

MEMORANDUM

Agenda Item No. 11(A)(5)

TO: Honorable Chairman Jose "Pepe" Diaz
and Members, Board of County Commissioners

DATE: July 8, 2021

FROM: Geri Bonzon-Keenan
County Attorney

SUBJECT: Resolution directing the County Mayor to implement plan for the in-house provision of inmate laundry services by the Miami-Dade Corrections and Rehabilitation Department, and to include the funding of said plan as part of the County Mayor's proposed fiscal year 2021-2022 County budget

Resolution No. R-666-21

The accompanying resolution was prepared and placed on the agenda at the request of Prime Sponsor Commissioner Sally A. Heyman.



Geri Bonzon-Keenan
County Attorney

GBK/uw



MEMORANDUM

(Revised)

TO: Honorable Chairman Jose "Pepe" Diaz
and Members, Board of County Commissioners

DATE: July 8, 2021

FROM: 
Gen Bonzon-Keenan
County Attorney

SUBJECT: Agenda Item No. 11(A)(5)

Please note any items checked.

- ☐ "3-Day Rule" for committees applicable if raised
- ☐ 6 weeks required between first reading and public hearing
- ☐ 4 weeks notification to municipal officials required prior to public hearing
- ☐ Decreases revenues or increases expenditures without balancing budget
- ☐ Budget required
- ☐ Statement of fiscal impact required
- ☐ Statement of social equity required
- ☐ Ordinance creating a new board requires detailed County Mayor's report for public hearing
- ☐ No committee review
- ☐ Applicable legislation requires more than a majority vote (i.e., 2/3's present ____, 2/3 membership ____, 3/5's ____, unanimous ____, CDMP 7 vote requirement per 2-116.1(3)(h) or (4)(c) ____, CDMP 2/3 vote requirement per 2-116.1(3)(h) or (4)(c) ____, or CDMP 9 vote requirement per 2-116.1(4)(c)(2) ____ to approve
- ☐ Current information regarding funding source, index code and available balance, and available capacity (if debt is contemplated) required

Approved _____ Mayor
Veto _____
Override _____

Agenda Item No. 11(A)(5)
7-8-21

RESOLUTION NO. _____ R-666-21

RESOLUTION DIRECTING THE COUNTY MAYOR OR THE COUNTY MAYOR'S DESIGNEE TO IMPLEMENT PLAN FOR THE IN-HOUSE PROVISION OF INMATE LAUNDRY SERVICES BY THE MIAMI-DADE CORRECTIONS AND REHABILITATION DEPARTMENT, AND TO INCLUDE THE FUNDING OF SAID PLAN AS PART OF THE COUNTY MAYOR'S PROPOSED FISCAL YEAR 2021-2022 COUNTY BUDGET

WHEREAS, the Miami-Dade Corrections and Rehabilitation Department ("MDCR") is responsible for ensuring clean laundry, including uniforms, blankets, and towels, are provided to the inmate population; and

WHEREAS, this responsibility results in approximately 1,560,000 pounds of laundry annually; and

WHEREAS, Miami-Dade County currently procures laundry services for MDCR's inmate population from an external vendor through an emergency contract, which has been extended multiple times; and

WHEREAS, the County has been not been successful in procuring laundry services from outside vendors through a competitive process; and

WHEREAS, the current vendor has indicated they are implementing a price increase for laundry services; and

WHEREAS, the administration has submitted a report dated June 4, 2021 ("Report"), which is attached as Exhibit A to this Resolution, evaluating the feasibility of transitioning all inmate laundry services in-house; and

WHEREAS, the Report concludes that MDCR can fully transition laundry services in-house provided site location needs, equipment needs, and workload and staffing needs are met; and

WHEREAS, the Report notes that implementing a plan to fully transition laundry services in-house would require upfront capital costs, but those costs would be offset with savings over a four-year period; and

WHEREAS, fully transitioning inmate laundry services in-house would not only realize long-term cost savings, but would also allow MDCR to ensure continuity of service without relying on a third party; and

WHEREAS, this Board wishes to fully transition inmate laundry services in-house and ensure that funding is allocated for the implementation of such a plan in the upcoming fiscal year,

NOW, THEREFORE, BE IT RESOLVED BY THE BOARD OF COUNTY COMMISSIONERS OF MIAMI-DADE COUNTY, FLORIDA, that this Board:

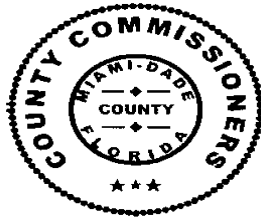
Section 1. Directs the County Mayor to implement a plan, as detailed in the June 4, 2021 Report attached as Exhibit A to this Resolution, for the in-house provision of inmate laundry services by the Miami-Dade Corrections and Rehabilitation Department.

Section 2. Directs the County Mayor to include the funding of said plan as part of the County Mayor's proposed fiscal year 2021-2022 County budget when submitted to this Board for approval.

The Prime Sponsor of the foregoing resolution is Commissioner Sally A. Heyman. It was offered by Commissioner **Rebeca Sosa**, who moved its adoption. The motion was seconded by Commissioner **Joe A. Martinez** and upon being put to a vote, the vote was as follows:

Jose "Pepe" Diaz, Chairman	aye		
Oliver G. Gilbert, III, Vice-Chairman	aye		
Sen. René García	aye	Keon Hardemon	aye
Sally A. Heyman	absent	Danielle Cohen Higgins	aye
Eileen Higgins	aye	Joe A. Martinez	aye
Kionne L. McGhee	absent	Jean Monestime	aye
Raquel A. Regalado	aye	Rebeca Sosa	aye
Sen. Javier D. Souto	aye		

The Chairperson thereupon declared this resolution duly passed and adopted this 8th day of July, 2021. This resolution shall become effective upon the earlier of (1) 10 days after the date of its adoption unless vetoed by the County Mayor, and if vetoed, shall become effective only upon an override by this Board, or (2) approval by the County Mayor of this resolution and the filing of this approval with the Clerk of the Board.



MIAMI-DADE COUNTY, FLORIDA
BY ITS BOARD OF
COUNTY COMMISSIONERS

HARVEY RUVIN, CLERK

Melissa Adames

By: _____
Deputy Clerk

Approved by County Attorney as
to form and legal sufficiency.

A handwritten signature in black ink, appearing to be "AV", written over a horizontal line.

Anita Viciania Zapata

Memorandum



Date: June 4, 2021

To: The Honorable Chairman Jose "Pepe" Diaz
and Members, Board of County Commissioners

From: Daniella Levine Cava
Mayor 

Subject: Report on Miami-Dade Corrections and Rehabilitation Department
Laundry Services

The following information is provided pursuant to a request made from Commissioner Heyman during the March 11, 2021 Community Safety and Security Committee's (CSSC) meeting, directing Miami-Dade Corrections and Rehabilitation Department (MDCR) to evaluate the feasibility of transitioning all inmate laundry services in-house.

Background

MDCR is responsible for ensuring clean uniforms, blankets, linens, and towels are provided to the inmate population which results in approximately 1,560,000 pounds of laundry annually. MDCR utilizes a County vendor to launder 20,000 pounds of inmate towels, uniforms, and sheets weekly while utilizing the Training and Treatment Center (TTC) laundry facility to provide in-house laundry services. The in-house services include the weekly laundering of 10,000 pounds of blankets, inmate uniforms and towels from the Turner Guilford Knight Correctional Center, all inmate anti-suicide smocks (Ferguson Garments), as well as uniforms and blankets for the Juvenile Services Department. In 2007, MDCR began utilizing a County vendor to supplement services because its in-house laundry capacity could not meet the average in-custody inmate population of 7,000 at that time.

Since 2019, the County's attempt to contract the services via a competitive process have proven unsuccessful. The three vendors providing services under competitive Contract No. 8443-0/16 Laundry Services, were unable to fulfill their contractual obligations. As such, Contract 8443-0/16, awarded on May 1, 2014, was terminated on June 5, 2019. In order to ensure continuity of these essential services, an emergency was declared on June 5, 2019 and an emergency contract awarded to Cy's Linen Service. MDCR has been operating under this emergency declaration with the current awarded vendor, Cy's Linen Service since that time. On November 1, 2019, competitive Solicitation FB-01320 was issued for the purchase of laundry services. Five vendors responded to the solicitation with three vendors (Merrill LLC, Royal Linen Services, LLC, and Systematic Developers, Inc.) submitting a bid and two vendors (Cy's Linen Service and JMAC Cleaning Services) declining to submit a bid. During the evaluation of the bids and pre-award inspection of the bidder's facilities, staff determined that the two lowest priced bidders did not meet the specifications outlined in the solicitation, and prices submitted by the third bidder were excessive. A recommendation was made to reject all bids and re-solicit the process. This was approved by the Board of County Commissioners on March 2, 2021. Subsequently, On November 13, 2020, the County issued Solicitation FB-01694, under full and open competition, and a total of seven bids were received from RPR Empire Corporation, Cori Springs Dry Cleaners LLC., New Roads Investment Group, Image 1st SE Florida, Laundry Cleaner Corporation, Logical Linen and Laundry Solutions, and Royal Linen Services. However, the evaluation and pre-award inspection process yielded similar results to Solicitation FB-01320. Cy's Linen Service did not submit a bid on either solicitation and has indicated their desire to terminate the provision of laundry services as soon as the County has identified another vendor or found a suitable alternative. MDCR was informed that Cy's Linen Service would increase the rate from \$.42 per pound to \$.65 per pound effective May 4, 2021. The County's attempts to secure a contract have proven unsuccessful in identifying a qualified replacement vendor resulting in four extensions of the emergency contract. The current emergency contract is set to expire in May 2022.

Feasibility Review

MDCR conducted a best practice survey of inmate laundry services of other correctional agencies. MDCR contacted 22 agencies of which 17 responded indicating they all operate their own inmate laundry service and do not outsource these services. Agencies in Florida included Alachua County Sheriff's Office, Baker County Sheriff's Office, Broward County Sheriff's Office, Jacksonville County Sheriff's Office, Martin County Sheriff's Office, Orange County Corrections Department, Palm Beach County Sheriff's Office, Pinellas County Sheriff's Office, and Polk County Sheriff's Office. Agencies outside of Florida included Cook County Jail (Illinois), Curran-Fromhold Correctional Facility (Philadelphia, Pennsylvania), Dallas County Jail (Texas), Los Angeles County Sheriff's Department (California), Maricopa County Jail (Phoenix, Arizona), Orange County Jail (California), Rikers Island Jail (New York), and Shelby County Sheriff's Office (Memphis Tennessee). In order to evaluate the feasibility of expanding in-house laundry services to meet all of MDCR laundry needs, MDCR conducted a comprehensive review to include staffing needs and cost analysis and has collaborated with the Internal Services Department (ISD) to identify potential sites including available Miami-Dade County owned property.

Site Locations

Current in-house laundry services operate from TTC, which is expected to be demolished by April 2022 as part of the replacement jail project. The most efficient manner to operate laundry services is to centralize the operation and to co-locate with the largest segment of the inmate population to maximize available staffing and minimize the need to transport laundry throughout the County. The replacement jail project will include a central support services building that will house an industrial laundry plant capable of managing 100% of MDCR's laundry needs, co-located with the majority of MDCR inmates, and is anticipated to be operational by the end of 2026. Until such time, a suitable site near the two largest detention facilities must be identified to ensure continuity of this important inmate function. MDCR has collaborated with ISD to evaluate various site locations of County-owned properties for the in-house laundry services operation. The old Animal Services Department building was identified but was deemed unsuitable. This review indicated there were no suitable County-owned facilities available that can accommodate MDCR's laundry needs.

Upon reviewing other location options, MDCR may be able to relocate the laundry services to either a potential new warehouse in Doral (Doral Warehouse) or the existing lease location at the Maya Warehouse also located in Doral. MDCR has been in negotiations to enter into a new warehouse lease in Doral to consolidate two current MDCR warehouse leases and to accommodate the expansion of in-house laundry services. The lease for the Doral Warehouse is being finalized and will be submitted to the Board for approval. If the County is unable to secure the Doral Warehouse, laundry services can be operated from the existing Maya Warehouse upon an extension of the current lease and approval of the property owner to allow the installation of laundry equipment. It is important to indicate that permitting including from the City of Doral and Department of Environmental Resources Management is required to allow laundry services at either location.

Equipment Needs

In order to launder approximately 30,000 pounds weekly, MDCR would need to acquire approximately four industrial washers and four to six industrial dryers depending on the square footage of the final location. This equipment along with ancillary equipment such as folding machines, sanitation mechanisms, laundry carts, upgraded electrical and plumbing, and boiler equipment is estimated to cost between \$800,000 to \$1,000,000. MDCR would incorporate a 5-year warranty period in the purchase of the industrial laundry equipment. At the conclusion of the warranty period, MDCR would procure services with a repair vendor to ensure the equipment remains fully operational. MDCR is

recommending a design-build construction project model be utilized which would require a competitive bid process. Funding for the central support services building of the replacement jail project would be utilized to fund the in-house laundry services project. The laundry equipment would be relocated from the leased location to the central support services building when operational. In addition to the laundry equipment, MDCR has one truck utilized for laundry delivery and would need one additional box truck, estimated to cost \$60,000, to pick up and deliver soiled and laundered materials from the four existing detention facilities. The costs of the trucks are part of the Department's Fleet Plan and costs are not incurred in one lump sum but over the course of 10 years.

Workload and Staffing Needs

Historically, the MDCR laundry facility was able to operate with a hybrid of MDCR staff assisted by Inmate Workers. Using Inmate Workers reduced the need for hiring additional County employees. However, as Miami-Dade County has successfully implemented a number of criminal justice reforms over the last several years, the incarceration rate of offenders with lower-level charges has significantly decreased. This population had been utilized as Inmate Workers in the past and are no longer available to assist with the laundry and food services programs. Currently, 96% of the inmate population is not eligible to serve as an Inmate Worker based on their felony charges.

Current laundry operations are managed by a Laundry Manager and 5 full-time employees and is budgeted in the amount of \$572,000 in Fiscal Year 2021/22. The 6 full-time employees currently launder and transport 10,000 pounds weekly. With the capacity provided by the additional industrial laundry equipment including the folding machines, an additional 6 full-time positions are required to fully operate laundry services in-house. The total 12 full-time positions would allow MDCR to launder, process and transport the 30,000 pounds weekly on the morning and afternoon shifts. MDCR would seek assistance from the Human Resources Department to create new classifications that better align with duties of staff assigned to operate a laundry plant. The anticipated cost of six additional FTEs would be approximately \$400,000.

Fiscal Impact

The expected cost of laundry services in FY 2021/22 is \$1,297,800 including \$676,000 in vendor fees, an annual increase of \$244,000. MDCR was informed that the current vendor would increase rates from \$.42 per pound to \$.65 per pound which became effective on May 4, 2021. This rate increase and the inability to find alternate vendors has prompted MDCR to propose fully transitioning laundry services in-house at the estimated cost of \$2,045,000 including \$1,000,000 in upfront capital costs as depicted in the following chart.

Estimated Costs	FY 21/22 Laundry Program Cost	Proposed Program Cost
Current Personnel Costs - 6 FTEs	\$572,000	\$572,000
Additional Personnel Costs - 6 FTEs	--	\$400,000
Operating Costs	\$2,300	\$12,000
Laundry Supplies (Detergent and Bleach)	\$16,000	\$48,000
Maintenance/Repair Costs	\$25,000	\$0
Vendor Costs	\$676,000	\$0
Fleet Costs	\$6,500	\$13,000
Subtotal	\$1,297,800	\$1,045,000
Capital Costs (Buildout and Equipment – Washer/Dryers)		\$1,000,000
Total	\$1,297,800	\$2,045,000

Funding for the estimated upfront capital costs to acquire the industrial laundry and ancillary equipment is currently available in the Capital Infrastructure Improvement Program. This would allow MDCR to no longer rely on vendors to perform this essential inmate service as it has been increasingly difficult to secure laundry services as highlighted by two unsuccessful bid solicitations. The financial impact of a fully in-house laundry program, when excluding the \$1,000,000 capital costs which are already available, indicates a prospective decrease of \$252,800 annually. The capital costs would be offset with savings over a four-year period. Additionally, MDCR is evaluating utilizing temporary contractual personnel to reduce the reliance on the vendor and minimize the impact of the rate increase while facilitating a smoother transition to a fully operational in-house laundry operation.

Timeframe

MDCR anticipates that in-house laundry services will be operational by March 2022 if the County is able to finalize a location for the laundry operations and expedite the design/build construction project. This will allow MDCR sufficient time to finalize the location, apply for the required permitting, develop the design/build construction specifications, and construct the area. The lease for the new Doral Warehouse includes the onsite laundry facilities and is anticipated to be forwarded to the Board for approval. MDCR will work with ISD on a design/build construction project, and with the Human Resources Department to recruit and select full-time personnel to operate the laundry. In the event there are delays in implementing the in-house laundry services, MDCR's emergency contract with the current vendor has been extended to ensure a continuation of services during the planning phase until May 2022. The TTC site is expected to be unavailable by Spring 2022 which would allow sufficient time to transition to an in-house laundry program.

MDCR is committed to providing inmate laundry services to meet current operational needs in the most fiscally responsible fashion. The ability to transition laundry services in-house would allow MDCR to efficiently and effectively manage essential inmate needs without the reliance of a third party. Please be assured that MDCR will work diligently to transition laundry services in-house as soon as possible.

Should you have any questions or need further information, please contact Director Daniel Junior, Miami-Dade Corrections and Rehabilitation Department, at telephone number (786) 263-6010.

c: Geri Bonzon-Keenan, County Attorney
Gerald K. Sanchez, First Assistant County Attorney
Jess McCarty, Executive Assistant County Attorney
Office of the Mayor Senior Staff
Daniel Junior, Director, Miami-Dade Corrections and Rehabilitation Department
Jennifer Moon, Chief, Office of Policy and Budgetary Affairs
Adeyinka Majekodunmi, Commission Auditor
Melissa Adames, Director, Clerk of the Board
Eugene Love, Agenda Coordinator