

Memorandum



Date: September 18, 2020

Agenda Item No. 2(B)3

October 6, 2020

To: Honorable Chairwoman Audrey M. Edmonson
and Members, Board of County Commissioners

From: Carlos A. Gimenez
Mayor

A handwritten signature in blue ink, appearing to read "Carlos A. Gimenez", written over the printed name of the Mayor.

Subject: Review of Miami-Dade County's Need for a Replacement Detention Facility and
Recommended Funding Model, Response to Resolution No. R-1295-18

This report provides additional information to the previous report prepared in response to Resolution No. R-1295-18, which directed the County Mayor or County Mayor's designee to review the current and future facility needs of Miami-Dade Corrections and Rehabilitation Department (MDCR) along with the financial capacity of the County to determine how to best execute the construction of a replacement detention facility. The report incorporates instructions provided by the Board of County Commissioners (Board) during the Replacement Jail Briefing held on June 30, 2020. The Resolution also directed the County Mayor or County Mayor's designee to make a recommendation on whether the replacement detention facility should be designated as a P3 Qualifying Project under Section 2-8.2.6 of the County Code.

MDCR Facility Needs Assessment

MDCR operates the eighth largest jail system in the United States, with an Average Daily Population (ADP) in 2019 of 4,300 inmates housed in four detention facilities: Metro West Detention Center (MWDC), Turner Guilford Knight Correctional Center (TGK), Pre-Trial Detention Center (PTDC), and the Boot Camp Program (BCP). The facilities, all built between 1959 and 1991, require significant improvements to address not only the aging infrastructure, but also to meet modern standards for inmate medical and mental health care, suicide prevention, and rehabilitative programs.

PTDC, built in 1959, is MDCR's oldest, populated facility and currently requires an estimated \$30 million to address significant life safety and structural integrity issues and to bring the facility into compliance with the 40, 50, and 60-year recertification requirements. Although the funding is available through voter-approved Building Better Communities – General Obligation Bond Project No. 195, the current capital plan is solely intended to maintain the facility in a safe condition for continued occupancy and does not address important concerns related to an antiquated design and poor environment for both inmates and staff.

In addition to the costly capital investment needed to sustain the County's aged jail facilities, annual operating costs continue to grow as the Department strives to meet the provisions of the U.S. Department of Justice Settlement and Consent Agreements and a changing philosophy of inmate treatment and care in the Corrections field. The newer standards of inmate management require enhanced supervision, improved medical and mental health services, and better access to programs, all of which are negatively impacted by the functional deficiencies and limitations of the current facilities. Although PTDC presents the greatest challenge, additional staffing is required at all facilities, to some extent, to compensate for these operational deficiencies.

Replacement Detention Center Design Concept and Costs

The construction of a replacement detention facility in Miami-Dade County, with the incorporation of modern design elements and state-of-the-art security technology, would substantially improve inmate housing conditions and the working environment of staff by replacing the County's oldest facility, PTDC, and would produce a recurring estimated savings of \$35 million in annual personnel and operating costs, which could be used to pay the debt service on bonds that would finance the projected \$448 million replacement detention center. The estimated operating and construction costs began as part of a

comprehensive Corrections Master Plan Study conducted by County staff that expanded on the Criminal Courts and Corrections Facilities Master Plan Study produced by County consultants.

As part of the initial County Study, a proposed staffing plan was developed for the replacement detention center, based on actual staffing at one of the most efficiently designed and operated detention centers in the country, the Orange County Booking and Release Center (BRC) in Orlando, Florida. The plan also accounted for staff reductions resulting from operational changes at the other two facilities, TGK and MWDC, as well as the Transportation Bureau, Hospital Services Unit, and Court Services Bureau. In total, the 3,022 positions currently required by MDCR could be reduced by an estimated 330 positions (11 percent), based on the new operating model. With advanced planning, this reduction in positions would be accomplished through attrition, without layoffs, and phased in a manner to ensure the safety of MDCR staff and the inmates in their custody.

Pursuant to the request from the Board, MDCR assessed various site locations, including County-owned vacant land. The review of County-owned vacant land indicated that any vacant site with sufficient acreage to meet the needs of MDCR was significantly distant from other MDCR facilities, and the Courts. MDCR identified five potential sites for construction of a replacement detention center and developed two different scenarios. Scenario one was a hybrid plan with the construction of a 1,400-bed detention facility on one site location, and the construction of a second 556-bed facility with the intake and release function, four courtrooms, medical housing, central support services building, inmate programming, video visitation facility, administrative offices and parking garage on the TTC site. The second scenario was a consolidated plan with the construction of a 1,400-bed detention facility, 556-bed intake and release facility, four courtrooms, medical housing, central support services building, inmate programming, video visitation facility, administrative offices and parking garage on the same site. Both scenarios included the construction of a secured Sally Port adjacent to the Richard E. Gerstein (REG) Criminal Courthouse for ingress and egress of inmates attending REG court after PTDC is demolished.

After consideration of the five site locations, two scenarios, and direction from the Board, the following option is provided for Board consideration. The hybrid plan has been revised and includes the construction of a 1,956 (1,400+556) bed detention facility and one courtroom on the MWDC site; the construction of the intake and release function, four courtrooms, central support services, inmate programming, video visitation facility, and administrative offices and parking garage, without any new inmate beds on the TTC site; and the construction of a secured Sally Port adjacent to the REG Courthouse after PTDC is demolished.

Revised Hybrid Plan	
METRO WEST DETENTION CENTER	TRAINING AND TREATMENT CENTER
1,956 inmate bed facility	Administrative Offices (MDCR and criminal justice partners)
One Courtroom	Four Courtrooms
	Centralized Intake/Release Center
	Central Support Building (laundry and inmate food)

The co-location of a centralized intake and release center with courtrooms is essential to an efficient jail operation and significantly minimizes transportation of inmates. This revised hybrid plan remains optimal

based on current zoning designations of correctional use of the MWDC site, locations in industrial/commercial areas, distance from residential areas, highway access and reduction of inmate transportation, both by the County and municipalities throughout the County. Adoption of this plan is contingent upon acquisition of the land from the State and approval by the Department of Regulatory and Economic Resources. The construction costs for the similar hybrid plan of the replacement detention facility provided to the Board during the Jail Replacement Briefing on June 30, 2020 totaled \$443 million. The estimated construction cost is \$448 million and is a Rough Order of Magnitude Estimate based on the revised hybrid plan. Increases to the estimated construction costs are based on a shift in inmate housing design with the majority of inmate housing being podular design instead of dormitory-style design to better manage the inmate population in the event of a future similar pandemic as well as the additional courtroom required at MWDC site. Cost estimates should only be used as a budgetary reference since more accurate estimated costs will be determined after minimum requirements and proposed construction documents are developed.

Recommended Funding Model

As noted earlier, annual savings of approximately \$35 million is expected once the replacement detention complex is constructed and fully in use. These operational savings will be generated by a much more effective posting of correctional officers because of efficient jail design and state-of-the art technology; reduced inmate transport needed due to the onsite location of four courtrooms; and the operational efficiencies from having a new Central Support Services building which will provide food and laundry services and the reduction of the leases from the consolidation of operational and administrative areas.

Funding for this project is only available through the issuance of County bonds to pay for the anticipated construction costs of the detention complex and its repayment only possible through the associated operational savings. The operational savings, which can only be realized from the reduction of required operational posts in a more efficiently designed jail, would pay the bond once the replacement jail is fully operational. Once the detention center complex is constructed and fully operational, the existing and aged PTDC can be demolished, thereby freeing up significant space (approximately 2.7 acres) at the Civic Center, which will greatly increase development options for the area to be evaluated by a future Board of County Commissioners. Additionally, the construction of administrative offices at the TTC site would allow for the consolidation of operations including the Women's Detention Center (WDC) to be moved. The value of these two sites (\$21 million) can be utilized to offset the future debt service associated with the replacement jail. The PTDC site is estimated to be valued at \$16.6 million as is, and \$26.6 million if rezoned, and the WDC site is estimated to be valued at \$5 million.

P3 Delivery Method

In accordance with Resolution No. R-1295-18, the Administration considered different delivery options for the construction of a replacement detention facility, including a public-private project (P3) delivery. Specifically, the Administration reviewed the current and future needs of MDCR's facilities in consideration of whether the private sector should design, finance, construct, and maintain any or all of them. It would not be financially nor operationally beneficial to the County for the maintenance operations of MDCR to be privatized. Currently, MDCR employs 78 full-time maintenance repairers who are qualified in every building trade and maintain all aspects of MDCR facilities. This has been determined to be the most cost-effective approach since all contracted staff require a security escort by MDCR for any work done within MDCR facilities. With the safety and security of inmates, staff, and contractors as a paramount priority for the County, this best practice procedure of security escorts would add significantly

to the costs of any privatized maintenance contract. Accordingly, a design-build contract that benefits from the County's lower financing rates is recommended for a replacement jail facility.

Should you require additional information, please contact Tara C. Smith, Director, Internal Services Department, or Daniel Junior, Director, Miami-Dade Corrections and Rehabilitation Department.

- c: Honorable Bertila Soto, Chief Judge, Eleventh Judicial Circuit
- Honorable Harvey Ruvlin, Clerk of the Courts
- Honorable Katherine Fernandez-Rundle, State Attorney
- Honorable Carlos J. Martinez, Miami-Dade Public Defender
- Abigail Price-Williams, County Attorney
- Geri Bonzon-Keenan, First Assistant County Attorney
- Office of the Mayor Senior Staff
- Jennifer Moon, Deputy Mayor/Director, Office of Management and Budget
- Tara C. Smith, Director, Internal Services Department
- Daniel Junior, Director, Miami-Dade Corrections and Rehabilitation Department