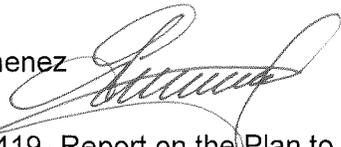


# Memorandum



**Date:** October 15, 2014

**To:** Honorable Chairwoman Rebeca Sosa  
and Members, Board of County Commissioners

**From:** Carlos A. Gimenez  
Mayor 

**Subject:** Directive 132419- Report on the Plan to Avoid Concentrating the Release of Inmates

The following report is provided pursuant to Resolution R-133-14, adopted by the Board of County Commissioners on February 4, 2014, directing the development of a comprehensive plan to avoid concentrating the release of County correctional inmates into a small number of County districts.

## Background

The Pre-Trial Detention Center (PTDC), which opened in 1961, was designed to book and release only 80 inmates daily. Over time, it became apparent that the booking/release function at PTDC was not designed to operate at higher inmate levels such as the current average of 240 inmates daily or 1 inmate every 6 minutes. Turner Guildford Knight Correctional Center (TGK) opened in 1989 to provide a centrally located intake facility for police departments, as well as to process the increased number of inmates. For over 20 years, Miami-Dade Corrections and Rehabilitation Department had dual booking and release locations: PTDC and TGK.

In an effort to improve the jail booking process, Miami-Dade Corrections and Rehabilitation Department (MDCR) embarked on a project to create a completely centralized intake and release function. In order to accomplish this, all booking and release functions were suspended at TGK on October, 2010 for the remodeling effort. As such, there had been no inmates released from that facility during this period. This project consolidated the intake processing, inmate classification, records keeping, inmate property storage, provided a law enforcement officer (LEO) lobby in a centrally located facility and was designed to release inmates from custody from a central location. The new Centralized Intake Center at TGK began in June, 2013. Efficiencies have resulted from the video court function, medical screening at TGK upon its re-opening as an intake operation, and the open booking function reducing in-cell requirement previously experienced at PTDC.

From 1989 to 2013, over 289,000 inmates have been released from TGK, except for the two year period when inmate releases were suspended during the construction project, with no known or minimal adverse community events. Despite this, concerns were expressed by the Village of Virginia Gardens regarding persons newly released from TGK in their municipal boundaries. Table 1 indicates the total number of inmates released by release location and type of release.

Table 1. **Number of Inmates Released by Month and Type**

	Released to Street from TGK	Transported from TGK to PTDC	Released to Street from PTDC	Released to Street from Courts
October	2,065	1456	1,330	209
November	779	2776	817	221
December	884	2869	762	231
January	1,020	2621	595	385
February	977	2880	559	291
March	2,337	2377	520	418
April	2,155	2591	483	522
<b>Total</b>	<b>10,217</b>	<b>17,570</b>	<b>5,066</b>	<b>2,277</b>

MDCR developed a plan to transport released inmates without a person to pick them up from TGK to PTDC to increase their access to public transportation available in the Civic Center area. An analysis of the transportation of these inmates from TGK to PTDC for the period October 16, 2013 to April 31, 2014, as indicated in Table 2, has resulted in \$482,000 in unbudgeted overtime costs and \$12,000 in fleet costs, and is projected to reach over \$950,000 if the current practice remains unchanged.

**Table 2. Total Number of Inmates Transported from TGK to PTDC by Month and Time Period**

	6:00 AM - 9:00 PM	9:01 PM - 5:59 AM	Total
October	1,124	332	1,456
November	1,863	913	2,776
December	2,134	735	2,869
January	1,746	875	2,621
February	1,942	938	2,880
March	1,976	401	2,377
April	1,902	689	2,591
<b>Total</b>	<b>12,687</b>	<b>4,883</b>	<b>17,570</b>

MDCR has evaluated the feasibility of scheduling the release of inmates from TGK to be consistent with the public transportation schedule (approximately 5:00 am to 10:00 pm). Table 3 depicts the daily average number of inmates transported from TGK to PTDC for release by time period. As Table 3 indicates, there can be as many as 34 persons ready for release between 9:00 pm and 6:00 am. It is important to emphasize that the design of the Centralized Intake Center was predicated on national best practices which provides for the continual release of the persons eligible for release meeting their bond obligations or satisfying their local charges. As such, MDCR has limited areas to stage persons ready for release without impacting the arrest, booking and processing areas. Additionally, law enforcement events producing mass arrests will further pose challenges on current space limitation if inmates are not continually released.

**Table 3. Average Daily Inmates Transported by Month and Time Period**

Average Per Day Per Time	6:00 AM - 9:00 PM	9:01 PM - 5:59 AM
October	70	21
November	62	30
December	69	24
January	56	28
February	69	34
March	64	13
April	63	23

**Best Practices Analysis**

MDCR conducted a comprehensive best practice analysis of inmate release practices of other correctional agencies. In order to obtain as many responses as possible, MDCR posted its query on the Large Jail Network, the Florida PAC, and National Institute of Corrections bulletin boards. Sixteen agencies responded including Alameda County Sheriff's Office, Broward Sheriff's Office, Jacksonville Sheriff's Office, Los Angeles Sheriff's Office, Orange County Corrections Department, New York Department of Corrections, and Pinellas County Sheriff's Office. Of the 16 agencies, 6 or 38% have an average daily inmate population of over 3,000, 3 or 19% have an average daily inmate population of over 2,000 but less than 3,000, and 5 or 31% have an average daily inmate population of over 1,000 but less than 2,000; MDCR has an average daily inmate population of 4,600. The results of the attached best practices can be summarized below and indicates that the majority of correctional agencies release inmates from a centralized location, 24 hours a day, regardless if the inmate has available transportation.

### **Release Function Location**

- 56% (9) of the agencies release from a centralized area where inmates are released from a single location.
- 44% (7) of the agencies release from decentralized areas with 5 agencies releasing from 2 locations and 2 agencies releasing from 3 locations.
- All agencies released from their designated release area(s) and did not provide inmate transportation to another location.

### **Type of Areas Where the Release Function Occurs (Residential, Commercial, Downtown, or Rural)**

- 75% (12) of the agencies release inmates into a single type of area.
  - 17% (2) of the agencies release inmates only into residential areas.
  - 50% (6) of the agencies release inmates only into commercial areas.
  - 25% (3) of the agencies release inmates only into their downtown area.
  - 8% (1) of the agencies release inmates only into a rural area.
- 25% (4) of the agencies' release function occurs in multiple types of areas.
  - Broward County (Florida) Sheriff's Office releases inmates into residential, commercial and downtown areas.
  - Lee County (Florida) Sheriff's Office releases inmates into commercial and downtown areas.
  - Lubbock County (Texas) Detention Center releases inmates into residential and commercial areas.
  - New York City Department Corrections releases inmates into residential, commercial and downtown areas.

### **24-Hour Release or Defined Release Schedule**

- 75% (12) of the agencies release inmates 24 hours a day
- 25% (4) of the agencies release inmates on a defined schedule based on specific parameters.
  - Los Angeles Sheriff's Office (California) releases males 24 hours a day, but releases female inmates between the hours of 6:00 am to 10:00 pm.
  - Palm Beach County Sheriff's Office (Florida) releases inmates between 6:00 am and 11:00 pm and from 11:00 pm to 6:00 am only if someone is available to pick them up.
  - Washoe County Sheriff's Office (Nevada) releases inmates in the evening hours only if they have transportation.
  - San Joaquin County Sheriff's Office (California) releases the majority of their inmates on a defined schedule of 8:30 am, 12:30 pm, and 8:30 pm.

### **Inmates Released Regardless of Availability of Transportation**

- 63% (10) of the agencies release inmates regardless of the availability of private/personal transportation.
- 38% (6) of the agencies do not release inmates if private/personal transportation is unavailable.
- 56% (9) of the agencies provide public transit passes to the inmates upon release.
- 44% (7) of the agencies do not provide public transit passes to the inmates upon release.

**Availability of Public Transportation**

A meeting was held on March 13, 2014 between MDCR and the Miami-Dade Transit (MDT) regarding the feasibility of adjusting bus routes to increase the availability of public transportation for newly released inmates. PTDC is located within the Civic Center/Health District which has transit connections to the Central Business District (Downtown Miami area). The Central Business District is considered the focal point of the Miami-Dade transportation system providing five of the eight overnight routes operating hourly services throughout Miami-Dade County. These include Route 3 via Biscayne Boulevard, Route 11 via Flagler Street, and Route S via Collins Avenue to Miami Beach (Attached). Additionally, Route 246/Night Owl provides service through the Civic Center area continuing along NW 22<sup>nd</sup> Avenue to 167<sup>th</sup> Street, and Route 500/Midnight Owl runs along US-1 serving every Metrorail station, connecting with the Route 38/Busway Max at the Dadeland South station (Attached). The area of TGK is served by Route 36, which runs from 5:05 am to 9:54 pm and Route 73, which runs from 4:54 am to 10:24 pm. The additional annual cost of providing 24-hour service for Route 36 is approximately \$1,058,492 and for Route 73 is estimated at \$1,105,155 for a total annual cost of \$2,164,000. Providing 24-hour service to both Routes 36 and 73 would allow for transfer connections to other routes that are already operational 24 hours a day. Currently, Bus Route 73 connects with Route 11 at Flagler Street and Route 38 at the Dadeland South Metrorail station. Bus Route 36 connects with Route 3 at Biscayne Boulevard and Route 27 at 27<sup>th</sup> Avenue. MDT continues to work cooperatively with MDCR by providing free bus passes, if needed, to persons newly released. Bus route guides will also be available to newly released persons.

A thorough review has been conducted of the best practices of correctional agencies throughout the nation, as well as discussions with MDT regarding possible extended hours for certain bus routes. The best practice analysis indicates that correctional agencies release inmates from their designated locations with the majority of agencies releasing from one centralized location, 24 hours a day regardless of whether public transportation is available. It is important to emphasize that a person released from a correctional agency cannot be compelled to be transported by that agency to another location as they are free persons. Therefore, any inmate release plan requires that the person's release take place from one of the MDCR facilities with viable public transportation in close proximity. The plan should also be consistent with the best practices of other jail systems throughout the nation, best meet operational parameters and be financially prudent.

While the best option to achieve the equitable distribution of newly released persons throughout the County would be access to 24-hour bus service to facilitate their return home, the expansion of the necessary bus routes would cost an additional \$2,164,000 annually, which is not funded in MDT's FY 2014-2015 budget. Additionally, since persons released are free, they cannot be compelled to utilize public transportation.

Therefore, effective October 13, 2014, MDCR releases persons from TGK, the designated release center, between the hours of 6:00 am to 9:00 pm regardless of availability of personal transportation, and transfers persons who are eligible for release after 9:00 pm but without personal transportation to PTDC to facilitate their access to 24-hour public transportation services.

c: Robert A. Cuevas, Jr., County Attorney  
Russell Benford, Deputy Mayor  
Alina Hudak, Deputy Mayor  
Marydell Guevara, Director, MDCR  
Ysela Llor, Director, Miami-Dade Transit  
Charles Anderson, Commissioner Auditor  
Christopher Agrippa, Clerk of the Board