

STATE OF CALIFORNIA
Budget Change Proposal - Cover Sheet
 DF-46 (REV 10/20)

Fiscal Year 2022-23	Business Unit 5225	Department California Department of Corrections and Rehabilitation	Priority No.
Budget Request Name 5225-083-BCP-2022-GB		Program 4550-Adult Corrections and Rehabilitation Operations- Institution Administration	Subprogram 4550059-Fac Plan & Const Mgmt Special Repairs

Budget Request Description
 Roof Replacement Design and Construction

Budget Request Summary

The California Department of Corrections and Rehabilitation requests \$2 million General Fund in 2022-23 for the design phase and \$71 million General Fund in 2023-24 for the construction phase of roof replacements at the California Institution for Men and California Medical Facility.

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 No	Code Section(s) to be Added/Amended/Repealed	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 Michelle Weaver	Date 1/10/2022	Reviewed By Madelynn McClain	Date 1/10/2022
Department Director Dean L. Borg	Date 1/10/2022	Agency Secretary Kathleen Allison	Date 1/10/2022

Department of Finance Use Only

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

PPBA Justin Adelman	Date submitted to the Legislature 1/10/2022
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Analysis of Problem

A. Budget Request Summary

The California Department of Corrections and Rehabilitation (CDCR) requests \$2 million General Fund in 2022-23 for the design phase and \$71 million General Fund in 2023-24 for the construction phase of roof replacements at the California Institution for Men (CIM) and the California Medical Facility (CMF). Roof replacements are necessary due to deteriorated conditions of existing roofs that severely impact housing conditions and incarcerated individuals' access to services and rehabilitation programs.

B. Background/History

California experienced unprecedented levels of precipitation in 2016-17 and 2018-19, comparable with the wettest season ever recorded in California in 1982-83. Several storms included heavy 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. Roofs at CIM and CMF have been identified as near or beyond their useful life based on age and condition, where several buildings have experienced water intrusion. The institutions have provided interim repairs and maintenance; however, the previous heavy rain seasons have further deteriorated the aging institution roofs and have caused significant infrastructure damage.

CDCR's annual baseline Special Repair (SR) funding is \$26 million for adult institutions. The 2021 Budget Act includes \$100 million one-time Deferred Maintenance (DM) funding to help address the critical infrastructure repair and replacement projects and, while significant, CDCR DM projects far exceed this amount. Redirecting DM funding to support roof replacement projects would affect CDCR's ability to fix other critical infrastructure needs. The 2017, 2018, 2019, 2020, and 2021 Budget Acts provided additional funding for various roof replacement projects at adult institutions identified below:

Institution	Amount of Funding Appropriated	Phase	Budget Act
California Correctional Institution, Pleasant Valley State Prison, and Salinas Valley State Prison	\$34.9 million	Construction	2017
Calipatria State Prison; Central California Women's Facility; and California State Prison, Corcoran	\$2.1 million	Design	2018
Substance Abuse Treatment Facility and Salinas Valley State Prison	\$49.5 million	Construction	2018
Calipatria State Prison; Central California Women's Facility; and California State Prison, Corcoran	\$80.7 million	Construction	2018
California State Prison, Solano and High Desert State Prison	\$2 million	Design	2019
California State Prison, Solano and High Desert State Prison	\$69.7 million	Construction	2019
California State Prison, Sacramento	\$1 million	Design	2020

Institution	Amount of Funding Appropriated	Phase	Budget Act
California State Prison, Sacramento	\$39.6 million	Construction	2020
California State Prison, Los Angeles County	\$1 million	Design	2021
California State Prison, Los Angeles County	\$32.6 million	Construction	2021

Resource History
(Dollars in thousands)

Program Budget	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22
Authorized Expenditures	\$81,000	\$60,900	\$95,600	\$133,700	\$96,700	\$166,600
Actual Expenditures	\$81,000	\$60,900	\$95,600	\$133,700	\$96,700	\$166,600

C. State Level Consideration

This proposal supports the Administration's policies, priorities, and initiatives to comply and complete requirements associated with ongoing court cases, including increasing the delivery of program and rehabilitative services, and enhancing conservation measures and sustainable design. This proposal supports CDCR's Organizational Goals in Risk Management/Organizational Effectiveness as well as CDCR's Programmatic Goals in Health Care Delivery by replacing the roofs prior to costly catastrophic failure.

D. Justification

Wind-driven storms and sustained rainfall have battered CDCR's prisons and wreaked havoc within buildings with deteriorated roofing systems that have been identified as near or past their useful life. Failures of roofs and building systems at the institutions can significantly affect CDCR's ability to provide basic services such as feeding and housing the incarcerated individual population. In addition, health care services and rehabilitative programs need adequate physical space and infrastructure to provide necessary services and programs. These critical functions are negatively impacted when roofs and building systems fail. When medical facilities are closed, health care services become backlogged. Delays in finishing rehabilitative programs impede incarcerated individuals' ability to earn credits for completion of such programs, potentially resulting in longer than necessary prison time for incarcerated individuals.

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. Water leaks in roofs often occur in pathways created by electrical and communication conduits. Leaking water travels into light fixtures and down walls into power outlets within cells, creating dangerous conditions for staff and incarcerated individuals. 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 the loss of lighting and power in a cell renders the cell unusable.

CIM and CMF were identified as having significant roof damage. CIM reported roof leaks in Facilities A, B, C, and D. These areas include medical offices and treatment spaces, housing, dining, education, gymnasium, and administrative offices. Several Facility C housing units are experiencing water intrusion, causing damage to lighting, insulation and equipment, and creating slip and fall

hazards. Multiple classrooms in Facility D cannot be used due to water damage to the ceilings, lighting, and flooring.

CMF reported roof leaks in the kitchen/dining spaces, chapel, and several housing units. These areas include the front office of the kitchen, dry storage area, housing unit entrances, and a dayroom area that includes damage to ceiling tiles, sheetrock, and paint. Additionally, during the rainy season, these leaks create slip and fall hazards in the housing unit entrances and pathways to cells.

By appropriating funding specifically for roof replacements, CDCR is able to utilize the annual SR funding on the needed repair of other prison infrastructure systems. Without this dedicated funding for roof replacements, CDCR would need to commit more of its annual SR funding to roofs, negatively impacting CDCR's ability to fix other critical infrastructure needs, such as water conservation projects (e.g., leaking hydronic loops resulting in significant water loss); regulatory compliance issues (e.g., damaged pond liners resulting in costly mitigation efforts); electrical power distribution, generator backup and transfer switching systems; heating and cooling plant boilers, chillers, and cooling towers; and health and safety systems (e.g., fire, nurse call, and personal distress alarms); building heating, ventilation, and air conditioning components; and building electrical systems.

CDCR has prepared a phased schedule for statewide institution roof replacements that prioritizes roof replacements at prisons housing significant high risk medical populations and those providing accessible housing. Roof replacements at CIM and CMF have been prioritized as the next institutions to be replaced based on the statewide prioritization list.

E. Outcomes and Accountability

CDCR's Inmate/Ward Labor (IWL) Program will perform the roof replacement work and provide monthly project briefings to track progress of the project. CDCR continuously evaluates design and construction efforts on the locations currently under construction to identify lessons learned that will be incorporated into projects currently under design and improve construction quality and efficiency. CDCR's preventive maintenance schedules for roofs reflect recommendations from the National Roofing Contractors Association, the Asphalt Roofing Manufacturers Association, and the Single Ply Roofing Industry.

CDCR's institutions use a computerized maintenance management system to define and track recurring preventive maintenance activities, and to record and track repair requirements as necessary. Semi-annual detailed visual inspection is performed of all roof components, including roofing material, roof drainage components and weather proofing materials. The Department also performs roof maintenance inspections after severe wind and rain events to identify potential damage to roofs, which may require emergency repairs.

F. Analysis of All Feasible Alternatives

Alternative 1: Provide \$2 million General Fund in 2022-23 for the design phase and \$71 million General Fund in 2023-24 for the construction phase of roof replacements at CIM and CMF.

Pros:

- Prevents disruption due to unusable spaces and allows flexibility in responding to mission critical program needs while maintaining established schedules.
- Mitigates building safety concerns for incarcerated individuals and staff.
- Reduces grievances filed by incarcerated individuals due to conditions in the affected buildings.
- Reduces further damage to electrical equipment.

- Provides additional employment and training opportunities for incarcerated individuals through the IWL Program.
- Allows CDCR to continue to use existing SR funding for ongoing workload of repairs on other infrastructure systems.

Cons:

- Results in expenditure of additional General Fund resources.

Alternative 2: Use existing SR funding for roof repair.

Pros:

- Uses existing resources.
- Does not require additional General Fund resources.

Cons:

- Redirecting SR funding for the design of the roofing projects would increase the risk of a major system or building failure requiring emergency repairs as CDCR would not be able to address other critical repair needs if funds are used for roof repairs.
- There is not enough funding appropriated to the SR budget to address the construction phase of this project (\$26 million SR budget vs. \$71 million construction phase).

Alternative 3: Provide \$1 million General Fund in 2022-23 for the design phase of roof replacements at CIM and \$48 million General Fund in 2023-24 for the construction phase of roof replacements at CIM.

Pros:

- Prevents disruption due to unusable spaces and allows flexibility in responding to mission critical program needs while maintaining established schedules.
- Mitigates building safety concerns for incarcerated individuals and staff.
- Reduces grievances filed by incarcerated individuals due to conditions in the affected buildings.
- Reduces further damage to electrical equipment.
- Provides additional employment and training opportunities for incarcerated individuals through the IWL Program.
- Allows CDCR to continue to use existing SR funding for ongoing workload of repairs on other infrastructure systems.

Cons:

- Results in expenditure of additional General Fund resources.
- Does not provide funding for roof replacements at CMF.

G. Implementation Plan

Design for roof replacements at CIM and CMF will begin in July 2022. Procurement for roof replacements will begin September 2023 and construction for roof replacements will commence in April 2024.

H. Supplemental Information

Attachment A: CDCR Roof Replacement Needs

I. Recommendation

Approve Alternative 1: Provide \$2 million General Fund in 2022-23 for the design phase and \$71 million General Fund in 2023-24 for the construction phase of roof replacements at CIM and CMF.

CDCR Roof Replacement Needs

Phase	Institution	Cost ¹
1	California Institution for Men	\$47,952,000
	California Medical Facility	\$23,085,000
2	R.J. Donovan Correctional Facility	\$50,796,000
	Wasco State Prison	\$40,936,000
3	Mule Creek State Prison	\$31,348,000
	North Kern State Prison	\$45,220,000
4	Valley State Prison	\$36,176,000
	Centinela State Prison	\$37,876,000
5	Avenal State Prison	\$31,484,000
	Folsom State Prison	\$26,163,000
6	Correctional Training Facility	\$52,488,000
	Sierra Conservation Center	\$22,518,000
7	Pelican Bay State Prison	\$51,748,000
Total:		\$497,790,000

Current Funded Roof Replacements	
Calipatria State Prison	Central California Women's Facility
California State Prison, Corcoran	High Desert State Prison
California State Prison, Los Angeles County	Ironwood State Prison
California State Prison, Sacramento	Pleasant Valley State Prison
California State Prison, Solano	Salinas Valley State Prison
California Correctional Institution (partial)	Substance Abuse Treatment Facility

**Roof replacements at the following institutions will be addressed through the annual Special Repair Program as needed:*

- *California Correctional Institution*
- *California Health Care Facility*
- *California Institution for Women*
- *California Men's Colony*
- *California Rehabilitation Center*
- *Chuckawalla Valley State Prison*
- *Folsom Women's Facility*
- *Kern Valley State Prison*
- *San Quentin State Prison*

¹All costs are based on 2023-24 cost estimates. The costs for Phases 2-8 do not include escalation because the date each phase would receive funding is undetermined.

BCP Fiscal Detail Sheet

BCP Title: Roof Replacement Design and Construction

BR Name: 5225-083-BCP-2022-GB

Budget Request Summary

Operating Expenses and Equipment

Operating Expenses and Equipment	FY22 Current Year	FY22 Budget Year	FY22 BY+1	FY22 BY+2	FY22 BY+3	FY22 BY+4
5324 - Facilities Operation	0	2,000	71,037	0	0	0
Total Operating Expenses and Equipment	\$0	\$2,000	\$71,037	\$0	\$0	\$0

Total Budget Request

Total Budget Request	FY22 Current Year	FY22 Budget Year	FY22 BY+1	FY22 BY+2	FY22 BY+3	FY22 BY+4
Total Budget Request	\$0	\$2,000	\$71,037	\$0	\$0	\$0

Fund Summary

Fund Source

Fund Source	FY22 Current Year	FY22 Budget Year	FY22 BY+1	FY22 BY+2	FY22 BY+3	FY22 BY+4
State Operations - 0001 - General Fund	0	2,000	71,037	0	0	0
Total State Operations Expenditures	\$0	\$2,000	\$71,037	\$0	\$0	\$0
Total All Funds	\$0	\$2,000	\$71,037	\$0	\$0	\$0

Program Summary

Program Funding

Program Funding	FY22 Current Year	FY22 Budget Year	FY22 BY+1	FY22 BY+2	FY22 BY+3	FY22 BY+4
4550059 - Fac Plan & Const Mgmt Special Repairs	0	2,000	71,037	0	0	0
Total All Programs	\$0	\$2,000	\$71,037	\$0	\$0	\$0