

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

Capital Budget Summary

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

Program	2022 Approp.	2023 Request	2024 Est.	2025 Est.	2026 Est.	2027 Est.
Local Jails and Detention Centers Program	\$4.665	\$2.576	\$14.612	\$15.535	\$10.996	\$10.997
Total	\$4.665	\$2.576	\$14.612	\$15.535	\$10.996	\$10.997

Fund Source	2022 Approp.	2023 Request	2024 Est.	2025 Est.	2026 Est.	2027 Est.
GO Bonds	\$4.665	\$2.576	\$14.612	\$15.535	\$10.996	\$10.997
Total	\$4.665	\$2.576	\$14.612	\$15.535	\$10.996	\$10.997

GO: general obligation

GO Bond Recommended Actions

1. Adopt narrative requesting local jail population data.

Local Jail Population Report: The budget committees request that fiscal 2022 local jail average daily population (ADP) data be provided by the Department of Public Safety and Correctional Services (DPSCS). In addition to the Annual Summary of Maryland Local Jail Statistics, which shows ADP data by county, DPSCS should provide the following for each local jail or detention center:

- operational capacity at the end of each month, making note of specialized population beds that cannot be used by general population inmates;
- the ADP for each month, separated by male and female offenders;
- the number of days each facility exceeded operational capacity each month; and
- the peak inmate population at each facility per month.

Information Request	Author	Due Date
Local jail population report	DPSCS	August 15, 2022

2. Approve the \$2,576,000 general obligation bond authorization for the Frederick County Adult Detention Center Phase IV Medical Additions project.

Program Description

The *Capital Improvement Program* (CIP) includes matching grants to the counties for design, construction, and capital equipping of local jails and detention centers. By law, the State funds 50% of the eligible capital costs to design, construct, and capital equip the construction of new or expansion of existing local detention centers. If a county can demonstrate that additional bed, programming, and support space is necessary to accommodate offenders serving between 6- and 12-month sentences, then the State provides 100% of funding for that portion of the project.

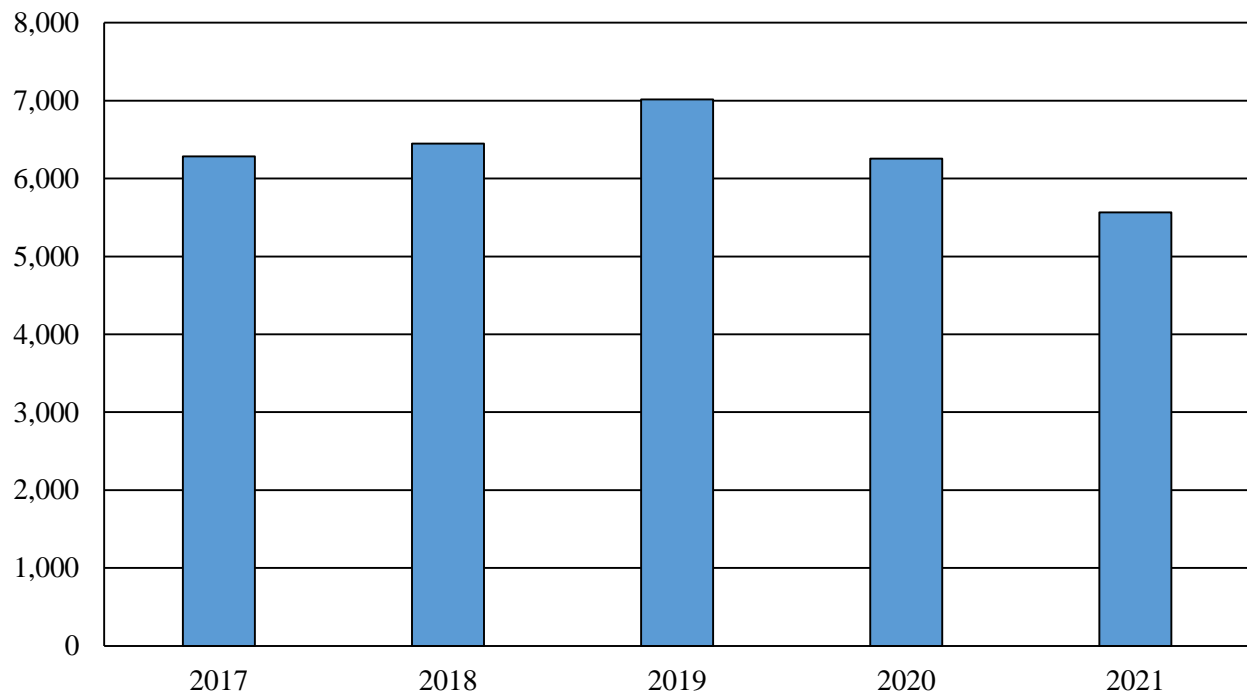
The Department of Public Safety and Correctional Services (DPSCS) processes the local applications for State funding and determines the portion of the project cost eligible for State participation. State funds may only be used for costs directly related to incarceration. Ineligible costs include, but 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. The amounts recommended are based on the most recent information provided to the State by the counties.

These facility improvements are funded to the extent that they conform to standards established by DPSCS, the Department of Budget and Management, and the Department of General Services.

Inmate Population Statistics

Exhibit 1 shows Maryland local jail and detention centers' average daily population (ADP) from fiscal 2017 to 2021. The fiscal 2021 inmate ADP declined 11% from fiscal 2017 and 21% from the peak fiscal 2019 ADP, which is primarily attributable to the impact of COVID-19.

Exhibit 1
Detainees in Local Jails and Detention Centers
Fiscal 2017-2021



Source: Annual Summary of Maryland Local Jail Statistics; Department of Public Safety and Correctional Services

Exhibit 2 shows that 17 of 23 counties saw population decreases from fiscal 2020 to 2021 due to the closure of courts and diversion of offenders from pretrial detention. A few counties had increases, led by Prince George's, Talbot, and Worcester. Talbot County is now operating above historical levels due to court delays, while Prince George's and Worcester counties are operating below historical levels despite increases in fiscal 2021.

Exhibit 2
Local Jails Average Daily Population by Jurisdiction
Fiscal 2017-2021

	<u>2017</u>	<u>2018</u>	<u>2019</u>	<u>2020</u>	<u>2021</u>	<u># Change</u> <u>2020-2021</u>	<u>% Change</u> <u>2020-2021</u>
Allegany	109	116	151	169	144	-25	-15%
Anne Arundel	650	668	739	571	474	-97	-17%
Baltimore County	1,022	997	1,148	1,033	869	-164	-16%
Calvert	179	149	149	116	111	-5	-4%
Caroline	57	53	52	58	66	8	14%
Carroll	192	171	182	184	176	-8	-4%
Cecil	180	212	238	262	252	-10	-4%
Charles	268	296	257	198	136	-62	-31%
Dorchester	117	103	145	129	101	-28	-22%
Frederick	340	286	294	273	232	-41	-15%
Garrett	49	47	63	60	41	-19	-32%
Harford	302	331	357	335	246	-89	-27%
Howard	257	295	302	253	201	-52	-21%
Kent	53	43	58	55	39	-16	-29%
Montgomery	598	724	828	759	645	-114	-15%
Prince George's	840	861	818	696	731	35	5%
Queen Anne's	96	90	100	66	78	12	18%
Saint Mary's	178	186	208	205	164	-41	-20%
Somerset	51	59	66	45	37	-8	-18%
Talbot	62	58	72	73	99	26	36%
Washington	255	248	317	300	304	4	1%
Wicomico	281	298	319	291	273	-18	-6%
Worcester	146	157	154	123	144	21	17%
Total	6,282	6,448	7,017	6,254	5,563	-691	-11%

Source: Department of Public Safety and Correctional Services; Annual Summary of Maryland Local Jail Statistics

Budget Overview of Grant and Loan Programs

Frederick County Adult Detention Center Phase IV Medical Addition

The purpose of this project is to triple the current medical space by building a 26-bed medical unit. The project was added to the Local Jails and Detention Centers Grant Program in fiscal 2021 and was authorized again in fiscal 2022 for a total of \$4.1 million in State funding, as shown in **Exhibit 3**. The fiscal 2023 amount required to complete construction is approximately \$2.6 million. The project is also supported by \$8.5 million in local funds.

Exhibit 3
Frederick County Adult Detention Center Phase IV Medical Addition
State and Local Funding
(\$ in Millions)

<u>Fund Uses</u>	<u>Prior Appropriation</u>	<u>Fiscal 2023 Request</u>	<u>Future Estimated</u>	<u>Estimated Total</u>
Planning	\$2.394	\$0.000	\$0.000	\$2.394
Construction	10.178	2.576	0.000	12.754
Total	\$12.572	\$2.576	\$0.000	\$15.148

<u>Fund Source</u>				
State: 43.9%	\$4.072	\$2.576	\$0.000	\$6.648
Matching Fund: 56.1%	8.500	0.000	0.000	8.500
Total	\$12.572	\$2.576	\$0.000	\$15.148

Source: Department of Budget and Management

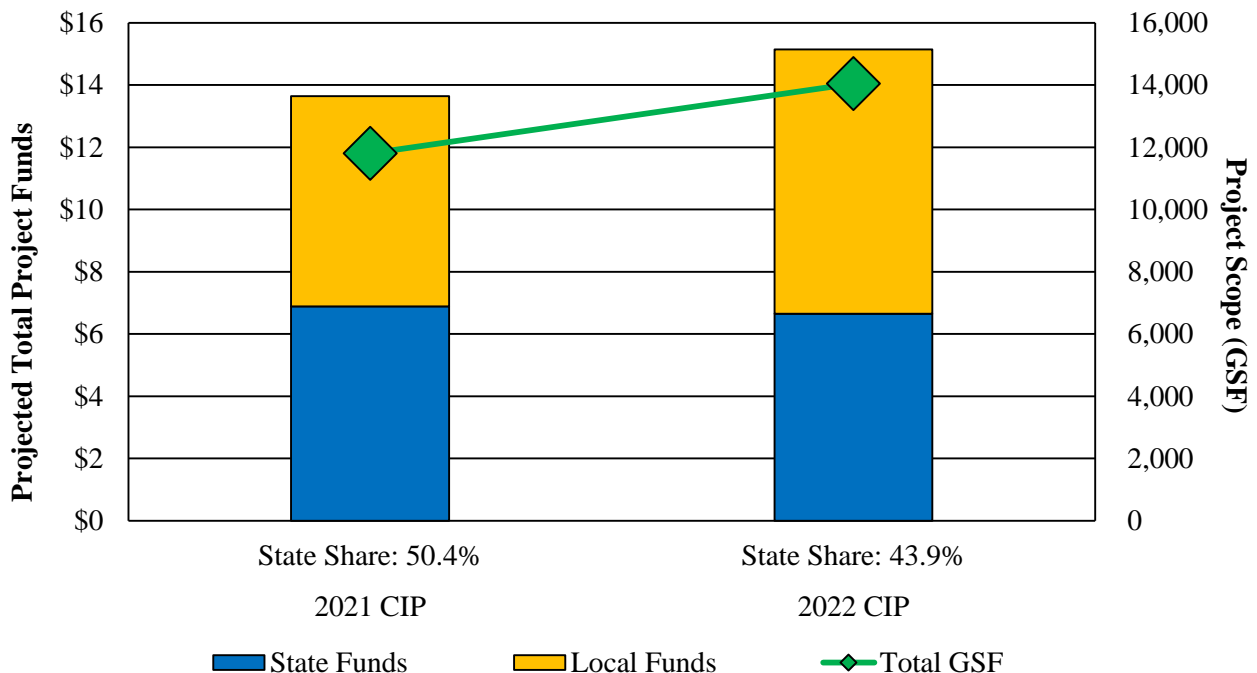
Justification

The existing medical space does not meet the standards of a modern correctional facility. There is no medical ward and no facility where acute care may be given. The medical unit does not have dedicated male and female spaces and no room for trash or soiled items. Equipment is outdated, and storage space is very limited. The new medical unit will include negative pressure cells required for the isolation of inmates infected with active tuberculosis, medical and dental areas, mental health treatment areas, a pharmacy, laboratory space, laundry space, medical supply storage areas, and a security station. From calendar 2013 to 2018, the detention center saw large increases in suicide watches, psychological episodes requiring restraint, cardiac and pulmonary episodes, and seizures among offenders. Chronic care patients and routine medical treatment, services, and screenings have also increased. The current facility is insufficient to meet the complex needs of the present-day correctional population.

Schedule

The design phase is delayed by approximately seven months due to an increase in the project scope, which increased the size of the facility from 11,803 gross square foot (GSF) to 14,046 GSF. As a result, the total project cost has increased by \$1.5 million. While the construction start date was also pushed back by nine months, the construction timeline was accelerated so that the completion date is ahead of the schedule proposed in the 2021 CIP. While the total project cost has increased, the total amount of State funds required has decreased from \$6.9 million to \$6.6 million. **Exhibit 4** summarizes the project changes compared to the 2021 CIP.

Exhibit 4
Scope Increase and State Share Decrease
2021 CIP vs. 2022 CIP
(\$ in Millions)



CIP: *Capital Improvement Program*

GSF: gross square feet

Source: Department of Public Safety and Correctional Services

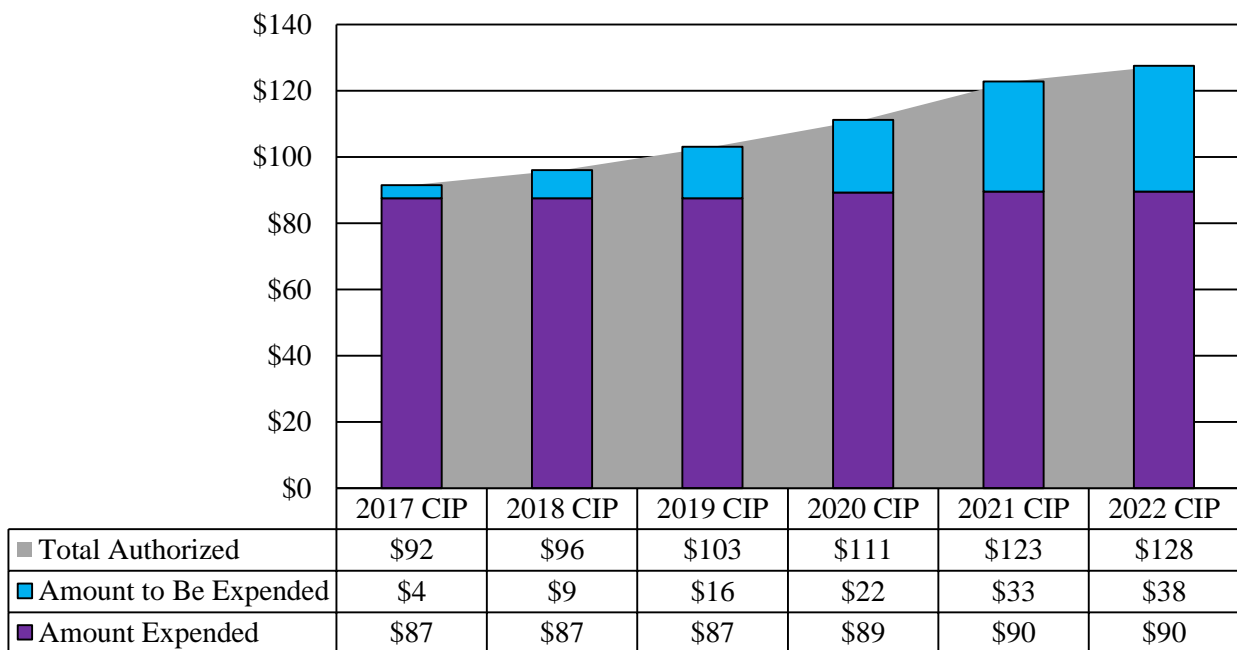
The Department of Legislative Services recommends approval of the \$2,576,000 general obligation bond authorization for the Frederick County Adult Detention Center Phase IV Medical Addition project.

Issues

Previously Authorized Projects Delayed, Leaving Funds Unused

Project spending has been much lower than anticipated. **Exhibit 5** displays the growing balance of funds authorized for the Local Jails and Detention Centers Grant Program. Due to various delays in project schedules for several jurisdictions, funding has remained unencumbered and unexpended for numerous projects. Some of these projects include the Prince George’s County Correctional Center Medical Unit Expansion; the Montgomery County Pre-Release Center; the St. Mary’s County Adult Detention Center Upgrades, Housing, and Medical Units project; and the Queen Anne’s County Detention Center Additions and Renovations projects. In a few cases, projects have been completed, but the local jurisdictions have not yet claimed their State grant for reimbursement. Currently, \$38.0 million remains to be expended, and \$37.6 million remains to be encumbered. DPSCS anticipates \$4.7 million will be encumbered for two projects in fiscal 2022.

Exhibit 5
Local Jails Authorized Grant Spending
2017 CIP-2022 CIP
(\$ in Millions)



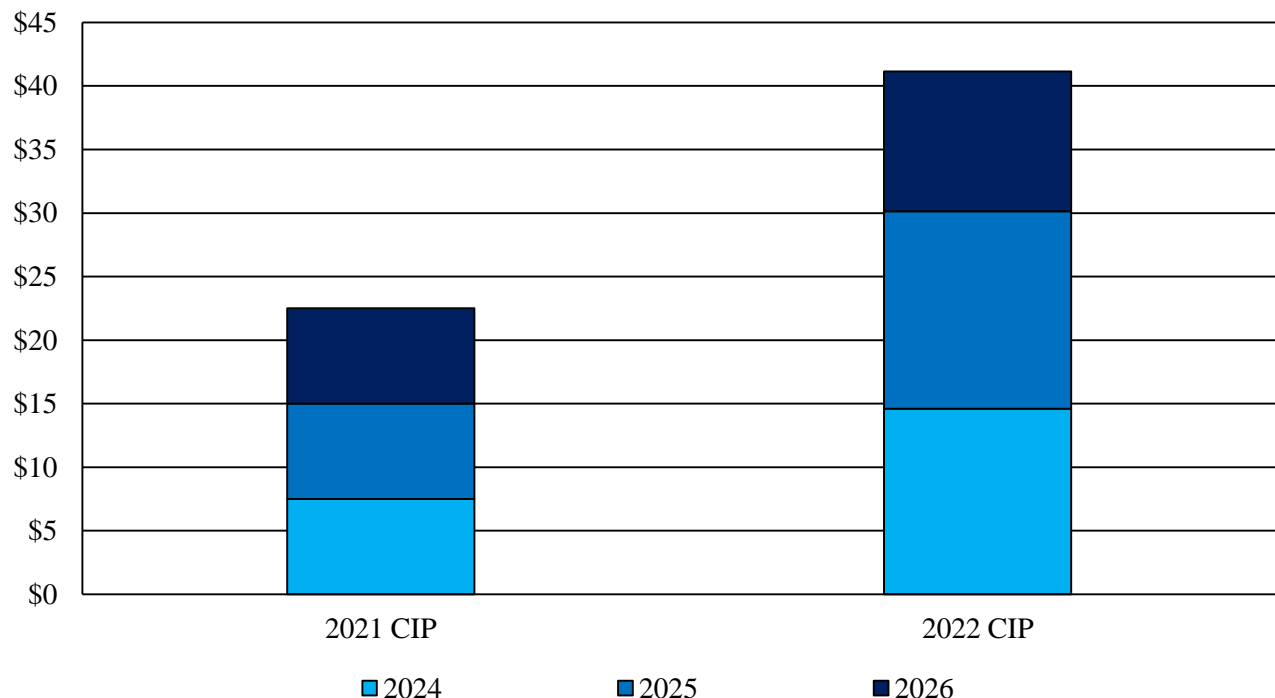
CIP: *Capital Improvement Program*

Source: Department of Public Safety and Correctional Services

DPSCS should provide the budget committees with written documentation of the status of each project authorized by the General Assembly through the Local Jails and Detention Center Grant Program where funds remain unencumbered or unexpended at the scheduled House and Senate budget hearings.

As shown in **Exhibit 6**, the 2022 CIP almost doubles the amount of programmed funding support for the Local Jails and Detention Center Grant Program for fiscal 2024 through 2026. The State is currently expected to provide upward of \$5.2 million for a previously authorized project in Queen Anne’s County for which future State support is programmed. However, other than the Queen Anne’s County project, there is no established or published pipeline of out-year projects that supports the forecasted increase of State funding support. **Accordingly, DPSCS should update the committees on projects currently under evaluation that support the programming of additional State resources.**

Exhibit 6
Out-year Spending Increases
2021 CIP-2022 CIP
Fiscal 2024-2026
(\$ in Millions)



CIP: *Capital Improvement Program*

Source: Department of Public Safety and Correctional Services