

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

Capital Budget Summary

State-owned *Capital Improvement Program*
 (\$ in Millions)

Projects	2020 Auth.	2021 Auth.	2022 Request	2023 Est.	2024 Est.	2025 Est.	2026 Est.
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Local Jails and Detention Centers Program	\$8.153	\$11.645	\$4.665	\$3.300	\$7.500	\$7.500	\$7.500
Total	\$8.153	\$11.645	\$4.665	\$3.300	\$7.500	\$7.500	\$7.500

Fund Source	2020 Auth.	2021 Auth.	2022 Request	2023 Est.	2024 Est.	2025 Est.	2026 Est.
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GO Bonds	\$8.153	\$11.645	\$4.665	\$3.300	\$7.500	\$7.500	\$7.500
Total	\$8.153	\$11.645	\$4.665	\$3.300	\$7.500	\$7.500	\$7.500

GO: general obligation

Key Observations

- ***Two Existing Projects Funded:*** The Frederick County Adult Detention Center Phase IV Medical Addition project receives the second year of funding to begin construction in fiscal 2022. The St. Mary’s County Adult Detention Center Upgrades, Housing, and Medical Units project receives the final year of funding to complete construction in fiscal 2022.
- ***One Fiscal 2021 Project Deferred:*** The final year of funding for the Queen Anne’s County Detention Center Additions and Renovations project was expected to occur in fiscal 2022 but is deferred until the county completes a reevaluation of the project scope.
- ***Fiscal 2023 Planned Funding Insufficient to Cover Out-Year Project Costs:*** The Frederick County project requires at least \$2.8 million, and the Queen Anne’s County project requires at least \$4.7 million to complete. The planned funding for fiscal 2023 in this *Capital*

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Improvement Program (CIP), however, is only \$3.3 million, indicating that prior commitments will not complete funding in fiscal 2023 or else the CIP request will increase over the current plans to accommodate the Queen Anne’s County project.

Summary of Recommended Bond Actions

1. Frederick County Adult Detention Center Phase IV Medical Addition

Approve the \$2,809,000 general obligation bond authorization for the Frederick County Adult Detention Center Phase IV Medical Addition project.

2. St. Mary’s County Adult Detention Center Upgrades, Housing, and Medical Units

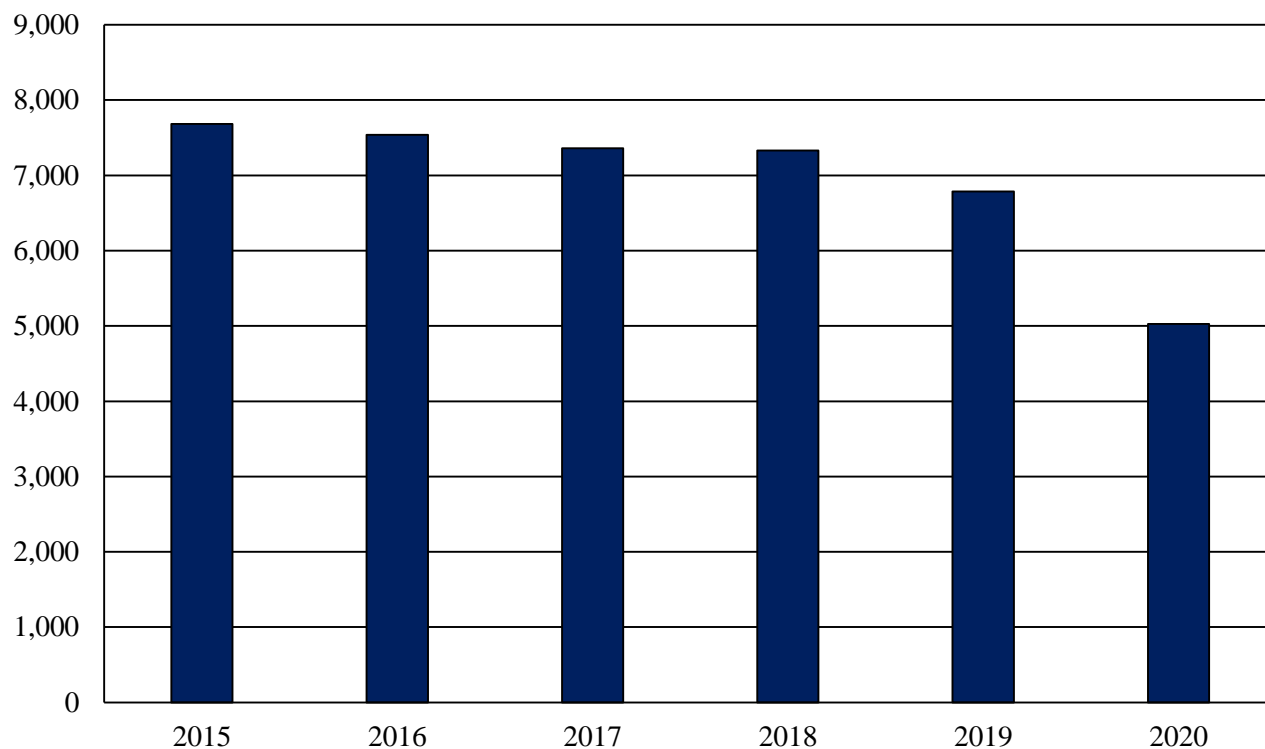
Approve the \$1,856,000 general obligation bond authorization for the St. Mary’s County Adult Detention Center Upgrades, Housing, and Medical Units project.

Performance Measures and Outputs

Local Jail Populations Continue to Decline

Exhibit 1 shows Maryland local jail and detention centers’ average daily population (ADP) from fiscal 2015 to 2020. Inmate populations declined 35% from fiscal 2015 and, significantly, 26% from fiscal 2019. While the overall trend through the past decade has been a decrease, the decline from fiscal 2019 to 2020 is more severe due to COVID-19. While the population should rebound when courts fully reopen, it is also likely that the Pretrial Service Grant Fund will have a continuing downward impact on the local inmate population. The Pretrial Service Grant Fund was established beginning in fiscal 2020 to create or improve the services provided to local pretrial detainees. The fiscal 2020 amount was \$774,000, budgeted in the Governor’s Office of Crime Prevention, Youth, and Victim Services, but the fiscal 2021 and 2022 amounts are not included in the Governor’s proposed budget.

Exhibit 1
Detainees in Local Jails and Detention Centers
Fiscal 2015-2020



Source: Department of Public Safety and Correctional Services

Exhibit 2 shows that 21 of 23 counties saw population decreases from fiscal 2019 to 2020 due to the closure of courts and diversion of offenders from pretrial detention in order to stem the flow of COVID-19. Kent County was the only county to have a significant increase, from 58 to 72 offenders.

- **Four Counties Reduced ADP by over 200 Offenders:** Baltimore (26%), Anne Arundel (35%), Montgomery (28%), and Prince George’s (28%) counties saw large population decreases. Baltimore and Anne Arundel counties had the largest decrease in population count at 293 and 232, respectively.

**Exhibit 2
Local Jails ADP by Jurisdiction
Fiscal 2015-2020**

<u>County</u>	<u>2015</u>	<u>2016</u>	<u>2017</u>	<u>2018</u>	<u>2019</u>	<u>2020</u>	<u>% Change 2015-2020</u>	<u>% Change 2019-2020</u>	<u>Average Annual Growth</u>
Allegany	134	147	144	152	155	126	-6%	-19%	-1%
Anne Arundel	687	750	733	789	664	432	-37%	-35%	-7%
Baltimore County	1,217	1,165	1,171	1,165	1,131	838	-31%	-26%	-7%
Calvert	202	229	189	163	123	94	-53%	-24%	-13%
Caroline	105	96	82	49	51	40	-62%	-22%	-16%
Carroll	233	226	202	168	197	170	-27%	-14%	-5%
Cecil	290	246	264	245	262	213	-27%	-19%	-5%
Charles	351	333	306	304	234	161	-54%	-31%	-14%
Dorchester	127	138	135	128	160	104	-18%	-35%	-2%
Frederick	405	453	397	302	312	225	-44%	-28%	-10%
Garrett	49	42	60	56	54	53	8%	-2%	3%
Harford	414	352	372	352	350	267	-36%	-24%	-8%
Howard	304	283	285	319	271	197	-35%	-27%	-7%
Kent	69	75	74	54	58	72	4%	24%	2%
Montgomery	759	755	719	846	792	572	-25%	-28%	-4%
Prince George's	1,008	950	913	915	761	550	-45%	-28%	-11%
Queen Anne's	123	123	125	107	103	41	-67%	-60%	-15%
Somerset	50	58	59	77	54	35	-30%	-35%	-3%
St. Mary's	217	198	221	219	218	168	-23%	-23%	-4%
Talbot	63	67	73	64	72	74	17%	3%	4%
Washington	296	303	315	316	318	258	-13%	-19%	-2%
Wicomico	387	376	364	364	308	232	-40%	-25%	-9%
Worcester	192	183	159	175	140	103	-46%	-26%	-11%
Local Jails Total	7,682	7,538	7,362	7,329	6,788	5,025	-35%	-26%	-4%

ADP: average daily population

Source: Department of Public Safety and Correctional Services

Budget Overview

Fiscal 2022 Proposed Budget: Two Projects, \$4.7 Million

The planned amount for fiscal 2022 was \$6.8 million but is reduced by \$2.1 million because the project in Queen Anne’s County is delayed pending a re-evaluation of scope and the project in Frederick County was split funded between fiscal 2022 and 2023 due to the construction timeline.

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 current facility only contains medical space for nine inmates and is severely over capacity with regard to inmate need. 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 and Costs

Funds for planning were initiated in fiscal 2021, totaling \$1.26 million in State funds and \$0.97 million in matching local funds. The total cost to the State for the overall project is estimated at \$6.9 million, or about 50.4%. Construction is scheduled to begin in July 2021 with a completion of July 2023. The project will be cash-flowed over fiscal 2022 and 2023.

ZB02 – DPSCS – Local Jails and Detention Centers – Capital

(\$ in Millions)

Fund Uses	Prior Appropriation	Fiscal 2022 Request	Future Estimated	Estimated Total
Planning	\$2.234	\$0.000	\$0.000	\$2.234
Construction	0.000	5.620	5.620	11.239
Equipment	0.000	0.173	0.000	0.173
Total	\$2.234	\$5.793	\$5.620	\$13.646

Fund Source				
State: 50.4%	\$1.263	\$2.809	\$2.809	\$6.881
Matching Fund: 49.6%	0.971	2.984	2.811	6.765
Total	\$2.234	\$5.793	\$5.620	\$13.646

Proposed Schedule	Design	Construction
Begin	05/2020	07/2021
Complete	05/2021	07/2023

St. Mary’s County – Adult Detention Center Renovation and Expansion

The purpose of this project is to renovate and expand the St. Mary’s County Adult Detention Center by constructing a new 64 bed female housing unit; a medical services unit with clinic, infirmary, and medical administration; and a new Control Center within a three-story addition. The project also provides for the renovation of the existing facility to provide improved laundry facilities and a new pretrial services area, as well as HVAC and security upgrades throughout the existing 74,580 square foot (SF) facility. The two-story, 25,800 SF addition will increase overall space by 35%. The facility currently operates at about 70% capacity due to COVID-19. During normal operations, however, the facility operates closer to 90% capacity with the female detainee population consistently reaching over capacity.

Schedule and Costs

Project construction began in July 2019 and is expected to be completed in June 2022. COVID-19 caused issues with supplies and materials procurement that caused an overall delay of two months. The estimated total cost for this project is now \$29 million; \$15.4 million in local matching funds and \$13.6 million in general obligation bonds. The project requires about \$200,000 in additional State funds compared to the plan approved in the previous legislative session.

ZB02 – DPSCS – Local Jails and Detention Centers – Capital

(\$ in Millions)

Fund Uses	Prior Appropriation	Fiscal 2022 Request	Future Estimated	Estimated Total
Planning	\$1.462	\$0.000	\$0.000	\$1.462
Construction	24.106	3.451	0.000	27.106
Other	0.000	0.000	0.000	0.000
Total	\$25.568	\$3.451	\$0.000	\$28.568

Fund Source				
State: 46.9%	\$11.754	\$1.725	\$0.000	\$13.397
Matching Fund: 53.1%	13.814	1.726	0.000	15.171
Total	\$25.568	\$3.451	\$0.000	\$28.568

Proposed Schedule	Design	Construction
Begin	04/2018	07/2019
Complete	10/2019	06/2022

Project Justification

Currently, the St. Mary’s County Adult Detention Center houses 34 female inmates and has an operating capacity of just 20 beds for female inmates. Because of the lack of space, there are several key issues that a facility upgrade will solve.

- **Insufficient Space for Female Detainees:** Due to the increase in female detainees since facility construction, current space is inadequate for intake, disciplinary segregation, recreation, library usage, and female inmates on work release. The lack of adequate space for females leads to insufficient separation of men and women, insufficient control over contraband entry, and insufficient access to programming.
- **Insufficient Medical and Inventory Space:** Currently, there is no waiting area for inmates to see physicians. As a result, inmates must be relocated to several holding areas, recreation areas, and an attorney conference room, which limits the amount of activities in these areas due to scheduling issues. Inventory, including medications, are stored in the supply room. Due to the lack of space, equipment must be stored in the bathroom, leaving only one bathroom in the area that must be shared by staff and inmates.
- **Outdated Security Systems:** Current security systems are 31 years old and lack the capability of remotely gaining control of door locks from Central Control. In addition, Central Control must answer public phone calls and handle building visitors, which reduces time spent monitoring the facility.

- **Insufficient Pretrial Services Space:** In total, 13 community supervision staff members for the home detention program, work release, and offender reentry programs work from this unit. With a total of only eight workstations at their disposal, there is limited space for the various teams to conduct their duties. Additional space and resources for the pretrial team is important as their efforts will free up much needed detention space.
- **Additional Justifications:** Other issues with the facility include insufficient laundry facilities that are overused due to lack of infrastructure and are monitored via video due to lack of space for a security officer, kitchen roof and flooring damage and deterioration, and an HVAC system that lacks adequate ventilation.

Projects Deferred in Fiscal 2022

Queen Anne’s County Detention Center Additions and Renovations

This facility expansion and improvements project has received prior State funding of \$5.5 million for planning and construction. The project remains, however, in the conceptual stage. Following original design, the project exceeded the approved budget by about \$10 million. The previous project plan was abandoned in favor of a slightly smaller project scope and reduced space. The project is behind schedule by over a year, as design is now expected to be completed in September 2021 with construction completed in November 2023.

This project requires another \$4.6 million in order to complete the project, according to prior year submissions. The fiscal 2023 planned spending for local jails capital projects, however, only includes \$3.3 million. Because the Frederick County project will require the total amount of requested funds in fiscal 2023 due to cash flow reasons, there is only \$0.5 million to continue this project in fiscal 2023 unless the planned amount increases in the fiscal 2023 CIP. The project schedule continues into fiscal 2024, so it is likely that overall funding will be sufficient and timely.

Exhibit 3 Projects Deferred in Fiscal 2022

<u>Project</u>	<u>Description</u>	<u>Reason for Deferral</u>
Queen Anne’s County Detention Center Additions and Renovations	Replace an outdated modular housing unit, construct additional housing units for both males and females, increase the amount of inmate support space, and replace existing building systems.	Reduction of project scope and size in order to meet approved budget.

Source: Department of Budget and Management, 2020 *Capital Improvement Program*

GO Bond Recommended Actions

1. Approve the \$2,809,000 general obligation bond authorization for the Frederick County Adult Detention Center Phase IV Medical Addition project.
2. Approve the \$1,856,000 general obligation bond authorization for the St. Mary's County Adult Detention Center Upgrades, Housing, and Medical Units project.