

Memorandum



Date: February 13, 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", is written over the printed name of the Mayor.

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

This report provides a 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 (MDCR) along with the financial capacity of the County to determine how to best execute the construction of a new detention facility. The Resolution also directed the County Mayor or County Mayor's designee to make a recommendation on whether the new detention facility should be designated as a P3 Qualifying Project under Section 2-8.2.6 of the County Code.

MDCR Facility Needs Assessment

The Miami-Dade Corrections and Rehabilitation Department operates the eighth largest jail system in the United States, with an Average Daily Population (ADP) of 4,300 inmates housed in four detention facilities; Metro West Detention Center (MWDC), Turner Guilford Knight Correctional Center (TGK), Pretrial 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.

The Pretrial Detention Center (PTDC), built in 1959, is MDCR's oldest 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.

New Detention Center Design Concept and Cost

The construction of a new 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 by replacing the County's oldest facility, PTDC, and would save an estimated \$49 million in annual operating costs, which could be used to pay the debt service on bonds that would finance a new

\$393 million detention center. The estimated operating and construction costs are 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 County Study, a proposed staffing plan was developed for the new 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 3,058 positions currently required by Miami-Dade Corrections and Rehabilitation (MDCR) could be reduced by an estimated 496 positions (16 percent), based on the new operating model.

The proposed site for Miami-Dade County's new detention center is 6950 NW 41st Street, adjacent to the Turner Guilford Knight Correctional Center (TGK). This is also the site of the Training and Treatment Center (Stockade), built in 1951 and closed in July 2016. The new detention center complex would include a 1400-bed Detention Center with a Mental Health Treatment Center and full service medical clinic; a 556-bed Intake and Release Center to be combined with four high volume courtrooms and office space for partnering criminal justice agencies, including the Circuit Court, State Attorney, Public Defender, Clerk of the Courts, and Miami-Dade Police Department; a Central Support Services Building; and a parking garage with finished office space for video visitation. The project would also include a new sally port (a separate and controlled entryway) at the Richard E. Gerstein Courthouse to replace the PTDC holding cells currently used for court staging. Construction cost estimates for each of these structures is detailed in the chart below.

New Detention Center Construction Cost Estimate

DESIGN AND CONSTRUCTION	SITE	ESTIMATED COST
New Intake and Release Facility (556 Beds + 4 Courtrooms)	TGK	\$170,000,000
New Detention Facility (1400 Beds)	TGK	\$187,500,000
New Central Support Services Building (80,000)	TGK	\$18,000,000
New Parking Garage/ Video Visitation Space (600 spaces)	TGK	\$12,500,000
New REG Courthouse Sally Port	REG	\$5,000,000
Total Estimated Construction Costs		\$393,000,000

Recommended Funding Model

As noted earlier, annual savings of approximately \$49 million is expected once the new 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 prisoner transport needed due to the location of four courtrooms on site; and the operational efficiencies from having a new Central Support Services building which will provide food and laundry

services. The savings is enough to allow an issuance of County bonds to pay for the anticipated construction costs of the new complex (estimated at \$393 million). Once the new 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 which will be evaluated by a future Board of County Commissioners.

P3 Delivery Method

In accordance with Resolution No. R-1295-18, the Administration considered different delivery options for the construction of a new 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 beneficial to the County for the maintenance operations of MDCR to be privatized. Currently, MDCR employs 78 full-time maintenance repairers who are qualifiers 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 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 new jail facility.

Pursuant to Ordinance No. 14-65, this report will be placed on the next available Board agenda. Should you require additional information, please contact Tara C. Smith, Director, Internal Services Department, or Daniel Junior, Director, Miami-Dade Corrections and Rehabilitation.

- 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, Director, Office of Management and Budget
- Tara C. Smith, Director, Internal Services Department
- Daniel Junior, Director, Miami-Dade Corrections and Rehabilitation Department