

STATE OF CALIFORNIA
Budget Change Proposal - Cover Sheet
 DF-46 (REV 07/17)

Fiscal Year 2018-19	Business Unit 5225	Department California Department of Corrections and Rehabilitation	Priority No. 6
Budget Request Name 5225-135-BCP-2018-GB		Program 4550 – Adult Corrections and Rehabilitation Operations – Institution Administration	Subprogram 4550059 – Fac Plan & Const Mgmt Special Repairs

Budget Request Description
 Roof Replacement and Mold Remediation

Budget Request Summary

The California Department of Corrections and Rehabilitation requests \$60.7 million General Fund in 2018-19 for roof replacements at the California Substance Abuse Treatment Facility, Salinas Valley State Prison, and Ventura Youth Correctional Facility, and \$20 million to repair interior water damage caused from roof leaks at various institutions. This request also includes \$58.2 million General Fund in 2019-20 for roof replacements at Calipatria State Prison and the California State Prison, Corcoran.

Requires Legislation <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	Code Section(s) to be Added/Amended/Repealed	
Does this BCP contain information technology (IT) components? <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No <i>If yes, departmental Chief Information Officer must sign.</i>	Department CIO	Date

For IT requests, specify the project number, the most recent project approval document (FSR, SPR, S1BA, S2AA, S3SD, S4PRA), and the approval date.

Project No. Project Approval Document: Approval Date:

If proposal affects another department, does other department concur with proposal? Yes No
Attach comments of affected department, signed and dated by the department director or designee.

Prepared By Beth Olmstead Department Director	Date	Reviewed By Jason Lopez Agency Secretary	Date
Deborah Hysen		Scott Kernan	

Department of Finance Use Only

Additional Review: Capital Outlay ITCU FSCU OSAE CALSTARS Dept. of Technology

PPBA Original Signed By Emma Jungwirth	Date submitted to the Legislature 1-10-18
--	--

Analysis of Problem

A. Budget Request Summary

The California Department of Corrections and Rehabilitation (CDCR) requests \$60.7 million General Fund (GF) in 2018-19 for roof replacements at the California Substance Abuse Treatment Facility (SATF), Salinas Valley State Prison (SVSP), and Ventura Youth Correctional Facility (VYCF), and \$20 million General Fund to repair interior water damage caused from roof leaks at various institutions. This request also includes \$58.2 million General Fund in 2019-20 for roof replacements at Calipatria State Prison (CAL) and the California State Prison, Corcoran (COR). Roof replacements are necessary to address damage caused by extensive rainfall in 2016 and 2017, affecting inmate services and rehabilitation programs.

Fiscal Year 2018-19		
Prison	Roof Area (Square Footage)	Construction Cost
SATF	774,000	\$32,508,000
SVSP	405,000	\$17,010,000
VYCF	204,000	\$11,220,000
TOTAL	1,383,000	\$60,738,000

Fiscal Year 2019-20		
Prison	Roof Area (Square Footage)	Construction Cost
CAL	555,000	\$24,420,000
COR	767,000	\$33,750,000
TOTAL	1,322,000	\$58,170,000

B. Background/History

California statewide experienced an unprecedented season level of precipitation in 2016-17, comparable with California's wettest season ever recorded in 1982-83. Several storms included significant winds and sustained atmospheric river events. These events create high altitude streams of moisture that carry water from the Pacific Ocean in sometimes violent spurts, leading to sustained heavy rains. The resulted in significant damage to institution roofs.

According to statistics from the California Department of Water Resources, the annual rainfall and snow water content total for the period between October 2016 and June 2017 was 94.23 inches, which is 194 percent higher than average for California. For the 2015-16 water year, the rainfall and snow water content was 27.1 inches, or about 98 percent of average. Several counties were severely impacted by the increased rains, some receiving triple and quadruple the amount of rainfall in the 2016-17 water year (through June 2017) compared to 2015-16.

Analysis of Problem

The annual baseline special repair funding is \$26 million for adult institutions and \$2 million for Division of Juvenile Justice facilities and was augmented by Control Section 6.10 of the Budget Act in 2015-16 and 2016-17. Significant amounts of the special repair, supplemental support budget funding and Control Section 6.10 funding have been directed to roof replacements over the last several fiscal years. The 2017-18 Budget Act authorized \$34.9 million of funding for roof replacements at the California Correctional Institution, Pleasant Valley State Prison, and SVSP. Providing this additional funding specifically for roofs allows the Department to use special repair funding for other critical infrastructure needs, such as water conservation projects (e.g., leaking hydronic loops resulting in significant water loss) and regulatory compliance (e.g., damaged pond liners resulting in costly mitigation efforts).

Resource History (Dollars in thousands)

Special Repair Budget	2013-14	2014-15	2015-16*	2016-17**	2017-18***
Authorized Expenditures	28,000	28,000	43,000	83,000	62,900

*The 2015-16 Budget Act included one-time funding of \$15 million through Control Section 6.10.

**The 2016-17 Budget Act included one-time funding of \$55 million through Control Section 6.10.

***The 2017-18 Budget Act included one-time funding for \$34.9 million for roof replacements.

C. State Level Considerations

Goal four of CDCR's Strategic Plan drives CDCR to achieve excellence in infrastructure and administration, and to increase the efficiency and effectiveness of CDCR's business operations. Objective 4.4 of this goal requires CDCR to develop and implement a facility asset management control system. The funding requested supports this objective by replacing roofs prior to costly catastrophic failures of infrastructure systems caused by the damaged roofs.

D. Justification

Storms with wind-driven and sustained rainfall battered CDCR's prisons during 2016-17 and caused severe damage within buildings with deteriorated roofing systems. Between January and February 2017, many of the prisons reported significant damage from water intrusion into buildings due to the storms.

Failures of roofs and building systems at the institutions can significantly affect CDCR's ability to provide basic services such as feeding the inmate population. In addition, health care services and rehabilitative programs need adequate physical space and infrastructure in order to provide necessary services and programs. These critical functions are affected when roofs and building systems fail. When medical facilities are closed, health care services become backlogged. Delays in finishing rehabilitative programs lead to inmates being delayed in receiving credits for completion of such programs, resulting in longer than necessary prison time for inmates.

Leaking roofs often cause electrical component damage and total failures of the fire alarm control panels, fire suppression system, lighting systems, and other critical mechanical systems within the interior of these buildings. Roof leaks often use pathways created by electrical and communication conduit. Leaked water travels into light fixtures and down walls into power outlets within cells, creating dangerous conditions for staff and inmates. Water causes light fixtures and power outlets to trip circuit breakers and shut off lighting and power to cells and program spaces in a building. Loss of lighting in any area of a prison represents a serious safety concern, and loss of lighting and power in a cell renders the cell unusable. When water intrusion occurs, the intrusion, leakage and moisture accumulation should be corrected to reduce the potential for these conditions to cause growth of mold. As documented by a recent letter from the Prison Law Office, mold has been found in various institutions where water has soaked through walls, including dining halls, immediately above sleeping areas, dayrooms, program areas, and in visitation areas.

Analysis of Problem

SATF, SVSP, VYCF, CAL, and COR were identified as having significant roof and interior water damage. Dating back to October 2016, there have been extensive reports of the damage caused by the roofs leaking.

SATF reports water damage in all facilities including housing units, dining halls, dayrooms, visiting rooms, gyms, and restrooms. Facility A had roof and ceiling damage in offices, the administrative building, and the In-Service Training building. Facilities F and G have sustained damage in the library and education building. Other buildings affected include Receiving and Release, Central Operations, and kitchens.

As a result of the roof damage at SATF, the Prison Law Office recently documented a number of complaints received related to leaking and flooding conditions through the institution, causing significant safety concerns for inmates. This is especially serious for inmates with accessibility needs who are housed in all seven facilities at SATF. Areas cited include housing units, dining halls, visiting rooms, and the gym. Issues cited include ceiling tiles collapsing, flooding with the risk of inmates falling due to wet floors, and damage to inmate property and cells. Electrical outages caused by water in light fixtures create a hazardous environment for inmates with vision impairments.

At SVSP, the Division of Occupational Safety and Health is requiring the institution to respond to hazardous conditions received in a complaint, including water intrusion from ceilings being flooded with water and collapsing in the Facility C housing unit, visiting room, chapel and education areas. SVSP is required to identify the corrective action being taken to remedy the unsafe conditions.

While the complaint only addressed Facility C, similar conditions exist in all facilities at SVSP. The funding approved in 2017-18 was requested to address the highest priority high security housing units and housing for inpatient mental health treatment. The present funding request will address the remaining housing units along with prison-wide dining, recreation and visiting buildings, all of which suffered roof leaks and damage in 2016-17.

VYCF reports roofs in their El Toyon Cottage and Casa De Colegio housing units, in addition to education classrooms and chapels, have roof leaks which caused interior finishes to be damaged including ceilings, plaster, and ceiling tiles. The Casa De Colegio housing units were uninhabitable for two weeks causing youth to be relocated to other housing units until temporary repairs were made. Additionally, due to the high winds, the roofing membrane in the El Toyon Cottage pulled up, allowing rain to accumulate in hallways and cause damage to floor tiles.

CAL reports water leakage in Facilities A, B, C, and D housing units, dining and central kitchen as well as in Receiving and Release, the Minimum Support Facility, and in Facility C and D visiting. The water leakage has impacted electrical systems within the buildings and the institution has noted that there is nearly no roof material left on the MSF buildings. The housing units continually develop new leaks from the deteriorated and shrinking roof fabric.

The leaks have disrupted weekend visiting due to falling ceiling tiles and floor tiles coming loose. Due to the leakage in the dining area, the institution has had to provide meals to inmates in their cells or in shifts. In the housing units, electrical circuits and fire alarm control panels have shorted, mold is growing, and inmate property has been damaged. There are slip and fall safety hazards due to standing water. There have been numerous OSHA claims filed due to interior water damage and several inmate grievances filed due to the leaking roofs.

COR reports over 50 cells have water leaks including the dayrooms in several housing units. The kitchen and dining hall in Facilities A, B, and C were severely leaking and the resulting mold growth required closure for several days. In the Minimum Support Facility housing unit, the C and D dormitories were affected by moisture intrusion from several roof leaks throughout the dayroom area. Classrooms and support service offices in Facilities A, B, and C had drywall damage from ceiling leaks and caused programs to be cancelled in Facility A when it rained. Various other buildings including the warehouse, central administration, and visitor building reported leaks from the ceiling and over electrical equipment in the warehouse.

Analysis of Problem

In the 36 month period commencing May 2016 through May 2019, CDCR is projected to complete roof replacements on more than 100 buildings at 27 prisons with roof areas greater than 2 million square feet. Prior to the replacement of the building's roof, active roof leaks led to water intrusion in these buildings. As referenced above, leaking roofs damage a wide range of building systems from electrical, fire alarm, lighting and communication systems. Water intrusion also damages painted surfaces and floors, and result in mold growth. A portion of CDCR's annual facility maintenance budget is allocated to each prison, but in recent years this budget has been inadequate to effectively repair water intrusion as well as address maintenance required by regulatory agencies, maintenance of critical systems such as high voltage electrical, and perform regular repair activities. An additional \$20 million will be allocated in 2018-19 to repair the interiors of the buildings where roof replacements have recently been completed, eliminating the previous water intrusion problem.

E. Outcomes and Accountability

CDCR's preventative maintenance schedules for roofs reflect recommendations from the National Roofing Contractors Association, the Asphalt Roofing Manufacturer's Association, and the Single Play Roofing Institute. CDCR's institutions utilize a computerized maintenance management system to define and track recurring preventative maintenance activities and to record and track repair requirements as necessary. Semi-annual detailed visual inspection is performed of all the roofs' components, including the roofing material, roof drainage components and the weatherproofing materials, along with unscheduled roof maintenance inspections after severe wind and rain events. Unscheduled inspections focus more on identifying potential damage to the roofs which may require emergency repairs.

CDCR's Facility Planning, Construction and Management, Inmate/Ward Labor Program (IWL) will perform the roof replacement work and provide monthly project briefings to ensure accountability for the project. CDCR's Facility Planning, Construction and Management, Facility Asset Management Branch will coordinate evaluation, remediation and repairs of areas damaged by water intrusion.

F. Analysis of All Feasible Alternatives

Alternative 1: Approve \$60.7 million GF in 2018-19 for roof replacements at SATF, SVSP, and VYCF and \$58.2 million in 2019-20 for roof replacements at CAL and COR. In addition, provide one-time funding in the amount of \$20 million GF in 2018-19 to repair interior water damage caused from roof leaks at various facilities.

Pros:

- Reduces disruption to inmate services and rehabilitation programs caused by roof leaks.
- Mitigates safety concerns for inmates and staff.
- Reduces inmate grievances filed due to conditions in the affected buildings.
- Reduces damage to electrical equipment.
- Provides additional employment and training opportunities for inmates through the IWL.
- Allows CDCR to continue to utilize existing special repair funding for ongoing workload of repairs on other infrastructure systems.

Cons:

- Additional GF resources.
- Only funds roof replacements at 5 facilities. Many other prisons need roof replacement beyond what is proposed in this request.

Analysis of Problem

Alternative 2: Approve an annual baseline increase of \$30 million GF to special repair allocation.

Pros:

- Allows CDCR to begin to address critical roof replacement projects.
- Allows CDCR to begin to address its large deferred special repair project backlog of critical infrastructure and building systems projects in future years.

Cons:

- Additional GF expenditures.
- Safety of inmates compromised over a longer period of time due to insufficient funding.

Alternative 3: Approve funding for roof replacements over three fiscal years. Provide funding for SATF and SVSP in 2018-19 in the amount of \$49.5, VYCF and CAL in 2019-20 in the amount of \$35.6, and COR in 2020-21 in the amount of \$33.8.

Pros:

- Mitigates safety concerns for inmates and staff.
- Reduces inmate grievances filed due to conditions in the affected buildings.
- Reduces damage to electrical equipment.
- Provides additional employment and training opportunities for inmates through the IWL.
- Allows CDCR to continue to utilize existing special repair funding for ongoing workload of repairs on other infrastructure systems.

Cons:

- Additional GF expenditures.
- Safety of inmates compromised over a longer period of time due to insufficient funding.

G. Implementation Plan

Procurement for roof replacements in 2018-19 will begin September 2018 and construction for roof replacements will commence in April 2019. Procurement for roof replacements in 2019-20 will begin September 2019 and construction for roof replacements will commence in April 2020.

The \$20 million will be allocated based upon repair estimates provided by each prison for buildings with recent roof replacements. This funding will address the material and labor cost for these repairs.

H. Recommendation

Approve Alternative 1: \$60.7 million GF in 2018-19 for roof replacements at SATF, SVSP, and VYCF and \$58.2 million in 2019-20 for roof replacements at CAL and COR. In addition, provide one-time funding in the amount of \$20 million to repair interior water damage caused from roof leaks at various institutions.