APPENDIX 9

GOVERNMENT OF THE DISTRICT OF COLUMBIA
DEPARTMENT OF CORRECTIONS

Office of the Director

May 25, 2001

Charles C. Maddox, Esq.
Inspector General
Office of the DC Inspector General
717 14th Street NW
Washington DC 20005

Dear Mr. Maddox:

Thank you for your assistance to the DC Department of Corrections regarding the capital improvement program at the DC Detention Facility. The attached report is in response to Management Alert Report (MAR 01-1-006) issued on May 18, 2001.

We have looked at ways to maximize renovation of eighteen cellblocks at the facility while creating a minimal disruption to operations and security. We agree with the recommendation to renovate a pod that consists of three cellblocks instead of renovating one cellblock at a time.

However, this approach requires additional funds to place inmates in other facilities and we need your endorsement and assistance.

Sincerely,

Odie Washington
Director

Attachment

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DC Detention Facility Capital Improvement Proposal

INTRODUCTION

The Inspector General directed an inspection of the DCDF on April 20, 2001 to determine strengths and weaknesses and the need for reform in the areas of administration; physical plant, environmental and health and safety; and compliance with court orders. During interviews with DCDC Facilities Management staff, the inspection team learned of the extensive capital improvement projects and the plan to renovate the HVAC and hot water systems by closing down and renovating a cell at a time. Phase I of the HVAC system (roof work) commenced in April 2001 and the subsequent eighteen-month renovation program in the cellblocks is expected to begin in late 2001. In addition, there are impending contracts for renovation of all of the cell doors and motors, plumbing, lighting and the fire alarm system. The project completion schedule for all renovation is projected at four and one-half to five years.

On May 18, 2001, the Inspector General issued a Management Alert Report (MAR 01-1-006) suggesting the agency had "not considered all possible relocation alternatives for temporarily housing inmates during the renovation of the CDF." It was further suggested that "There are alternatives that could result in substantial cost and time savings, as well as reduce security and project management concerns."

The Office of the Inspector General (IG) met with the Director prior to issuance of the MAR on this matter, suggesting that we seek ways to complete capital improvements in a more comprehensive and timely manner. The IG agreed to enter into a MOU with DCDC to support the agency if a feasible plan of action could be determined. The following options were proposed to DCDC for consideration:

1. Closing the DCDF and moving all the inmates to Lorton

2. Closing and renovating three DCDF cellblocks at a time and moving inmates to Lorton

3. Closing three cellblocks at a time and moving those inmates into private correctional facilities.

4. Continue on the present construction schedule and complete one cell block at a time

BACKGROUND

Under the National Capital Revitalization and Self-Government Improvement Act of 1997, it was mandated that sentenced felons be transferred to the custody of the Federal government by December 31, 2001. This would result in the Department only having responsibility for pretrial, misdemeanant and newly sentenced felons and parole violators who were awaiting federal designation. These offenders would be housed at the DCDF and at the privately owned Correctional Treatment Facility that operates under a lease agreement with the District.

The DCDF was opened in 1975-76 and while it processes more than 11,000 inmates per year, only $2 million in capital funds was dedicated to facility upkeep during this twenty-five year period. Superimposed on this was the paucity of funds for regular maintenance. Failure to maintain needed capital improvements and deferred maintenance took its toll on the building and has adversely affected the environmental conditions at the facility. Consequently, the DCDC launched a major capital improvement initiative.

Approximately $30 million dollars was approved during fiscal years 2000 and 2001 for various critical projects that will be implemented. The department is seeking an additional $15 million for CDF in its FY-2002 CIP budget. Most of the contemplated projects, once completed, will have a direct positive impact on the environmental conditions at the institution and will help the department continue to address health related issues effectively.

The HVAC replacement and hot water system installation project is currently under construction, starting with Phase I on the roof. The roof work will be completed in late 2001or early 2002 and then work in each cellblock will begin. The split plan has been to complete the HVAC and hot water renovations by taking one cellblock offline at a time for a month for the work to be completed inside the cellblocks. In order to complete the projects for repair of cell door motors, plumbing, lighting and the fire alarm system, we estimate an additional 3 1/2 to 4 years to complete all cellblock renovation.[1]

ANALYSIS

1. Suggestions 1 and 2.

   The committee is not recommending closing the DCDF completely or moving inmates to Lorton because the mandate is to close the Reservation by December

[1] These contract have not yet been awarded for the other cell block renovations (i.e., the cell doors and motors, the Fire alarm system, lighting and plumbing).

31, 2001. In addition, keeping Lorton open would create many other problems to include:

a. Violation of the DC Revitalization Act if the federal government designates all felons at Lorton by December 31, 2001 as planned.

b. No significant construction benefit would be achieved because the magnitude of the work and the law of diminishing marginal return with respect to space would not result in project completion prior to 18 months.

c. Variance with best correctional practices that recommend against pre-trial inmates being placed in the open population setting.

d. Increased inmate transportation problems for the highly transient[2] DCDF inmate population and the recent closing of DCGH places heavier burdens on the system. After December 2001 the Lorton Transport and the necessary population management unit is not budgeted for.

e. Unbudgeted costs would have to be addressed for food services, canteen, utilities, limited staffing, and upkeep at a very old and seriously neglected physical plant.

f. Additional penalties could be recommended by Fairfax County because of continued operation of the Lorton Sewage Treatment Plant.

2. Suggestion 3. Renovation of a three cellblocks (pod) at a time.

   Although significant logistical requirements must be met, the committee believes taking a pod offline at a time is the more desirable option because:

   a. Facility operations would be disrupted for a far shorter period

   b. Construction savings would be realized

   c. Security problems would be reduced

3. Suggestion 4. Renovate one cellblock at a time will now be the second and least recommended option of the two.

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[2] With release of responsibility for felons, the DCDF will house pretrial court and release activity, short sentence terms of misdemeanants and the temporary holding of felons awaiting federal placement.

4. However, the following key issues must be resolved to successfully achieve the proposed closing of three cellblocks at a time.

5. **Construction Recommendations**

   a. The recommended plan is more feasible for the HVAC/hot water project because each pod is served by a single mechanical room. Repair to the entire mechanical system at one time vs. partial repair of the same unit over a 3-month period as construction moved from cellblock to cellblock is preferable from the standpoint of costs, time and security.

   b. Facilities Management estimates it would take only 2 months to complete each pod vs. the 1-month required to renovate each cellblock (i.e., 3 months for the entire pod). Factoring in project start up and minimal delays, the project will still take 18 months under the more desirable approach for pod renovation.

   c. However it is anticipated that the proposed project completion schedule and a more comprehensive renovation approach can be achieved by accelerating the award of contracts so that other scheduled cellblock renovations are done simultaneously. To accomplish this, two actions must be taken:

      1) The Office of Property Management (OPM) must expedite design completions and construction contract awards for cell doors/motors, fire alarm/sprinkler system, lighting and plumbing. The on-site work must begin in February 2002 to coincide with the HVAC/hot water cellblock project work that will commence inside the individual cellblocks/pod.

      2) The present HVAC/hot water contract must be modified to reflect work on a pod vs. one cellblock at a time basis. There will be a project credit of approximately $500,000.

6. **Current Population Configurations**

   a. The current DCDF population cap is 1674 and these inmates are housed in the eighteen cellblocks. Upon renovation of three cellblocks we would have to house this same number of inmates in fifteen cellblocks.

   b. We must also transfer and estimated 300 inmates from Lorton in order to close Central by December 2001. Most of these inmates will be local responsibility. While there are felons currently housed at the DCDF who will be placed in federal facilities and it is surmised that this may relieve DCDF population

management efforts, we do not have sufficient population forecasting data to closely determine how many inmates we must plan for. [3].

c. There are currently 912 general population cells and a 40-bed dormitory in the facility. Each pod consists of three cellblocks, each cellblock contains 72 to 80 cells, therefore, cell space in these pods range from 268 to 380 inmates.

d. DCDC potentially faces estimated unbudgeted costs of $12,276,000 (see Table i.) to house approximately 300 Lorton inmates for eighteen months in either a community correctional center or at the privately operated Correctional Treatment Facility.

7. **Recommendations.**

a. Eliminate or increase to population cap at the DCDF to 2,206.

b. Double-bunk all available general population cell space during the 18-month renovation time period. DCDC could house 1494 inmates in general population and 384 in segregation for a total of 1878 inmates (See Table ii.)

c. Determine the funding source to meet the operating increase for 200 additional inmates at the DCDF that is estimated as $563,602 for FY '02 and $564,550 for FY '03 (See Table iii.)

d. Place the remaining 96 inmates in community correctional facilities or at the CTF at an estimated unbudgeted cost of $3.8 mil (See Table iv.) for the 18-month period.

8. **Quality of Life**

To manage the increased population, the following actions are recommended:

a. Ensure Case Managers are assigned office space and available in the cellblock at least 70% of the workday.

b. Provide Title I/GED education and a volunteer conflict resolution/violence reduction program for youthful offenders; and Life Skills/NA/AA for misdemeanants.

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3 Estimations on this number vary based upon new court commitments, MPD initiatives, new legislation, efficiency of the BOP designations process for newly sentenced felons (average intake of 100 per month) and the efficiency of the US Parole Commission process (currently intake is 60 per month while the parole revocation designation process currently takes 6-7 months.

c. Increase indoor recreation to include more board games, videos (learning and entertainment) and late night television.

d. Maintain an extensive roving library via possible cooperation with the DC Public Libraries and donations via a book drive. Retain usable books from Central Facility.

e. Increase religious volunteer programs that are held inside the cellblock as occurred in the 1980's.

7. **Security**

Tool and contraband control responsibilities would increase as contractors move around with equipment, but having everyone assigned to work in an empty pod vs. one cellblock in direct proximity of two occupied cellblocks decreases the concern. In addition correctional staff originally assigned to the closed pod would cover escort and security needs.

Table i

Cost of Housing 300 Inmates at CCC/CTF for 18 months

Place 100 Misdemeanant Inmates into CCC	100 x $54 Per Diem x 558 Days	$3,013,200.00
Place 200 Inmates into CTF	200 x $83 Per Diem x 558 Days	$9,262,800.00
Total		$12,276,000.00

Table ii

Housing Configurations for DCDF

	1375		Total Number of Cells
–	384		Segregation Cells
	992		General Population Cells
+	40		Dorm
	1032		General Population
–	45		5% Inoperative Cell Allowance
	987		Current Available General Population (GP) Cells
–	240		Cells under Construction Renovation
	747		Available GP Cells During Construction
×	2		Double-Bunking
	1494		Total Double Bunk Bed Space
–	1290		Current General Population (1674 – 384 Segregation = 1290)
	204		Available GP
+	300		Lorton Returns
–	96		Overage (Must be housed at CCC/CTF)

Table iii

Unbudgeted Costs for Increasing DCDF Population to 1290

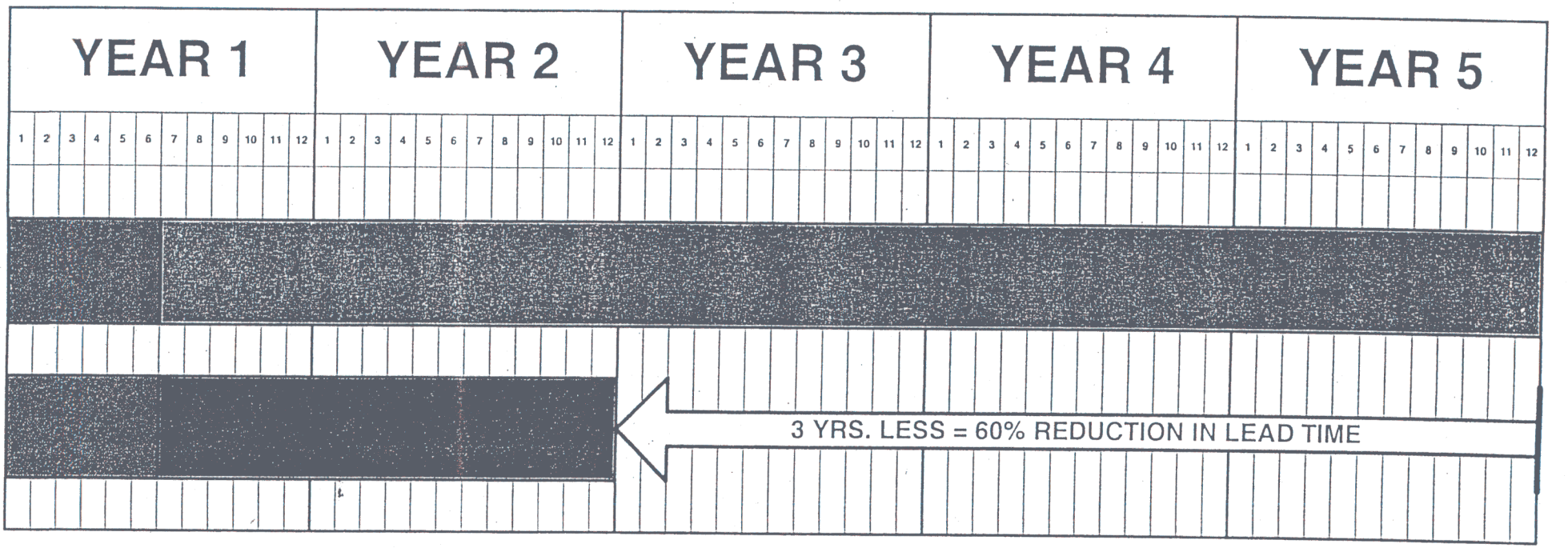
Item	Estimated Cost FY 02	Estimated Cost FY 03 (6 mos.)
Medical Care for 200 Inmates Trransfered from Lorton	$28,800.00	$28,800.00
Increase Aramark Contract	$273,750.00	$273,750.00
Educational Programs (See Attachment 2)	$261,050.00	$261,050.00
Total	$563,602.00	$564,550.00

Table iv

Cost of Housing 300 Lorton Inmates at CCC/CTF if DCDF Cap Increased

Place 50 Inmates from Lorton in CCC	100 x $54 Per Diem x 558 Days	$1,506,600.00
Place 50 Inmates from Lorton in CTF	200 x $83 Per Diem x 558 Days	$2,315,700.00
Total		$3,822,300.00

COMPARISON OF ALTERNATIVE CDF RENOVATION METHODS



LEGEND

- EXTERNAL CONSTRUCTION ACTIVITY
- SEQUENTIAL CONTRACT/SINGLE CELL BLOCK RENOVATION METHOD
- CONCURRENT CONTRACT/3-CELL BLOCK RENOVATION METHOD

charles kim / may 24, 2001