ADP</u>	<u>Operational Capacity</u>	<u>Exceeded Capacity</u>	<u>ADP as a Percent of Capacity</u>
Allegany	136	234	-98	58%
Anne Arundel	764	1,175	-411	65%
Baltimore	1,260	1,513	-253	83%
Calvert	249	228	21	109%
Caroline	106	135	-29	79%
Carroll	228	185	43	123%
Cecil	257	324	-67	79%
Charles	344	460	-116	75%
Dorchester	129	280	-151	46%
Frederick	360	533	-173	68%
Garrett	53	64	-11	83%
Harford	414	820	-406	50%
Howard	349	343	6	102%
Kent	71	75	-4	95%
Montgomery	784	1,399	-615	56%
Prince George's	1,200	1,524	-324	79%
Queen Anne's	136	148	-12	92%
Somerset	69	120	-51	58%
St. Mary's	236	245	-9	96%
Talbot	74	148	-74	50%
Washington	344	393	-49	88%
Wicomico	365	444	-79	82%
Worcester	261	480	-219	54%
Total	8,189	11,270	-3,081	73%

ADP: average daily population

Source: Fiscal 2014 Local Jails and Detention Center Annual Population Statistics Report

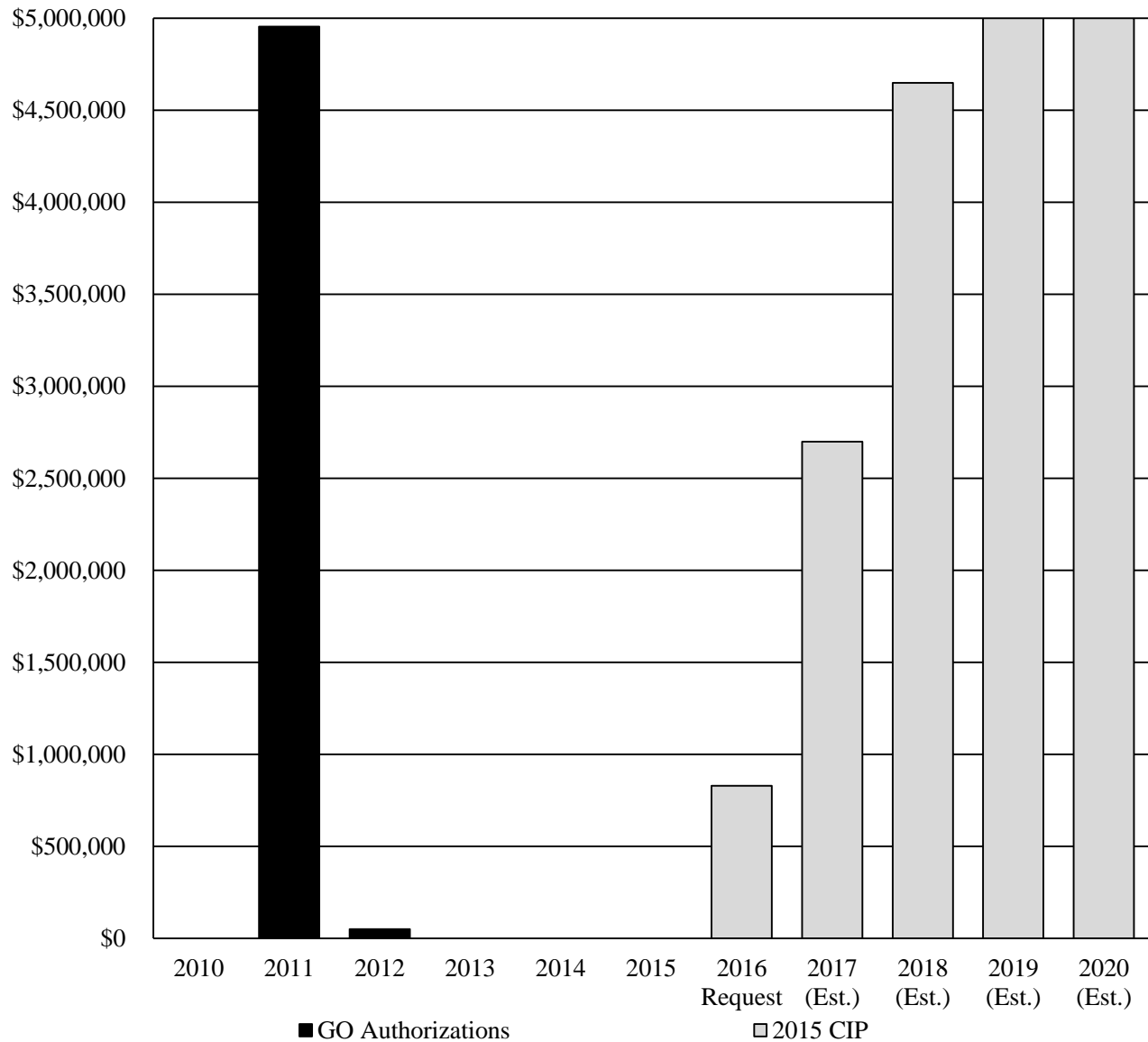
Montgomery County, which experienced annual population decline of 7.1% between fiscal 2010 and 2014, has the largest amount of excess bed space, with 615 beds in excess of fiscal 2014 ADP. Anne Arundel and Harford counties also have excess bed space above 400. In terms of population as a percentage of total capacity, Garrett County has the most room for growth. Three of 23 counties had inmate populations in excess of operational capacity, with Carroll and Calvert being the highest, housing inmate populations at 123% and 109% capacity, respectively. Only Carroll County had at least one inmate in excess of operational capacity for every day of the fiscal year. Five additional counties (Calvert, Cecil, Kent, St. Mary's, and Washington) also noted population in excess of capacity for at least 40 days out of the year. Alternatively, the remaining 17 counties never had the inmate population exceed capacity.

The provision of population data, like that provided in Appendix 1, is integral to helping the State prioritize the projects that receive funding each year, especially when the amount of funding requested consistently exceeds funding available. **As such, the Department of Legislative Services (DLS) recommends that the budget committees continue to adopt narrative requiring DPSCS to submit a report providing population statistics by jurisdiction in order to accurately assess the capacity needs of local jails and detention centers.**

Fiscal 2016 Proposed Budget

Exhibit 3 shows the funding history for the Local Jails and Detention Centers Capital Construction Program. Between fiscal 1999 and 2009, an average of \$10.2 million general obligation (GO) bonds were authorized each year for local jail projects. However, the amount included for this purpose decreased significantly beginning in fiscal 2010, as counties opted to defer projects. In three of the past six years, there were no requests for funding and, therefore, no funding authorizations. The reduction in funding for the Local Jails and Detention Centers Capital Construction Program is indicative of both the constraints in the State's capital budget, as well as constraints in county budgets, which limits counties' abilities to provide the necessary fund match for proposed projects. The fiscal 2016 capital budget includes nearly \$829,000 to fund the design for two projects: renovation and expansion of the Prince George's County medical unit and renovation of the Montgomery County Pre-Release Center Dietary Center.

Exhibit 3
Local Jails and Detention Centers Capital Program Funding
Fiscal 2010-2020 (Est.)



CIP: *Capital Improvement Program*

GO: *general obligation*

Source: Department of Legislative Services

Prince George’s County Medical Unit Renovation and Expansion

Project Description: The Prince George’s County Medical Unit includes sick call, infirmary, and administration spaces. The main purpose of the expansion is to double capacity and provide an improved, safer environment for the inmates, staff, and corrections officers. The proposed expansion will require complete demolition of the existing space, an expanded ground floor, and creation of a second floor level. The fiscal 2016 budget includes funds for the design of this project. The total project cost is estimated to be \$12.3 million, with \$6.2 million funded by the State.

(\$ in Millions)

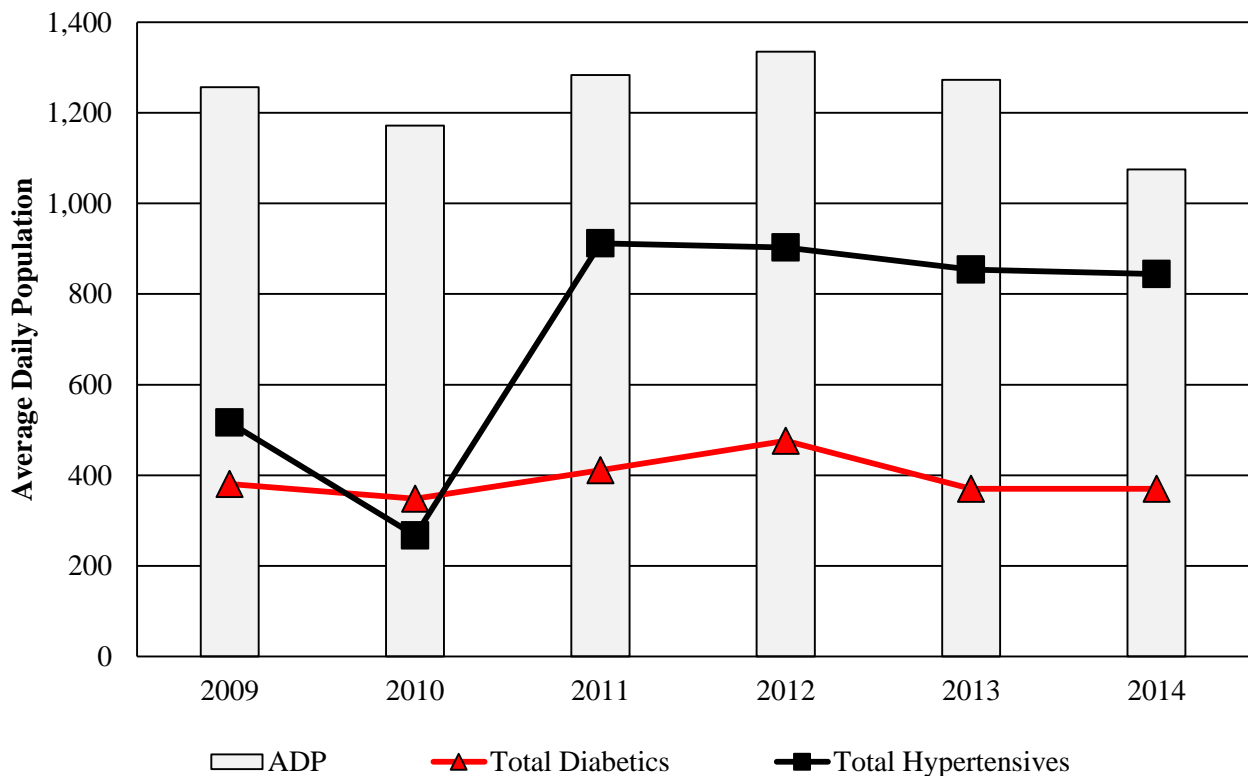
<i>Fund Uses</i>	<i>Prior Appropriation</i>	<i>FY 2016 Request</i>	<i>Future Estimated</i>	<i>Estimated Total</i>
Planning	\$0.000	\$1.097	\$0.0	\$1.097
Construction	0.000	0.000	9.949	9.949
Equipment	0.000	0.000	1.300	1.300
Total	\$0.000	\$1.097	\$11.249	\$12.346

<i>Fund Source</i>				
State: 50.2%	\$0.000	\$0.549	\$5.650	\$6.199
Matching Fund: 49.8%	0.000	0.548	5.599	6.147
Total	\$0.000	\$1.097	\$11.249	\$12.346

The Prince George’s County jail is one of only three jails in the State that provides on-site infirmary care. The infirmary provides routine medical and mental health services to inmates and manages inmates returning from hospital care, inmates with suspected communicable diseases, inmates on suicide watch, inmates on limited intravenous therapy, and inmates under medical observation. After construction in 1984, the Prince George’s County medical unit underwent an expansion in 2002 of approximately 2,880 gross square feet (GSF). As a result of the expansion, the medical unit gained additional ward beds, isolation cells, and officer security stations. The expansion did not provide additional space for examinations, treatment, or administrative services. The current proposed expansion will increase the size of the medical unit to provide additional medical services, double the amount of available beds, and address needs associated with insufficient administrative space, storage space, and holding cells. The expansion will also alter the physical layout of the facility to enhance security.

Although the county’s ADP has remained relatively stable over the past decade, the county reports an increased need for inmate medical services, resulting in a lack of space within the medical unit. The county has noted an increase in the number of inmates diagnosed with diabetes, hypertension, and seizures. As shown in **Exhibit 4**, the county saw a five-year high of 476 inmates with diabetes in calendar 2012. The portion of the county inmate population diagnosed with hypertension increased dramatically between calendar 2010 and 2011 and has since consistently remained above 800. The medical unit currently serves approximately 100 inmates per eight-hour shift, with a maximum of only 19 inmates permitted in the sick call section at any given time. Since there is no exam room in the medical unit currently, inmates must be taken from the infirmary to sick call for examination and treatment.

Exhibit 4
Prince George’s County Department of Corrections
Chronic Care Population
Calendar 2009-2014



ADP: average daily population

Source: Prince George’s County Department of Corrections

The expansion will also address needs associated with the undersized and poorly located administrative and pharmacy spaces. While two administrative personnel have offices within the medical unit, other administrators are currently located in spaces intermingled with exam rooms, holding cells, and storage rooms. The nurses' station, for example, is in a former lab space that is not centrally located. The pharmacy cannot accommodate the increased number of staff required during change of shift when medication counts must be witnessed. There is also a shortage of pharmaceutical storage space and no sink, which further complicates operating in the small space. Additionally, the pharmacy can only be accessed from inside the female ward. The county reports that over 25% of the inmate population is on medications for chronic ailments including asthma, human immunodeficiency virus, insulin dependent diabetes mellitus, thyroid disorders, seizures, and major psychiatric disorders requiring daily dispensing and administration of medications.

Another concern with the current medical unit relates to security. The medical unit's space limitations have prevented on-site specialty care, necessitating the need to refer inmates to offsite specialty clinics. With the proposed expansion, the county will be able to provide orthopedic, podiatry, ophthalmology, optometry, endocrinology, and neurology services on site. This will reduce costs and security risks associated with transporting inmates outside of the correctional facility. With the proposed expansion, the county also plans to relocate a centralized officer's station within the sick call area in order to increase sightlines and increase the number of holding cells in the medical unit in order to separate inmates for security and safety reasons.

Recommendation: DLS recommends the approval of \$549,000 in GO bond funding for renovation and expansion of the Prince George's County Medical Unit.

Montgomery County Pre-Release Center Dietary Center Renovation

Project Description: This project will enable the dietary center to meet increased demand for food service in a safe and efficient fashion. The dietary center's kitchen, built as part of the original facility in 1978, was designed for 100 residents and 45 staff and has not been upgraded with current equipment nor expanded to meet the current demand. The current population includes approximately 150 residents, up to 20 nonresidents in the home confinement electronic monitoring program, and 65 full-time employees, as well as visitors. The fiscal 2016 budget includes funds to design the renovation and addition. The total project cost is estimated to be \$6.7 million, with \$3.3 million funded by the State.

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(\$ in Millions)

<i>Fund Uses</i>	<i>Prior Approp.</i>	<i>FY 2016 Request</i>	<i>Future Estimated</i>	<i>Estimated Total</i>
Planning	\$0.000	\$0.559	\$0.373	\$0.932
Construction	0.000	0.000	5.512	5.512
Equipment	0.000	0.000	0.206	0.206
Total	\$0.000	\$0.559	\$6.091	\$6.650

<i>Fund Source</i>				
State: 50.1%	\$0.000	\$0.280	\$3.050	\$3.330
Matching Fund: 49.9%	0.000	0.279	3.041	3.320
Total	\$0.000	\$0.559	\$6.091	\$6.650

The Montgomery County Pre-Release Center, a minimum security facility, was built in 1978 for a maximum occupancy of 100 inmates. Shortly after opening, the facility was expanded to increase bed space to accommodate 173 inmates. The expansion was limited to living space and did not include any expansion of the dietary center, which to date is only designed to serve up to 100 individuals. Currently, the facility serves between 130 and 167 inmates, as well as staff and visitors. The increased population and age of the facility has led to insufficient and inadequate space, as well as aging infrastructure and equipment.

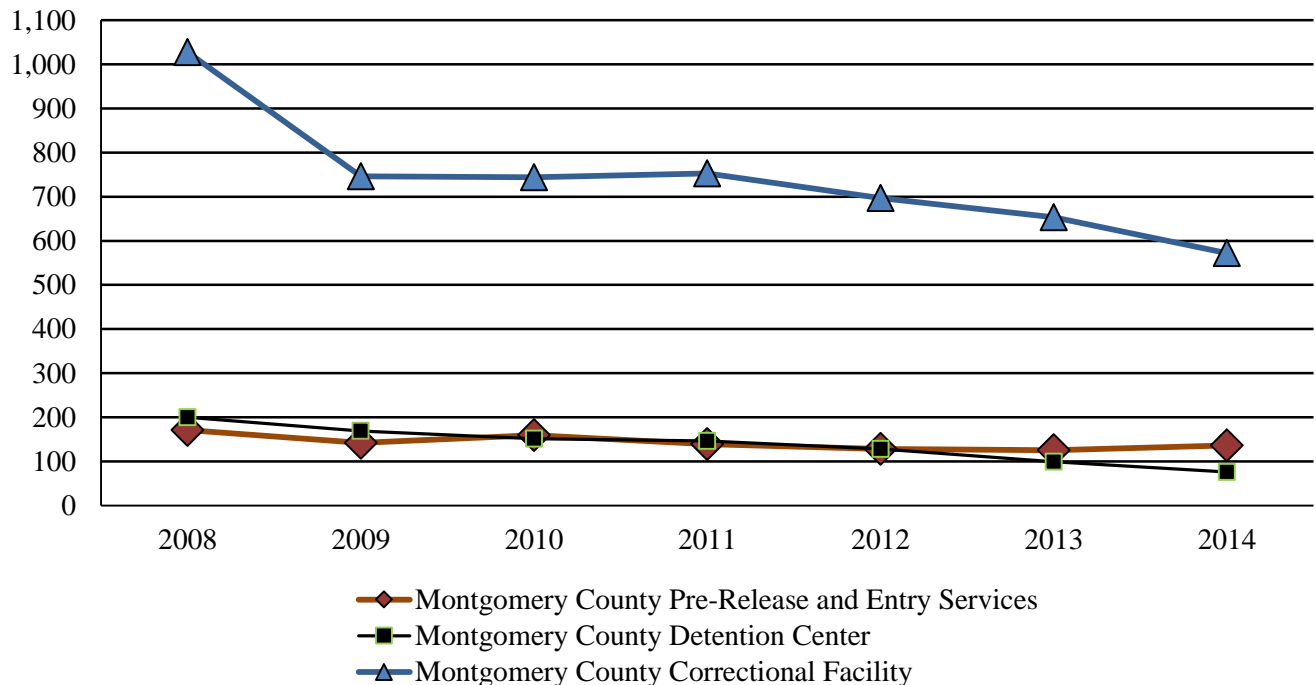
The dietary center serves three meals daily to inmates and staff. The size of the population has resulted in an increased quantity of food materials delivered and meals produced daily. The facility was built without a loading dock, which complicates deliveries and lengthens delivery times. The actual kitchen area is very narrow and has poor sightlines, creating a security risk. The facility also has minimal food storage space, particularly given the increased population size. The facility's outdated 1994 freezer is located outside of the building. Dry food storage is divided between multiple places, which complicates food preparation. Due to the undersized dining area, meals must be served in multiple shifts with long lines. Overcrowding of the dining area reduces visible surveillance and supervision of offenders, creating a security risk. The dining area is also utilized as visitor and programming space. The facility has visitors seven days a week, and may receive up to 50 visitors each day. However, noises caused by food preparation and clean up frequently interrupt visitation and programming.

The majority of the equipment in the dietary center is original to the facility and was installed in 1978. The equipment is deteriorating with everyday use and age. Procuring replacement parts has become difficult because of the age of the equipment, which complicates and prolongs repairs. The county reports that the kitchen equipment; refrigeration equipment; warmers; dishwashing equipment; heating, ventilation, and air conditioning system; and emergency equipment require replacements. The roof for the dietary center also suffers from age-related deficiencies and leaks over the dining area and kitchen.

The proposed expansion will construct an addition to the existing dietary center. The renovation will add 2,500 GSF to the existing 4,905 GSF dietary center, plus an additional 800 GSF of outdoor dining and loading space. The kitchen will receive an additional 540 square feet, while the dining area will expand by 900 square feet, and freezer and storage space will be consolidated to one area. The dining area expansion will include mobile partitions to allow certain sections to be closed off during visiting hours and special events. The expansion will also include staff restrooms to meet the Americans with Disabilities Act compliance, office space for personnel, modern equipment, and improvements to the serving line. Equipment upgrades and replacement of the roof over the renovated and newly constructed area are also included in the proposed expansion.

As shown in **Exhibit 5**, although the ADPs for the county’s detention and corrections centers have decreased over the past decade, the ADP for the pre-release center has remained fairly stable. The county notes that typically all male housing beds in the facility are full and the only vacancies that usually occur are in the female housing unit. The county attributes the stable population levels in the pre-release center to changes in policies and practices. **Montgomery County should comment on policy changes that have affected the size of the population at the pre-release center, as well as anticipated pre-release population levels in future years.**

Exhibit 5
Montgomery County Department of Correction and Rehabilitation
Average Daily Population



Source: Fiscal 2014 Local Jails and Detention Center Annual Population Statistics Report

Recommendation: DLS recommends approval of \$280,000 in GO bond funding for renovation of the Montgomery County Pre-Release Center Dietary Center.

GO Bond Recommended Actions

1. Adopt the following narrative:

Local Jails and Detention Centers Population Statistics Report: As overseer of the Local Jails and Detention Center Capital Improvement Program, the committees direct the Department of Public Safety and Correctional Services (DPSCS), on an annual basis, to coordinate the submission of local jail and detention center population statistics on behalf of the counties and provide that information in a report to the budget committees. At a minimum the report shall include:

- the operational capacity for each facility, making note of specialized population beds which cannot be used by general population inmates;
- the total average daily population for the fiscal year for total population and separated by male and female offenders;
- the number of days the population exceeded operational capacity;
- the most consecutive days the population exceeded capacity;
- the range in the number of inmates exceeding operational capacity;
- the average amount the population exceeded capacity; and
- the peak inmate population.

Receipt of this information for every county on an annual basis would allow the General Assembly, the Department of Budget and Management, DPSCS, and the counties to better assess local jails and detention centers capital needs. The report shall be submitted to the budget committees no later than September 1, 2015, and annually thereafter.

Information Request	Author	Due Date
Local jails and detention centers population statistics report.	DPSCS	September 1, 2015, and annually thereafter

ZB02 – DPSCS – Local Jails and Detention Centers

2. Approve funding for renovation of the Montgomery County Pre-Release Center Dietary Center
3. Approve funding for renovation and expansion of the Prince George’s County Medical Unit.

Fiscal 2014 Local Jails and Detention Centers Annual Population Statistics Report

Facility	<u>Operating Capacity of Facility</u>			Specialized Population	<u>Total ADP for Fiscal Year</u>			Days Population Exceeds Capacity	Most Consecutive Days Population Exceeded Operational Capacity	Range in Inmates Exceeded Operational Capacity	Average Amount Population Exceeded Capacity	Peak Inmate Population
	<u>Male</u>	<u>Female</u>	<u>Total</u>		<u>Male</u>	<u>Female</u>	<u>Total</u>					
Allegany County Detention Center	204	30	234	26	109	27	136	0	0	0	0	0
Anne Arundel County Detention Center – Jennifer Road Facility	609	26	635	95	453	28	481	0	0	0	0	538
Anne Arundel County Detention Center – Ordinance Road Correctional Center	420	120	540	0	231	52	283	0	0	0	0	368
Baltimore County Department of Corrections	1,289	224	1,513	237	1,104	156	1,260	0	0	0	0	1,377
Calvery County Detention Center	212	16	228	36	211	36	249	338	172	1-69	24	297
Caroline County Detention Center	115	20	135	2	91	15	106	0	0	0	0	117
Carroll County Detention Center	173	12	185	10	188	40	228	365	365	38-71	50	252
Cecil County Detention Center	168	32	200	0	189	35	224	362	249	1-57	28	257
Cecil County Community Correctional Center	108	16	124	0	28	5	33	0	0	0	0	52
Charles County Detention Center	428	32	460	202	310	34	344	0	0	0	0	414
Dorchester County Detention Center	242	38	280	12	112	17	129	0	0	0	0	145
Frederick County Adult Detention Center/Work Release	461	72	533	77	323	37	360	0	0	0	0	490
Garrett County Detention Center	56	8	64	2	45	8	53	0	0	0	0	62
Harford County Detention Center	674	146	820	22	356	57	414	0	0	0	0	485
Howard County Detention Center	301	42	343	134	317	32	349	0	0	0	0	0
Kent County Detention Center	69	6	75	1	61	10	71	175	36	1-22	0	97
Montgomery County Pre-Release and Entry Services	142	29	171	0	122	14	136	0	0	0	0	154
Montgomery County Detention Center	178	22	200	0	72	4	76	0	0	0	0	127
Montgomery County Correctional Facility	896	132	1,028	116	523	49	572	0	0	0	0	639
Prince George's County Department of Corrections	1,407	117	1,524	350	1,108	92	1,200	0	0	0	0	1,391
Department of Corrections for Queen Anne's County	128	20	148	2	109	27	136	0	0	0	0	144
Saint Mary's County Detention Center	221	24	245	6	204	32	236	59	7	1-21	6	266
Somerset County Detention Center	104	16	120	2	59	10	69	0	0	0	85	0
Talbot County Detention Center	134	14	148	0	62	12	74	0	0	0	0	86
Washington County Detention Center	339	54	393	92	299	45	344	41	11	1-19	3	412
Wicomico County Department of Corrections	372	72	444	99	303	62	365	0	0	0	0	411
Worcester County Jail	414	66	480	27	235	26	261	0	0	0	0	280
Total	9,864	1,406	11,270	1,550	7,224	962	8,189	1,340	840	0	196	8,861

ADP: average daily population

Source: Fiscal 2014 Local Jails and Detention Centers Annual Population Statistics Report