

CC-C: CAPITAL CONSTRUCTION PROJECT REQUEST

FY 2008-09 — SUPPORT INFORMATION

Building and Project History and Description:

1. Project Description/History:

The Colorado Department of Corrections (CDOC) has been asked to evaluate existing state owned correctional facilities with the goal of converting existing Level III and Level IV security cells to Level V in order to allow for the accommodation of Offenders with Mental Illness (OMI). This project is in response to the growing population of high custody OMI offenders and the inability to secure funding for the San Carlos Correctional Facility Phase II 250 Bed Expansion Project. The OMI Conversion Project will serve as an interim alternative to the SCCF Phase II Expansion Project until funding for that project can be secured. This alternative is necessary in order to bring much needed OMI beds on line in a timely manner but at a reduced cost when compared with the SCCF Phase II Expansion Project. This project will address the needs that the SCCF Expansion Project was intended to serve. That being to allow the CDOC to safely manage the most dangerous and disruptive offenders typically found in the OMI population. This project will provide a significantly expanded continuum of care for offenders with mental illnesses, with multiple placement alternatives that provide differing treatments and restrictions.

The focus of the OMI Conversion Project is on existing state owned and operated Level III and Level IV facilities with pod configurations which provide the best site lines for supervision. These existing pod units would also require the least amount of modifications resulting in lower construction cost. Four facilities were determined to be the best candidates for these conversions. They are San Carlos Correctional Facility (SCCF), Centennial Correctional Facility (CCF), Fremont Correctional Facility (FCF), and Sterling Correctional Facility (SCF). SCF, under this conversion, will not receive OMI offenders but is included in this project to receive High-Custody inmates displaced at CCF by OMI offenders taking higher custody beds.

Facility Summaries

Facility	No. of Existing Beds	Proposed Beds	Comments
SCCF	255	226	5 existing beds will convert back to 4-point beds, 24 Acute Care Non Capacity Beds
CCF	336	336	Capacity will remain the same
FCF	1,661	1,613	6 pods with 8 cells currently double bunked will be single bunked for a reduction of 48 beds
SCF	2,545	2,545	Capacity will remain the same.

The OMI Conversion Project will be a two phased project.

A. OMI Conversion Project Phase 1 – Project Description and Scope of Work:

For design continuity and in order to provide an integrated design for all four facilities, a single A/E consultant will provide all design services. The design for all four facilities will be performed during the first phase of the project. In addition to all design work, Phase 1 will also include all construction to take place at San Carlos Correctional Facility. SCCF will continue to take and manage the highest need offenders with mental illnesses in the Department. To meet this task, a majority of the cells and the Kitchen at SCCF will receive upgrades and modifications. The following outlines the modifications to take place at SCCF:

- Top two floors of housing tower to accommodate high security mental health offenders
- Convert one unit in top floors to an Acute Care/Infirmary placement
- Convert five additional cells that were created from four point cells back into four point cells

- **Replace swinging cell doors (231 cells) with high-security slider doors with tray/cuff slots**
- **Replace porcelain china plumbing fixtures with stainless steel combination toilets (180 cells)**
- **Replace cell lights with high-security fixtures with nightlight (231 cells)**
- **Harden cell ceilings (231 cells)**
- **Harden showers and control center on first floor**
- **Provide parking for 60 additional spaces due to staff increases**
- **Additional restraints and security equipment**
- **Additional food carts**
- **Kitchen upgrades including equipment replacement and upgrades**
- **All cells to become single occupancy**
- **Recreation space that can accommodate individual recreation, not group activities**
- **Population as follows:**
 - **32 Mentally Retarded Developmentally Disabled (MRDD)**
 - **98 ADSEG**
 - **24 Acute Care**
 - **96 Transition**

B. OMI Conversion Project Phase 2 – Project Description and Scope of Work:

In order for the OMI Conversion Project to function as planned, all four facilities involved in this project need to be operational as outlined in the Facility Program Plan. Phase 2 Construction includes the work to take place at CCF, FCF, and SCF.

1) Centennial Correctional Facility

- **Conversion of 192 cells to Mental Health Needs (single occupancy)**
- **Replacement of 192 cell light fixtures with high security model with nightlight**
- **Restoration of locking tray/cuff slot covers on all cells**
- **Harden showers**
- **Outside recreation that can accommodate individual recreation, not group activities**
- **Add cell house air-conditioning**
- **Perimeter detection improvements**
- **Relocate existing PRO Unit to CSPI and CSPII when complete (96 beds)**
- **Window shields over existing door window openings**
- **Additional restraints and security equipment**
- **Conversion of existing shell space (from Print Shop area, etc.) to Clinic Health Needs**
- **Metal tables in housing pods in allow tethering eight offenders**
- **Medical unit equipment**
- **IT-upgrades within programs area**

2) Fremont Correctional Facility

- **Upgrades and Modifications at Housing Unit 2**
 - **1 pod 16 cells, double-bunked, becomes 32 bed Therapeutic Community**
- **Renovation of existing Medical Clinic**
- **New Programs Building (11,000 gsf)**
- **LEED for new Programs Bldg.**
- **New Security Tower**
- **Expansion of existing Medical Bldg.**
- **Additional restraints and security equipment**
- **Medical Unit equipment and furnishings**
- **Exterior lighting and perimeter upgrades**
- **Transport Van**
- **Isolation/Management area at existing CH 1**
- **Laundry truck**

3) Sterling Correctional Facility

- **Hardening of Medium Custody cells to Close Custody, one pod (153 cells)**
- **Smoke detector shields**
- **Door operation improvements**

- Tray/cuff slots retrofitted into existing doors
- Full height guardrails at upper tier walkways
- Food carts
- Radios and camera equipment
- New elevator for distribution of services and meals to Close-Custody inmates on upper tiers

(a) List key objectives of proposed project:

Strategic Plan Objectives:

Continue implementation of Bed Plan proposal for expansion and operation of State/Private Prison system, consistent with the projected offender population growth over a five-year planning period (by July 2011), for the following subgroups:

- *High Custody Expansion (Male Admin. Segregation and Close Custody)*
- *Special Bed Expansion (Male High Needs Medical and OMI)*

HIGH CUSTODY & SPECIAL-NEEDS – *Expand prison bed capacity to provide appropriately secure facilities, with adequate treatment programs proportionate to the number of male offenders classified as High Custody and/or Special-Needs.*

PERFORMANCE MEASURE	Outcome	FY 05-06 Actual	FY 06-07* Actual	FY 07-08 Appropriated	FY 08-09 Request
Percent of Bed Need ⁽¹⁾ for High Custody & Special Needs ⁽²⁾ Male Offenders	Benchmark	100%	100%	100%	100%
	Actual	64.9%	61.1%	N/A	N/A

⁽¹⁾ “Bed Need” equates to the offender population served relative to the bed capacity (based on security and treatment needs).

⁽²⁾ “High Custody” (Admin. Segregation & Close Custody); “Special Needs” (high-need Medical and Mental Health).

2. Estimated Project Timetable. (Each Phase Must Accomplish Distinct, Stand-Alone Functions)

Timetable			
Phase	Start Date(s)	Completion Date(s)	Remarks
A/E Consultant Selection	7/08	8/08	2 months
Phase 1 Physical Design (all facilities)	9/08	4/09	8 months
Phase 1 Bid /Award (SCCF)	5/09	6/09	2 months
Phase 1 Construction (SCCF)	7/09	6/10	12 months
Phase 2 Bid/Award (CCF, FCF, SCF)	7/09	8/09	2 months
Phase 2 Construction (CCF and FCF)	9/09	12/10	16 months
Phase 2 Construction (SCF)	9/09	6/10	10 months
Occupancy SCCF and SCF	7/10		
CCF and FCF	1/11		

Note: All facilities will remain occupied during construction

(a) Phasing Explanation.

The OMI Conversion Project will consist of 2 phases. Phase 1 will include all A/E design services and construction for SCCF. Phase 2 will include all construction to be performed at CCF, FCF, and SCF.

For continuity of design, it is anticipated that the OMI Conversion Project will be designed by a single A/E consultant. An eight month Physical Planning Phase is anticipated to include program verification, schematic, design development, and construction documents. Phase 1 Design will also include A/E analysis of specific systems including: a) door operation, b) security measures, c) HVAC requirements, and d) other items to be determined.

It is not anticipated that any of the Work is to be performed by CDOC Staff or Inmate Labor Crews. This assessment will be re-evaluated by the FMS, A/E Team, and facility staff as a part of scope definition during design and construction documentation, to determine any cost effective involvement of Staff or Inmate preformed Work appropriate for this project.

(b) (*Only For Continuation Projects*) Expenditure Information.

Year-to-Date Expenditure: \$_____ as of __/__/____

Update of phase progression and expenditures:

N/A

Justification Section:

3. Project/Program Justification.

(a) Justification Related to Programs and Classifications served by Request (describe and enumerate):

Offenders with Mental Illness (OMI) are defined by diagnoses, primarily depressive disorders, bipolar disorder, schizophrenia, and organic disorders. Demands for mental health services in all general population facilities have increased dramatically since 1991. The number of OMI designated inmates has increased from approximately 230 (in 1991) to 3,518 (in July 2005). The following table shows the increase in this OMI population since the CDOC began identifying this population in the DOC Information System:

Growth in Population of Offenders with Mental Illness (OMI) since 1991						
Month/Year	July/1991	Sept/1996	Oct/1998	July/1999	July/2002	July/2005
Offenders with Mental Illnesses	230	681	1,200	1,445	2,540	3,518

NOTE 1: Data provided by the CDOC Planning and Analysis Office

NOTE 2: The same assessment methods and diagnostic criteria have been used to identify OMI since 1990.

NOTE 3: From 1991 to 2005, the proportion of the inmate population designated as OMI has increased from 3% (in 1991), to 19.5% (in 2005).

The justification for the OMI Conversion Project is the same as for the SCCF Phase II Expansion project. That being, they both stem directly from the significant increase in jurisdictional adult male inmate population and annual rate of population growth compared to the capacities of the existing SCCF facility built in the 1995. The escalating projections of inmates designated as special-needs medical and/or OMI as a proportion of the total adult male inmate population is also a determining factor:

CDOC Total Adult Male and "Special Bed" Population					
(Population Projections – FY 06-07 thru FY 10-11)					
Custody Level	Current FY06-07	Projected FY 07-08	Projected FY08-09	Projected FY09-10	Projected FY 10-11
TOTAL Adult Male Population	20,712	21,527	22,893	24,259	25,819
Adult Male "Special Bed" Population	829	890	977	1,067	1,170

NOTE 1: Population projections based on Legislative Council Staff (LCS) 06 Modified Projections (July 2007)

NOTE 2: Population Data for June 30th for the Fiscal Year indicated (i.e. June 30, 2008 for FY 07-08, etc.)

NOTE 3: LCS figures include community corrections placements. Previous DOC Mental Health reports have not counted community corrections. LCS figures were reduced by 11% to reflect facility populations only.

A compounding factor to the significant need for "Special Bed" capacity expansion projects is a general shortage of general population and special-needs beds within the system.

CDOC "Special Bed" Bed Need for Adult Males					
(Net Affect of Bed Plan – FY 06-07 thru FY 10-11)					
Custody Level	Current FY06-07	Projected FY 07-08	Projected FY08-09	Projected FY09-10	Projected FY 10-11
Adult Male "Special Bed" Bed Need	374	435	460	612	465

NOTE 1: Bed Need projections based on Legislative Council Staff 06 Modified Projections (July, 2007)

NOTE 2: "Special Beds" meet the unique needs of Offenders with Mental Illness (OMI), including all inmates classified as P4/P5 and 33% of inmates classified as P3.

NOTE 3: Bed Need projections include the following State-owned Facilities and proposed Special Bed Expansion Projects:
 A. San Carlos Correctional Facility (SCCF) Phase I – 250 Special Beds (proposed Phase II – 250 Bed included in the CDOC FY08-09 CC Request)
 B. Fort Lyon Acquisition and Conversion Phase I/II – 250 Beds (also provides special-needs medical capacities)
 C. DRDC Expansion – 62 Beds (scheduled occupancy in May of 2009)

(b) Purpose Code Justification:

F(5) New Projects Current Program Needs – Solutions to Existing Deficiencies. Construction of New Buildings or Expanded Space, a. significant cost-savings or cost avoidance, b. increased level of service

(c) Project Alternatives (include impact of not funding requested project):

The San Carlos Correctional Facility Phase II 250 Bed Expansion Project would be an alternative to the OMI Conversion Project. This would provide Special-Need beds and mental health treatment services for inmates incarcerated in the CDOC.

Lack of funding for the OMI Conversion Project or the SCCF Phase II Expansion will result in the steady increase of the OMI offender population without the Special-Needs beds and treatment to serve them. Lack of funding at this time will result in future additional cost in the form of inflation.

Project Relationship Section:

4. Project Association to Other Capital Improvement Projects:

The Fort Lyon Expansion Phase III project will expand capacity of this OMI "step-down" unit to these OMI Conversion facilities. The implementation of both the OMI Conversion Project and FLCF Phase III will not meet the total OMI bed need for the CDOC.

5. *(Only For Continuation Requests)* Comparison with Prior Request Made in FY __ - __
 N/A

Inflation Factor					
Total Cost of Original Approved Request	New Total Cost Requested	Difference	Inflation Factor Used	Dollar Impact of Inflation Factor on Original Request	Difference not due to Inflation

(a) Explanation of Differences. *(Deviation from OSPB-specified inflation factor must be pre-approved):* N/A

Operating Impact:

6. Project Operating Impact:

A preliminary estimate of operating costs as a result of this project is as follows:

Project Operating Cost	Phase 1 SCCF 48.4 FTE	Phase 2 CCF 52.4 FTE	Phase 2 FCF 64.0 FTE	Phase 2 SCF 4.8 FTE	Totals Ph 1 and Ph 2 169.6 FTE
Personal Services	\$ 2,714,541	\$2,730,891	\$3,344,837	\$211,166	\$9,001,435
Start-up (one-time) (Note 1)	\$ 214,382	\$203,312	\$248,320	\$17,784	\$683,798
Operating \$500 per FTE	\$ 24,200	\$26,200	\$32,000	\$2,400	\$84,800
Maintenance \$2 per sf additional 12,070 sf	0	0	\$25,940	0	\$25,940
Operating \$750 per MH staff for testing materials and supplies	\$3,900	0	0	0	\$3,900
Inspector General @ \$25 per FTE	\$1,210	\$1,310	\$1,600	\$120	\$4,240
Training @ \$20 per FTE	\$968	\$1,048	\$1,280	\$96	\$3,392
Information Systems @ \$200 per FTE	\$9,680	\$10,480	\$12,800	\$960	\$33,920
Telephone Base @ \$450 per FTE	\$21,780	\$23,580	\$28,800	\$2,160	\$76,320
Total Operating Cost	\$2,990,661	\$2,996,821	\$3,695,577	\$234,686	\$9,917,745
Revenue Sources:					
General Fund					
Cash Fund					
(Fund Number and Name)					
Cash Fund Exempt					
(Fund Number and Name)					
Federal Funds					
(Fund Number and Name)					

Note 1: Start-up (one-time) avg. \$4,429 per FTE at SCCF; Start-up (one-time) avg. \$3,880 per FTE at CCF and FCF;
 Start-up (one-time) avg. \$3,705 per FTE at SCF.

SCCF Operating Balance Sheet (occupancy to occur 7/2010)					
Project Operating Cost	First Year Operating Cost (Change Request Amount)	Second Year Operating Cost	Third Year Operating Cost	Fourth Year Operating Cost	Fifth Year Operating Cost
Staff	\$2,714,541	\$2,714,541	\$2,714,541	\$2,714,541	\$2,714,541
Start-Up (one-time)	\$214,382	0	0	0	0
Operating	\$28,100	\$28,100	\$28,100	\$28,100	\$28,100
Inspector General	\$1,210	\$1,210	\$1,210	\$1,210	\$1,210
Training	\$968	\$968	\$968	\$968	\$968
Infor. Systems	\$9,680	\$9,680	\$9,680	\$9,680	\$9,680
Tele Base	\$21,780	\$21,780	\$21,780	\$21,780	\$21,780
Total Estimated Operating Cost	\$2,990,661	\$2,776,279	\$2,776,279	\$2,776,279	\$2,776,279
Total Fund					
General Fund					
Cash Fund (Fund Number and Name)					
Cash Fund Exempt (Fund Number and Name)					
Federal Funds (Fund Number and Name)					

CCF Operating Balance Sheet (occupancy to occur 1/2011)					
Project Operating Cost	First Year Operating Cost (Change Request Amount)	Second Year Operating Cost	Third Year Operating Cost	Fourth Year Operating Cost	Fifth Year Operating Cost
Staff	\$1,365,446	\$2,730,891	\$2,730,891	\$2,730,891	\$2,730,891
Start-Up (one-time)	\$203,312	0	0	0	0
Operating	\$13,100	\$26,200	\$26,200	\$26,200	\$26,200
Inspector General	\$655	\$1,310	\$1,310	\$1,310	\$1,310
Training	\$524	\$1,048	\$1,048	\$1,048	\$1,048
Infor. Systems	\$5,240	\$10,480	\$10,480	\$10,480	\$10,480
Tele Base	\$11,790	\$23,580	\$23,580	\$23,580	\$23,580
Total Estimated Operating Cost	\$1,600,067	\$2,793,509	\$2,793,509	\$2,793,509	\$2,793,509
Total Fund					
General Fund					
Cash Fund (Fund Number and Name)					
Cash Fund Exempt (Fund Number and Name)					
Federal Funds (Fund Number and Name)					

FCF Operating Balance Sheet (occupancy to occur 1/2011)					
Project Operating Cost	First Year Operating Cost (Change Request Amount)	Second Year Operating Cost	Third Year Operating Cost	Fourth Year Operating Cost	Fifth Year Operating Cost
Staff	\$1,672,419	\$3,344,837	\$3,344,837	\$3,344,837	\$3,344,837
Start-Up (one-time)	\$248,320	0	0	0	0
Operating	\$16,000	\$32,000	\$32,000	\$32,000	\$32,000
Maintenance	\$12,970	\$25,940	\$25,940	\$25,940	\$25,940
Inspector General	\$800	\$1,600	\$1,600	\$1,600	\$1,600
Training	\$640	\$1,280	\$1,280	\$1,280	\$1,280
Infor. Systems	\$6,400	\$12,800	\$12,800	\$12,800	\$12,800
Tele Base	\$14,400	\$28,800	\$28,800	\$28,800	\$28,800
Total Estimated Operating Cost	\$1,971,949	\$3,447,257	\$3,447,257	\$3,447,257	\$3,447,257
Total Fund					
General Fund					
Cash Fund (Fund Number and Name)					
Cash Fund Exempt (Fund Number and Name)					
Federal Funds (Fund Number and Name)					

SCF Operating Balance Sheet (occupancy to occur 7/2010)					
Project Operating Cost	First Year Operating Cost (Change Request Amount)	Second Year Operating Cost	Third Year Operating Cost	Fourth Year Operating Cost	Fifth Year Operating Cost
Staff	\$211,166	\$211,166	\$211,166	\$211,166	\$211,166
Start-Up (one-time)	\$17,784	0	0	0	0
Operating	\$2,400	\$2,400	\$2,400	\$2,400	\$2,400
Inspector General	\$120	\$120	\$120	\$120	\$120
Training	\$96	\$96	\$96	\$96	\$96
Infor. Systems	\$960	\$960	\$960	\$960	\$960
Tele Base	\$2,160	\$2,160	\$2,160	\$2,160	\$2,160
Total Estimated Operating Cost	\$234,686	\$216,902	\$216,902	\$216,902	\$216,902
Total Fund					
General Fund					
Cash Fund (Fund Number and Name)					
Cash Fund Exempt (Fund Number and Name)					
Federal Funds (Fund Number and Name)					

(b) Operating Cost Assumptions:

Converting existing beds to Special Needs in an existing facility will gain operational efficiencies through the use of existing buildings and infrastructure, administration, and specialized staff.

Decision Item(s) will be submitted at an appropriate time when this project will become occupied and operational. The Decision Item(s) will be based on the current operating costs at the time of submittal.

(c) The OSPB operating budget analyst **Jana Locke** has **NOT** received a copy of the schedule 6 to cover the operating expenses denominated in table 12(a).

Project Funding

7. (Required For Cash Funded, Partial Cash Funded, or Lease-Purchase Projects) Capital Finance Sources

Financing Balance Sheet							
Revenue Sources Fund Lists (List Each)	Fund No.	Actual FY 03-04	Actual FY 04-05	Current Fund Balance	Projected FY 06-07	Projected FY 07-08	Projected FY 08-09
Cash Fund							
Cash Fund Exempt							
Federal Funds							
Capital Construction Funds Exempt							
Total Funding			N/A				

(a) For each cash funded source describe how the revenues accrue to the fund.

(b) Demonstrate that sufficient funding is available from this source.

(c) Finance Information

Amount Financed \$ **TBD**

Duration of Agreement _____

Interest Rate ____%

Revenue Source _____

8. (Only For Building Renovations and Additions) Controlled Maintenance and Capital Construction Record.

(a) Estimated Current Value \$ _____

Past 5 Year Capital Construction Projects			
Year	Project #	Item	Cost
FY2007-08			
FY2006-07			
FY2005-06			
FY2004-05			
FY2003-04			
Past 5 Year Controlled Maintenance Projects (FCF)			
FY2007-08			
FY2006-07	M06042	FCF Fire Detection/Alarm System	
FY2005-06	EM235	Voc. Bldg. Electrical Service	
FY204-05			
FY2003-04	M90009	Repair Utility Tunnel Roof	

9. Space Requirements by Facility Master Plan.

Approximately 245,200 gross square feet (gsf) of existing floor space within the four facilities is involved in the modification to take place under this proposal. Approximately 12,520 gsf of new construction is also included, primarily at FCF. New construction at FCF includes the following:

1) **New Programs Bldg**

New Construction - Fremont Correctional Facility New Programs Building			
Type of Space	Quantity	SF/Space	Total GSF
Office	25	120	3000
Conference Room	1	600	600
Group Room	5	300	1500
Telepsychiatry Area	1	300	300
Toilets	3		500
Med-Line Area	1	300	300
Small Gym	1	2000	2000
Circulation			2050
Total GSF Programs Building			10250

2) **New Security Tower @ 300 gsf**

3) **Expansion of existing Medical Bldg. including exams, offices, and storage @ 1970 gsf**

Conversion of existing shell space (from former Print Shop area) at CCF will be converted to Clinic Health Needs space that will include the follow:

1) **Clinic Health Needs**

Clinic Health Needs - Centennial Correctional Facility			
Type of Space	Quantity	SF/Space	Total GSF
Office for MH	12	120	1440
Off Unit Non-Contact Therapy Cubicles	7	100	700
Group Room	1	300	300
Intake/Management Cells	2	100	200
Four Point Bed Cell	1	120	120
Total GSF Programs Building			2760

Type of Space (List)	Existing ASF	ASF Needed Under Master Plan or Recommended Industry Standard (describe)	Surplus /(Deficit) ASF	Impact of This Project	Revised Surplus /(Deficit)	% Surplus /Deficit	Project GSF
TOTAL							

Refer to Facility Program Plan for descriptions of additional spaces

Project Compliance:

10. REQUIRED - Indicate Appropriate Approval Authority (*Requests cannot be forwarded for consideration unless following questions are completed*)

- a) This Project Request (is) (is not) in conformance with the most recently approved **Facility Program Plan** for this project entitled _____ and approved on ___/___/___ by the _____. (if not available, explain why below.)

The Facility Program Plan for the OMI Conversion Project is currently being finalized and will be submitted to OSPB upon approval of the CDOC Executive Director.

- b) This Project Request **is** in conformance with the most recently approved **Facility Master Plan** for this project entitled **Corrections 2000 and its associated Addenda** and approved on **8/15/1997** by the **Department’s Executive Director**. (if not available, explain why below.)
- c) This Project Request **is** in conformance with the most recently approved **Departmental Operating Strategic Plan** for this project entitled **CDOC Strategic Plan 2007-2011** and approved on **7/13/2007** by the **Department’s Executive Director**. (if not available, explain why below.)

11. Six Month Rule Compliance.

- (a) Amount and percentage encumbered: N/A
- (b) Justification: