

STATE OF NEW YORK
**DEPARTMENT OF CORRECTIONS
AND COMMUNITY SUPERVISION**
THE HARRIMAN STATE CAMPUS – BUILDING 2
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Formal Budget Hearing Presentation

Capital Projects

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I. AGENCY GOALS AND OBJECTIVES

The mission statement for the Department of Corrections and Community Supervision (DOCCS) has as its basis, to improve public safety by providing a continuity of appropriate treatment services in safe and secure facilities where offenders' needs are addressed and they are prepared for release, followed by supportive services under community supervision to facilitate a successful completion of their sentence.

Goals include:

- Create and maintain an atmosphere where both offenders and staff feel secure.
- Develop and implement positive individualized treatment plans for each offender that includes post release reentry plans.
- Teach offenders the need for discipline and respect, and the importance of a mature understanding of a work ethic.
- Establish a needs/risk approach to treatment and community supervision to ensure a continuity of services.
- Assist all staff by providing the training and tools needed to perform their duties while enhancing their skills.
- Offer career development opportunities for all staff.

II. AT A GLANCE

The Department of Corrections and Community Supervision (DOCCS) is comprised of a workforce of 29,773 responsible for approximately 95,000 offenders both inside our facilities and under community supervision. Currently DOCCS is responsible for the confinement and habilitation of approximately 56,000 offenders held at 60 state facilities including the 915 bed Willard Drug Treatment Campus. Additionally, there are two support buildings; the Willard and Albany Training Academies. In total, there are 4,565 buildings comprising 35,804,786 square feet. This total consists of 9 minimum, 34 medium, and 17 maximum security facilities. The age of these facilities varies from over 190 years to those that have opened in the last 13 years. The condition of the overall physical plant can best be summarized as: 1175 buildings are classified as "excellent" condition; 1219 classified as "good" condition; 1698 buildings rated as "fair"; 359 buildings that are in "poor" condition and 114 buildings rated as scrap.

III. CAPITAL CONSTRUCTION PROGRAM GOALS AND OBJECTIVES

The principle guiding goals and objectives for the Department's Capital Construction Program can be detailed as follows:

- The provision of facilities of sufficient number, scale and security level to serve the offender population.
- The time, complexity, and cost of such development for capacity should be minimized.
- Optimum use should be made of existing facilities by continuing investment in the physical plant.

- Facilities must provide a secure, safe and sanitary environment for offenders, staff and visitors.
- Insure facilities are in compliance with applicable State Commission of Corrections' Standards and American Correctional Association (ACA) Standards.
- Provisions for changes of the physical plant to meet program needs as dictated by State and Federal mandates for the health and safety of offenders and employees.

II. COMPONENTS OF THE CAPITAL PLAN

The Department's Capital Plan conforms to the requirements as outlined in the Budget Request Manual instructions for agency preparation of the Five Year Capital Plan and Capital Projects Budget submissions. Specifically, it includes our requested Capital Plan projects for fiscal year 2013-2014, our Five Year Plan, and Capital Plan financial projections including new and reappropriations.

III. THE CURRENT STATUS OF THE AGENCY'S CAPITAL EFFORTS AND HIGHLIGHTS OF THE AGENCY'S CAPITAL PROGRAM OVER THE PAST FEW YEARS:

The Department's goals and objectives for its Capital Plan support the agency's mission and/or capital objectives in the following manner:

- Provides for secure, safe and sanitary facilities in which offenders are given the opportunity to address needs to prepare for their return to the community.
- Provides facilities in which staff has a variety of opportunities for enrichment and advancement.
- Provides for adaptive reuse of the physical plants by keeping them in acceptable condition.
- Provides for studies to be undertaken to assure that optimum use is made of the physical plant and that cost-beneficial investments are made.

Significant Capital accomplishments during recent years include:

- **Residential Mental Health Units, Marcy and Five Points Correctional Facility** – The Department has completed construction on two Residential Mental Health Units (RMHU). They provide out of cell programming for offenders diagnosed with serious mental illness.
- **Central Warehouse and Dispensing Pharmacy, Marcy Correctional Facility** – A major initiative for the Departments Health Services pharmaceutical delivery process is now construction complete. This project will facilitate the Department's goal to provide cost savings and safe, efficient drug distribution utilizing an automated dispensing equipment to fill prescriptions for all correctional facilities.
- **Energy Conservation** – Ongoing projects to replace windows, improve insulation, improve heating systems and replace water control devices have resulted in significant energy savings across the Department. Projects include:
 - **Replace Windows**

Projects to replace windows are either in design or under construction at Albion, Attica, Auburn, Collins, Clinton, Eastern, Elmira, Fishkill, Gowanda, Mid-State, Mohawk, Sing Sing, Taconic, Watertown, and Wende CF.

- **Improve Insulation**
Projects are continuing to insulate attics and buildings at Adirondack, Clinton, and Mid-State CF.
 - **Improve Heating Systems**
Heating systems are being upgraded at Attica, Auburn, Bayview, Sullivan, and Willard CF.
 - **Replace Water Control Devices**
Shower projects at Adirondack, Bare Hill, Franklin, and Ogdensburg CF are including water savings devices to minimize water, waste water, and energy use.
 - **Energy Performance Projects**
In concert with the New York State Energy Research and Development Authority (NYSERDA), the Department has completed energy performance projects at 20 facilities with expected payback of less than 15 years. This included lighting, water, and motor controls upgrades in addition to three co-generation plants. These energy improvement projects have assisted DOCCS with a state wide energy savings of 21.7% from the base year of 1989/1990.
- **Emergency Power Systems** – Installation and upgrades of large capacity emergency generators across the State have improved our ability to handle power losses at the Department’s facilities and continues our participation in the State Emergency Demand Response Program.
 - **Generator/Electrical Infrastructure Projects Include:**
Projects are under construction to upgrade or replace generators and switchgear at Bedford Hills, Fishkill, and Great Meadow CF.
Projects are in design to upgrade generators and electrical infrastructure at Green Haven, Mid-State, and Riverview CF.
 - **Security Improvements** – Various projects are underway for security improvements.
 - **Closed Circuit Television Projects:** This is a result of the Prison Rape Elimination Act (PREA) to provide closed circuit television cameras throughout our facilities that house offenders. These include:
 - CCTV Upgrades at Taconic and Bayview CF.
 - **OMH Observation Cell Camera Projects:** Provides closed circuit television cameras throughout our statewide observation cell suites to monitor offenders to prevent self harm. Camera installations are virtually complete in 16 facilities. These include:
 - CCTV Installations at Albion, Attica,, Auburn, Bedford Hills, Clinton, Downstate (Forensic Unit), Elmira, Fishkill, five Points, Great Meadow, Green Haven, Marcy, Mid-State, Sing Sing, Sullivan, and Wende CF.
 - **Civilian Personal Alarm Systems (CPAS):** This initiative is to enhance safety and security for civilians. These include:
 - CPAS for Elmira, Auburn, Gowanda, Sing Sing, and Mid-State CF have been completed.
 - CPAS for Clinton CF is currently under construction.
 - CPAS for other facilities are being evaluated.

- **Kitchen/Mess Hall Upgrades** - Ongoing projects to upgrade the food service areas at multiple facilities are improving the handling, preparation and serving of food at those facilities in addition to creating improved healthy, sanitary kitchen facilities.
 - **Projects to Upgrade Food Service Area Include:**
 - Projects are in design to upgrade kitchen/mess halls for Fishkill, Hudson, Orleans, and Greene CF.
 - A project is under construction to upgrade the kitchen at Wende CF.

The Department's current capital efforts provide for major budgetary initiatives in the following areas:

- **Existing Facilities** – During much of the 1990's, the emphasis in the capital program was on expansion. However, our existing facilities were not neglected and appropriations were provided to maintain them. We have now embarked on a system of “master planning” for each of these facilities. Past funding has provided for the emergency and immediate needs of each of the facilities with emphasis being on maintenance of security and operations in a cost-effective manner.
 - **Existing Facilities “Master Planning” Generator and Electrical Projects**
 - Upgrade Generator and Replace Switchgear at Fishkill CF
 - Provide Emergency Generators at Great Meadow
- **Mental Health Program** – The Department, in conjunction with the Office of Mental Health, maintains a continued program for the rehabilitation of the physical plant at various facilities statewide to upgrade mental health program and treatment space. As a result of an agreement signed and passage of Bill No. A9342 and S6422, signed 1/28/08, relating to the confinement and treatment of convicted persons with serious mental illness; the Department continues to explore options for further specialized treatment units and upgrades for mentally ill offenders.
- **Improvements for Special Housing Units (SHU)** – DOCCS is currently exploring improvements to Special Housing Units to offset the negative effects of solitary confinement.
 - Current projects include: Two (2) Expanded Vision Panel Door projects: Replace all doors at Upstate CF and replace SHU doors at Five Points CF, Greene CF, Mid-State CF, and Southport CF.
- **Medical Facilities** – DOCCS has a continuing major program for the rehabilitation of existing medical facilities and the provision of new medical facilities statewide to provide adequate medical care for all offenders. Current project includes:
 - Provide renovations and addition at the Walsh Regional Medical Unit at Mohawk CF.
- **Energy Conservation** – DOCCS has been diligently pursuing energy improvements in its facilities for many years. With the recent escalation in energy costs, the Department is re-doubling its' efforts to find and complete energy saving projects throughout every area of our facilities.
 - **Current Energy Improvements Include:**
 - In concert with the New York Power Authority (NYPA), the Department has initiated a pilot energy audit at all seven Clinton Hub facilities to identify Energy Conservation Measure projects.

- Marcy RMHU has been rated Leadership in Energy and Environmental Design (LEED) Silver.
 - The Marcy Central Warehouse and Dispensing Pharmacy has been rated LEED Gold.
 - The Five Points RMHU has been rated LEED Gold.
 - The planned installation of natural gas trains to service Bare Hill, Franklin, Green Haven, Upstate, and Willard CF switching boiler operations from costly fuel oil to more cost effective and efficient natural gas.
- **Environmental** – DOCCS continues to maintain a comprehensive environmental program which focuses on adherence to all environmental and health regulations pertinent to our facilities. Projects such as upgrade of domestic water systems, wastewater treatment facility improvements, site remediation, and petroleum bulk storage upgrades are ongoing. Additionally, DOCCS relies on various municipal service providers' infrastructure for domestic water and wastewater treatment agreements. As these municipal providers infrastructure deteriorate as attributable to increased demands placed on the systems by DOCCS, upgrades must be performed. Equitable cost distributions for fees and upgrade expenses are formalized and contracts for such expenditures are developed between both parties. The estimated costs for these fees are included in this year's requested budget.

III. OTHER FACTORS AFFECTING CAPITAL PLANNING

FACILITY CLOSURES

In response to a declining offender population, The Department of Corrections and Community Supervision has closed facilities to align bed space consistent with security classification needs to reflect the offender population. As a result, the Department previously closed Camp Gabriels, Camp Pharsalia, and Lyon Mountain CF. All three facilities have been decommissioned to preserve these State assets.

In June of 2011 seven additional facility closures were announced which include Arthurkill, Buffalo, Camp Georgetown, Fulton, Mid-Orange, Oneida, and Summit CF. These facilities have been vacated and have undergone the Department's decommissioning process similar to the three previously closed facilities.

EMERGENCIES

Responses to emergencies affect the capital plan and capital disbursements. Staff and financial resources are redirected to satisfy the needs of emergencies such as roof leaks, electrical failure, heating failures, water failures, and emergencies resulting from natural disasters such as Hurricane Sandy and Tropical Storms Irene and Lee.

We have declared ten (10) emergencies to date resulting in damage from Hurricane Sandy. Most of the emergencies were declared for Bayview, Taconic, and Sing Sing Correctional Facilities but additional emergencies were declared as wind damage extended as far as Elmira and Mid-State Correctional Facilities. The cost for construction and OGS fees for these emergencies is estimated at \$3,300,000. This will redirect financial resources from other facility preservation projects resulting in delays and further possible deterioration if not covered under FEMA.

There were thirteen (13) emergencies declared for Tropical Storm Irene and Lee. Total costs for construction contracts and OGS fees were \$1,344,645. We have submitted these costs to FEMA for reimbursement.

CONTRACT IMPLEMENTATION AND RESOURCES

The implementation and processing of contractual documents for the Capital projects outlined in these documents is based upon the workload and ability of the Office of General Services to design and construct both the facilities and improvements at DOCCS' Correctional Facilities. Based on heavy workloads and the shortage of manpower, many of the Department's important projects have not been completed on time and have resulted in increased costs and additional projects to protect the State's great investment in these facilities. The Department's Capital Plan is being brought up to speed and progress is accelerating at a rate necessary to maintain essential services and to provide safety for all concerned.

MAINTENANCE OF ASSETS (FACILITY PRESERVATION)

The Department of Corrections and Community Supervision is responsible for providing a safe and healthful environment for offenders. Maintenance of the facilities is accomplished by in-house staff, service contractors and outside contractors in an effort to slow down deterioration and maximize the useful life of our facilities. The Department of Corrections and Community Supervision Preventive Maintenance Program Plan concentrates on maintenance projects that have been deferred and preventive maintenance projects including repairs, replacement of parts and other activities needed to achieve the design life of the buildings.

The Preventive Maintenance Program concentrates on maximizing the useful life at facilities, improving reliability of systems, equipment and providing a systematic means for equipment management and replacement. Over the long-term, maintenance efforts will continue enhancing facilities by improving the overall condition of the Capital asset.

IV. APPROPRIATIONS AND DISBURSEMENTS

The Department of Corrections and Community Supervision has been appropriated \$310,000,000 (a decrease of \$10,000,000 from previous years) for fiscal year 2013-2014 budget with cash disbursements assigned of \$268,461,000.

V. DESCRIPTIONS, COSTS, JUSTIFICATION, & CONSEQUENCES OF NOT COMPLETING PROJECTS

- **Preservation of Facilities:** Repairs, upgrades, and/or replacement of deteriorating systems and conditions. Includes heating, ventilating, and hot water systems; masonry preservation; range preservation; Interior and exterior building preservation; paving; roofing; electrical systems; window replacement.
 - Appropriation requested: \$185,501,000
 - Examples of larger projects in this category:
 - Downstate CF – Upgrade Site Wide Heating System, Estimate of \$10,824,000
 - The existing heat for Downstate CF is supplied from an underground line from Fishkill CF a distance away. There have been several emergencies declared on this deteriorated older line.

It is considered unreliable. The new project is to supply a new site wide heating system that is facility specific and does not have to rely on Fishkill CF.

- Ulster CF – Move Under Ground Heat Lines to Above Ground, Estimate of \$6,069,000
 - The existing under ground heat lines have deteriorated and there have been several emergencies declared with failures. The project includes new above ground lines that can be easily maintained and are more reliable.
- Eastern CF – Repoint Masonry, Various Buildings, Estimate of \$1,979,000
 - Masonry has deteriorated causing damage to interior surfaces. The project is to insure a waterproof building envelope to limit the damage from the elements.
- Sing Sing CF – Rehabilitation of the Firing Range, Estimate of \$2,468,000
 - The firing range at Sing Sing has deteriorated to a point where it is affecting the requirements for training and the safe operation of a firing range facility. The rehabilitation is needed to comply with all training requirements and rules and regulations for firing ranges.
- Greene CF – Rehabilitate Kitchen, Estimate of \$5,145,000
 - Upgrade of kitchen area from deteriorating conditions to improve the handling, preparation, and serving of food in the facility in addition to creating an improved healthy and sanitary kitchen.
- Hudson CF – Rehabilitate Kitchen & Mess Hall, Estimate \$3,034,000
 - Upgrade of kitchen and mess hall area from deteriorating conditions to improve the handling, preparation, and serving of food in the facility in addition to creating an improved healthy and sanitary kitchen and mess hall.
- Auburn CF – Replace plumbing and steel cell backs, Estimate \$2,697,000
 - The plumbing has deteriorated and the cell backs have rusted. The project is to upgrade these items to insure health, safety, and security.
- Bare Hill CF – Replace and upgrade emergency generator and switchgear, Estimate \$3,035,000
 - The switchgear and generator have exceeded its life expectancy and have failed several times. A reliable system is necessary to insure safety and security of the facility.
- Great Meadow CF – Upgrade Electric Distribution System, Site wide, Estimate \$5,906,000
 - The electrical distribution system has deteriorated to a point that it is no longer reliable and is a safety issue. A reliable electrical system is necessary to insure safety and security of the facility.
- Auburn CF, Elmira CF, Mid-State CF, Mt. McGregor CF, Wende CF – Window Replacement Projects at Various Buildings, Estimate - \$20,489,000
 - Existing windows are deteriorating and not considered secure windows. Windows are not energy efficient. Replacement of windows is necessary for safety, security, and energy efficiency.
- Various Facilities, Emergency Contracts, Estimated at \$48,180,000
 - Various contracts necessary to repair conditions resulting from unforeseen issues related to items such as deterioration or natural disasters. This covers items such as roof leaks, electrical failure, heating failures, water failures.

- Various Facilities - Preservation of Facilities/Minor Rehab, Estimate of \$7,000,000
 - Various in-house facility projects for maintenance of assets to maximize the use of facility life.
 - Consequences of not completing projects for preservation of facilities:
 - Further deterioration of buildings and systems.
 - High emergency costs for failures.
 - Secure, safe, and sanitary environment for offenders, staff, and visitors is compromised.
- **New Facilities:** New or replacement buildings; Additions to buildings
 - Appropriation requested: \$12,375,000
 - Examples of projects in this category:
 - Coxsackie CF – Provide 50 Cell Building Addition, Estimate of \$9,858,000
 - The cell building addition is to replace two (2) dormitory style buildings. The existing buildings are deteriorated and are not DOCCS standard for a maximum correctional facility.
 - Upstate CF – Construct New Training Building, Estimate \$2,428,000
 - The new training building is to replace an existing building that has deteriorated and operates from electrical heat with heat bills as high as \$15,000/month. The new project will have an estimated payback of 13 years. The new building provides a facility to conform to all training requirements and will improve energy efficiency.
 - Consequences of not completing projects for new facilities:
 - Further deterioration of existing buildings and systems.
 - High energy costs.
 - Safety and security risk.
- **Health & Safety/Alterations & Improvements:** Life safety including fire alarm system and sprinkler systems; health compliance issues with water; asbestos abatement; facility elevators; structural hazards; and ventilation.
 - Appropriation requested: \$22,121,000
 - Examples of larger projects in this category:
 - Mid-State CF and Mohawk CF – Replace Site wide Fire Alarm Systems, Estimate of \$4,373,000
 - Replacement of obsolete, failing fire alarm systems to protect the health and safety of offenders, staff, and visitors.
 - Bedford Hill CF – Provide Lead Abatement for Water Storage Tank, Estimate of \$2,161,000
 - Remediate and dispose of lead on and around water storage tank to protect the health and safety of offenders, staff, visitors, and surrounding community. To comply with all environmental rules and regulations.
 - Sing Sing CF – Remove Pedestrian Walkway and Bridge, Estimate of \$1,497,000
 - Removal of structural hazard of the deteriorated bridge for health and safety of staff and occupants of trains below bridge.
 - Various CF – Rehabilitation/Repair Fire Alarms, Estimate of \$5,600,000
 - Rehab/Repair of deteriorating fire alarm systems at various facilities to protect the health and safety of offenders, staff, and visitors. This is for systems that can be covered under New York State procurement contracts.
 - Various Facilities – Asbestos Abatement, Estimate of \$5,269,000

- Continued abatement and disposal of asbestos that exists in older facilities to protect the health and safety of offenders, staff, and visitors.
 - Consequences of not completing projects for health and safety:
 - Further deterioration of systems.
 - High energy costs.
 - High emergency costs for further failures.
 - Health, Safety and security risk.
- **Energy Conservation Projects:** Projects specifically related to improve and conserve energy.
 - Appropriation requested: \$7,217,000
 - Examples of larger projects in this category:
 - Attica CF – Storehouse/Kitchen Refrigerator Replacement, Estimate of \$670,000
 - Replacement of leaking deteriorated equipment for improved energy efficient equipment.
 - Cayuga CF – Provide Department Standard Shower Controls, Estimate of \$1,061,000
 - Provide department standard shower controls for water conservation. Similar completed projects have saved up to 1,000,000 gallons of water in a month at facilities.
 - Green Haven CF – Install Gas Line & Convert Boilers to Natural Gas in Addition to Heating Oil, Estimate of \$4,380,000
 - Converting of boilers to more efficient means of natural gas has a payback of less than 5 years.
 - Consequences of not completing projects for energy conservation:
 - High energy costs.
 - High emergency costs for further failures.
- **Environmental Protection & Improvements:** Water Dams; Water Systems; Wastewater systems; Recycling & Waste Management; Sewer Systems; Hazardous Waste; and Petroleum Bulk Storage.
 - Appropriation requested: \$28,307,000
 - Examples of larger projects in this category:
 - Collins CF – Decommissioning of Clear Lake Dam and Facilities, Estimate of \$1,754,000
 - The dam is classified as a high hazard dam based on Department of Environmental Conservation (DEC) Dam Safety Regulations. The classification is based on the size of the dam and downstream characteristics/damage should the dam breach or fail. Decommission of dam no longer necessary for water supply and to protect the health and safety of the community.
 - Clinton CF – Replace Main Domestic Water Supply Loop in the Annex, Estimate of \$3,802,000
 - Main water supply loop is deteriorating and no longer reliable. The project will insure adequate water supply for health and safety.
 - Eastern CF – Rehab & Paint Water Storage Tank, Estimate of \$3,326,000
 - Rehab and rehabilitation of tank is necessary for adequate, safe water supply.
 - Arthur Kill CF, Camp Georgetown CF, & Mid-Orange CF Firing Range Remediations, Estimate of \$1,378,000

- Remediation of lead from existing firing ranges from closed facilities to comply with all rules and regulations and to protect the health and safety of community.
 - Various CF – Petroleum Bulk Storage, Estimate of \$2,643,000
 - Rehab/Repair/Replace of petroleum bulk storage at various facilities to protect the health and safety of offenders, staff, and visitors, in addition to complying with all rules and regulations.
 - Consequences of not completing projects for environmental protection & improvements:
 - Further deterioration of systems.
 - High emergency costs for further failures.
 - Health, safety and security risk.
- **Program Improvements/Program Change:** Locking systems; CCTV Systems; Intrusion Detection Systems; Lighting Systems; Correctional Equipment support; Fences, Gates; Correction Officer Units; Program Improvements; and MIS Infrastructure Improvements.
 - Appropriation requested: \$35,933,000
 - Examples of larger projects in this category:
 - Green Haven CF – Locking Systems Rehab and Improvements at Various Areas, Estimate of \$1,861,000
 - Locking system necessary to replace old, deteriorated systems for the safety and security of offenders and staff.
 - Bedford Hills CF – Recreation Area Expansion for RMU, Estimate of \$5,376,000
 - Expansion necessary to comply with regulations for recreation for the health and safety of offenders.
 - Consequences of not completing projects for program improvements/program changes:
 - Further deterioration of systems.
 - High emergency costs for further failures.
 - Health, Safety and security risk.
- **Medical Facilities:** Medical and Office of Mental Health Projects.
 - Appropriation requested: \$2,607,000
 - Example of project in this category:
 - Taconic CF – Expand Medical Building, Estimate of \$2,607,000
 - Expansion necessary to provide adequate medical care for offenders.
 - Consequences of not completing projects for medical facilities:
 - Further deterioration of systems.
 - High emergency costs for further failures.
 - Repercussions from not following mandates.
 - Health, Safety and security risk.
- **Administrative Preparation and Review of Plans:** Administrative functions necessary to provide adequate functions necessary for facilities planning and the capital program.
 - Appropriation requested: \$15,939,000
 - Items Included in this category:
 - Facilities Planning Database System, Estimate of \$500,000
 - Database system necessary for the administration of the unit and program.
 - Facilities Planning Deployment, Estimate of \$3,400,000
 - Staff cost necessary for the unit and program.
 - Professional Studies, Estimate of \$9,039,000

- Studies necessary for the implementation of projects.
- Consequences of not having administrative items:
 - Further deterioration of systems.
 - High emergency costs for further failures.
 - High energy costs.
 - High maintenance costs.
 - Repercussions from not following mandates.
 - Health, Safety and security risk.
 - No control over the deterioration of DOCCS infrastructure assets

VI. CLOSING

The Department of Corrections and Community Supervision believes that all our projects under the capital plan will enhance the health, safety, security of our facilities while protecting New York State building and infrastructure assets.